

Better figures for a better life

Statistics and their contribution to development

A Reader

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"Good statistics are indispensable to improvement in the social and economic life of developing countries and their people."

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Statistics between skepticism and indispensability
– A Foreword

Ever since statistics and their methods were invented, people were as willing to use their results as they were skeptical about them. In this regard it is Winston Churchill, the former British Prime Minister, who is quoted most frequently: "I only believe that one statistic, that I manipulated myself." In fact, it is unlikely that Churchill really made this remark. Some researchers nowadays believe it was only ascribed to him by Nazi propaganda.* Nevertheless Churchill, like many other people in this world, had his doubts about the truth behind the figures.

Statistics, as many people criticize, only give us the illusion of preciseness – whereas in fact a lot of figures can be manipulated, or at least, be interpreted in many different, sometimes even contradictory ways. ** So why should we produce more and more data each day at all? Some answers can be found in international documents aimed at promoting statistics, such as the declaration of Paris 21 (Partnership in Statistics for Development in the 21 Century) which was founded in 1999 in response to the UN Economic and Social Council Resolution. "The value of statistics depends upon their quality" Paris 21 says in a statement on the need for statistics. "While it is not always easy to guarantee this quality, good statistics are nevertheless indispensable. They are indispensable for politicians, business managers and the average citizen alike." In a world where national economies are becoming increasingly interdependent, official



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statistics provide a basis for understanding how a country interacts with others and how conditions compare with those elsewhere", Paris 21 concludes.

"Every country needs good statistics" – this is especially true when it comes to developing countries who want to improve their political, social and economic situation and need a reliable ground for that. The debate on the Millennium Development Goals and the worldwide fight on poverty have even more highlighted the needs for reliable data. Only with such data, useful politics for development and progress can be implemented. Only if relevant figures about HIV/Aids-infected people are available, for instance, is a clearly calculated and helpful policy for HIV/Aids-prevention and education possible.

* A very good and entertaining overview on this ongoing debate over Churchills quotation and his attitude towards statistics is to be found on the website of the federal statistical office of Baden-Württemberg/Germany: www.statistik.baden-wuerttemberg.de

** How statistics can be manipulated is for example described in: Walter Krämer: So lügt man mit Statistik (How to lie with statistics), Campus Verlag, Frankfurt/Main, New York, 3rd ed. 1991.

This is equally true for a lot of other sectors related to national development and the improvement of people's lives.

Only with these data at hand we will know by the year 2015 whether the Millenium Development Goals have been reached in various countries or not or to which extent. And statistics can do even more: Collecting information and making it accessible to decision makers and the public alike contributes to the worldwide fight against corruption and for good governance.

Whereever there is reliable, seriously collected and disseminated data, there is transparency. Therefore, it is necessary that statistics don't stay in the hand of statisticians alone. They have to be made accessible, understandable and attractive to a wide range of users – whether to politicians on a national or international level, decision makers in the economy, members of non-governmental organizations and other representatives of civil society, like the media, and – last but not least – the people themselves.

Of course, to produce good and helpful statistics for development is not always easy – especially in countries that face a lack of financial and human ressources. But a lot has already been done in recent years on the international as well as on the national level to improve that situation. This reader gives an overview of the recent debate amongst high-ranking experts about statistics and their possible contribution for development, with special regard to Africa. It gives an insight into the current situation in various countries on different statistical aspects. Problems and challenges are mentioned – as well as comprehensive efforts and best-practice examples for a more development-related and user-orientated statistical approach.



Why statistics are crucial

GOOD STATISTICS are essential to paint an objective picture of a country's economic and social condition. Good statistics allow comparisons with other countries and are the key to effective policy-making. Official statistics are essential in indicating those people and regions in greatest need, and best use of scarce resources in improving health, housing and education.

THE INTERNATIONAL COMMUNITY has agreed that by 2015:

- the proportion of people in extreme poverty should be reduced at least by half
- there should be primary education worldwide, for both boys and girls
- death rates of children under five should be cut by two-thirds – and maternal mortality by three-quarters.

Such goals demand good official statistics to track their progress.

GOVERNMENT PRODUCE GOOD STATISTICS BUT EVERYONE BENEFITS

COOPERATING WITH OFFICIAL SURVEYS
Surveys monitor such things as size and structure of the workforce and activities of households such as spending patterns, family structure, housing conditions, education, health. They can help governments plan a better life for all.

USING STATISTICS TO MAKE INDIVIDUAL CHOICES
An informed citizen is a better citizen. Statistics enable people to make better decisions about their everyday lives. Statistics are essential for business and industry to make informed decisions.

USING STATISTICS TO JUDGE A COUNTRY'S PROGRESS
Good statistics allow governments to report back to the people on the progress of its policies and empower the citizen to evaluate their success. They are a key factor in making governments transparent and accountable to the people. Good statistics are a cornerstone of democracy.

PARIS21
Partnership in statistics in the 21st century
www.paris21.org

Why statistics are crucial is explained on this colourful poster to be found on the website of Paris 21, www.paris21.org

Aimed at statisticians, development experts, students and the interested public as a whole, the reader hopefully contributes to an ongoing discussion process about the issue of applied statistics.

Thus, we hope to come to a measurable progress in the area of statistics for development and for the sake of the people worldwide – an effort InWEnt is very much dedicated to.

Statistics throughout history

The desire to explain state matters with mathematical tools is not a recent phenomenon. First steps into that direction were already taken many centuries ago. John Graunt (1620-1674) and William Petty (1623-1687) are considered to be the pioneers of modern statistics. In the 17th century they founded what they called "political

mortality and the causes of death in the capital. On the basis of these bills, Graunt made an estimate of the population of London. This is thought to be the first example of the interpretation of passive data and the beginnings of what is now called "statistics". Graunt's friend, William Petty, was also very much dedicated to this new

method. He proposed the setting-up of a Central Statistical Office for the English Crown. And he came up with what we call nowadays a national income analysis.

There were many other important contributors to statistics of the early days, amongst them Adolphe Quetelet (1796 – 1874) for example, a Belgian mathematician who when studying the distribution of people's

characteristics observed and studied the properties of the normal distribution curve – one of the central concepts in statistics.*

More and more official statistics became a science of the state. In the 19th century it was an important building block for the new national conscience. Statistics was recognized as an instrument for the knowledge of the situation

“...The Method I take to do this, is not yet very usual; for instead of using only comparative and superlative Words, and intellectual Arguments, I have taken the course (as a Specimen of the Political Arithmetick I have long aimed at) to express my self in Terms of Number, Weight, or Measure; to use only Arguments of Sense, and to consider only such Causes, as have visible Foundations in Nature; leaving those that depend upon the mutable Minds, Opinions, Appetites, and Passions of particular Men, to the Consideration of others...”

William Petty, Excerpt from the preface of his book “Political Arithmetick”, published posthum approx. 1687/90

arithmetick” – i.e. the explanation of national developments by facts, figures and numbers in order to compare the economical and social situation of one's own country to those of other states. John Graunt can be regarded as the author of the first book on statistics, called “Natural and Political Observations Upon the Bills of Mortality” in 1662. By that time, London had suffered from plague outbreaks. Weekly records were kept of

* A list of “Statisticians through history” is to be found on timeweb, <http://www.bized.ac.uk/timeweb/reference/statisticians.htm>

and development of a country – and it was used for government purposes.

In the 20th century the internationalization of statistics started – mainly due to the foundation of the League of Nations. After the Second World War this process continued – with the creation of the Statistical Commission of the United Nations and of UN regional statistics conferences. With the establishment of the Organization for Economic Cooperation and Development (OECD) in 1961 and many other international institutions the need for international, comparable data increased.

At the same time the world was divided into two parts. In the 1950s and 1960s the cold war lingered on. Statisticians from West and East met regularly and they had one common ground: that statistics are an important tool for government purposes. But there were no discussions about the fundamental mission of Official Statistics during that time. Later on in the 1960s and in the 1970s,

given that the political focus was mainly on economic growth and competition between East and West, economic statistics and economic indicators became the priority of National Statistical Institutes. First modern developments in environmental and social statistics were made by Richard Stone, a British economist. In 1975 he released a document on an integrated demographic and social system of statistics – but it was not implemented.

Then, in 1989 the Berlin wall fell. As a consequence, there was a rapid change of paradigms that also had an impact on statistics – especially in the former communist countries, where Official Statistics had been mainly produced according to political objectives. Now, important investments in professional and in financial resources were made to transform the Eastern National Statistical Institutes, NSIs. “1990 was the beginning of a new paradigm for official statistics”, says Carlo Malaguerra, former director of the Federal Office for Statistics in Switzerland.*



The fall of the Berlin wall caused a rapid change of paradigms in statistics, especially in the former communist countries. Photo: Max Kohr

* This whole chapter is in big parts based on a presentation by Carlo Malaguerra held during an InWEnt Training Course on Measuring Democracy, Governance and Human Rights, on Sept. 26th 2005 in Bonn/Germany.

8 Ten principles of statistics

With the change in politics, NSIs became essential institutions for the process of democratization, for democratic governments, for democratic debate within civil society and for further development of the market economy. For the first time the political

dimension of statistical information was subject to debate. In addition there was the sustainable development approach and the integration of economic, social and environmental indicators. Other new fields for statistics, which started in the 1990s were

Ten principles of statistics, worldwide adopted in 1994

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 which meet the test of practical utility are to be compiled and made available on an impartial basis by official statistical agencies to honour 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.

the development of indicators for measuring governance and corruption and issues of Human Rights.

All this led to new ethics of statistics.

In 1992 the conference of European Statisticians (CES) and the Economic Commission for Europe (ECE) adopted a resolution containing 10 fundamental principles of official statistics. These principles were adopted by the United Nations Statistical Commission in 1994.

Some countries further developed their own statistical ethics – like Switzerland, which came up with a “Charta of Official Statistics” in 2002. Statistics, the document says, should be regarded as a “public service” to meet the needs of a democratic society and modern state. And they should be based on the principles of relevance, quality and credibility.

With all these principles it became clear that National Statistical Institutes play their role as essential institutions for societies. The statisticians themselves became more and more aware of their

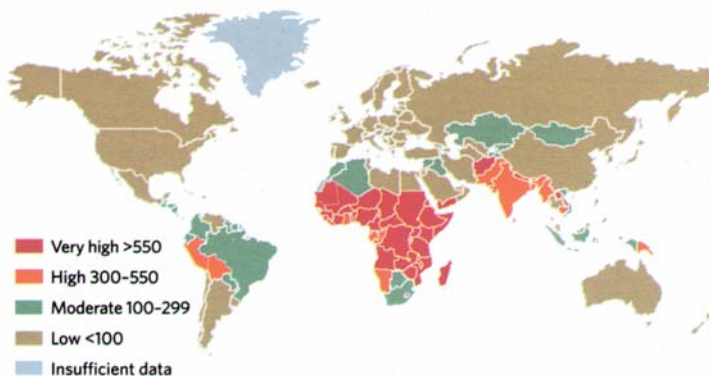


A new focus: International conferences gave statistics new momentum. Photo: Ana Paula Bartoleto

ethical responsibility. As a consequence, a lot of transnational and international meetings and gatherings amongst statistical experts started – a lot of them with a new focus. In September 2000 for instance an International Conference on Statistics, Development and Human Rights took place in Montreux, Switzerland.

The declaration of the Millennium Development Goals by the United Nations in 2000 further enhanced this process. The eight goals that were formulated to be reached by the year 2015 can only be monitored with the necessary data and indicators at hand. So the MDGs pose a new challenge to statistics but at the same time give them new momentum.

Women risk death to give life



Maternal mortality ratios per 100,000 live births, 2000

Data for development:
The MDGs pose a new
challenge to statistics.

10 Tracking the MDGs: Targets and indicators

Goals and targets	Indicators
Goal 1: Eradicate extreme hunger and poverty Target 1: Halve, between 1990 and 2015, the proportion of people whose income is less than \$1 a day Target 2: Halve, between 1990 and 2015, the proportion of people who suffer from hunger	1. Proportion of population below \$1 (PPP) per day 2. Poverty gap ratio, \$1 per day 3. Share of poorest quintile in National Income or Consumption 4. Prevalence of underweight children under five years of age 5. Proportion of the population below minimum level of dietary energy consumption
Goal 2: Achieve universal primary education Target 3: Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling	6. Net enrolment ratio in primary education 7. Proportion of pupils starting grade 1 who reach grade 5 8. Literacy rate of 15–24 year-olds
Goal 3: Promote gender equality and empower women Target 4: Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015	9. Ratio of girls to boys in primary, secondary, and tertiary education 10. Ratio of literate women to men 15–24 years old 11. Share of women in wage employment in the non-agricultural sector 12. Proportion of seats held by women in national parliaments
Goal 4: Reduce child mortality Target 5: Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate	13. Under-five mortality rate 14. Infant mortality rate 15. Proportion of 1 year-old children immunised against measles
Goal 5: Improve maternal health Target 6: Reduce by three-quarters, between 1990 and 2015, the maternal mortality ratio	16. Maternal mortality ratio 17. Proportion of births attended by skilled health personnel
Goal 6: Combat HIV/AIDS, Malaria and other diseases Target 7: Have halted by 2015 and begun to reverse the spread of HIV/AIDS Target 8: Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases	18. HIV prevalence among 15–24 year-old pregnant women 19. Condom use rate of the contraceptive prevalence rate 20. Number of children orphaned by HIV/AIDS 21. Prevalence and death rates associated with Malaria 22. Proportion of population in Malaria risk areas using effective Malaria prevention and treatment measures 23. Prevalence and death rates associated with Tuberculosis 24. Proportion of tuberculosis cases detected and cured under directly-observed treatment short courses
Goal 7: Ensure environmental sustainability Target 9: Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources	25. Forested land as percentage of land area 26. Ratio of area protected to maintain biological diversity to surface area 27. Energy supply (apparent consumption; Kg oil equivalent) per \$1,000 (PPP) 28. Carbon dioxide emissions (per capita) and consumption of ozone-depleting CFCs (ODP tons) 29. Proportion of population using solid fuels
Target 10: Halve, by 2015, the proportion of people without sustainable access to safe drinking water and basic sanitation	30. Proportion of the population with sustainable access to and improved water source (WHO/UNICEF)
Target 11: Have achieved by 2020 a significant improvement in the lives of at least 100 million slum dwellers	31. Proportion of the population with access to improved sanitation 32. Slum population as percentage of urban population (secure tenure index)

Goals and targets

Goal 8: Develop a global partnership for development

Target 12: Develop further an open, rule-based, predictable, nondiscriminatory trading and financial system (includes a commitment to good governance, development, and poverty reduction – both nationally and internationally)

Target 13: Address the special needs of the LDC

Includes:

- a) tariff- and quota-free access for LDCs
- (b) exports, enhanced programme of debt relief for heavily indebted poor countries [HIPC] and cancellation of official bilateral debt
- (c) more generous official development assistance for countries committed to poverty reduction)

Target 14. Address the special needs of landlocked developing countries and small island developing states

Through the Programme of Action for the Sustainable Development of Small Island Developing States and the Outcome of the 22nd session UN General Assembly

Target 15. Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term

Target 16. In cooperation with developing countries, develop and implement strategies for decent and productive work for youth

Target 17. In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries

Target 18. In cooperation with the private sector, make available the benefits of new technologies, especially information and communications technology

Indicators

Some of the indicators listed below are monitored separately for the least developed countries, Africa, landlocked developing countries, and small island developing states

Official Development Assistance (ODA):

- 33. Net ODA as percentage of OECD/DAC donors' gross national income
- 34. Proportion of total bilateral, sector-allocable net ODA of OECD/DAC donors to basic social services (basic education, primary health care, nutrition, safe water and sanitation)
- 35. Proportion of bilateral ODA of OECD/DAC donors that is untied
- 36. ODA received in landlocked countries as proportion of their GNIs
- 37. ODA received in small island developing States as proportion of their GNIs

Market access:

- 38. Proportion of total developing countries imports (by value and excluding arms) from developing countries and LDCs, admitted free of duties
- 39. Average tariffs imposed by developed countries on agricultural products and textiles and clothing from developing countries
- 40. Agricultural support estimates für OECD countries as % of their GDP
- 41. Proportion of ODA provided to help build tradecapacity

Debt sustainability

- 42. Total number of countries that have reached their HIPC decision points and number that have reached their completion points (cumulative)
- 43. Debt relief committed under HIPC initiative
- 44. Debt service as a percentage of exports of goods and services
- 45. Unemployment of 15-24 year-olds, each sex and total

46. Proportion of population with access to affordable, essential drugs on a sustainable basis

47. Telephone lines and cellular subscribers per 100 population

48. Personal computers in use and internet users per 100 population

In order to ensure that statistics can fulfill their new and extremely difficult tasks posed by the MDGs and other challenges related to development, the dialogue between producers and users of statistics also has to be improved.

Organizations like the International Association of Official Statistics (IAOS), an international non-governmental organization founded in 1985 and a section of the International Statistical Institute (ISI), are dedicated to this process. In 2004 IAOS organized a Congress in Jordan on "Poverty, Social Exclusion and Development" from a statistical perspective with experts from all around the globe.

In the meantime two schools of statistical philosophy emerged: The traditional school, according to which statistics are a matter for statisticians. And the new school convinced that statisticians have to open themselves and work together with other government experts, academia and politics in order to match the new challenges posed by a modern and rapidly changing society. The new school is also in favour of including social and

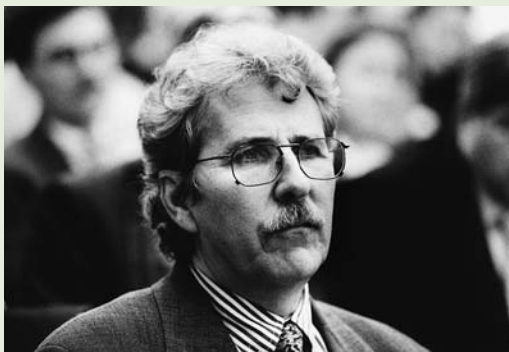
environmental topics as well as issues like good governance, corruption or human rights into the statistical work.

In fact, to open up statistics for political debate and to use them as a tool for development is not such a new thing. In the 19th century Florence Nightingale (1820-1910) in Great Britain used the power of statistics to support her campaign for reforming the hospital system. Her work also demonstrated the shortcomings of the statistics collected by the authorities – with many inconsistencies and inaccuracies. For her contribution to army statistics and comparative hospital statistics in 1860 Florence Nightingale became the first woman to be elected a fellow of the Statistical Society. Nightingale dedicated herself to improving the systems of measurement and classification – a process that in many areas of statistical work lingers on until today.



Famous nurse – and a pioneer of statistics:
Florence Nightingale (1820 – 1910) used the
power of statistics to support her campaign for
reform of the British hospital system.

Carlo Malaguerra was the Director of the Federal Office for Statistics in Switzerland until 2001. He is still member of IAOS (International Association of Official Statistics) and ISI (International Statistical Institute). Malaguerra is an expert on the development of international statistics and works on the issue of human rights, good governance and statistics. In this interview he gives a short review of the fall of the Berlin wall as a historical momentum not only for politics but also for statistics. And he explains why statisticians should open up to the outside world – much more than they did before – in order to work effectively and serve public needs.



Mr. Malaguerra, you consider the fall of the communist regime to be of great importance for the development of statistics. Why?

Malaguerra: In the former communist countries the statistical systems and the figures they produced were aimed at matching the plans of a centralized and state-owned economy. Statistics did not say so much about the reality, rather they stated what the authorities wanted the reality to be like. In my opinion this was one of the reasons for the breakdown of the communist system: Politicians did not know anything about the reality anymore. It shows that we all need reliable information and data in order to develop useful politics.

Talking about reality: Did statistics in the West always give the real picture of economical and social phenomena?

Malaguerra: At least in the West the National Statistical Institutes are autonomous and not under pressure of the political authorities. For the government to manipulate data was always much more difficult in the western countries.

What about the National Statistical Offices in developing countries? Do they work autonomously from your point of view?

Malaguerra: Some do, some don't. There is a lot to improve when it comes to statistics in the developing world. In many of these countries manipulation of figures is not even the biggest problem, rather it is the lack of reliable data.

On some occasions you mentioned that there has always been a gap between the actual needs of society and the information available, because it takes some time between recognizing the need and the first dissemination of data. But you also said that this gap is nowadays of greater concern. Why?

Malaguerra: Now this gap is becoming increasingly disturbing as societies are developing very rapidly and their complexity is growing enormously. Problems are more complex, they are multidimensional, which means they need a more complex statistical approach with more disaggregated data at hand. What worries me is the lack of resources and financial fundings for statistics. A lot of politicians think that investment in statistics is a waste. In fact, we do need more resources for statistics to observe modern society. Poverty for

instance is not well measured in many countries, e.g. in the industrialized countries, where it also exists. Another example is the interaction between environment and economy. As to date we do not have enough data on that. And without information there is always the danger of taking wrong political decisions.

On the other hand, there is a lot of information available in modern society. Information technologies help organizing huge quantities of data. But how do I find the right information in the right moment?

Malaguerra: That, in fact, is a problem. In a world, overflowed with facts and figures, data and information, it is difficult to tell which information is of good, which one is of bad quality. As statisticians we tried to partly solve this problem by creating indicators – which are in fact a group of data. The problem is that this can lead to inaccuracy or misinterpretation. Some time ago the gross national product was considered to show the "wealth" of a country. But this is wrong. "Wealth" is much more than that, it has to take many other factors into account.

Mr. Malaguerra you say that statisticians have to open up to the outside world. What exactly do you mean by that?

Malaguerra: Statisticians have a responsibility for what they are doing. Over a long time they produced a lot of data and disseminated them throughout the world. But they did not care for

the user side – whether and by whom their data were used and in which way. Now a dialogue between the producer and the user of data has started – there is a new kind of approachment between the two sides. For statisticians it is very important to know how their data are used, let's say, by the political authorities. This is what I call an integrated approach. Statisticians have to develop the political dimension of their mandate – without endangering their autonomy, of course.

Is there resistance against this new, open-minded concept within the statistical community?

Malaguerra: I think that the chief statisticians worldwide are very much aware of the necessity for such a wider approach. But sometimes it is difficult to reach all the staff within an institution and transmit new concepts. It all depends on the culture within National Statistical Institutes. And to develop a new culture always takes some time. But I think since the beginning of the 1990s we have already achieved a lot.

The political and historical background in Africa

The statistical situation in developing countries has always been a source of concern – given the lack of financial and human resources that these countries are facing. In Africa, emphasis was mainly put on economic statistics: trade, prices, agriculture, industry, and household expenditure. But in the 1970s and 1980s statistics were on the decline and in a bad state. Despite different efforts to improve statistics like the Statistical Training Programme for Africa (STPA) funded by the United Nations Development Programme (UNDP), the EU Comstat Agreement with ACP countries, the African Census Programme, which intended to assist African countries in the 1970, 1980 and 1990 rounds of the Population census or the African Household Survey Capability Programme, started in 1978, the situation remained critical. Many qualified staff left National Statistical Offices for sectors with better working conditions and salaries. Management of many statistical offices was poor, funding was inadequate, data were produced in unsatisfactory quality and not on time, new data needs could not be responded.

Realizing these problems the African statistical community and its partners took several further initiatives to build statistical capacity. The Addis



Statistical techniques improved, but the demand for solid data in Africa is still strong:
Tradition and modern life in an African city. Photo: Hoegen

Ababa Plan of Action, adopted in 1990 by the ministerial conference of the United Nations Economic Commission for Africa (UNECA), was one of those initiatives. It sought to create awareness through a variety of actions. Efforts included designing strategic development plans for statistics, strengthening the organization and management of statistical systems, coordinating statistical activities, improving the quality of statistics, developing databases, disseminating statistical products, promoting data analysis and research, creating an African Statistical Day and training staff.*

* This chapter is mainly based on the results and analysis within the "Reference Regional Strategic Framework for Statistical Capacity Building in Africa", published in February 2006. The framework is based on information obtained from various sources, including reports, earlier assessments of country statistical capacity, and an assessment of and consultation with more than 20 countries and 40 sub-regional, regional, and international organizations and donor agencies undertaken in 2005. The development of the framework was funded by the African Development Bank (AfDB), the Partnership in Statistics for Development in the 21st Century (PARIS21) and the World Bank. The framework was prepared by a team of international consultants hired by the three funding partners, coordinated by the United Nations Economic Commission for Africa (UNECA).

The Addis Ababa Plan of Action (AAPA), May 1990 Principles:

1. Statistics are a vital tool in national development planning.
2. African statistical services need to become fully self-reliant.
3. Statistical programmes should respond to African Governments commitment to self-reliant development.
4. International co-operation and support in the field of statistics should respond to priorities and programmes of National Statistical Services (NSS).
5. Adequate and reliable statistics are a pre-requisite for designing, monitoring and evaluating projects.
6. Increased communication at all times between users and producers of statistics is an important resource in itself, which, once started, would generate additional resources through the attractiveness of its product.
7. Any improvement of the statistical system constitutes an integral part of economic and social development.
8. ECA should be recognized as the key regional institution responsible for the development and promotion of statistics in Africa.

But implementation was not an easy task, as the evaluation of the Addis Ababa Plan of Action at the end of the 1990s revealed. Lack of ownership of the plan, the lack of leadership of national statistical systems, the lack of financial resources, and the inadequacy of institutional and human capacities remained the biggest problems. Different initiatives were undertaken by different stakeholders to let the Addis Ababa Plan become reality.

This was further enhanced by the political development in Africa. At the end of the 1990s, the African heads of state and government took very important steps in calling for the establishment of an African Union, that should bring forward integration in the continent and enable it to play a bigger role in the global economy. Africa's renewal

was on the agenda. Another important step into that direction was the adoption of the New Partnership for Africa's Development (NEPAD) – a reference framework for the objectives, pre-requisites, strategic directions and action lines of the continent's development as well as for the relationships with development partners for resource mobilization. All this, together with national and sectoral development plans, Poverty Reduction Strategy Papers (PRSPs) at a national level and the formulation of the Millennium Development Goals (MDGs) at an international level became key factors for enhancing statistics.

In addition to that there was an increasing statistical demand from civil society stemming from governments' renewed commitment to democracy and good governance. The role of

statistics in providing the evidence to support development and accountability of governments therefore also evolved in recent years.

At the dawn of the new millennium Africa, other developing regions and development partners have committed themselves to management for development results. This “results agenda” involves focusing on performance and outcomes. The results agenda is data intensive and predicated on the notion that there is both the capacity to demand and effectively use statistics for policy analysis and design (statistical demand) and the national capacity to produce better statistics and to do so in a sustained manner, on a scale, and in a time frame that are relevant to policy-makers (statistical supply). In other words: To keep development and partnership



Will there be a brighter future for children like this one in Africa?
Statistics can help to find out and work on it. Photo: Akuzia

building programme, using the International Comparison Programme for Africa (ICP-Africa) as a springboard. The programme operates capacity-building activities in 51 of the 53 countries in Africa.

“

The conference of Ministers emphasizes that statistical development plans should be an integral component of national development plans.”

Resolution on statistical development in Africa,
Addis Ababa, 4. – 7. September 2001

going, good statistics are indispensable.
In 2002 the African Development Bank (AfDB)
initiated a major region-wide statistical capacity-

It provides both financial support and technical assistance to countries to maximize synergy between ICP and national statistical programmes and to design national strategies for the development of statistics and build statistical capacity in countries. The AfDB provides assistance to sub-regional organizations to build internal capabilities for planning, executing and monitoring surveys. It also provides assistance to statistical training centres to develop or strengthen their programmes to make them more responsive to current and future training needs of national statistical systems. In April 2004, the heads of national statistical offices in Africa adopted the Yaoundé Declaration, which recommended that the ICP-Africa be the flagship for statistical capacity building in Africa.

Another important step was the **Marrakech Action Plan on Statistics (MAPS)**, a plan for improving statistics in developing countries. It came out of the 2004 Marrakech Roundtable meeting for improving statistics. The MAPS contains six action areas:

- Mainstream strategic planning of statistical systems
- Preparing for the 2010 Census Round
- Increasing financing for statistical capacity building
- Setting up an International Household Survey Network
- Undertaking urgent improvements needed for MDG monitoring by 2005
- Increasing accountability for the international statistical system.

Between 2001 and 2005, stakeholders also met in various inter-governmental forums of the United Nations Economic Commission for Africa (UNECA), namely the Committee on Development Information (CODI) *, held in September 2001, and the Forum on African Statistical Development (FASDEV) **, held in May 2004 - and a meeting of the primary sponsors of FASDEV (the AfDB, UNECA, the Partnership in Statistics for Development in the 21st Century [PARIS21], and the World Bank) and the International Monetary Fund (IMF), held in Tunis in January and February 2005. They resolved that a new framework for statistical development in Africa should be put in place by developing a **Regional Reference Strategic Framework (RRSF)**. That Framework was supposed to be in line with the Marrakech Action Plan on Statistics (MAPS) and was published in February 2006.

- Main objectives of RRSF 2006 are to:
- Raise awareness of the role of statistics.
 - Meet user needs for good-quality statistics.
 - Ensure cohesiveness among all stakeholders to improve the management and outputs of national statistical systems.
 - Ensure the sustainability of statistical development.

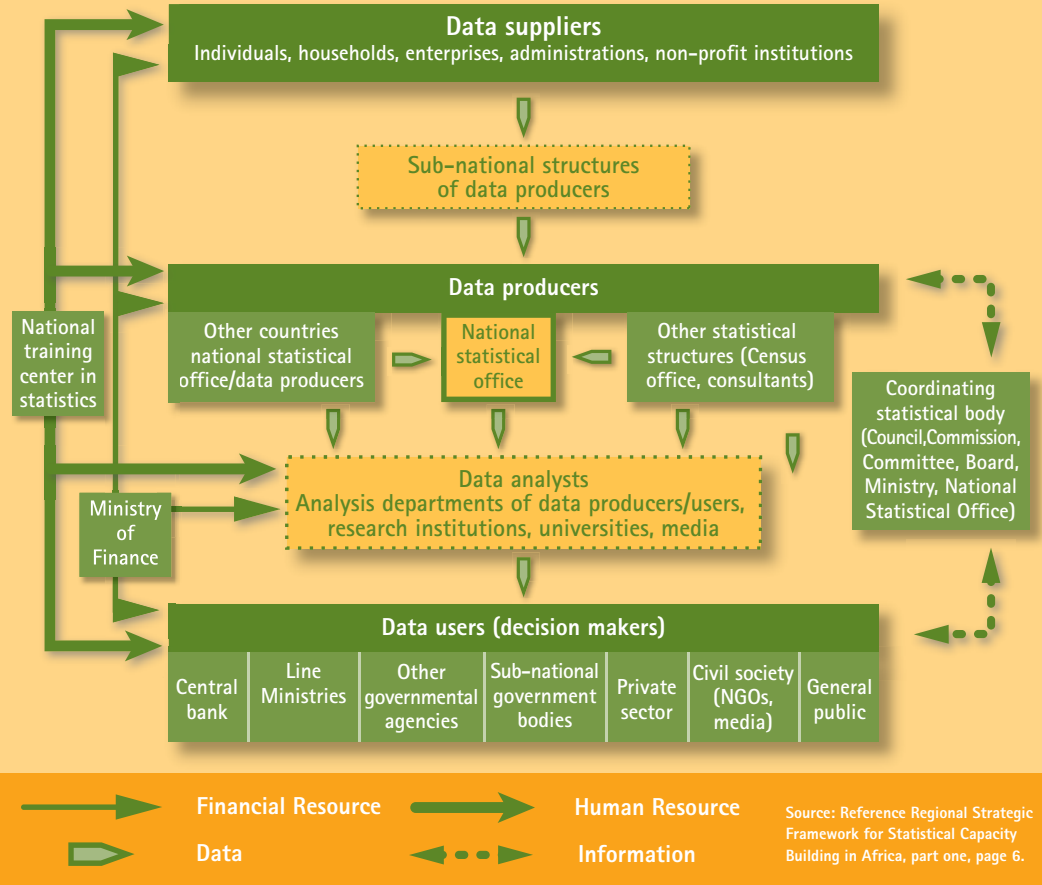


Fancy products are entering into the African markets. But local purchasing power is still low. Photo: Akuzia

* CODI is one of the seven technical committees established by UNECA; its terms of reference include advising on measures to improve statistical development of UNECA member states.

** FASDEV is a forum of national, sub-regional, regional, and international organizations that seek to strengthen cooperation for statistical development in Africa.

National Stakeholders in the National Statistical System



According to its authors, the focus of the framework is on improving the planning, prioritizing, financing, management, and coordination of statistical development activities to meet demands for good-quality statistics. National statistical institutions will be able to refer to this framework for guidance on statistical capacity building; development partners will be able to use it as an input in selecting programmes and pro-

jects to support. The new framework is designed to promote sustainable statistical capacity in Africa.

The framework also acknowledges that there is a wide range of national as well as external stakeholders within the National Statistical System of a country. * The key national stakeholders are government, public institutions, business and civil society organizations and the general public.

* For the role of external stakeholders see also Chap. 5.

Development of statistics in Africa: The key players

AfDB: The African Development Bank is the largest regional sponsor of statistical activities and the largest regional provider of technical assistance for statistical capacity building. AfDB is the coordinator of ICP-Africa, currently the largest and most broadly based statistical capacity building program for Africa, which is active in 51 countries. Together with the World Bank and the United Nations Development Programme (UNDP), AfDB also sponsors the African Capacity Building Foundation (ACBF), which has recently started to support statistical capacity building through financial assistance to regional, sub-regional and national organizations.

Afristat: Afristat was founded in 1993 and consists of 18 member states from francophone Africa. It is working to strengthen the statistical capacity of its member states, as well as that of sub-regional economic groupings such as ECOWAS (Economic Community of West African States), UEOMA (Economic and Monetary Union of West Africa) and CEMAC (Economic and Monetary Community of Central Africa.)

AU: The African Union is the key political organization of the continent. "Specifically, the AU should play a strong advocacy role at the highest level of government in all African countries and among development partners so as to assign the priority to the development of statistics in the continent", as the authors of the RRSF 2006 recommend.

InWEnt: The InWEnt Centre for Economic, Environmental and Social Statistics has been engaged in training for statisticians since 1973 on behalf of the German Government, the EU and other National and International Development Agencies.

Paris21: The Partnership in Statistics for Development in the 21st century was established in November 1999. It was launched to act as a catalyst for promoting a culture of evidence-based policymaking and monitoring in all countries, and especially in developing countries. The Paris21 consortium is a partnership of policymakers, analysts and statisticians from all countries of the world. Paris21 fosters more effective dialogue among those who produce development statistics and those who use them. Paris21 organizes international events, supports country-based activities and regional workshops.

UNECA: The United Nations Economic Commission for Africa, founded in 1958 and located in Addis Ababa/Ethiopia, is designed to enhance the economic and social development as well as the regional integration of its 53 member states. UNECA and several forums under its auspices support the strengthening of capacities for statistical development at the national, sub-regional and regional level. UNECA carries out advisory services and missions to countries, strategy development and training activities, preparation and adaptation of handbooks and manuals and coordination of technical cooperation.

UNDP: The United Nations Development Programme is engaged in statistical literacy building since 2004.

UNSD: The United Nations Statistics Division is responsible for the collection, processing and dissemination of statistical information, the standardization of statistical methods, classifications and definitions and the coordination of international statistical programmes and activities. It also assists its member states, at their request, to improve their statistical services by giving advice and training. UNSD is currently planning to increase its activities in Africa.

Other major players like the World Bank, IMF, the European Union and bilateral organizations from countries like Canada, France, Germany, Norway, Portugal, Sweden, the UK and the United States are also providing significant support for statistical capacity building in Africa.

„Teaching right from primary schools“

Mr. Kiregyera, you were head of the international consulting team that prepared the Regional Reference Strategic Framework (RRSF) 2006 and you were also one of the authors of the valuation of Statistics Development in Africa in the context of the Addis Ababa Plan of Action in 2001.

In that earlier report it was mentioned that it would be necessary

1. to root statistics in African realities
2. to build up an African statistical culture.

Are these goals achieved to date?

Kiregyera: The answer to the question is no. With regard to rooting statistics in African realities, the RRSF provides mechanisms for better assessing real needs of African countries. In the past, these needs were mainly determined by external demands. Indeed, the new approach is to link national statistical strategies to national development frameworks like the PRSP.

In addition, the RRSF provides mechanisms for building up an African statistical culture through various forms of advocacy, including introduction of courses or statistical examples in teaching right from primary schools, conducting outreach programmes, training data users, educating the media about the importance of and better use of statistics, etc. It also provides for the better dissemination of data, including use of the internet.



Ben Kiregyera,
International Statistical
Consultant and Chairman,
Board of Directors, Uganda
Bureau of Statistics
on the RRSF 2006 and
its perspectives.

What are the main changes in the report from 2001 and the recent RRSF?

Kiregyera: The RRSF builds on the evaluation undertaken in 2001 as well as other assessments done on statistical capacity in Africa since then, including the assessment made in 25 countries as part of the RRSF process.

In 2001 another complaint was that statistical-capacity building is sometimes much too theory biased. Has that situation improved within the last five years?

Kiregyera: Not really. However, the problem has repeatedly been flagged. The RRSF calls on training centres to teach official statistics as well as practical oriented subjects. The African Development Bank is now assisting these centres to build capacity and in that framework, the curricula of these centres will be revised with this issue in mind.

In the recent RRSF there is still the concern, that a lot of obstacles might hamper the implementation of the framework. What do you think about it? What are the prospects for the framework? What are the most urgent next steps to be undertaken?

Kiregyera: The prospects for the implementation of the framework are very good indeed for the following reasons:

(a) the RRSF is a regional variant of the Marrakech Action Plan for Statistics (MAPS) which requires that all poor developing countries should develop a national strategy for statistics by 2006. Regional and international agencies and organizations are prepared to support the MAPS so that by 2010 when the main review of MDGs will take place, there will be enough and better

statistics to assist the review.

(b) the RRSF has been developed in a participatory manner and is fully owned by key stakeholders at all levels – national, sub-regional, regional and international. This fact alone will provide the necessary push towards its implementation.

(c) at national level, the national strategy will be part of the PRSP framework for which resources will be available to facilitate implementation.

(d) the RRSF unlike the Addis Ababa Plan of Action provides for implementation as well as monitoring and periodic reporting. It is, therefore, expected that necessary action will be taken should agreed indicators in the national strategy show that implementation is not on course.

Small and medium size businesses in Africa, like these shoemakers in Ghana, are of increasingly importance – also for economic statistics.

Photo: Akuzia





Cities are rapidly growing in Africa, as recent figures show – but centralisation and migration from rural areas lead to a lot of problems. Photo: Akuzia

Challenges and chances for developing statistics at the international level

The statistical system of African countries does not consist of national stakeholders alone, but external stakeholders and contributors – such as sub-regional organizations, regional organizations, international agencies and organizations and bilateral donors – also play an important role. International organizations and bilateral as well as multilateral donors continue to develop statistical methodologies and frameworks, fund statistical activities at all levels and provide technical assistance. At the same time many of them, like the United Nations are users of nationally produced data which they include in their own statistics.

According to the Regional Reference Strategic Framework for Capacity Building in Africa, RRSF 2006, the role of donors and international organizations in developing statistics in Africa is now even expected to grow. Approximately 73 million US-Dollar a year in additional external assistance will be needed to implement the RRSF and its strategies throughout Africa, about 60 million US-Dollar of which will go to low-income countries.

Thus, the problem is not a lack of will on the part of the international community to contribute to and improve national statistical systems in Africa – the problem lies in the lack of coordination and harmonization between international and national statistical systems, tools and methods as well as between the national systems of different countries.

Many Africans criticize that in the past the decision which data to produce was often influenced by international rather than national demand – without taking national priorities into consideration. “To address this problem, priority should be given to meeting national demand for statistics”, the authors of the RRSF 2006 write.* Thierry Paccoud, an international statistical consultant comes to the same conclusion: “More efforts must be made in developing methods and practices that are adapted to the African context with its special problems and challenges. Standards and norms that are designed in the North for the South are often not sufficient.” Africans should therefore be in the driver’s seat when it comes to their National Statistical Systems. **

Another problem is the difficulty of interpreting statistics in the right way. Because different institutions on national and international level use different tools and methods for data collecting. So they publish different figures (e.g. on HIV/Aids

casualties, child mortality rates and many others) due to different ways of measurement – even though the actual situation remains the same. Coordination is also difficult within sub-regional organizations, like Afristat and others, because they are heterogeneous – some countries have well-equipped National Statistical Systems, others don’t.

All in all most observers come to the conclusion that there is a need for more collaboration, harmonization, multi-disciplinary work and for better integrating quantitative and qualitative information inside and outside Africa. The coordination between international donors and statistical experts in Africa should be strengthened, data and statistical systems of different sources, like that of World Bank, United Nations and national institutions should be adjusted to each other. Contradictory results, for example on poverty rates, life expectancy or literacy rates in a country need to be overcome.



“International recommendations on concepts, definitions, classifications, and frameworks for statistics frequently do not reflect conditions in Africa. This inhibits their implementation. The problem reflects the fact that African experts do not fully participate in the development of international recommendations. Frequently, national staff do not apply international standards because they are not aware of them or do not have the texts of the standards available for ready reference in part because the publications do not arrive in the country and in part because the publications, while having arrived in the country, are not distributed to the appropriate people. Improved access to the Internet by statistical agencies should improve access to international standards.”

RRSF, part one, page 10.

* RRSF, part one, page 8.

** See final summary of the international symposium on MDGs and statistics, organized by InWEnt in Bonn in Oct. 2005, p.12.

„Differing data only confuse the user“

The European Union is one of the International players supporting statistical capacity in Africa. In this interview **Jürgen Heimann** from Eurostat, the Statistical Agency of the European Commission, explains why. He also comments on the often heard complaint that there is a lack of coordination and that Africans are not in the driver's seat when it comes to the development of their national statistics.



Mr Heimann, what is the European Union doing in order to enhance statistical capacity in Africa/developing countries?

Heimann: EC support for statistics in developing countries is mainly provided via projects/programmes at national or sub-regional level or via budgetary aid.

Often, the statistical activities are part of larger EC programmes. This is why it is difficult to provide any reliable figure on global EC aid allocated to statistical capacity building. In any case, the European Community and its member states are among the main supporters (if not the biggest) of statistical capacity building in Africa and other regions. This is especially true for the 2000 round of population censuses where the EU and UNFPA (United Nations Population Fund) were the main sources of funding. At national levels, EC support for statistics is mainly provided in the context of the poverty reduction strategies with a particular focus on Millennium Development Goals. Eurostat has also provided specific software support (Eurotrace for external trade statistics and ERETES for National Accounts) and training.

Many efforts have been made in the past; however, more resources will be needed to build sustainable statistical systems, particularly in the least developed countries in sub-Saharan Africa.

Where does the European Commission see the link between development, MDGs and statistics?

Heimann: Development policy and objectives are increasingly formulated in terms of results. The Poverty Reduction Strategies (PRS) and the MDGs are examples of this approach which requires systematic measurement and reporting of outputs, outcomes and impact of development policies. Good statistics are vital in this context. Many African countries still lack the capacity to provide the high quality data required to satisfy the needs of national policy makers and the international donor community.

At international levels, the Paris21 initiative (with participation of the European Commission) and the Marrakech Action Plan for Statistics are addressing these issues.

In many evaluations and strategic papers on statistics in Africa there is the following complaint: Statistical support and capacity building by international partners and donors does not take African national priorities into account. How does the EU address this problem?

Heimann: As far as EC aid is concerned the projects undertaken in the field of statistics follow the same logic as interventions in other domains. Wherever possible, Commission-funded development assistance programmes are based on the country's own strategy. The Commission's experience is that the ownership by beneficiaries is essential for efficient and sustainable cooperation. I am not aware of any cases where EC statistical support was provided, which did not reflect the priorities of the national or regional beneficiary. A key component of EC funding is institutional capacity building to ensure the beneficiary's ownership and the sustainable impact of EC co-operation.

Another problem is the harmonization of different methods and tools which different statistical institutions (on the international versus national level) use. What can be done to improve that situation?

Heimann: The main point of reference is the United Nations Statistical Commission which is the highest decision-making body in the global statistical system and the UNSD (United Nations Statistics Division) which promotes standardization of statistical methods, classifications and definitions. The large range of materials compiled by the UNSD (manuals, handbooks and compilation guides) contributes to the worldwide harmonisation of statistics and provides guidance regarding the principles of official statistics and

the organization and the management of statistical systems.

Within the methodological framework established at a UN level, progress in terms of harmonization and the quality of national data are particularly well initiated at sub-regional level. Because of their own political mandate, regional organizations such as UEMOA, ECOWAS, COMESA and SADC have a particular interest in harmonised, high-quality statistics of their member countries. Strengthening regional capacities will foster the application of harmonised methods and definitions. In this respect, EC funded projects have proved to be a positive experience in, for example UEMOA (harmonised consumer price indices, harmonisation of National Accounts) or COMESA (external trade statistics). The same software tools have been offered to the countries; the regional organizations built up capacity by providing user support and training.

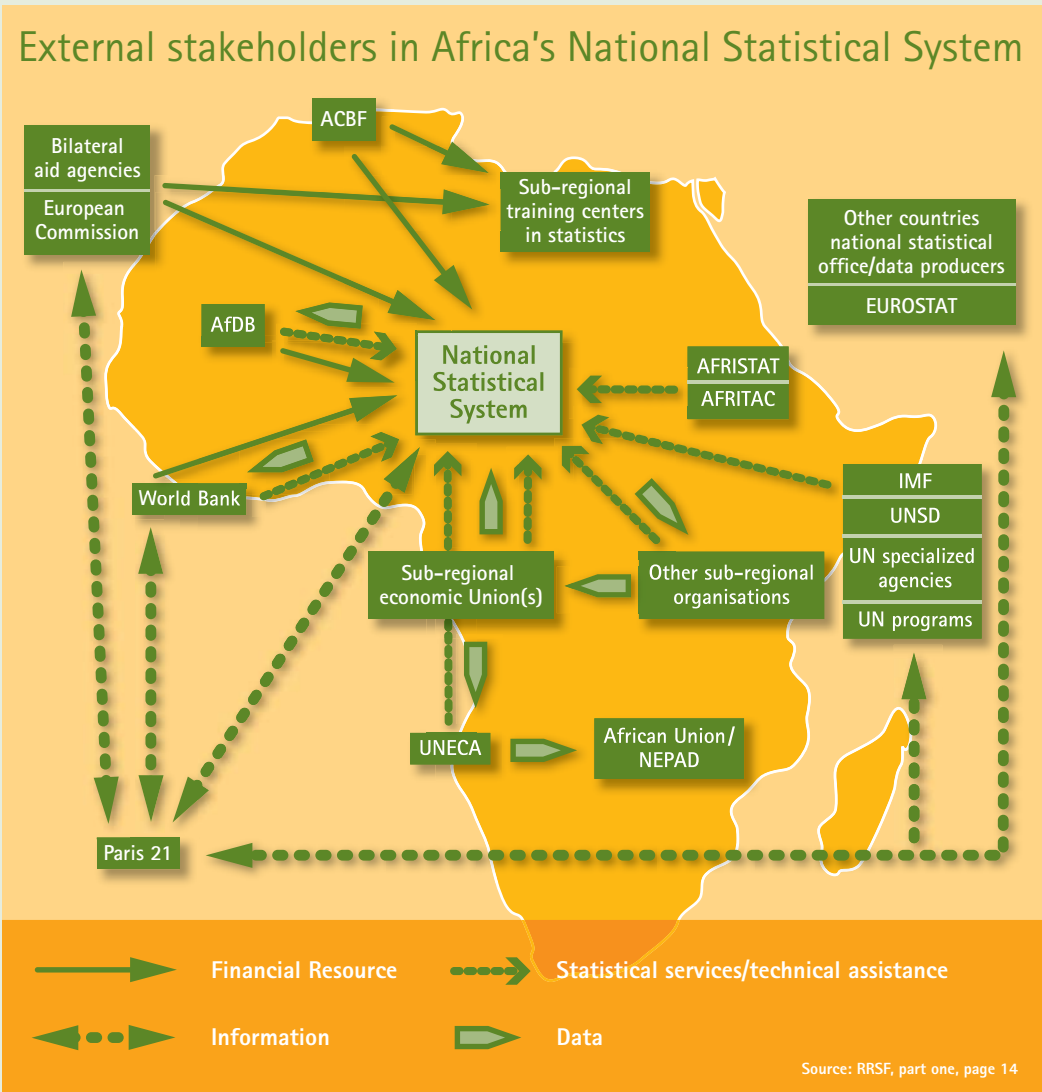
Differing statistical results in national or international databases should be avoided. This will only confuse data users. If international organizations need to estimate data for a given country (because of the absence of data or quality deficiencies) then this should be clearly stated and the calculation methods applied should be explained. In addition, more data sharing among international organizations and regional organizations should be considered.

Besides harmonization, the lack of coordination between the different key players is another concern. What is the European Commission doing to enforce a better coordination process?

Heimann: Despite the existence of coordination bodies in both the statistical and development

cooperation domains, it is true that we still do not have a clear picture of who is doing what and when in the field of statistical development cooperation. The most promising attempts to improve this situation are the efforts of Paris21 which has introduced a light monitoring system. Eurostat agreed to contribute as far as EC aid is concerned. This is not an easy undertaking, given the decentralised structure in the management of EC funded programmes and projects.

The identification of EC support for statistics is further complicated by the fact that statistics often comprise just a small part of a larger development project. However, improvements are possible and Eurostat has started to establish a database on EC funded statistical cooperation projects. Better coordinated international statistical cooperation within the EU is now a goal and Eurostat will suggest an advisory group to work on this subject.



Although there is an increasing demand for statistics, there is still a critical shortfall in the national and international efforts to develop appropriate and sustainable capacity. Despite a lot of efforts in recent years to improve the situation a significant number of countries do not have enough data to track changes in poverty, child malnutrition or HIV/AIDS prevalence, for instance. In a lot of countries women's health, maternal mortality, access to water and sanitation, school enrolment and

other relevant fields also cannot be measured sufficiently. Moreover, according to the experience of the members of Paris21, the work of national statistical agencies in many developing countries is "under-appreciated and under-valued. Many statistical systems are caught in a vicious spiral of under-funding and under-performance."* A lack of technical and institutional capacity, especially at the local level, is therefore a problem.

Insufficient or inadequate programmes; statistical systems, designed by the international community that do not fit well into the regional context; lack of ownership of these statistical systems from the African point of view; little coordination between various administrations and government agencies that are involved in producing statistics as well as lack of coordination between national statistical systems and the donors are some other problems of great concern. Another is the the lack of harmonization, for example the sometimes confusing dissemination of different or even contradictory data by national and international statistical bodies.** This chapter gives an insight into the situation of statistical systems in various African countries – it shows that a lot of efforts have been made to improve these systems, but that a lot also remains to be done. The Regional Reference Strategic Framework, RRSF, published in Febr. 2006 *** also gives a deep insight into the problems and challenges National Statistical Systems in Africa are actually facing.



Many fields, relevant to development can still not be measured properly in a lot of countries in Africa due to the lack of sufficient data – like mothers health, maternal or child's mortality or peoples access to water and sanitation. Photo: Hoegen

* See the website of Paris21 www.paris21.org: Why statistics are crucial.

** The problems and challenges were profoundly discussed at an international symposium on MDGs and statistics, organized by InWEnt in Bonn in Oct. 2005. A documentation as well as a final summary of the discussion by statistical consultant Thierry Paccoud is available at the InWEnt-Department for Economic, Environmental and Social Statistics in Bonn.

*** See also Chap. 3.



Problems caused by pollution and waste are also an issue for statistics in developing countries. Photo: Akuzia

According to RRSF the NSSs are often trapped in a vicious circle. The shortage of funding that leads to poor performance creates in turn a negative view and further lack of support for statistical institutions and their development: „When the National Statistical Office has not been able to perform adequately, other entities, such as the Central Bank or the Ministry of Finance, have sometimes taken over some of the statistical functions it would normally assume, further reducing its standing and its claim to sustained government funding.” *

Furthermore, according to the RRSF, when it comes to statistics African countries can be divided into four groups:

1. “Vicious circle countries”:

in these countries, statistics are of poor quality, and both the supply of and demand for statistics are low.

2. “Data supply–constrained countries”:

although statistics are weak in these countries, they are increasingly being used by policy-makers.

3. “Data demand–constrained countries”:

In these countries, the quantity and quality of statistics are improving, but they are not used for decision-making because decision-makers lack the incentives or the capacity to use them.

In all three types of countries, there is a need to increase the demand and supply of statistics and their quality, and to improve links between available data and national policy needs by enhancing dialogue between data users and producers. Countries should strategically move toward a fourth group, the “virtuous circle countries”, where statistics are improving and increasingly being used for decision-making. These two processes – the improvement of statistics and their growing use by decision-makers – reinforce each other, resulting in better policy design and better development outcomes.” **

* RRSF, Executive Summary, page VI.

** RRSF, part one, page 7.

"We need more political will"

Statistical processing in Africa

By Guest Charumbira

Guest Charumbira represents the United Nations Development Programme UNDP in Tanzania.

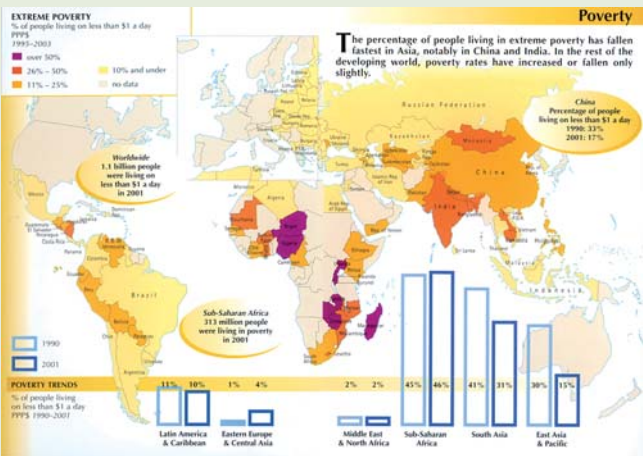
The problems of statistical processing in Africa have a long and varied history. Some countries developed to some extent only to slip back while others never made it at all. In general, problems bedeviling statistics fall into the following broad categories: lack of political will, poor management of the offices, and the status of the statistical office in the government hierarchy, organizational issues, resources and training. Countries in Sub-Saharan Africa are generally poorly resourced, with the exception of South Africa (and probably Botswana and Namibia).

In many countries of the African region, the importance of statistics is underplayed. Histori-

cally, dictatorships across the continent did not value statistics as an important tool for the management of the development process.

A few examples:

South Africa has resources to finance statistical development. Since the demise of apartheid in 1994, the South African Government has promoted an open society, including the wide dissemination of information. Statistics is one area that has been placed high on the development agenda. New statistical legislation was passed by parliament some years ago. That legislation has been hailed by international observers as one of the best on the continent. The legislation provides for a remuneration package that is meant to attract and retain professionals. Statistics South Africa (which oversees the production of statistics in the Republic) produces commendable statistics in the area of the economy, censuses and household surveys. However, the area of administrative records is said to be problematic. Like in many countries of the developing world, administrative records are not efficiently maintained so as to provide reliable information. The statistical system inherited from the apartheid era is a decentralized one. All major departments are responsible for the processing their own administrative data. The processing has been (and to some extent continues to be) done by personnel with little or no statistical expertise.



Adequate presentation: The miniAtlas of MillenniumDevelopment Goals is a good example for engaging graphics that provide a wealth of statistical information.

One study commissioned in the year 2000 revealed that there were about 50 000 public officers who handle administrative records who required a basic training in statistics. Overall, it is estimated that the statistical system in South Africa has some 300 or so vacancies for statisticians or equivalent (as mentioned by the Statistician General of South Africa at the International Statistical Institute in April 2005). Though South Africa has several universities, few teach statistics in the accepted approach of say, Makerere University in Uganda. Here we have a situation where a country has the resources to pay qualified professionals, but the professionals are not there! The situation will be with them for some time to come. Plans are underway however, to introduce the required training modules in some universities. In the meantime, they rely on training at the Eastern Africa Statistical Training Centre in Tanzania and the Institute of Statistics and Applied Economics at Makerere University in Uganda. They also send some officers abroad. The problems of South Africa are compounded by the fact that there are provincial statistics offices in the nine provinces. Because the South African economy is large and complex, these statistical offices need strong statistical operations in terms of administrative data processing.



South Africa has the resources to pay qualified professionals, but the professionals are not there.”

The United Republic of Tanzania has two statistical offices; one for the Mainland and the other for Zanzibar. The Mainland office (The National Bureau of Statistics) is part of a decentralized statistical system. The Bureau mainly covers issues



Waiting for business: Economic growth indicators of African countries do not always reflect peoples daily life. Their struggle for income goes on. Photo: Hoegen

related to economic statistics and censuses and household surveys. Administrative data of line ministries are the responsibility of those agencies. Tanzania as a whole is generally under-resourced. The last census of 2002 was largely donor-funded; and so are the current household surveys. Tanzania is host to the Eastern Africa Statistical Training Centre (established in 1967). The Centre is government funded and both statistical offices (Mainland and Zanzibar) utilize the centre effectively from time to time. The retention of staff for both offices has been a problem in the past but this has now been resolved because both offices have a somewhat enhanced salary structure compared with the rest of public service.



Economic growth in Africa: How much does the informal sector contribute? This is one of the questions expected to be answered by modern statistics. Photo: Akuzia

The Zanzibar experience is quite interesting because it is more recent. The government of Zanzibar passed new statistical legislation in 1999. The legislation is very comprehensive and somewhat similar to the South African piece. It provides for a centralized statistical system with an enhanced salary structure. The new salary structure is currently being implemented. Many statistical personnel who had transferred to other entities of government are applying for re-engagement. The entities with administrative data had lost most of their personnel over the years. This is a classic case of a situation where there soon will be enough personnel with at least a diploma in statistics, but no national resources to carry out the required household surveys and censuses. The enactment of new legislation that is far reaching

demonstrates commitment to statistics for development. The Zanzibar Statistics Act is slightly better than the Mainland Act.

Botswana has one of the relatively developed centralized statistical systems in Africa. The system was developed after independence in 1966. Botswana was one of the least developed countries at independence but the economy has transformed following the discovery and exploitation of minerals in the 1970s. The statistical system depended on aid from a substantial number of donors for carrying out of censuses and surveys as well as processing of routine data. Since government recognized the importance of statistics for planning, substantial resources were devoted to the human resource development. Over the years,

there has been substantial investment in material resources. Development partners ceased to offer assistance to the statistical system in the mid-90s on the grounds that the country was well resourced and could support its statistical system. This was true in many respects and the country managed to run the 2000 round of census with minimal external collaboration.

However, these successes did not mean that the country had sufficient human resources to run the system. In fact, a substantial number of statistical personnel came from abroad (particularly East Africa) on government payroll. Though the government had been committed to statistical training, the retention rate of those trained was very low. Sooner or later those returning from training would find better-paid jobs (mostly within the public sector) and leave. The statistical service has since termed a training ground. The reasons for leaving the statistical service are mainly due to the status of the department within the civil service structures. The government has been very reluctant to reform the legislation relating to statistics. This is a good example of a country that is relatively well resourced, finances statistical development, but is not courageous enough to go all the way to strengthen the system. The situation regarding the human resource issue is that things are likely to get worse because



Traffic and accidents: A sad but increasingly relevant issue for statistics in Africa. Traffic and speed increases, but the condition of many roads and cars remains as bad as ever. Reliable data on traffic accidents and death cases are urgently needed. Photo: Akuzia

of late, the South African statistical system is attracting some of the foreign personnel that have been working in Botswana.

At the end of it all, we know that most of our statistical managers could do much more with the available resources than they are doing so far. For example, the manipulation of administrative data requires some re-engineering, it does not require massive additional resources.

There is a joke doing the rounds in Africa and it goes as follows:

“The Chief Statistician approaches the Minister for Finance requesting resources to count people. The Minister responds by saying he has money for feeding people dying of hunger out there. The Statistician responds: “Do you know how many are starving out there ?”



Empowering women is crucial for development in African countries – like here in a political assembly in Western Ghana. Statistics also should be more "genderized" many experts say. Photo: Hoegen

Many problems that statisticians are facing have their roots in the increasing challenge faced by modern statistics. The more complex the world gets, the higher is the demand for more disaggregated and specified data or even a new kind of data. Because only these can be the basis for a calculated and useful policy, especially when it comes to economic and social development. One of the new challenges for statisticians is the issue of gender.

Gender, i.e. the relationship between men and women with regard to various social areas or phenomena and the role of the women in particular, for several years now plays an important role in the debate about development cooperation and development projects. Experts agree that one has foremost to support women in order to fight poverty and malnutrition, because women worldwide are responsible for food security, child care and health issues within the families. A lot of non-governmental organizations are now also demanding a more gender-related approach within statistics in order to better measure the share of women in the social development of a country.

The Social Watch Report 2005, an international report on gender equity, also raises the issue of gender and statistics. According to it, the usual way to measure poverty or income rates is insufficient, because only households are taken as a unit. But in many families money or other resources are not distributed in a balanced way. Some women, especially in developing countries, might live in a household with a fairly good income, without having any access to or saying over the money or property themselves. Thus the number of women worldwide who can be considered as "poor" most likely exceeds the number given in the existing statistics. Another problem is the measurement of the gross national income of a country. Unpaid work, like that carried out by many women for housekeeping or the health sector in terms of homecare, is usually not measured at all – even though it contributes a lot to the economy of a society.

Some statisticians meanwhile also recognize the problem, like Michel Mouyelo-Katoula from the African Development Bank, ADB. He raised the issue at the African Statistical Week in Uganda in 2005. "So far we can not measure the gross national income with regard to gender", Mouyelo-Katoula said. "We have to create a new concept and to develop new indicators." The Reference Regional Strategic Framework for Statistical Capacity Building in Africa, RRSF 2006, also acknowledges the urgent need for a gender-related approach to statistics. *

New statistical gender-related indicators were already demanded during the World Women's Conference in 1995 in Beijing. According to the Social Watch Report now these indicators should not only include the economic situation and contribution of women but also their share in the cultural life and their many social duties and restrictions, a lot of them also contributing to their poverty and hampering their development.



Tailoring in Africa: How much money do woman really earn? Measuring incomes with regard to gender is a challenge for statisticians. Photo: Shoue

Given the lack of funding and capacity in many national statistical agencies, this is not an easy task. On the international level the UN try to develop more gender-related statistics, since 1995 by disaggregating the annual Human Development Index (HDI) by sex – to become a so-called Gender Development Index, GDI. **

HDI Rank		Gender-related development-index (GDI)		Life-expectancy at birth (years) 2003		Adult literacy rate (% of ages >15)	
		Rank	Value	Female	Male	Female	Male
160	Angola	124	0.438	42.3	39.3	53.8	82.1
161	Eritrea	125	0.431	55.7	51.8	45.6	68.2
162	Benin	126	0.419	54.7	53.2	22.6	46.4
163	Côte d'Ivoire	128	0.403	46.7	45.2	38.2	60.1
164	Tanzania, U. Rep. of	127	0.414	46.3	45.5	62.2	77.5
165	Malawi	129	0.396	39.6	39.8	54.0	74.9
166	Zambia	130	0.383	36.9	37.9	59.7	76.1
167	Congo, Dem. Rep. of the	131	0.373	44.1	42.1	51.9	79.8
168	Mozambique	133	0.365	42.7	41.1	31.4	62.3
169	Burundi	132	0.373	44.5	42.6	51.9	66.8
170	Ethiopia	134	0.355	48.7	46.6	33.8	49.2

* See RRSF, part one, page 8: "An area that need to be specially targeted for development is gender responsive statistics. African Heads of State have committed themselves to promoting gender equality across the continent because gender inequality is widely believed to hamper development. Accurate and timely gender responsive statistics are needed to track progress in meeting gender equality policies and commitments. Such statistics are generally scanty in African countries. The framework should, therefore, be used as an entry point in mainstreaming gender responsive statistics in national statistical systems."

** See Human Development Report 2005, p. 302.

Good start but need for more: The example of Mozambique

By Klaus Roeder

The National Statistical Institute in Mozambique is fairly young: It was founded in 1996. Until then a department within the Ministry of Finance was responsible for the production and dissemination of official statistics. The Statistical Institute nowadays is known as INE (Instituto Nacional de Estatística). It is surveyed by the Council of Ministers, which is responsible for the political conditions, as well as by a "Council of Statistics", that meets on demand of the president and formulates the professional conditions for the work of INE.

Klaus Roeder is working as a regional consultant for the Central Statistical Office in Mozambique. His work is part of a project managed by GTZ (German Technical Cooperation) and CIM.



Mozambique has a statistical law (Lei da Estatística), defining the framework for the national statistical system SEN (Sistema Estatística Nacional). It also describes the rights and duties of INE. According to that, INE is held responsible for the timely production and dissemination of statistics, which match the national demand for planning, macro-economical steering and financial and social use. INE is also supposed to deliver data on development and poverty reduction strategies to the users of statistics.

Furthermore there are some special duties and targets for INE:

- to coordinate the cooperation of statistical work within SEN, especially with regard to the quality and comparability of publications and reports, and to avoid duplications.
- to guarantee the production of statistics and their timely publication and to set standards for the quality and type of publications.



We have a problem with the number of women dying. WHO says that 740 women to every hundred thousand die every year in Ghana from maternal mortality. The statistical department of the Ghana government says that is 214. Now they are saying it is because of the way they measure it, I don't know. But in the budget, I think in the last year or the last two years budget it was like we are going to reduce maternal mortality from 214 to 180. Now, if you have a situation where the WHO statistics is the more accurate then we already have a problem."

Nana Oye Lithur, Commonwealth Human Rights Initiative, Ghana.



The statistical system is very centralized: Beira, the second largest city in Mozambique. Photo: Roeder

- to develop a system, that supports the dissemination of statistics and increases the amount of users of statistics.

- to qualify INE's staff by capacity building projects and trainings in order to optimize its work.

Very important in this regard is the role of DICRE, the central department for integration, coordination and external relations, within INE in Maputo. It is responsible for capacity building as well as strategical planning and the exchange with other institutions and organizations on a local and national as well as international level. In order to perform statistical work on a regional level, INE also has 11 "province delegations" (Delegacao do Instituto Nacional de Estatística - DPINE).

Furthermore there are some "associated institutions" (Órgãos Delegados - ODINE). These are mainly the statistical departments of Ministries or other governmental institutions, also publishing statistics and surveys of their own. The Ministry of Agriculture for instance organizes an annual survey on agricultural use, the Ministry of Education publishes data on the number of schools, teachers and pupils in the country, the Ministry of Health provides statistics on HIV/Aids and other relevant health issues, the Ministry of Fisheries gives data on behalf of fishery, the Ministry of Labour publishes statistics on unemployment etc. etc. With regard to the average African standard Mozambique therefore has got quite a good and wide-ranging data system. The need to have such a comprehensive system of information is recognized on a political level and precisely formulated.

This is very encouraging.

Advantages of the statistical system in Mozambique:

- ▶ A clear structure of the Statistical Office in accordance with its political relevance
- ▶ Very good methodological know-how and expertise within INE (with only a few exceptions, e.g. concerning statistics on the economy)
- ▶ Integration of several internationally relevant statistical systems and tools like census, household surveys, consumer price indices, national accounts
- ▶ Support by a lot of international organizations
- ▶ Strong cooperation with partners from Germany, Sweden and Italy
- ▶ Strong public awareness of INE
- ▶ Publications of high quality
- ▶ Profound information about INE on its website: www.ine.gov.mz

Concerning INE's public relations there is even some more good news: With the beginning of 2006 users get access to the database of INE through the Ministry of Science and Technology. This will surely improve the analysis of data and the exploitation of statistical results – although the question how to ensure the confidentiality of data still remains unanswered. But with this initiative, hopefully users will become more aware of the highly qualified data that INE can provide – something which yet has not really been recognized in the academical sector or by national and international consultants.

Despite all this progress there are some weak points in the national statistical system of Mozambique.

Weak points within Mozambique's statistical system:

- ▶ Statistical work in the country is still very centralized. The support for statistical work on the regional level is insufficient:
 - Lack of regional publications
 - Lack of public awareness with regard to the existence of the provincial statistical institutions
 - Poor funding of and lack of concept for capacity building within the provincial institutions.
- ▶ There is not enough comprehensive information available in the economical sector.
- ▶ The quality management system is insufficient.



Access to water and sanitation – no problem for this child in South Africa, as it seems, but a problem to many people of the continent and an important area of work for statisticians, who need to deliver reliable data on this topic. Photo: Shoue



Overcrowded: Traffic jam in Maputo, capital of Mozambique. Like the country itself, statistical work is still very centralized.
Photo: Cynthia Cavalcanti

Mozambique and its partners

The statisticians in Mozambique are supported in their work by three international partners: Germany, Sweden and Italy. In the case of Germany, CIM provides regional consultants. InWent offers training on statistical measurement, like measuring HIV/Aids and its social-economical impacts. Some projects managed by GTZ, projects on rural development or economic framework for instance, also include statistical aspects.

Sweden supports INE in Mozambique from the beginning and accompanies its daily work. Long-term experts from Sweden support the statisticians in the production of population statistics, national accounts and a business census.

Italy is Mozambique's Partner in statistics since 2004. It supports a national survey on the labour market, a survey on non-governmental organizations and a national survey on the informal sector. Strengthening statistics on the regional level and supporting local statistical publication, like a statistical bulletin of the province, the development of prices in the province capital and others, is also part of the project.

All projects also face some problems, like lack of funding – especially lack of funding for travelling throughout the regions. Furthermore, regional consulting is not really integrated into the central system, which hampers its effects. With regard to the Italian project the question remains whether the local statistical publications planned right now will be a single event or can be sustainable.

5.1 Statistics go public

"Statistics do not belong to statisticians – they belong to the people." Whoever agrees on this motto should take the media into consideration. Media and journalists can be an important link between statisticians and the general public – translating statistics into stories. Unfortunately, in the past statisticians and journalists did not always understand each other very well. Ideas and concepts of how statistics should be disseminated and presented to the public are far too different. But statistics can only contribute to development if they are understood by the people – and, of course, their representatives, the

politicians. Making the media aware of the importance and the implications of statistics is the first step into this direction. It is the role of the media to "cook up" data and figures for their audience, to explain and to demonstrate them to the general public. Hence, a constant dialogue is needed between statisticians and the media. InWEnt is very much dedicated to supporting that dialogue between statistical producers and users, e.g. journalists. For this purpose, workshops and trainings are organized. The statistical offices in several countries have already established new strategies of communication and public relations – strategies that link statistics with development and give figures a human face.



"Overwhelming response"

Zambia is one of the pioneers in opening up its statistical work to the media and the public. In April 2003 the Data Dissemination Unit of Zambia's Central Statistical Office launched the first issue of "The Monthly" – a bulletin meant to inform the users of statistics on current and upcoming activities and products available at the CSO. Together with the launch of a new bulletin every month a press conference takes place, giving journalists the opportunity to ask questions in order to better present some results of "The Monthly" in their media. In this interview Buleti G. Nsemukila, former Director of the Central Statistical Office, since April 2006 Permanent Secretary at the Zambian Ministry for Energy and Water Development, talks about his experiences with specific media work.

Mr. Nsemukila, what made you come up with the idea to "go public", contact the media and start to publish the "Monthly" a few years ago?

Nsemukila: When I took up the office, there were a number of complaints from my staff that the media were often misquoting and misinterpreting the statistics. But I realised that we also contributed to that since we always gave them only tables and figures whenever they requested for statistics. I also realised that within the office

there was a journalist that was given other statistical work to do – work, that had nothing to do with her profession. I discussed extensively with her on how we can improve our communication with the media and she had several suggestions. After I visited Statistics Canada where they present the "DAILY" I realised we could also present something to the media that we could call "MONTHLY". The Monthly, was to be written in simple language, so that journalists could easily use it for their stories.

How was the reaction of the media and the journalists? Do they make good use of your offer?

Nsemukila: The response was so overwhelming and we did not realise that the journalists had also been looking for such a dialogue before. It also gave them an opportunity to question us on issues they needed clarifications on. We decided with them that we meet every last thursday of each month, so that the release coincides with the release of statistics on Monthly Inflation. Most journalists who attend are those reporting on business stories.

Did the kind of information that you present change throughout the years?

Nsemukila: Yes, it does, depending on the surveys conducted and the kind of information resulting from the particular surveys. Sometimes the information presented originated from clarifications and questions often asked by the journalists during the MONTHLY presentations. But there is certain type of information that business journalists are always interested in, especially on the performance of the economy.

Apart from publishing the Monthly you have many other experiences in establishing contacts with the media. You even do radio interviews every now and then. Does that bring you real advantages?

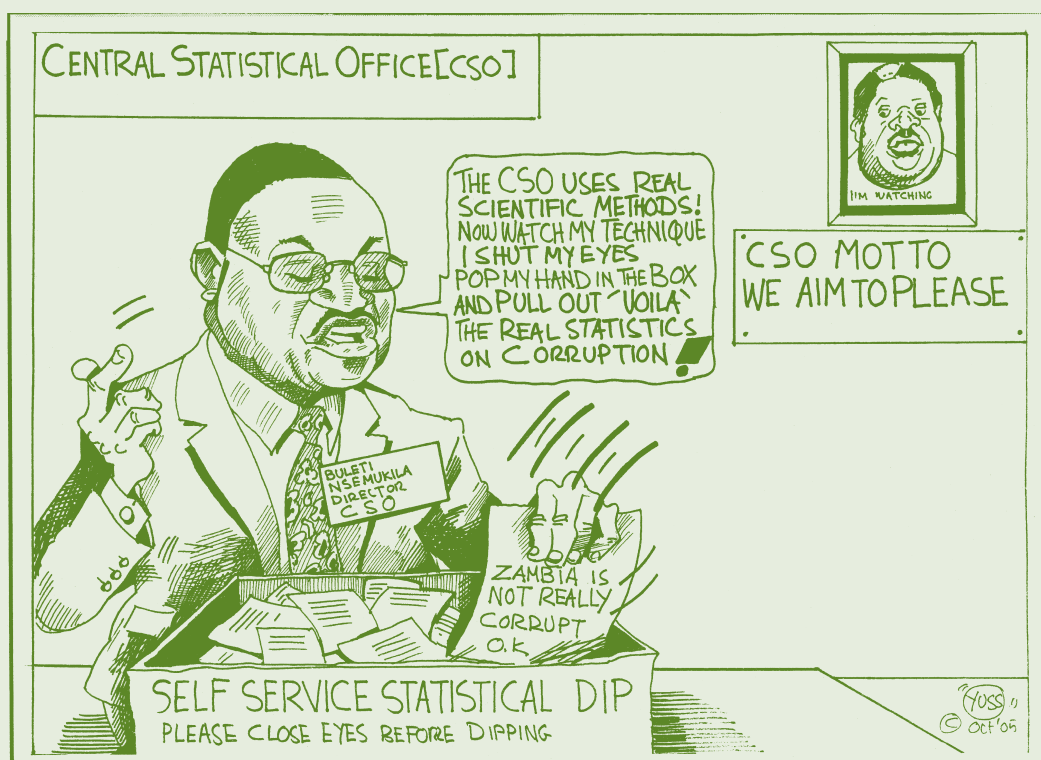
Nsemukila: It has greatly raised the profile and standing of the Statistical Office and the general public has realised that we have more information than they expected. And that we can provide much more than Census information only.



Close contact to the media: Chisuwa Sandu – one of the two journalists working within Sambias CSO – together with her colleague Petronella Kaputu. Photo: Hoegen

What are – on the other hand – the main challenges or even obstacles that you are facing?

Nsemukila: Well, every Statistical Office is guided by international principles and guidelines that also protect the confidentiality of our sources of information. Our activities are also guided by a Statistics Act or legislation and you may not necessarily respond to the detail that a journalist may require. Since we are a Government Department, sometimes politicians may not be comfortable with the statistics we have published and they would normally and often criticize you publicly, especially if the statistics are different from their expectations. That is also similarly the case with civil society and opposition parties when the statistics support the ruling Government. They tend to think that the Government may have a hand even when there is no influence from it. So we are often hit from all angles, depending on who is pleased with the information or not.



Hit from all angles: Cartoon in Zambia's Sunday Post, Oct. 30, 2005.

What are your plans concerning public relations for the future? What are further needs for effectively continuing this work?

Nsemukila: Basically, the structure of our office did not include issues of PR from the beginning and has been slow to respond to change. Change is now inevitable since we are in the information age and one needs to adapt to needs and changes. We are going to embark on the reorganization of the office and try to integrate PR into our dissemination and communication strategies for the office.

What are your recommendations for other national statistical offices that would like to improve their relationship with the media?

Nsemukila: Through sharing the ideas with offices in the Southern African Development Community (SADC) member states, a number of countries have contacted us over the MONTHLY idea and some are already designing similar systems that suit their offices. It is important that, as National Statistical Offices develop their National Strategies for the Development of Statistics (NSDSs) in line with the Marrekch Plan of Action for 2006, the Statistical Strategies include core elements of Communication Strategies, of communicating statistics to lay persons – for the statistics to be appreciated and to build on the GDDS programme (General Data Dissemination System), supported by the IMF.



A landmark (left): The new Statistics House of Uganda, inaugurated in November 2005. Right: Thomas Wollnik (L), Head of Division of the InWEnt Centre for Economic, Environmental and Social Statistics, visits John B. Male Mukasa, Executive Director of Uganda Bureau of Statistics, UBOS, in his former office in Entebbe before the move to Kampala.

Kampalas taxi-drivers have a new landmark: The new Statistics House of Uganda with 12.500 square meters of floor space and nine office floor levels, inaugurated in November 2005 and situated right by the Ministry of Finance in the centre of the city, can not be overlooked. It is the new home for the Uganda Bureau of Statistics, known as UBOS, which was previously located in an old building in Entebbe. For UBOS, moving to the city of Kampala also means moving closer to the people: The new Statistics House increases its accessibility to major producers and users of statistics. The inauguration of the Statistics House coincided with the African Statistics Week 2005 that was also held in Uganda and hosted heads of Nationals Statistics Offices from 52 African countries.

"Rethinking Statistics for development in Africa" was one of the major issues discussed. According to the delegates, data dissemination has to be improved. But at the same time confidentiality has to be ensured. Also discussed was the sometimes difficult task of revealing statistical work and its impacts to the media. UBOS is launching a statistical magazine with interviews, reports and pictures, made in a professional journalistic way. But more PR is needed, because a lot of journalists are still not fully aware of this service.

Celebrating the inauguration
of the new Statistics House
with the people.
Photos: Akuzia



5.2 Statistical capacity building

"The current programmes at training centres have a tendency to be theory biased. In addition, they have not been opened up to other domains and subjects such as law, history, political science etc. Also linkages between training centres and the NSSs are generally weak." This complaint to be found in the Reference Regional Strategic Framework for Statistical Capacity Building in Africa* has been a source of concern for many

years. At the same time a lot of initiatives have been built up in order to improve statistical capacity building on a world-wide level. One of the actors very much involved in this effort is the African Development Bank AfDB that technically and financially supports statistical capacity building in 51 countries.

"Aware of the weaknesses"

By Michel Mouyelo-Katoula

Michel Mouyelo-Katoula is the regional coordinator of the International Comparison Programme for Africa. In the following statement he describes the importance of statistical capacity building, the contribution of AfDB in detail and the more complex approach that is now necessary with regard to development and MDG's.



The primary purpose of the International Comparison Programme (ICP), coordinated by the World Bank, was to compare the economic performances of various countries in the world. AfDB was approached by the World Bank to implement the programme and extend its activity in Africa. At the same time we were aware of the weakness of statistical systems in Africa and of the fact,

that without reliable data one cannot make any comparison between the economies of various countries at all.

So the ICP was considered as being the best opportunity to assist the countries in improving their economic statistics because related aggregates can only be compared if they comply with the same international standards.

* RRSF 2006, part two, page 10.

So AfDB included the following aspects into the ICP:

- Assistance to the countries in order to improve price statistics
- Implementation of the System of National Accounts (SNA 93) containing all the methods to be used in compiling GDP and other economic aggregates.

With the global implementation of the Millenium Development Declaration and its goals we had to bring in another aspect: Building up statistical literacy for MDG monitoring. This effort is now implemented jointly with the UNDP. The main difference compared to the more traditional statistical capacity building initiatives mentioned above is the wider audience that includes both – producers and users – of data.

Training not for statisticians alone

When it comes to the process of monitoring MDGs there are a lot of institutions involved in it – and not all of them are necessarily statistical offices. There is also the Ministry of Finance Planning, the Ministry of Health – to mention a few – and many others. Their understanding of data requirement may sometimes not be proper from a statistical point of view. So, concerning the monitoring of the MDGs we have to train not only statisticians but a wider audience – including non-statistical experts, employees of ministries, advisers to policy makers etc. This is expected to contribute to building a statistical culture – something so far lacking in Africa.

The new Regional Reference Strategic Framework (RRSF), that has recently been approved by the

Forum on African Statistical Development, is also acknowledging this situation. It provides that each country should develop its own statistical strategy – as part of the African statistical culture. And we expect that these various national strategies will align themselves with what is envisaged at the regional level. AfDB and the UN Economic Commission for Africa (ECA) are coordinating the implementation of the framework. There will be periodic reports to the various stakeholders on progress made.



Even though we have educated people from the best universities in the world, a statistical culture is missing up to date.”
Michel Mouyelo-Katoula

In a nutshell one can say that for modern statistical capacity building, taking development, poverty reduction plans and MDGs into consideration, a comprehensive approach is required. It includes but goes much beyond the data collection exercises. This requires a lot of money.

For example, for the current AfDB's statistical capacity building programme, 38 million US-Dollar were raised – 28 million US-Dollar come directly from AfDB, the rest is contributed by the World Bank, the UK Department for International Development (DFID), the African Capacity Building Foundation, Japan, Norway, India and African countries themselves.

"We are daily companions in the life of the public"

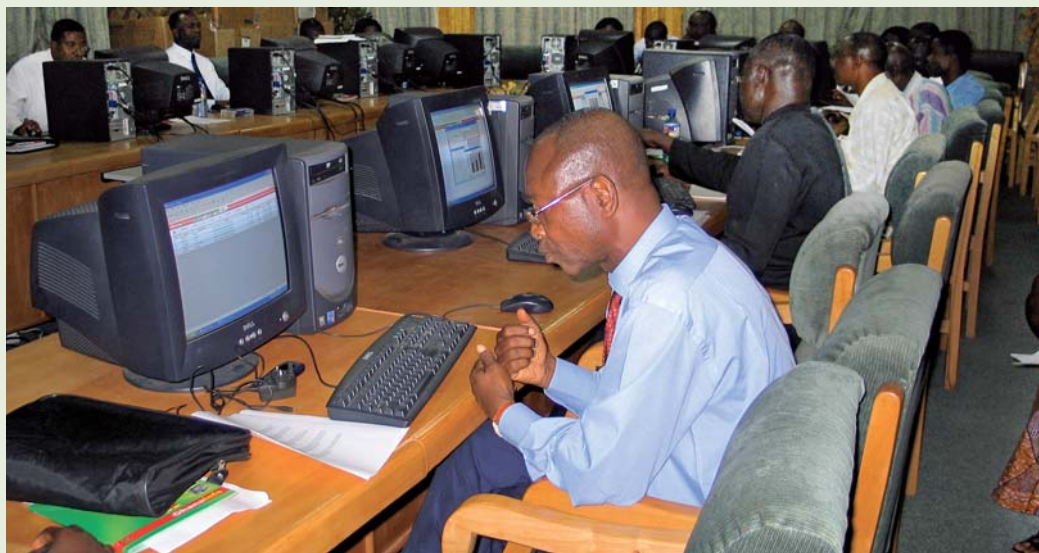


Vitalis Muba is the Chief Executive Officer of the East African Statistical Department, EASTC, in Dar es Salaam, Tanzania. This institution serves seventeen user countries and runs regular as well as ad hoc training programmes in statistics and related fields. EASTC conducts statistical research and provides statistical consultancy. Vitalis Muba also actively participates in various fora that discuss statistical development in Africa and the world. In this interview Muba talks about his career and the similarities but also the differences in statistical capacity building and statistical work in the past and today.

What made you become interested in statistics? And how did you finally become a statistician?

Muba: I completed my ordinary secondary education in December 1966 having heard nothing about statistics in my life. I was very good in mathematics and had a distinction pass in my secondary school examinations. In October 1967 I joined the British American Tobacco Company as a trainee supervisor. While in the Quality Control Department I came across the book "Facts from Figures". This book introduced me to statistics. Soon after, the East African Community advertised vacancies of Statistical Assistants in the East African Statistical Department (EASD) with the opportunity of training at the East African Statistical Training Centre (EASTC), in Dar es Salaam, Tanzania. I applied for the job and was employed in June 1968 and joined the East African Statistical Training Centre for the Certificate course in July 1968. Two years later I finished my diploma and

joined the Institute of Statistics and Applied Economics at the Makerere University in Uganda, where I graduated in 1973. I went back to the East African Statistical Department in Nairobi to work as a statistician. But then my director informed me that the assistance of the United Nations Development Programme (UNDP) in running the EASTC had ended in 1972 and that the EASTC had a shortage of lecturers. As a former student of EASTC, he wanted me to join the EASTC teaching staff and make sure that it did not die. I agreed and moved to the EASTC the same month. I have been with the Centre with that mission ever since. I became the head of EASTC in 1981. In 1992 the centre moved from rented accommodation at the University of Dar es salaam to its permanent campus and home.



Statistical capacity building: Training on data-software for employees of different ministries (here in Ghana). Photo: Akuzia

Looking back to the time you started off with your statistical career: What are the main changes in statistical work until nowadays?

Muba: While there has been a lot of development in statistical methodology, it is the revolution in computing technology that has enabled the advances in statistical methodology and practice. Major advances in computing technology has made the job of statisticians much easier. Complicated computations are easily handled by computers and hand calculators.

The things that you learned as a young statistician – are they still comparable to what you as a trainer teach your students today? What is similar, what is different?

Muba: The basic statistical theory and methods have not changed much. It is the examples that illustrate how the methods work that are now

more relevant especially to developing countries. When world leaders articulate the major problems of the world in the form of MDGs and indicators are developed to measure progress it becomes easier to explain the importance of statistics as a subject and profession to those who are being initiated into the field of statistics.

How does development come into the picture? Since when do statisticians think about these topics?

Muba: Statisticians always respond to the needs of the users of statistics. When policy makers want to design and implement development programmes they need statistics to prepare the programmes and measure implementation progress. Statisticians are there to provide them with the needed information.

What relevance do the MDGs have in your work and in your trainings?

Muba: As a result of the MDGs, many developing countries have introduced Poverty Reduction Strategy Programmes (PRSPs). Since the MDGs are accompanied with identified MDG indicators that need to be tracked to check progress in implementation, the PRSPs have had to have Poverty Monitoring System components. A lot of statistics have to be collected in order to derive the MDG indicators. The statistical demands have helped the national statistical organizations to justify the need for more financing for statistical data production activities and capacity building. More training is needed and thus bringing more trainees to EASTC. EASTC curricula had to incorporate the requirements of MDG indicators.

What are the main challenges for capacity building regarding statistics and development in the near future?

Muba: Having been underfinanced in the past, countries need human resource capacity building and physical infrastructure capacity building. Being a cross-cutting system, statistical systems have not been accorded the deserving priority. Similarly within the statistical organization, training being a cross-cutting activity has not been accorded the deserving weight. Regional training institutions have had greater disadvantage due to shortage of regional resources to finance their activities. Development of infrastructure and availability of fellowships for trainees coming from user countries other than the host country are major challenges for regional training institutions.

How are statisticians and their work being accepted nowadays within the society from your point of view?

Muba: Some elements of statistics are introduced in secondary schools. Some politicians are realising the advantage of using statistics to support their arguments. Statistics and statisticians are starting to be recognized by the public. However, more awareness creation campaigns are needed for the public to consider statistics and statisticians as their daily companions in life.

Can statistics contribute to development? And if so, how would you explain that to your students?

Muba: In preparing development programmes, evidence in the form of statistics is needed to support the decisions. In measuring the progress of implementation of the development programmes statistics are needed. Without statistics badly designed development programmes could be put in place and without statistics it would be difficult to monitor implementation and identify shortcomings that could allow for taking corrective measures for the wrong decisions taken earlier on.

"Great relevance for regular work"

By Justine Hunter

Justine Hunter works for the Namibia Institute for Democracy (NID) and as country coordinator within the WGA, World Governance Assessment Project. (See also Chap. 6) She was trained by InWEnt. In the following article she describes in which way the training helped and prepared her for practical work in Namibia – thereby giving a vivid example that training does not have to be too theory biased at all as is sometimes still the case.



During 2005, I participated in InWEnt's training course "On Measuring Democracy, Governance and Human Rights". Since October 2003, I have been working for the Windhoek-based non-governmental organization Namibia Institute for Democracy (NID) that was established in the belief that through the sharing of information and knowledge, democracy in Namibia could be strengthened. As a project manager, I am responsible for the NID's Public Dialogue Centre (PDC), which aims to stimulate public debate in a non-partisan manner through carrying out research; organising public lectures and panel discussions; and publishing volumes, reference books and occasional papers on a wide range of issues of national interest in Namibia. Within the scope of the NID's awareness programme "Zero Tolerance for Corruption Campaign", national surveys that are intended to help shed light on the actual state of corruption in Namibia are carried out.

Therefore, the assessment approaches in the field of corruption statistics that were offered as part of the InWEnt training course have been of great

relevance to the NID's regular work. Moreover, the NID has been enabled to provide a valuable contribution to a national debate on the rating of the state of corruption in Namibia by Transparency International at the end of October 2005. Furthermore, the NID has been able to make contact with Dr Ken Mease who presented the World Governance Assessment (WGA) Project within the scope of InWEnt's training course.

As agreed, the NID will operate as WGA's country coordinator and will conduct the governance assessment exercise in Namibia from the beginning of 2006.

Finally, InWEnt contracted me to moderate group discussions on corruption and human rights via a shared workspace on InWEnt's Global Campus 21.

Using the knowledge gained during the training course in Bonn, the forum gives us the opportunity to discuss various conceptual definitions and reflect how we can move from concepts to indicators.

Towards a brighter statistical future – The contribution of InWEnt

By Thomas Wollnik

Statistics in general are fundamental to the effective functioning of a democratic society. They are used by governments to develop and to monitor public policy, to make evidence based decisions, to allocate resources and for other administrative purposes.

In a plural society they are used too by the citizens to monitor government performance and to hold government to account – in a more organized manner, statistics are used by a wide range of interest groups to press for changes in public policy.

To meet all these needs, all users must have confidence in both the quality and integrity of official statistics. They must be fit for purpose, of high quality, timely and relevant for the needs of society. This implies that they must be continually developed to meet emerging needs. Statistical methods, when used appropriately, allow us to summarize information, identify patterns, and draw conclusions based on data.

Statistics are the eye-opener for the decision maker

Economic and social changes – that is the more traditional arena of official statistics – are a constant feature of a modern society and official statistics must respond to them. But also political conditions and changes need to be monitored and tracked.

In particular in the light of recent political frameworks and internationally agreed development

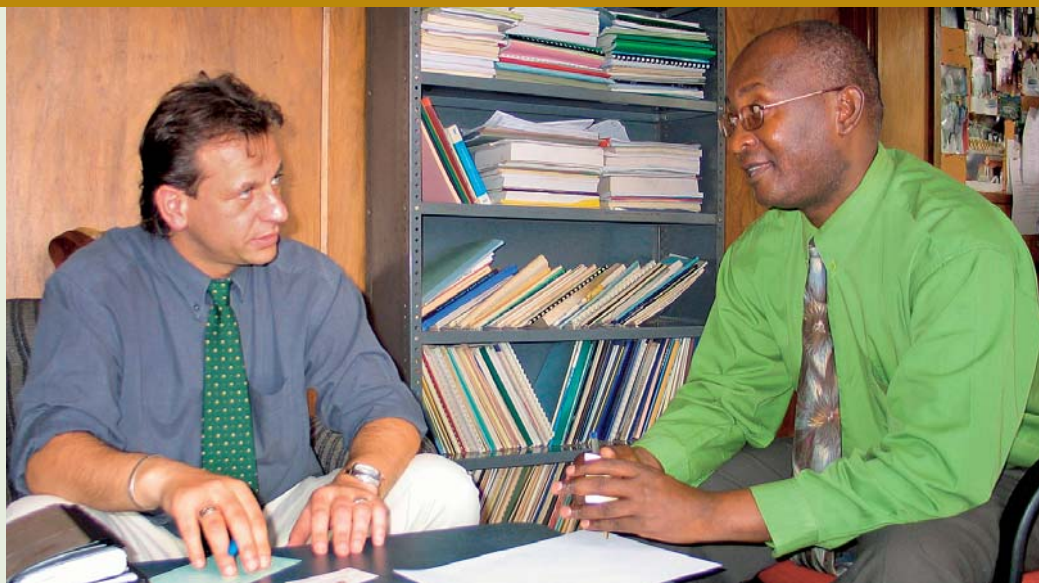
goals (as the Millennium Development Goals), countries are challenged to enhance transparency by improving their respective monitoring systems.

The InWEnt Centre for Economic, Environmental and Social Statistics was founded in 1972 in Munich and got well known as the so-called "Munich Centre" over the past three decades. Since its beginning more than 2000 statisticians – mainly from ACP countries have been trained in various fields of applied statistics and many of its former participants are nowadays holding important positions.

In the 1970s and 80s the focus of the training was mainly on economic aspects of statistics as National Accounts, trade and prices statistics. With a paradigm change in the 1990s, social statistics and in particular after the Earth summit in Rio 1992, also environmental statistics became essential for drawing a more comprehensive picture on development. Sustainable development became the slogan in the field of development co-operation, which comprises all those three pillars, economic, social and environmental development.

After a long tradition of 3–4 months courses, which were carried out in Germany, we started to re-design our programme in 2002 with the overall goal to achieve a more flexible and demand driven structure.

We understand ourselves also as product developer for topics that in the past have not been part of the portfolio of National Statistical Offices.



Close cooperation and dialogue with the partners in Africa is crucial for capacity building, managed by InWEnt: Thomas Wollnik, Head of Division of the InWEnt Centre for Economic, Environmental and Social Statistics (I), with counterpart Modesto Bauda from the Central Statistical Office in Zambia. Photo: Hoegen

Nevertheless, they are of great importance for bridging the development policy agenda and statistical information systems. Statistics should make social developments and political action transparent and appraisable. Our annual training programmes on "measuring governance, democracy and human rights" or a recent training jointly with Transparency International on concepts to measure corruption are examples for this. For the next coming years, we are just about to enrich our programme by developing training means that sharply focus on MDG indicators and how to monitor adequately any progress with respect to the MDGs.

Another important issue is to make statistics more public, more transparent and more understandable. Many people – all over the world – have this "natural born scepticism" towards statistics. We want to contribute to overcoming this attitude by making visible what is behind all those numbers and figures. This means that producers and users of data will have to work much closer

together. We will also attempt to include the media as a significant users group much more for "translating" the meaning of figures to the public in turn so that the media will get a better understanding of how statistical systems work and where data are derived from.

We understand our mandate of capacity building not to be limited to training but rather as a chain from the training of individuals to an institutional change with – in the long run – an impact on the respective environment. In order to achieve this, it is essential for us to establish and/or to foster networks among our participants and also between our participants and the resource persons of our training courses.

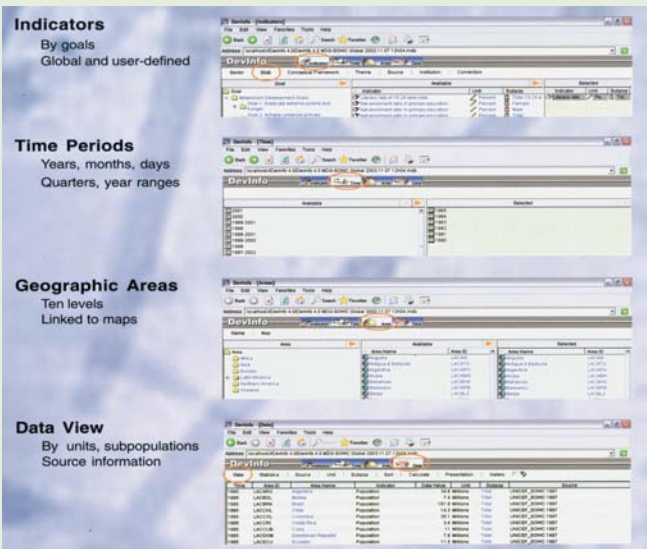
Since January 2006, the InWEnt Centre for Statistics is located at the InWEnt headquarters in Bonn, where about 50% of our training courses are carried out. The remaining 50% are E-learning courses in combination with classroom training in the partner countries.

5.3 Creating awareness: Decision makers and statistics

The example of GhanalInfo

Nine o'clock in the morning in Flagstaff House, an old military building in Ghana's capital Accra: Twenty employees from different ministries are gathering in a darkened room – closely watching their computer screens. They are trying to get familiar with a new software: GhanalInfo. The programme is the first one designed to collect data and indicators on a broader basis related to development, such as child mortality rate, school enrolment or illiteracy, and sort them according to regions and various groups of population. Ghana is not the first country to launch such a data software. Other countries, such as Kenya, Tanzania, Malaysia, India and Vietnam also have similar tools. Most of them are based on DevInfo (Development Information System), a software developed from the ChildInfo database technology, originally created by UNICEF in order to measure children's and women's development in a more appropriate way.

With GhanalInfo and other nationally adapted versions of DevInfo, data related to development in different countries become more comparable, because the data are organized, stored and displayed in a uniform format. The software therefore becomes an important tool for the ongoing Millennium Development Process.



Userfriendly and full of information: DevInfo-Software (Development Information system) was created to make statistics relevant for development available for a broader audience.

With its simple and user-friendly features it is attractive to a wide range of users, such as decision makers like national politicians, UN-Representatives, members of non-governmental organizations (NGOs), researchers, scientists or the media. Tables, graphs and maps can be easily produced and be included in reports, presentations or advocacy materials.

For a good purpose

Back to the darkened computer room in Flagstaff House in Accra: This morning, Moakin Shoats, member of staff in the Ghanaian Ministry for children and women, also takes part in the training. She is very fond of GhanalInfo.

"I think compared to the other programmes that we have, this will serve a good purpose", says Shoaat. "This format of collecting data will help us to disaggregate between male and female, e.g. in terms of school. How many boys are in school, how many girls? How many girls can make use of health facilities compared to boys? GhanalInfo will help us to answer these questions and improve or maybe readress some of our politics in the future."

Albert Dohnchebe, representative of the newly founded Ghanaian Ministry for Public Reform, is even more enthusiastic about the new information tool. GhanalInfo, says Dohnchebe, for the first time provides all ministries in his country with a common data base. This would make the exchange of information and the cooperation much more easy. According to him, it also facilitates the communication and decision making process between politicians in Accra and in the district administrations. GhanalInfo also helps to control politicians and their politics and to contribute to good and responsible governance.

“With concrete information it will be very difficult for people in the position of authority to do things their own way.”
Albert Dohnchebe

Dohnchebe explains why: "At the moment we are doing planning, we are siting schools, we are building clinics without any information. We are just using our assumptions, we are doing things hazardly. And because there is no reference people can always bring any cooked up figures to support their reasons for siting a school. I can put a school in my village even though maybe there is no need,



Issa Quedraogo (r.) presents – together with a colleague – the promotion poster for GhanalInfo, a new software programme for statistics in this West African country, designed on the basis of DevInfo. Photo: Hoegen

but I want a new school there or because I hear some international donor wants to spend some money. And nobody can stop me, because there are no data. But now if there are data to show that in my village there are two schools already and a classroom size is 30 children, whereas in somebody else's village is 60 children, it is very clear that my village does not need a school. So it will be very difficult for people in the position of authority to do things their own way."

Of course, in Ghana and many other countries the problem remains that people might not feel the development in their daily life – even if statistics and figures indicate some improvement on a nationwide level. To fill in this gap is not the duty of statisticians alone. They can measure varied forms of wealth and income growth – to distribute it in a right and just way is still a major challenge for politicians.

Don't keep data in your boxes – The beauty of systems like GhanalInfo

By Issa Ouedraogo

The DevInfo/GhanalInfo is a powerful database system that can easily be adapted by national bodies for advocacy and dissemination of human development information, like census data, household survey results and line ministry information. It offers a much-needed database platform to bring

together sectoral data sets in line with the requirements for harmonization and standardization of strategies for monitoring human development and the MDGs as well.

We land this programme and try to mobilize people. We want statisticians and decision makers to become aware that we can only let outsiders know, what we have and mobilize them, if we don't keep relevant information and data in our boxes.

So this is our objective: Telling the ministries and the governmental bodies: Look, all the data you are collecting, please send them to this particular place for recording and also for dissemination. This is the central GSS, the Ghana Statistical Service, which has got the legal mandate to keep data. So people from outside will simply call GSS and they have all the data available at one single place, instead of going to the ministries of finance and get on the



Issa Ouedraogo is responsible for the trainings on GhanalInfo. He was born in Burkina Faso and studied economy and IT in Germany.

economy, going to the minister of health to get on health, and so forth.

With the beginning of 2006 the GhanalInfo training has been intensified. It will cover all ten regions of Ghana. The participants for this first nation-wide training on GhanalInfo are members of the Regional Poverty Monitoring Groups, Regional Statistical Directors, Regional

Coordination Officers and Members of Non Governmental Organizations. On successful completion of this training course, the participants will be able to use the GhanalInfo database to access information and make presentations in tables, graphs and maps. This course covers the basic concepts and features of the GhanalInfo User module. It provides hands-on, step-by-step-instructions on how to use the database system to retrieve data through selection of indicators, time periods and geographic areas.

From my experience the participants like the training and the idea of GhanalInfo very much. And it is very rewarding to see how people in these important positions are willing to learn and use this tool.



People have little information about social, economic and political processes, especially in the rural and poorer areas of African countries. Statistics can help to change that situation. Photo: Akuzia

Many figures, little information

For some years now, Ghana has a model role in Africa: The land on the continent's west coast, the so called "golden coast" is politically stable, it has an annual economic growth rate of five percent. Still, the question is: Can Ghana reach the MDGs? There is no easy answer. The first goal: Halving poverty by the year 2015, is likely to be reached, says one report, that was launched in 2005 by the Director of the Ghanaian National Planning Commission, Professor George Gyan Baffour.

There are also successes concerning Goal No. 2: primary school education. The enrolment rate is increasing. Still, this rate does not say anything about the quality of the education offered. This is especially true for the small schools in rural areas, with their poor equipment and sometimes not well-trained teachers. Beside this, according to the study, Goal No. 4 and 5, which are: Reducing child mortality and increasing women's health, will be extremely difficult to reach. According to

official figures, 108 of 1000 children under five years die, i.e. one out of nine children will die before their fifth birthday. The amount of people infected by HIV/Aids has also increased in Ghana, from three percent in 1990 to 3,6 in 2003. These are the official figures – the real ones, no one knows exactly.

Just like in many other African countries, there is a lot of uncertainty in Ghana, when it comes to statistics.* Even worse, figures can determine a political debate, without being proved. This happened in 2005, when Ghana's President Kufuor and his Minister of Finance were quarreling in the media whether the annual per-capita-income in the country was 400 or 600 US-Dollar. To make it even more confusing, international bodies said it was around 360 USD. GhanaInfo, the new data-base launched in April 2005, is now the first step towards a more reliable information basis for development in the country.

* In April 2003 civil society organizations from all over Ghana came together in Accra for a three days consultation process of the Millennium Campaign under the auspices of SEND Foundation of West Africa, a non-governmental organization, and the UN Millennium Development Goals Campaign Secretariat in New York. Amongst the "disappointing results" they published afterwards were "the yawning gaps in Ghana's status report of implementation of the MDGs especially with respect to the lack of disaggregated data".

Measurement of governance, mismanagement and corruption is not at all an easy task. How to get data and figures about something, that the actors involved want to hide by all means? This is a question not easy to answer for statisticians and people engaged in the fight against corruption all over the world.

One of the most-well known anti-corruption organizations is Transparency International, TI. The damage done by corruption worldwide sums up to 3,2 billion US-Dollar per year, according to TI's estimations. Corruption is one of the main obstacles for development – and corruption is international. A lot of bad-practice-examples can be found in TI's annual Global Corruption Report. The Report 2006 for instance is dedicated to corruption and health – a very vulnerable sector, "where millions of poor (are) held hostage by unethical providers" as TI comments. Corruption and health in particular show the difficulty of measuring corruption and its implications by figures alone. "Corruption in health care costs more than money", Huguette Labelle, Chair of Transparency International says. "When an infant

dies during an operation because an adrenalin injection to restart her heart was actually just water – how do you put a price on that? The price of corruption in health care is paid in human suffering."

This is, although less obvious, true for many other sectors. People in remote areas might get no schools or streets or sometimes not even food aid because the money and resources meant for them and the development of their region went into someone else's pockets.

To stop such unethical practices, information about them is what is needed most. Because with the right information at hand, pressure can be put on politicians, state authorities and business people to act more responsibly and step into the fight against corruption. This is why Transparency International also publishes the CPI, the Corruption Perception Index. But as the name indicates: The index only measures the perception of a country as being corrupt or not or to which degree it is perceived by different social groups of people. CPI does not give a clear picture of the real situation.



Corruption in the health sector in developing countries does not only cost money. It also puts at risk the life of many patients and hampers the work of doctors and nurses. Photo: Hoegen



In many African countries family members takes care of a patient, while he or she is treated in often poorly-equipped hospitals. Photo: Akuzia

A lot of people think, this is not enough. The search for better, more objective methods and tools to measure corruption has started. InWEnt and Transparency International play an important role in this process. Together they initiated a workshop for statisticians and representatives of different TI chapters around the world to

exchange their experiences. One of the results: Whether you start to fight corruption in Columbia, Palestine, Morocco, Nepal, Australia, Cameroon or Bangladesh – statisticians around the world are facing the same basic problems.

CPI 2005 RANKING			
Countries perceived as being least corrupt			
Rank	Country	Score	Surveys used
1	Iceland	9.7	8
2	Finland	9.6	9
	New Zealand	9.6	9
3	Denmark	9.5	10
Countries perceived as being most corrupt			
157	Haiti	1.8	4
	Mvanmar	1.8	4
	Turkmenistan	1.8	4
158	Bangladesh	1.7	7
	Chad	1.7	6
Source: Transparency International, 2006			

Corruption: Five perspectives from five countries

Corruption is a global phenomenon. And although conditions differ from country to country the underlying structures and disastrous impacts of corruption are very much the same – whether we look at Africa, Asia, Latin America or even Europe. Five representatives of Transparency International from different parts of the world state their opinion about the problem:



"The victims are not present"

"Corruption is difficult to measure because the people who are engaged in it don't usually want to be observed, as is true of many crimes. But in this particular crime often the victims of corruption are not present, when the corruption is happening, so people who don't have medicines or schools or proper roads are not there, when the people are looting the assets of their country."

David Nussbaum, Transparency International



"Have a look with another perspective"

The problem is that many indicators can get you information only about petty corruption which is the type of corruption where you as a citizen have a relationship with the public institution. But there are lots of processes that public institutions do by themselves that are not associated to relationship with citizens, for example procurement. Public procurement is something that is done between the administration and the private enterprises. So it is something that you have to look at with another perspective."

Marcela Roza, TI-Chapter Columbia



"Encourage the citizens to do own surveys"

"In Bangladesh actually we are encouraging citizen groups to conduct their own surveys at the local levels on local hospitals or police stations to measure the level of service. Suppose, in a local hospital, whether the doctors have a label or the medicines have a label or the doctors are on duty on time. So they develop their own questionnaire. We have formed citizen groups, we call it Comitees of Concerned Citizens at a local level. And we actually provide them with technical support to conduct their own surveys. We are not in a position to form these citizen groups all over the country but we have 30 citizens groups now."

Muhammad Sajjad Hussein, TI-Chapter Bangladesh



"Direct and indirect impacts in daily life"

"In Morocco, we know that there is a lot of corruption on licences for building and sometimes some municipalities give authorisation for building which has no norms. And we had examples of the building coming down altogether, because the norms were not respected. The cost is the building but also the lifes of the people which we can not estimate at all. This is an example of the difficulty to measure the direct and indirect impact of corruption in people's life and daily life."

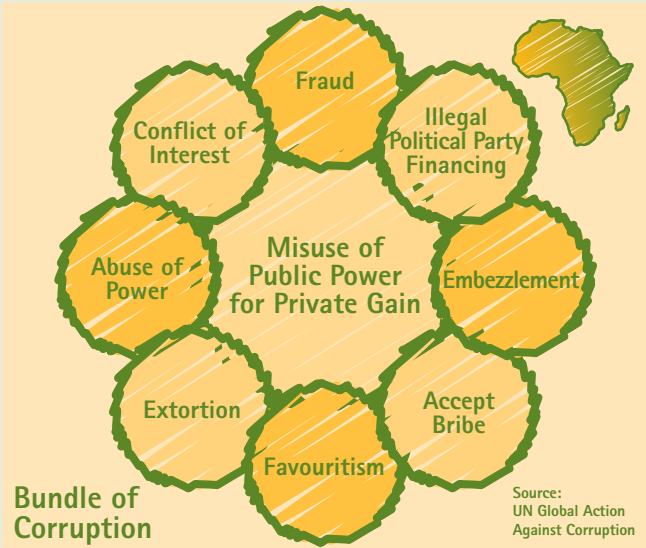
Izeddine Akbesi, TI-Chapter Morocco



"A moral problem"

"You will be embarrassed to understand that most of the corruption we experience in Africa is from Europe or from the industrialized world. They come in with what you call this large-scale corruption because they have to interact with companies perhaps exploitation of resources and things like that. They may go through because of the legal system that is put in place. It is a moral problem."

Simon Azia Nkwenti, TI-Chapter Cameroon



Nevertheless, in the past statisticians already tried to improve their methods. Since 1999 there is also the "Bribe Payers Index", which tries to depict the other side of the coin – those who actually pay bribes. Others tools are:

- Measuring the transparency of a company
- Research of price variations for homogeneous material or equipment purchased at different locations.
- Public Expenditure Tracking Surveys (PETS) and Public Expenditure Reviews (PER) to assess the quality of public expenditure and determine the level of corruption in government public expenditure programmes. E.g. the amount of the public budget supposed to be spent for education can be compared to the amount of schools or the illiteracy rate in a country.

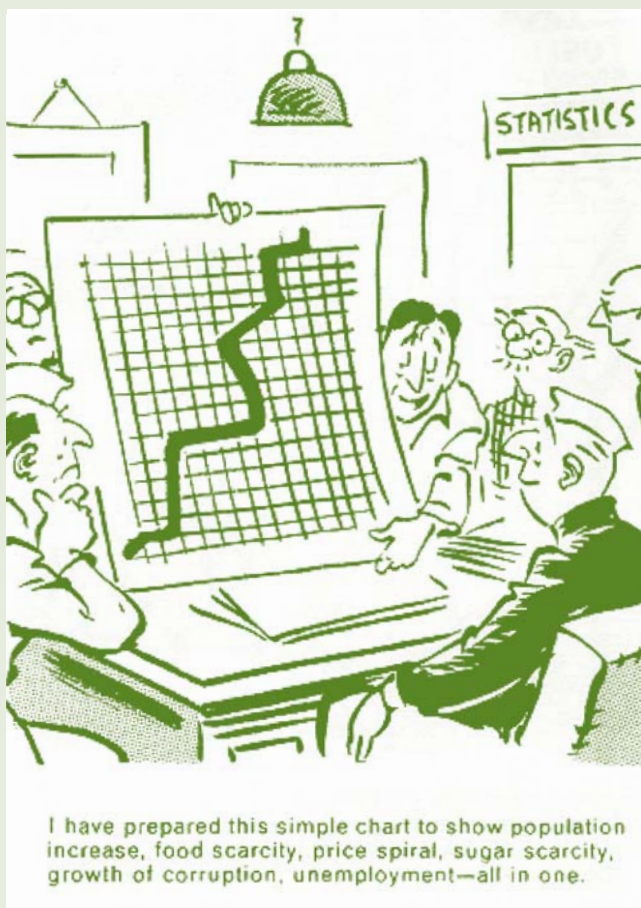
Whereas research in the public sectors appears to be a little more easy – research in the private sector still remains very difficult, because statisticians and anti-corruption activists have to rely on assumptions or on what people are willing to tell them.

Apart from this, statisticians are well aware of the fact, that measuring corruption alone will not solve the problem. New methods of statistics have to be accompanied by good governance, an independent judiciary and a democratic system. "Corruption itself is one problem", Izeddine Akesbi from TI-Chapter Morocco says. "The failure to prosecute and punish it, is another, yet equally big one."

When we shift from measuring corruption to measuring governance as a whole the picture gets even more complicated. Governance is a much broader notion than corruption, the former being (a very important) one among a number of closely intertwined components. To measure and portray governance in a certain country a big variety of standards, indicators and sources is needed. Standards for instance are given by 40.000 inter-governmental treaties – from the United Nations Declaration of Human Rights to the Convention on the Rights of the Child or the ILO Standards on Labour, IMF codes and standards and many, many others. There are also a lot of indicators* to be used while measuring governance. Some "core indicators" according to the UNDP can be elections, justice, human rights, access to information, public administration, corruption and local government.

These core areas can be further splitted up and disaggregated. The World Bank Institute has identified six "composite governance components": Voice and external accountability, political stability, government effectiveness, regulatory quality, rule of law and control of corruption.

Apart from the World Bank Institute, which organises a great amount of anti-corruption and governance projects, for instance a Governance Research Indicators Project and a Governance Programme at its branch in Marseille**, there are a lot of other actors involved in the measurement of governance. UNDP for instance has its Oslo Governance Centre. The Centre was established "to position UNDP as a champion of democratic governance as an end in itself and as a means to achieve the Millennium Development Goals".



Cartoon: RK Laxman

The Oslo Centre focuses very much on human rights and rights to information as key indicators for governance. It has also a project on land rights and land reform in Africa and governance.***

* "What is an indicator? 1. A thing, especially a trend or fact that indicates the state or level of something.

2. A device for providing specific information on the state or condition of something." Source: Oxford English Dictionary.

** For more information about the World Bank's activities on governance see also www.worldbank.org/wbi/governance.

*** See also www.undp.org/oslocentre.

Sources for collecting data on governance

- African Development Bank
- Afrobarometer
- Asian Development Bank
- Bertelsmann Foundation
- Brown University's Centre for Public Policy
- Business Environment Risk Intelligence
- Columbia University
- Economist Intelligence Unit
- European Bank for Reconstruction and Development
- Freedom House – Countries at the Cross Road
- Freedom House – Nations in Transition
- Freedom House – Freedom in the world
- Furnar – Budget trans
- Gallup International – 3 surveys
- Global Insight's DRI McGraw–Hill
- Heritage Foundation/Wall Street Journal
- IJET Travel Intelligence
- Institute for Management and Development
- International Research & Exchanges Board
- Latinobarometro
- Merchant International Group
- Political Economic Risk Consultancy
- Political Risk Services
- Price Waterhouse Coopers
- Reporters Without Borders
- State Department / Amnesty International
- United Nations Economic Commission for Africa
- University of North Carolina at Asheville
- USAID / Vanderbilt University
- World Bank – 2 surveys and
- World Economic Forum 2 Reports and a report
- World Markets Research Centre

Sources for collecting data on governance used by the World Bank Institute

There is also the METAGORA project under the auspices of Paris21 aimed at measuring democracy, human rights and good governance. It wants to establish a solid basis, developing methods and testing prototypes of tools to do so. METAGORA is an outcome of the IAOS Conference on "Statistics, Development and Human Rights" in Montreux, 2000, that for the first time gave rise to a fruitful encounter between statisticians, development specialists and human rights practitioners, and several other follow-up meetings.

Other key players in the field of statistics and governance are, of course, Transparency International, the French organization Dial, Développement et Insertion Internationale, specialized in measuring democracy and governance through household surveys and the American non-governmental organization Freedom House which has its project "Freedom in the World" to measure governance. Freedom House has established

83 methodology questions in four categories (accountability and public voice, civil liberties, rule of law and anticorruption and transparency). In the area of civil liberties for instance it is asked whether there is:

- (a) Protection from state terror, unjustified imprisonment and torture
- (b) Gender equity
- (c) Rights of ethnic, religious and other distinct groups
- (d) Freedom of conscience and belief
- (e) Freedom of association and assembly

All the institutions mentioned use a big variety of sources to get relevant data, as shown e.g. in the WBI chart above. And as in the case of measuring corruption, surveys amongst companies and even household surveys are also used as a tool to get information about the quality of governance within a country.

Sample Size: 2000
Breakdown: 800 in Capital, 1200 in Rural Areas
Type of Sampling: Stratified sampling
Type of data collection: Face to Face Interviews
Margin of Error:

This survey is about corruption which means abuse of entrusted power for personal gain, examples of which are demanding or accepting bribes, using or threatening to use force, favouring people for family or other connections.

A. Respondents Profile

- 1. Name (optional):
- 2. Location
- 3. Sex: Female/Male
- 4. Age:
- 5. Income:
- 6. Occupation:
- 7. Religion:
- 8. Family size:

B. Corruption Perception

- 1. Is it fair for people to use connections of relatives and friends to gain favors for employment?
Yes/No
- 2. Is it necessary to pay extra money to get government services which should be free or at a fixed fee?
Yes/No
- 3. It is said that it is acceptable for parents to pay extra money to get their children to a better public school?
SA A..... D..... SD
- 4. Is it acceptable to pay extra fee to get access to:
Doctor SA A..... D..... SD
Medicine SA A..... D..... SD
Hospital admission SA A..... D..... SD

5. Do you believe that police always treat your requests without payment?
SA A..... D..... SD

6. In the last month have you ever paid money to acquire some services for which you are not supposed to pay?

	SA	A	D	SD
Health				
Education				
Utility				
Police				
Justice				
Customs				
Tax administration				
Loans				
Employment				
Social benefits				
Licenses				
Identity cards				

7. Is the cause of corruption due to:
(a) Low salary of the public servants
(b) Greed
(c) Keeping up with the Joneses
(d) Way of life

8. Corruption reduces standard of living.
SA A..... D..... SD

9. Corruption can be minimized.
SA A..... D..... SD

10. Who should be responsible for corruption?
(a) Government
(b) Politicians
(c) Private Sector
(d) Everybody
(e) Polices

Source: Example of a Survey on Corruption Perception, Exercise fom the Workshop: Measuring Corruption and Governance, organized by InWent and Transparency International, Berlin Mar. 1st – Mar. 9th 2006.

Household surveys to measure governance

The French organization DIAL, Développement et Insertion Internationale, has tried new ways in measuring corruption and good governance. With DIAL's support several household surveys on governance, democracy and poverty reduction were carried out in sub-Saharan Africa and Latin America.

In a report for "Dialogue" the newsletter of the organization, François Roubaud, Javier Herrera and Mireille Razafindrakoto describe this new approach as a success. Being far from replacing already existing international databases on the issue of governance and democracy the survey approach could nevertheless add essential elements to these databases, the three authors wrote.*



Giving the poor a voice in household surveys on governance. Photo: Akuzia

In partnership with the National Institute of Statistics (INSTAT) and a private agency, DIAL for example coordinated a national survey in Madagascar from 2002 to 2005. Other surveys were conducted in Benin, Burkina Faso, Cote d'Ivoire, Mali, Niger, Senegal and Togo. In the Latin American countries Bolivia, Colombia, Ecuador and Peru the modules on governance were grafted onto the main household survey conducted by each NSI as part of the official statistics system.

The surveys covered a representative sample of over 35,000 adults accounting for 21,000 house-

holds in eight African countries. Over 50,000 people were interviewed in the four Latin American countries. Two countries afterwards decided to permanently incorporate this type of survey into their national statistical information system: Madagascar – that now carries out the survey annually – and Peru, that conducts the operation on an ongoing basis, using own resources to assess the temporal dynamics (monthly, quarterly, annual) of the indicators studied. Other countries such as Benin, Cote d'Ivoire and Mali are also considering conducting the surveys on a regular basis.

* Dialogue, No. 24, January 2006. See www.dial.prd.fr/dial_publications/PDF/Dialogue/Dialogue24GB.pdf.

Complementing the survey tool of households in the areas of governance and democracy, a survey of experts was conducted in the eight African countries. A total of specialists (like development specialists, decision-makers, high-ranking public officials, politicians) from the South and the North responded to what was known as a Mirror Survey. Thereby the general public's response could be compared with those of the experts on common questions.

One surprising and important result of this comparison according to the authors: The results of the household and expert surveys are often very different. Thus, Roubaud, Herrera and Razafindrakoto consider many expert surveys, as they were mainly used so far in order to measure governance, as being quite weak and often not related to reality. Sometimes, the report says, the experts overestimate the phenomenon of corruption, for instance.

Household surveys on governance and democracy are therefore important in order to get a clearer picture of the real situation in a country, DIAL believes.



This tool also gives a voice to those, formerly not asked: the ordinary and the poorer people. Thus, this approach does not only help to measure democracy – it can be regarded as a more democratic tool in itself. This is especially true in a country, where there is a broad-based civil society participation in the design of the questionnaire and data analysis, as it was in the case of Peru. DIAL also found out, that the general public in

“ This result is all the more worrisome given that most of the international data bases on governance (Transparency International's CPIA), World Bank's KKZ indicators) are constructed from experts' opinions and that these indicators play an increasingly important role in the allocation of public development aid.

the African and Latin American countries is very much interested in the issue of governance and democracy. The non-response rate for questions related to this topic is generally lower than the non-response rate observed for questions on income, the report states. People are keen to answer questions on democracy, Roubaud says and explains why: “They like it even more, than answering the “boring” classical socio-economic questions. People are familiar with the topic, because this is what they are also discussing with their friends, at home etc.”

DIAL now hopes that the experiences made with these household surveys on governance and democracy in Africa and Latin America will for the first time also enhance the methodological transfer from South to North.

Poor but very much interested in the issue of governance and democracy: The general public in African and Latin American countries, like this family from the Dominican Republic. Photo: Akuzia

The World Governance Assessment is another approach to get data and figures concerning democracy, transparency and governance in different countries worldwide.

The project was initiated in 1999 by Julius Court when he served as Programme Officer at the United Nations University (UNU). Together with Goran Hyden, who was invited to serve as joint coordinator, they developed the World Governance Survey (WGS) project. The project was soon renamed the World Governance Assessment to better reflect the methodology and the goals of the project.

The survey focused on three main questions: How can we best measure governance? How does governance performance differ across time and space? Which are the most critical issues of governance?

In 2000, Kenneth Mease was invited into the project as a survey research specialist and to assist with the data analysis. Using a comprehensive framework and questionnaire, governance assessments were undertaken in 16 developing and transitional societies, representing 51 % of the world's population. A national coordinator selected a panel of experts to be questioned (e.g. parliamentarians, researchers, lawyers, bureaucrats, etc). Around 35 people were interviewed per country. The first phase of the project represented an initiative to try to generate new systematic, comprehensive assessments of governance at the national level.

First, the project developed a comprehensive framework and process-oriented set of indicators for assessing governance. The framework disaggregated the governance realm into six arenas

and identified indicators based on widely held "principles" of good governance: participation, fairness, decency, accountability, transparency and efficiency.

Second, the project developed and tested a new approach to collecting governance data at the national level. Respondents were asked to rank each answer on a scale from 5 to 1; the higher the score, the better their perception of the quality of governance. In addition, respondents were invited to provide qualitative comments.*

Phase 2 of the World Governance Assessment project includes 10 especially selected countries and twice as many respondents per country. Along with larger samples from each country, several other important innovations are being tested in phase two. The survey was improved and expanded in order to explore the links between governance and development to a greater degree than was possible in phase one. The revised survey is now available online in English and Spanish, as well in the traditional self-administered paper format. In addition, Phase Two includes an online training programme for the country coordinators and a custom designed online Study Management System.

The main output and advantage of the project would be:

- A **cohesive diagnostic tool** for assessing governance which would provide reliable, independent measures of governance - drawing on local expertise.
- A **new database** of governance indicators - based on a comprehensive, theory-driven framework for generating systematic and nuanced data which will help researchers better analyse how governance makes a difference to the way countries develop.

* The findings from the pilot phase have been reported in UNDP's Human Development Report 2002 on Strengthening Democracy in a Fragmented World and Transparency International's Global Corruption Report 2002.

- **Policy impact:** Country reports, workshops and policy briefs will discuss the governance situation, challenges and policy priorities for each country. The rich combination of quantitative and qualitative analysis would serve as useful material for country programming and a source of ideas for institutional reform.
- **Capacity Building:** The WGA is designed to help develop capacity to assess governance (through web-based training modules and a workshop), with efforts concentrated on countries where governance matters most yet where capacity tends to be weakest.
- **Knowledge sharing** on governance - via an interactive website, eight working papers on cross-cutting issues and research reporting notes for research reporting websites and newsletters.

The WGA initiative puts forward a framework for assessing governance that focuses on six principles and six areas with a total of 36 indicators. Each of these indicators has been identified in consultation with a range of academics, officials in international organizations concerned with governance, and representatives of both governments and civil society in developing countries.

Importantly, the indicators have been tested in the first phase of the WGA project - and found acceptable in the countries involved. Taken together they provide a way to assess governance in a coherent and comprehensive fashion.*

Principle /Arena	Participation	Fairness	Decency	Accountability	Transparency	Efficiency
Civil Society	Freedom of association	Society free from discrimination	Freedom of expression	Respect for governing rules	Freedom of the media	Input in policy making
Political Society	Legislature representative of society	Policy reflective of public preferences	Peaceful competition for political power	Legislators accountable to public	Transparency of political parties	Legislative function affecting policy
Government	Intra-governmental consultation	Adequate standard of living for citizens	Personal security of citizens	Security forces subordinated to civilian government	Government provides accurate information	Best use of available resources
Bureaucracy	Higher civil servants part of policy making	Equal access to public services	Civil servants respectful toward citizens	Civil servants accountable for their actions	Clear decision making process	Merit-based system for recruitment
Economic Society	Consultation with the private sector	Regulations equally applied to all firms	Government's respect for property rights	Regulating private sector in the public interest	Transparency in formulating economic policy	Obtaining licenses free from corruption
Judiciary	Non-formal processes of conflict resolution	Equal access to justice for all citizens	Internat. human rights incorporated in nat. legal practice	Judicial officers held accountable	Clarity in administering justice	Efficiency of the judicial system

* For more information on the WGA project see www.odi.org.uk/wka_governance/About_WGA.html

Regional Reference Strategic Framework for Statistical Capacity Building in Africa*

Why a new framework?

Poverty reduction and development require a great deal of information. How many people are literate? How many children are vaccinated? Is the level of employment improving? Obtaining such information in a timely and regular manner, however, has been a challenge in many development countries, especially in Africa. Many national statistical systems, the source of the statistics needed to monitor development in Africa, are trapped in a vicious cycle of limited resources and poor performance. They lack the capacity to collect, compile and disseminate even the minimum data needed let alone respond to new challenges and to meet new demands for data.

At the beginning of the third millennium, African and other developing countries as well as their development partners, have committed themselves to managing for development results or a results agenda. This involves "focusing on performance and the achievement of outputs, outcomes and impact". The results agenda includes Poverty Reduction Strategies (PRSs) and other national development plans, the New Partnership for Africa's Development (NEPAD) and the Millennium Development Goals (MDGs).

The central recommendation – adopted by all 191 member states of the United Nations at the 2005 Millennium Declaration Review Summit – is that countries should prepare and implement ambitious goal-based strategies anchored in the 2015 targets and time horizon.

Results Agenda

Following the UN Conference on Financing for Development held in Monterrey, Mexico in 2002, there is broad consensus that to be successful, development has to be country-driven, country-owned, and country-specific. There is also agreement that good results require good policies and institutions. Where these conditions are in place, development assistance can be highly effective.

Following Monterrey, at the Second International Roundtable on Managing for Development Results in Morocco in 2004, the Marrakech Action Plan for Statistics (MAPS) was developed. MAPS sets out a general agenda, with a limited number of actions designed to improve data availability and use in support of poverty reduction within an agreed budget and a specified time frame. MAPS sets out what is needed world-wide to meet the data challenges of the results agenda and the MDGs. The Regional Reference Strategic Framework provides the mechanism to implement MAPS in Africa.

The Regional Reference Strategic Framework for Statistical Capacity Building in Africa (RRSF) has been prepared to contribute to improved development outcomes and good governance in Africa by guiding and accelerating sustainable statistical capacity building activities. It is the response by African countries, with the support of the international community, to meet the data challenges of the results agenda by 2015.

* This "light version" of the RRSF, which originally consists of 52 pages, is published in Vol.2, African Statistical Journal, May 2006.

What is proposed?

The RRSF is a broad framework rather than a specific set of activities and policy prescriptions, recognizing that most actions will need to take place at the national level and that countries face different problems and have different priorities. The RRSF, whose overall objective is to strengthen national statistical systems, is built around three themes: **meeting users needs; improving management of statistical systems; and ensuring the sustainability and irreversibility of statistical development.**

Key actions in support of the first theme include:

- Undertaking development in key data areas, with particular emphasis on monitoring poverty reduction strategies and the MDGs, with a focus on making better use of existing data sources
- Investing in the underlying statistical infrastructure needed to support efficient and effective statistical systems
- Making effective use of new technologies to support data collection, compilation, dissemination
- Strengthening the analysis of data by both producers and users to ensure that the results are relevant to the development process
- Improving data dissemination and ensuring compliance with frameworks such as the General Data Dissemination System

In support of the 2nd theme, the RRSF emphasizes:

- Updating the legal and regulatory framework for statistics and ensuring that it is in line with the UN fundamental principles and good practice for official statistics

- Strengthening coordination and communication between all players, including data providers and users
- **Placing emphasis on the development and more effective use of human resources in statistics**

In support of the third theme, the RRSF focuses on:

- **Mainstreaming statistics as a key support activity for the development process and as a cornerstone of the process of improving governance and accountability**
- **Improving the funding and sustainability of statistics, in particular in support of the implementation of NSDS**

The RRSF encourages all countries to prepare and implement a national strategy for the development of statistics (NSDS) in support of all the three themes.

How Will it be Implemented?

Primary responsibility for implementing the framework lies with national statistical systems, with the key drivers being national statistical agencies. These agencies need to create awareness about and enlist support for the framework generally. National governments must ensure that the importance of statistics is recognized and that adequate resources are made available. Data users need to be aware of the importance of statistics to development outcomes; and make sure that their needs are heard and that available data are used effectively in improving policy and service delivery.

Sub-regional and regional organizations have as well to play important roles, especially in the area of promoting statistical development, monitoring implementation and providing forums for sharing knowledge, experience and expertise. If the framework is to be effective, it will also be essential for international development agencies and donors to be fully involved in its implementation. There will be a need for a sustained programme to ensure that the external support that is needed is made available, delivered on time and complements national funding in supporting a coherent programme of development of national statistical systems, in ways that minimize the load on already stressed statistical systems.

What will it cost?

There is a need for increased investment if the RRSF objectives are to be achieved. For all African countries, the incremental cost needed to implement the framework is estimated at \$75 million per year or for low income countries about \$60 million per

year. This requires increasing national government's commitment to adequate and sustainable budgetary resources as well as support from development partners. However, many of the recommended actions do not need additional funding.

How will it be monitored and reported?

UNECA and AfDB will coordinate the implementation, monitoring and reporting of the RRSF. Both organizations will agree on the appropriate coordination mechanisms. This should take into consideration the already existing mechanisms for monitoring progress and for reporting back to stakeholders, including the PARIS21 statistical capacity building indicators as well as the light reporting exercise for donor programmes and projects. Regular reviews will be conducted, including bi-annual, mid-decade (in 2010) and main review (in 2015) reports, which will be presented to CODI, FASDEV, the UNECA Conference of Ministers for Finance and Planning, and the AfDB Board of Directors.

Building on what has already been achieved

Previous to the RSSF, Africa's statistical community and its partners have implemented a number of initiatives to boost statistical capacity on the continent, including the Addis Ababa Plan of Action for Statistical Development in Africa in the 1990s (AAPA). Evaluated at the end of the 1990s, the implementation of the AAPA was hindered by lack of ownership, poor leadership within national statistical systems, a lack of financial resources, and the inadequacy of institutional and human capacities.

Subsequently, various intergovernmental forums – the Committee on Development Information (CODI), September 2001, and the Forum on African Statistical Development (FASDEV), in May 2004, identified the need for a new approach in line with the Marrakech Action Plan on Statistics, with coordination by the United Nations Economic Commission for Africa (UNECA) and the African Development Bank (AfDB).

To try to avoid the problems faced by previous initiatives, the RRSF is based on a detailed assessment of the current state of statistics in Africa and of key strengths and weaknesses. It also includes an assessment of all the main stakeholders, what they currently do and what is needed to improve the availability and use of better data in support of development and poverty reduction. It puts emphasis on improving accountability and transparency and recognition of the importance of better statistics within Africa generally.

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