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Multidisciplinary
Regional Advisory Group

MISSION REPORT ON REVIEW OF ARRANGEMENTS
FOR TRANSFORMATION INTO AN AUTONOMOUS AGENCY
CENTRAL STATISTICAL OFFICE
24 June - 5 July, 1996
Lusaka, Zambia

By:

Parmeet Singh
Regional Adviser, Organization
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I. BACKGROUND

The Regional Adviser's last mission to the Central Statistical Office (CSO) was undertaken in November 1994. CSO had then commissioned a firm of "local" consultants to review its organization. The Regional Adviser during that mission reviewed the consultants' report¹ and in a brief memorandum to the Director CSO indicated the steps that the Regional Adviser felt needed to be taken to advance the CSO's status to that of an autonomous agency as recommended by the consultants. The Regional Adviser's mission report refers.²

The Regional Adviser had at that time advised the CSO "to prepare a paper/memorandum to present the case to the Cabinet" for autonomous status. He had further recommended "that the case for autonomy be re-stated in context of an expanded central statistical organization for Zambia to develop a national statistical system, which can adequately monitor statistically the change in economic, social and political environment of Zambia, since 1965 when the current statistical system was established". The Regional Adviser had then noted that "such an articulation of the case for autonomy, if substantiated with an accompanying 5 to 10 year work programme would enhance the justification for autonomy more effectively than has been done in the report on the review of CSO's organization". The Regional Adviser had further observed that "Apart from a revamped presentation on the case for autonomy and a futuristic work programme, the cabinet paper/memorandum would need to include proposals on the arrangements for on-going consultations between producers and users of data under the overall guidance of a "national statistical council, and a national technical statistics committee - the latter with specific task forces, covering different aspects of the national statistical system".

The Regional Adviser had concluded his memorandum to the Director CSO with three further recommendations. He had noted that (i) the terms and conditions recommended by the consultants for the "revamped" CSO "are best elaborated as a Scheme of Service"; (ii) "once the Cabinet has given its approval and the Parliament has passed the requisite legislation, granting autonomy to CSO, a plan for implementation of the new arrangements will have to be developed"; (iii) and that another initiative which needs to be "taken simultaneously with the implementation of the 5 to 10 year work programme is the initiation of a comprehensive Needs Assessment Strategy Development Review".

Eighteen months have passed since that mission. The timetable for the transition of CSO to an autonomous agency has not followed the course envisaged by the Regional Adviser. The transition has taken much longer to go through. The current mission was undertaken to follow-up on the previous mission and review the status-quo on the transition.

¹ "Proposed Structure of the Central Statistical Office"
CSO, Zambia, June 1993

² ECA/MRAG/94/94/MR - Attachment 7.

II. TERMS OF REFERENCE

The Terms of Reference (TOR) for this mission are detailed in a letter from the Director CSO, here attached as **Appendix 1**. Unfortunately out of the 10 working days originally scheduled for the duration of the mission two were pre-empted by public holidays - whose existence the Regional Adviser was not aware of till his arrival in Lusaka! As a result the Regional Adviser was not able to deal with an item of TOR concerning review of the Report on the Design of the National Database Network in context of its bearing on the proposed structure and organization of CSO.

Of the other 3 items of TOR, the Regional Adviser has reviewed and commented on a second consultants' report on "Transformation of CSO into an Autonomous Agency" by Rajan Soni and Caron Walker, which was sponsored by ODA/UK. As for consultations with "selected stakeholders" and participation "in a one day brain storming session on the status and restructuring of CSO with the CSO Management and staff and selected users of CSO's products" - the other two items of TOR, were covered by his participation in a one day workshop on restructuring of CSO. The participants in this workshop included CSO Management and selected users of CSO's products.

III THE MISSION

The Mission was initiated on 24 June with a briefing by the Director CSO on current status of the transition of CSO into an autonomous agency. The Regional Adviser was asked to review: (i) the report on Transformation of CSO by Rajan Soni and Caron Walker, in context of the steps that needed to be taken to make the transition from CSO to an autonomous agency to be called the Central Bureau of Statistics (CBS); (ii) a document on "Proposed Organizational Structure and Staffing" of CBS (iii) first draft of the "Revised Census and Statistics Act" and (iv) "Department of Census and Statistics Work Plan 1996". All these four documents are being retained in archives of MRAG.

In the 5 days 24 to 28 June, the Regional Adviser reviewed these four documents and prepared two memoranda to the Director CSO - one on "Transformation of CSO into an Autonomous Agency: Comments and Follow-up to the Walker and Soni Report"; and the other on "revised Census and Statistics Act". These two memoranda were discussed with the Director and two of his Assistant Directors in a meeting on Saturday 29 June. Wednesday 3 July the memoranda were finalized incorporating the comments of the Director and the two Assistant Directors.

Effectively the Regional Advisers mission could have concluded with the meeting with the Director CSO and his two Assistant Directors. The two days of unanticipated holidays on Monday and Tuesday 1 and 2 July had pre-empted any possibility of initiating any work on review and design of the National Database Network in context of its bearing on the proposed

structure and organization of CSO. It was however felt that there would be merit in proceeding to convene a one day staff seminar of CSO Management on status and re-structuring of CSO - focusing on substance matter of the two memoranda the Regional Adviser had written to the Director. This was decided on Saturday 29 June during the meeting the Regional Adviser had with the Director and his two Assistant Directors. Unfortunately the earliest this brainstorming session could be scheduled on was Friday 5 July.

IV MISSION OUTPUTS

These included:

- i. The memorandum to the Director CSO on "Transformation of CSO into an Autonomous Agency: Comments and Follow-up to the Walker and Soni Report" - here attached as **Appendix 2**;
- ii. The memorandum to the Director CSO on "Revised Census and Statistics Act" - here attached as **Appendix 3**; and
- iii. The Regional Adviser participation in the staff seminar on status and re-structuring of CSO. **Appendix 4** refers.

V. MISSION ASSESSMENT

Under "ideal" operating conditions the mission duration could have been almost halved to 5 or 6 working days. However preparation and finalization of reports etc and convening of meetings and contacting participants takes time. Hence the prolonging of the duration of the mission.

The steps that need to be taken to effect CSO's transition to CBS as recommended by the Regional Adviser are more or less similar to what he had prepared in his earlier mission in November 1994 and already referred to above. They are essentially also consistent with the recommendations of the ODA sponsored Soni and Walker report - except that the report has dealt with some aspects of the transformation in considerable detail.

There are however some difference too between the Regional Advisers recommendations and those of the ODA report. To begin with the Regional Adviser has proposed a rationale for the transformation in the status of CSO to that of an autonomous agency in context of CSO's role in coordinating the emerging National Statistical System. This the Regional Adviser feels is a convincing rationale which is lacking in the report.

Secondly in context of the proposed rationale the Regional Adviser has put forward specific suggestions which will enhance the objectives and functions of the proposed CBS and its Director-General to manage the National Statistical System effectively. In this respect the Regional Adviser's recommendations are a further elaboration and precise articulation of the recommendations of the ODA report.

Thirdly there are some differences in prioritization of the steps that need to be taken to effect the transition in the proposals put forward by the Regional Adviser vis-à-vis the recommendations of the Report.

The Regional Advisers comments on the Revised Census and Statistics Act are the main substantive output of the mission. These include articulation and incorporation in the Act of a modified statement on the proposed CBS's mission and enhanced articulation of objectives of the NSS and CBS and functions of CBS, the Policy Board and the Director-General - as well as elaborate provisions on financial accounting of the CBS when established.

The staff seminar was briefed on all these aspects of the transition of CSO into CBS and the seminar endorsed the direction of the change and the steps being proposed to effect the change.

The Regional Adviser feels his mission has further enhanced the momentum of the transition. This transition would certainly be facilitated if his recommendations to immediately constitute an Interim Policy Board and a senior Management Task Force were to be implemented. The staff seminar had welcomed both these proposals. Another positive indication was the decision to convene a formal and well structured "Workshop of Principal Stakeholders and CSO Management on Transformation of CSO into CBS" on Tuesday 25 October 1996. The workshop will review the final version of the proposed Act as well as other aspects of the transition such as "Scheme of Service" and "Organizational Structure" and a "Three year workplan" for the proposed CBS.

Still all said and done the Regional Adviser feels there is a lot of groundwork to be done if the proposed transition is to be achieved by the end of the year. There is no room for complacency and the CSOs senior management needs to be mobilized to affect the change.

The Regional Adviser could not fail to take note of the number of queries raised in the staff seminar re: "autonomy" and what it meant as far as the day to day operations and running of the CSO/CBS is/will be concerned. The Regional Adviser must confess he has himself not been quite convinced by the claims that have been articulated by the proponents of this strategy. This pertains to explicit or mostly implicit assertion that the most immediate consequence would be elevation in remuneration levels and related conditions of the staff. This remains to be proven. In anycase two issues can be raised in this context. First concerns the validity of the case of statisticians to merit such treatment vis-à-vis other cadres in the civil service. Have the "statistical service" of Zambia succeeded in convincing their inter-locutors about it? Secondly

given the validity of the case, why is it not possible to accommodate the "statistical service" in context of existing arrangements concerning the civil service. The Regional Adviser feels it would be prudent for this issue to be thought through. As of now the most convincing reasoning that the Regional Adviser feels would sustain this case is on the grounds of operational/technical flexibility which an autonomous status would ensure. This issue was discussed at the "Seminar on Improving Management Services in National Statistical Systems in Africa" in Mbarara, Uganda in April/May 1996. The seminar felt this was the only reason which could sustain the case and said so in its report.³

All in all the Regional Adviser is satisfied with the outcome of the mission.

VI. FOLLOW-UP

The Regional Adviser has been requested for further assistance with the finalization of the Act and invited to participate as a resource person in the "Workshop of Principal Stakeholders and CSO Management on Transformation of CSO into CBS" scheduled for 15 October 1996. Appendix 5 refers.

³ Para 22; Final Report "The seminar on Improving Management Services in National Statistical Services in Statistical Systems in Africa". May 1996



REPUBLIC OF ZAMBIA
CENTRAL STATISTICAL OFFICE

P.O. BOX 31908
LUSAKA

DATE: 15 March 1996

To: A: Mr. Parmeet Singh, Regional Adviser,
ECA-MRAG,
Addis Ababa, ETHIOPIA

Re: Proposed Mission to Central Statistical Office, Zambia


You last visited the Central Statistical Office (CSO), Zambia, in November 1994. We were then initiating a review of the structure and management of the CSO. We have since advanced the review process considerably.

I am writing this letter to request you to undertake a follow-up mission of 10 working days to:

1. Review and comment on the CSO Report on Re-structuring the Organization and Management of the CSO.
2. Review and comment on the Report on the Design of the National Database Network in context of its bearing on the proposed structure and organization of the CSO.
3. Discuss with selected stakeholders e.g. Central Bank, Ministry of Finance, selected NGOs, etc. the new vision on the CSO.
4. Finally, participate in one day brain storming session on the status and re-structuring of the CSO with the CSO Management and staff and selected users of CSO's products.

The mission should start on 17 June 1996.

Thanking you.


David S. Diangamo
Director of Sciences and Statistics

TO : Mr David S Diangamo - Director, CSO

FROM: Parmeet Singh - Senior Regional Adviser, ECA - MRAG

**RE: TRANSFORMATION OF CSO INTO AN AUTONOMOUS AGENCY : COMMENTS
AND FOLLOW-UP TO THE WALKER AND SONI REPORT**

I have, with interest, gone through the Walker and Soni Report on the transformation of the CSO into an autonomous agency. Its a very comprehensive report, well researched and written. I do complement its authors on its quality.

The comments I make below have been developed with the benefit of the hindsight which of course the authors did not have. Also my comments essentially complement the findings of the Report. I have the following 3 sets of comments to note:

1. **The context of the Report:** The Report it seems has been conceived in context of the need to transform the CSO into an autonomous agency per se as one of the action points of the Public Sector Reform Programme. The circumstances underpinning the need for this transformation have not been articulated explicitly or decisively upfront in the report as I would have preferred. If I were the author I would have done so in context of the ongoing evolution of the National Statistical System and the pivotal role which the CSO needs to be playing in coordinating its development. This is how the need for transformation should have been rationalized bearing a specific mention in the reconstituted "mission statement" for the CBS. Of course the Report does allude to this context in page 37 para 4.7 where it notes that the (Siavonga) Workshop agreed that one of the CBS's core objectives should be "to coordinate statistical activities across the National Statistical Service in terms of professional ethics, standards, timeliness and quality". I have in my follow-up note proposed a modified version of the mission statement as recommended by the Report, which incorporates this context.

2. **The Act:** One of the two "Key" recommendation of the Report "if the transformation process is to succeed" is that "the agency should be an autonomous (i.e. self managing) but Government financed organization". The Report then goes on to make a number of recommendations which when implemented would transform the CSO into an autonomous agency to be called the CBS. To put these into effect, the recommendations need to find an expression in the statistical legislation. In Zambian context that would be the appropriate instrument in preference to the "Framework Document" a'la UK practice to which a reference has been made in the Report. The Act needs accordingly to:

- i. feature the "mission statement" on the CBS incorporating a reference to the "National Statistical System" as a point of context ;
- ii. articulate the objectives of the National Statistical System;
- iii. incorporate and further elaborate on the reports recommendations on objectives of the CBS and its key functions;
- iv. very comprehensively detail functions of the proposed Policy Board and the Director-General; and
- v. make provision for the CBS's "Governance and Accountability" on the lines as envisaged in the report.

I have in the follow-up note already referred to above detailed my suggestions on each of the above listed five points for your consideration and adaptation. I hope you will find them useful as a starting point. The currently revised draft of "Census and Statistics Act" I feel needs further modification/elaboration in respect of each of these five points. It is in these five points that the context of the transformation will become apparent.

The Act as noted in the Report can be conceived either as an amendment of the existing Act, or be written afresh. I advocate the latter course of action.

3. **Transition to CBS:** This is the third aspect of the Report which I would like to comment on. The Report deals with it in its executive summary as "Implementation steps towards transformation". I have a slightly differing ordering of priorities compared to the Report. I would suggest the following as priority actions for the implementation to see the CSO through the transition stage into the CBS:
- i. **The Revised Act:** Work underway currently to finalize the draft of the proposed Act should be concluded. This can be done, given ten working days and priority access for consultations with yourself and the legal draughtsman.
 - ii. **The Scheme of Service:** Consultations should be initiated forthwith to develop a Scheme of Service for the CBS elaborating conditions and terms of service in the CBS. These consultations would cover a range of issues noted in the Report including "Comparative Study of Autonomous Agencies", "Human Resources Management and Development Strategy", and "Performance Contracts for Staff".
 - iii. **Organizational Structure for the CBS:** This too needs to be finalised on basis of the work which has already been undertaken.
 - iv. **Three Year Work Plan:** First draft of the 3 year work plan for the period 1997-1999 should be readied for presentation to a Workshop of Producers and User to be convened in the 4th quarter, 1996.
 - v. **Termination Benefits:** These need to be negotiated - and the sooner the process is initiated the better because the consultations could be very time consuming.

It is imperative that to facilitate each of these five action points both a Task Force of Senior Management as well as an Interim Policy Board which would guide the Senior Management Task Force are set-up. The interim Policy Board should be established such that it would convert itself into the substantive Policy Board when the CBS comes into being.

The first meeting of the Interim Policy Board I suggest should be scheduled to convene in the first half of October, 1996 and the agenda of this first meeting should include review of:-

- i. the final draft of the proposed Act;**
- ii. the proposed structure of the CBS;**
- iii. the consultations on Termination Benefits;**
- iv. a framework paper on the proposed "Scheme of Service" of CBS;**
- v. assessment on capital rehabilitation;**
- vi. the first draft of the 3 year work plan;and**
- vii. arrangements of a workshop of producers and users of statistics.**

The following points listed by the Report for transition stage I believe are not priority issues and action can be initiated on them in due course.

- Code of Ethics and Establishment of Zambian Institute of Statistics.**
- Commercial Activities Business Plan.**
- Information System/Information Technology Status.**
- Framework Document.**
- Thirty year perspective paper on mission of NSS.**
- Unified Statistical Service.**
- Performance Management System.**

So the priority as I see it is to set-up the Interim Policy Board duly assisted by a Senior Management Task Force and finalization of the documentation on the above listed seven points of agenda for the first meeting of the Interim Board to be scheduled in the first half of October, 1996. This is a tall order and can only be delivered if the Senior Management Task Force is deployed fully in dealing with it.

APPENDIX 3

TO : Mr David Diangamo - Director, CSO

FROM : Parmeet Singh - Senior Regional Adviser, ECA-MRAG

RE: REVISED CENSUS AND STATISTICS ACT

I. INTRODUCTION:

This note should be read as a sequel to the note that I have addressed to you on "Transformation of CSO into an Autonomous Agency". This note focuses specifically on the Revised Census and Statistics Act.

I have had a look at the draft of the Revised Census and Statistics Act, which the Central Statistical Office (CSO) has been working on. The revision as I see it is being undertaken to "facilitate/formalize" the transformation of the CSO into an autonomous agency.

II. COMMENTS:

I would like to put down five lots of comments which I believe would enhance the effectiveness of the proposed revised draft even further. I have the following comments to make:

1. **The Context for the Transformation to Autonomous Agency Status:** I have in my earlier note made a case to "rationalize" the transformation in context of the National Statistical System (NSS) and the CSO's role in coordinating it. The main emphasis of the transformation of the CSO into an autonomous agency status is therefore to enhance its effectiveness as a nodal agency in coordinating and harmonizing the NSS. This aspect of the transformation in the status of the CSO hence needs to find its way into the mission statement on the Central Bureau of Statistics (CBS) and be accorded prominence in

the proposed legislation. The Act should emphasize and elaborate on the pivotal role of the proposed Central Bureau of Statistics in the NSS. That is infact the most distinguishing feature of the transition from the CSO to the CBS and the rationale for the change. I suggest the following insertions in and amendments to the Act which would secure such necessary prominence for the CBS's enhanced role in this respect.

- i. The proposed act I suggest should carry a "memorandum" item on the "mission" of the CBS at the very beginning of the act structured on the following lines:

"The object of this Act is to provide for a National Statistical System yielding integrated, timely, relevant, high quality statistical information to institutions of Government, business and the wider national and international community in order to enable effective decision making and to promote informed public debate. The Act seeks to establish a Central Bureau of Statistics as an autonomous agency to coordinate, monitor and supervise the National Statistical System.

When the Act is passed a more efficient and effective National Statistical System for Zambia would have been establish".

In keeping with this emphasis of the revised legislation I would suggest the lead in introductory para to Chapter 425 should read as follows:

- ii "An Act to provide for the development and maintenance of a National Statistical System to ensure collection, analysis and publication of integrated, timely, relevant and high quality statistical information; to establish a Central Bureau of Statistics as a coordinating, monitoring and supervisory body for the National Statistical System and for other matters incidental to the foregoing".

- iii If these two suggestions ((a) and (b) above) were to find favour then my third suggestion to change the title of the Act follows logically. I have the following two proposals. The Act could be entitled ("short title") as:

"The Central Bureau of Statistics Act, 1996"

or

"The Central Bureau of Statistics/National Statistical System Act, 1996".

2. **Objectives of NSS and CBS and Functions of CBS, the Board and the**

Director-General: The second lot of suggestions I have to make follow from the first lot of suggestions detailed above and concern incorporation of the objectives of the NSS and the CBS and further elaboration of functions of the CBS, the Board, and the Director-General. The objectives of the NSS should feature first followed by the objectives of the CBS, and then the functions of the CBS, the Board and the Director-General, in that order of sequencing.

- i. The objectives of the NSS could be modelled on the following lines as:

- "a) To guarantee the collection, processing, analysis and dissemination of integrated statistical information required by the country to direct the socio-economic development at all levels;
- b) To optimize the use of human, technical, financial and material resources for the production of official statistics and the development of the national statistical activity, in a manner that avoids duplication of effort and the consequent waste of resources;
- c) To encourage the interest of the population, and the public and private institutions and enterprises in the national statistical activity, in order to promote their participation and collaboration in the collection of relevant, appropriate and reliable statistics;
- d) To promote the analysis and use of official statistical information among public and private institutions and enterprises and the community in general, in order to develop a better understanding of the national reality and as a fundamental instrument for decision making at all levels;

- e) To stimulate and promote professional training of personnel involved in the official statistical activity".

- ii. The objectives of the CBS would then follow and could be elaborated on the following lines:

"The Bureau shall be the prime data collecting and disseminating agency responsible for coordinating, monitoring and supervising the National Statistical System to cover matters specified in the subsidiary legislation to this Act*. More specifically the objective of the Bureau is to formulate and implement the strategy, policy and programme of activities for development of the National Statistical System in Zambia by:

- (a) providing high quality central statistics information services effectively and efficiently;
- (b) being the source of final, binding and authoritative statistical information;
- (c) promoting and encouraging use of common concepts, definitions, nomenclatures and standards in the collection, analysis and publication of statistics information;
- (d) coordinating activities and promoting a cooperative working relationship among ministries, projects, provinces and other statistical activities of providers and users of statistics in order to avoid duplication of effort and ensure optimal resource allocation;
- (e) providing guidance and training to other providers and users of statistics;
- (f) promoting and establishing regional and international cooperation with other providers and users of statistics; and
- (g) mobilizing required resources and assets and operating on sound financial principles".

*See Attachment 1.

iii. These objectives of the CBS could be fulfilled by performing functions which could be elaborated on the following lines:

- "(a) reviewing all initiatives to collect data at the national level and approving instruments for data collection developed for such national level data collection initiatives including census frames, registers, sample designs and questionnaires to be used in conducting the said censuses and surveys;
- (b) collecting, compiling, analyzing and disseminating social, economic and national accounts statistics;
- (c) conducting censuses and surveys as the need arises;
- (d) collecting routine administrative statistics;
- (e) organising and maintaining a central depository of statistical reports, publications, documents and data from both within and outside the country;
- (f) undertaking research and developing techniques and methods of generating statistics;
- (g) approving and ensuring the implementation of plan to mobilize the resource required to maintain the National Statistical System; and
- (h) doing all things necessary, or incidental or conducive to the objectives of the Bureau under this Act".

Obviously functions of the CBS as elaborated above will need to be merged with those in the draft statute listed as "Statutory Responsibilities of the Bureau" especially numbers (6) to (9). "Responsibilities" (1) to (5) as noted later in this note can be covered in the proposed new Part IV on "Finance".

As far as the Board is concerned I suggest the following insertion or something to the following effect:

"The governing body of the CBS shall be a Board to be appointed by the Minister. Subject to the provisions of this Act the Board shall:

- (a) be responsible for the implementation of the objectives of the NSS and objectives and functions of the Bureau under sections ... of this Act".
- (b) approve the Bureau's programme of activities;
- (c) approve its estimates of income and expenditure;
- (d) develop and monitor a Scheme of Service for Staff in the Bureau;
- (e) appoint the Director-General of the Bureau; and
- (f) approve appointments and promotions for staff in the Bureau".

v. Lastly the Director-General's functions could be modelled on the following lines:

"The Director-General shall be the Chief Executive of the CBS and shall be responsible for the day to day management of the CBS and have the following functions to:

- (a) formulate and recommend to the Board a National Statistics Policy on procedures, methods and regulations on the collection, analysis and dissemination of statistics data;
- (b) advise the Minister on national statistics policy, procedures, methods and regulations;
- (c) develop plans for promoting adequate consultations with Government and other providers and consumers of statistics services and ensure that the CBS's priorities and programs meet the needs of Zambia's National Statistical System;
- (d) generally coordinate, supervise and monitor the activities of all statistics users and providers right from the design and planning stages to final conclusion;
- (e) liaise with, supervise and provide assistance to other users and providers of statistics;
- (f) protect members of staff of the CBS from undue interference and influence from all sources;
- (g) direct, control and co-ordinate all statistical activities of supporting staff within the CBS,
- (h) administer the Scheme of Service for staff in the CBS;

- (i) prepare and implement training and staff development programmes for all staff in the statistical service of **Zambian Government**;
- (j) delegate any of his/her functions under this section to any person, on terms and conditions considered necessary; and
- (k) perform any other functions that are incidental to the above functions or that are assigned by the Government or under any written law".

Clearly there is an issue of overlap between the functions of the CBS and the Director-General, and also of some functions which are better placed in one or the other category than the one in this note. This is an issue of detail and can be taken care of subsequently.

3. **Specific Provision on "Finance"**: I think the Act must be seen to be bending backwards to ensure transparency in financial accounting - especially so given the autonomous agency status of the CBS. The provisions in the draft Act on this point are far from adequate to do this. I am appending to this note * a model of the clauses on financial accounting for your consideration and adaption in the draft Act. I suggest they feature in the Act as Part IV in their own right and not as a sub-section in Part II on Administration. Also you will note that many of the sub-sections i.e (i) to (5) in "Statutory Responsibilities of the Bureau" in Part I of the draft Act will have been taken care off (though described differently) in the suggestions in a new Part IV.

4. **Scope of Part III on "Census and Statistics"**: I have four specific comments on Part III on "Census and Statistics"

- i. I believe the heading of this part should more accurately reflect its content matter. "Census and Statistics" as in the current draft document does not do so. I would like to suggest this be changed to "Statistical Information and Powers of the Bureau".

*See attachment 2.

- ii. Sub-Section 13 of this part on "Census" is rather limited in scope. It should be broadened out to cover all types of censuses (Agriculture, Establishments, etc. etc.). Detailed here below is a suggestion of one possible format for the re-structured sub-section 13.

"(1) The Minister may, on the recommendation of the Board, direct, by statutory order, that a census be taken on any matter specified in the subsidiary legislation* to this Act."

"(2) Every order made under the provision of subsection (1) of this section may specify:

- (a) the date or dates on or between which the census is to be taken; and
- (b) the information to be obtained in the Census"

- iii. Having listed in the subsidiary legislation* the "Matters relating to which statistical information may be collected, compiled, analysed, abstracted and published" it will be consistent to refer to the same list in sub-section 14(1) which could be reconstituted as follows:

"14(1) The Director General may under sub-section, collect statistics for Zambia concerning matters specified in the subsidiary legislation*."

- iv. Lastly I feel it would be useful to insert the following two clauses in this part to follow sub-section 15.

"16. The Director-General will ensure that any statistical data collected, shall in due course, after appropriate processing and ascertaining its quality for accuracy; and after ensuring confidentiality with respect to individual respondents, be released for general dissemination".

"17. The Board will ensure that the procedures for collection and processing of statistics in the entire National Statistical System will facilitate disaggregation of data by gender as and where relevant and appropriate."

* See Attachment 1

5. **Miscellaneous Comments:** My final set of two comments relate to sub-section 18 on "Restrictions on disclosure of information". I believe this clause should bear a reference to data stored in electronic media as well, in addition to the conventional formats. Accordingly I would like to suggest:
- i. a point (c) be added to sub-section 18(1) to read as follows:
"(c) no data set or part thereof stored in a computer or other electronic media",
 - ii. an additional sub-clause be added to sub-section 18 as clause (3) to read:
"(3) The provisions of subsection (1) do not apply where the person, business or undertaking has published the return, answers, report, abstract or document and opened-up computerized data set for general access".

III CONCLUSION:

I would like to conclude this note with three observations. These are:

1. I believe the suggestions in this note will go a long way in enhancing the effectiveness of the CBS and its Director-General in its leadership role as the pivotal agency of the National Statistical System.
2. The suggestions listed have been drafted in some haste and do of-course require further thought and fine turning if and when being incorporated into the draft Act.
3. The Act could be an ammendment of the current legislation Chapter 425 or be re-written. I suggest the latter.

Attachment 1

SUBSIDIARY LEGISLATION
MATTERS RELATING TO WHICH STATISTICAL INFORMATION
MAY BE COLLECTED, COMPILED, ANALYZED,
ABSTRACTED AND PUBLISHED

1. Population
2. Housing
3. Vital occurrences and mortality
4. Migration
5. Internal and external trade
6. Agriculture, including animal husbandry, horticulture and allied industries
7. Land tenure and the occupation and use of land
8. Forestry and logging
9. Hunting and fishing
10. Mining and quarrying, including the prospecting of metallic, non-metallic and natural gaseous substances and petroleum
11. Manufacturing, building, construction and productive industries generally
12. Fuel and power
13. Distributive trades
14. Banking, insurance and finance generally
15. Transport and communications
16. Commercial and professional undertakings
17. Community, recreational and personal services
18. Local government
19. Social welfare and education
20. Labour, including industrial disturbances and disputes, and industrial injuries, accidents and compensation
21. Health
22. Employment and unemployment
23. Salaries, wages, bonuses, fees, allowances and other payments and honoraria for services rendered

24. Income, earning, profits and interest
25. Personal expenditure and consumption
26. Savings
27. Capital investment
28. Stocks of manufactured and unmanufactured goods
29. Wholesale and retail prices and costs of living
30. External finance and all matters pertaining to the balance of payments
31. Tourism
32. Environment
33. Non-Government organisations
34. Others as approved by the Board

Attachement 2

PART IV - FINANCE

- Funds of the CBS 00.**
- (1) The funds of the CBS shall consist of:-
 - (a) grants from the Government;
 - (b) loans from the Government or from any person or organization within or outside Zambia;
 - (c) grants, gifts and donations received by the CBS from any source;
 - (d) any sums that may become payable to the CBS in the discharge of its objects and functions under this statute.
 - (2) All income and moneys of the CBS shall be deposited to the credit of the CBS in a bank approved by the Board and shall not be withdrawn except with the approval of, and in the manner determined by, the Board.
- Borrowing Powers of the CBS 01.**
- (1) The CBS may, with prior approval of the Minister obtain loans and other credit facilities required for meeting its obligations and for carrying out its functions under this Statute.
 - (2) The Board may, borrow by way of overdraft or otherwise, any sums required for meeting current obligations of the CBS or for discharging its functions.
 - (3) Subject to article ... of the Constitution, a loan or credit facility obtained by the CBS under this section may, with prior approval of the Minister, be guaranteed by the Government and when so guaranteed, the principal sum and interest of the loan shall be a charge on the Consolidated Fund.

Estimates**02**

(1) The Board shall, not later than three months before the end of each financial year, cause to be prepared and submitted to the Minister for his approval, estimates of the income and expenditure of the CBS for the next following financial year.

(2) No expenditure shall be made out of funds of the CBS unless the expenditure has been approved by the Minister under subsection (1) of this section.

**Financial Year of
the CBS****03**

The financial year of the CBS is in respect of the first accounting period, the period starting from the date of commencement of this statute and ending on the next day of and in respect of any subsequent accounting period, the period of twelve months ending on the

Accounts**04**

(1) The CBS shall keep proper books of accounts of all its income and expenditure and proper records in relation to them.

(2) Subject to any directions given by the Minister, the Board shall cause to be prepared in respect of each financial year, and not later than three months after the close of the financial year, a statement which shall include a report on the performance of the CBS during that financial year and the statement shall be comprised of:-

- (a) a balance sheet, a statement of income and expenditure and a statement of assets and liabilities of the Bureau in respect of that financial year; and
- (b) any other information in respect of the financial affairs of the CBS as the Minister may, in writing, require.

Audit**05**

(1) The accounts of the CBS shall, in respect of each financial year, be audited by the Auditor-General or by an auditor appointed by the Auditor-General or by the Board with the approval of the Minister.

(2) The Board shall ensure that within four months after the close of each financial year, the statement of accounts described in section 04 of this statute is submitted for auditing.

(3) The Auditor-General and any auditor appointed by him shall have access to all books of accounts, vouchers and other financial records of the CBS and be entitled to have any information and explanation required by him in relation to them as he may think fit.

(4) The Auditor-General shall, within two months after receipt of the statement of accounts under subsection (2) of this section, audit the accounts and deliver to the Board a copy of the audited accounts together with his report on them stating any matter which in his/her position should be brought to the attention of the Minister.

(5) The Board shall deliver to the Minister a copy of the audited accounts together with the auditors report under subsection (4) of this section.

**Investment
of surplus
funds of
the CBS****06**

Any funds of the CBS not immediately required for any purpose under this Act shall be invested in such a manner as the Board may with the approval of the Minister, determine.

**TENTATIVE PROGRAMME FOR THE ONE-DAY SEMINAR ON
THE TRANSFORMATION OF CSO INTO AN AUTONOMOUS
AGENCY AT PRE-CEM MOTEL ON FRIDAY 5TH JULY 1996**

<u>TIME</u>	<u>ACTIVITY</u>
08.30 HOURS	- PARTICIPANTS ARRIVE AT THE MOTEL
09.00 HOURS	- REMARKS BY THE DIRECTOR OF CENSUS AND STATISTICS
	- INTRODUCTION OF THE GUEST SPEAKER BY THE DIRECTOR
09.45 HOURS	- SESSION 1: THE CENSUS AND STATISTICS ACT, CAP. 425 OF THE LAWS OF ZAMBIA
	- DISCUSSION
10.30 HOURS	- TEA/COFFEE BREAK
11.00 HOURS	- SESSION 2: GUIDELINES ON FORMULATING OF WORKPLANS
	- DISCUSSION
13.00 HOURS	- LUNCH BREAK
14.00 HOURS	- SESSION 3: ORGANISATION
	- DISCUSSIONS
15.00 HOURS	- CLOSING REMARKS BY THE DIRECTOR

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REPUBLIC OF ZAMBIA

CENTRAL STATISTICAL OFFICE

P.O. BOX-31908,

LUSAKA - ZAMBIA.

5th July, 1996

Parmeet Singh
Senior Regional Advisor
ECA - MRAG
Addis Ababa
ETHIOPIA

RE: TRANSFORMATION OF CSO INTO CBS

This is further to the consultations that I have had with you during the de-briefing on your current mission and as a follow-up to the two respective memoranda addressed by you to me during your mission on the above.

The CSO will now proceed with the further review of the Revised Census and Statistics Act taking into account the suggestion raised by you in your respective memorandum. We hope to have this done by the end of September to be ready with the further draft of the Act for a further review by you by then.

We are proposing to convene a one day "Workshop of Principal Stakeholders and CSO Management on Transformation of CSO into CBS" on Tuesday 15, October, 1996. The Workshop will review the final version of the proposed Act as well as other aspects of the transition such as "Scheme of Service" and "Organisational Structure" and a "Three Year Workplan" for the proposed CBS.

I am writing this note to you to undertake a further mission to the CSO. We would like the mission to start on 7th October, 1996 and to review and finalise the second draft of the Act for presentation to the Workshop. Thereafter, we would like you to participate in the Workshop scheduled for Tuesday 15, October, 1996 as a Resource Person.

Thanking you.

DAVID S. DIANGAMO
DIRECTOR OF CENSUS AND STATISTICS