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ECA Multidisciplinary  
Regional Advisory Group

**REPORT ON MISSION TO DEPARTMENT OF  
STATISTICS MINISTRY OF STATE (PLANNING)  
ZANZIBAR REVOLUTIONARY GOVERNMENT  
27/2/95 - 10/3/95**

By  
**Parmeet Singh**  
Regional Adviser on Management and Organization of  
National Statistical Systems

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Addis Ababa  
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ADDIS ABABA  
MARCH 1995

## I. Background and Terms of Reference

The mission was undertaken in response to a request from the Government Statistician for the Regional Adviser to review the National Statistical System and advise on "problems of management" confronting Department of Statistics. Respective letters from the Government Statistician, dated 3 August 1994, and from the Principal Secretary, Ministry of State (Planning), dated 10 February 1995, copies here attached as Appendices 1 and 2, refer. It was understood that more detailed terms of reference for the mission were to be elaborated on mission's arrival in Zanzibar.

Under arrangements of the Union between Zanzibar and the Mainland, statistical function is classified as an activity to be undertaken separately by the two components of the Union. Hence there is a Department of Statistics in the Zanzibar Revolutionary Government, and a Bureau of Statistics, Takwimu, on the Mainland. The two statistical agencies, in the United Republic of Tanzania, are totally autonomous of each other. Be that as it may, development of Department of Statistics in Zanzibar has been influenced much by the pattern of development pursued by its sister but much larger counterpart, Bureau of Statistics, on the Mainland. This is accounted for by many factors, not the least one of which is the genuinely collaborative sentiment retained by the leadership in the two institutions. This very mature approach is to be complemented and the leadership of the two sister institutions commended.

At a more formal level it is but natural that the development of the two institutions should have followed a similar path, since they both respond to data needs as manifested in the policies - which apply equally to both the components of the Union. In operational terms, the two institutions have coordinated in planning and implementation of their respective household survey programmes and population censuses, in in-service training arrangements and in mutual exchange of technical assistance in areas like data processing, sampling etc...

Both Department of Statistics in Zanzibar, and Bureau of Statistics on the Mainland have received substantial levels of technical assistance, and other forms of material support, over the last 12 years from Government of Sweden under the Tanzania

Statistics Sweden Project (TSSP), and more recently, since last two years, the SDA Project. The two projects have indeed gone a long way in building statistical infrastructure, and developing national capacity in both sister institutions. This support is now, the mission was told, to be phased out over the next two years. This has implications for Department of Statistics in Zanzibar, both in terms of its capacity to implement its work programme effectively, and also in context of its institutional role in the National Statistical System, which has expanded considerably over the last 15 years.

The mission arrived in Zanzibar on Sunday 26 February 1995, and held its first meeting with the Government Statistician and his senior colleagues on Monday 27 February. At this meeting, the mission reviewed its terms of reference which, it was agreed, were to ascertain the prospects, scope and content matter and the strategy for a Needs Assessment Strategy Development (NASD) Review of the National Statistical System.

## **II. Mission Activities**

As noted above, the mission's first engagement on Monday 28 February was a briefing meeting with the Government Statistician Mr. Ally Athmani and his senior colleagues - Mr. Mbwana Othman Mbwana - Assistant Government Statistician and Chief of Economic Statistics Section, Mr. Iddi Makame, Head of Demographic and Social Unit, Mr. Mahmoud Salim Mahmoud, Head of Trade and Transport Statistics Unit, and Mr. Ramadhan Mrisho, Head of Labour, Employment and Prices Unit. The mission was briefed extensively on operations of Department of Statistics and the constraints that it is having to face in implementing its annual work programme. The mission was given a number of publications to review for the mission's further briefing on quality of the outputs of Department of Statistics.

On Tuesday 28 February, the mission consulted with the Chief of Statistical Services Section, who is also the Head of Computer Services Unit. The mission then went on to meet with Mr. David Chen, Chief Technical Adviser of the UNDP Project on "Assistance to Planning Commission of Zanzibar". This was a substantive meeting with a major user of outputs of Department of Statistics. The mission reviewed with Mr. Chen the scope of the work programme of Department of Statistics and the effectiveness of arrangements for consultations between the department and the users of its outputs. On the former, the mission was briefed on the need for data collection on informal sector - to complete coverage of production in national accounts; and on information required to compile

indicators for monitoring national goals. Constraints of capacity in Department of Statistics were also considered in the meeting.

On Wednesday 1 March, the mission met with Mr. Juma Ame, Director of Planning and Administration in Ministry of Health, who was accompanied by Ms. Athiye Juma, Statistical Officer in-charge of health statistics within the Ministry. Ministry of Health is both a producer and user of statistics and the mission sought Mr. Ame's views on the role of Department of Statistics in assisting the Ministry of Health both in production of data, and as supplier of data the ministry needed as a user. Mr. Ame was positive about Department of Statistics and indicated the need for formalization of arrangements for consultation between Department of Statistics and other producers and users of statistics in the Government.

The mission then met with the Government Statistician and the Assistant Government Statistician for a de-briefing on the mission's interim perceptions on structure and size of Department of Statistics; its relations with other data collection units in other government ministries and departments; and the draft scheme of service for statistical functionaries in the Government.

Later the mission went on to meet Mr. M. K. Msellem, Director, Economic Policy and Macro-planning in Ministry of State (Planning). While more than adequately catered for by Department of Statistics - as far as needs for macro-economic data are concerned, the Director indicated a need for expanding the scope and coverage of existing national accounts, as compiled by Department of Statistics, to feed into forecasting models, which, Mr. Msellem said, are to be established in the foreseeable future. Mr. Msellem endorsed the need for formalization of arrangements for consultation between Department of Statistics and other producers and users of statistics in the Government.

For its last meeting, on Wednesday, the mission visited offices of UNICEF and met with Mr. Marashetty Seenappa, Resident Programme Officer, and Mr. Augustine Agu, Project Officer, Education. This was an interesting meeting. The mission discussed with UNICEF Officers their perception of the collection of data required for indicators to monitor the National Plan of Action (NPA) on Children and the Mid-Decade Goals - which could be undertaken by Department of Statistics, to supplement and fill the gaps in data that is forthcoming from community level village based data system, that UNICEF has helped put in place in Zanzibar.

The mission followed up on this meeting with UNICEF, with a meeting on Thursday 2 March with Mr. Omar Yusuf, Director, Project Monitoring and Evaluation in Ministry of State (Planning). Mr. Yusuf also indicated at this meeting the need for the Government

Statistician's enhanced role in coordinating data collection activities within the Government.

In addition to this meeting, the mission had two other meetings on Thursday with, respectively, the Director of Planning, Ministry of Education - Mrs. M. Nassor; and the Manager, Family Planning Project, Ministry of Health - Dr. Hanuni Sogora. The mission sought the views of respondents in each of the two meetings on their respective perceptions on the role of Statistics Department in facilitating the work of statistical units in their ministries, and the performance of Department of Statistics as supplier of their data needs. They both expressed the need for inputs from Department of Statistics in running their statistical units, and noted that institutionalized arrangements for liaison between Department of Statistics and other producers and users of data would foster even closer links.

Finally, on Thursday the mission met with Mr. Abdulla S. Abdulla, Director of Planning and Administration, Ministry of State (Planning). Mr. Abdulla observed that Department of Statistics had played an important role in meeting data needs of the SDA Project and that there was a vital need to improve the capability of Department of Statistics in areas like data processing and analysis, through training and further equipment support. Mr. Abdulla also indicated his keenness to join with Director of Project Monitoring and Evaluation, and with UNICEF in discussing with Department of Statistics those data gaps in information needed to compile indicators to monitor national goals - which had to be obtained through Department of Statistics' household survey programme.

The mission in all these meetings was accompanied by the Government Statistician and the Assistant Government Statistician.

In addition to these meetings, the mission reviewed the following publications in the period Monday to Thursday to seek better perception of the scope and content matter of outputs of Department of Statistics, and the statistical units in the Government and the quality of these outputs and their applications.

1. Rolling Plan and Forward Budget for Zanzibar, 1994/95 - 1996/97. October 1994. Ministry of State (Planning).
2. Plan of Operations, 1994/95, for Bureau of Statistics, Tanzania Mainland, and Department of Statistics, Zanzibar. September 1994.
3. "Why Conduct a Household Budget Survey?" Statistics Sweden in collaboration with Department of Statistics,

Zanzibar, and Bureau of Statistics, Tanzania Mainland.  
May 1990.

4. "Developing a Tanzania Indicator Monitoring Survey" Report from short term mission to Tanzania, March 25 - April 5, 1994, by Sten Johanson.
5. Family Planning Programme Service Statistics, January-March 1994. Ministry of Health.
6. Central Register of Establishments, 1994. (Draft). Department of Statistics.
7. Employment and Earnings Statistics, 1993. Department of Statistics.
8. Zanzibar Labour Force Survey, 1992. Department of Statistics.
9. Survey of Industrial Production, 1991. Department of Statistics.
10. Health Information Bulletin, N° 61. Ministry of Health.
11. "Statistical Situation in Ministries and Public Corporations" (Draft). Department of Statistics.
12. Mid-Term Review Task Force Report - Programme for Women and Children in Zanzibar (1992-1996). September 1994. Ministry of State (Planning).

The mission wrote its report on Friday, 2 March - a public holiday marking the end of Ramadhan. Since Monday was also a public holiday, (a fact that was not known to the mission prior to its arrival in Zanzibar), the mission had to wait till Tuesday, 7 March, for meetings with the Government Statistician, and the Principal Secretary, Ministry of State (Planning) for briefing them on the mission's observations and recommendations.

### III. Observations and Problems

The mission has had extensive consultations with the Government Statistician and his senior colleagues; with the principal users and other producers of data in the Government of Zanzibar; and also reviewed some of the published outputs of both Department of Statistics and of other producers of data in the Government. From this exposure to the National Statistical System and its outputs, the mission feels the scope and coverage of the

National Statistical System is adequate to meet data needs of Zanzibar. Problems that need addressing concern: (1) coordination of all producers of data in the National Statistical System; (2) arrangements for consultation between users and producers of data to ascertain priorities in, and harmonization of data collection; and (3) the need to enhance capacity of human resources deployed in the National Statistical System to enhance quantum and quality of outputs of the National Statistical System. Given the size of Zanzibar, the Government is essentially the key/only producer and user of data in the National Statistical System. Specific observations on these problems areas are detailed below:

*a) Institutional Structure of the National Statistical System*

1. Department of Statistics is the focal institution in the National Statistical System. Its four-tiered structure, consisting of 8 units, 4 sections and a statistical officer in Pemba, the Assistant Government Statistician and the Government Statistician, is adequate for a country the size of Zanzibar and the size and structure of the Government machinery Zanzibar has.
2. Size and structure of the other data gathering units in the Government is consistent with that of Department of Statistics.
3. There are now 7 data gathering units in the Government, i.e. in Ministries of Health, Education, Agriculture, Trade and Industry, Communications and Transport, and Water and Construction, and the Department of Labour. Also, 7 parastatal organizations have data gathering units and these include Tourism Commission, Zanzibar State Trading Corporation, Zanzibar Cigarette Company, Zanzibar Bottlers, Zanzibar Peoples Bank, Bank of Tanzania (Zanzibar Branch) and Zanzibar Investment Promotion Agency.
4. Department of Statistics has endeavoured to coordinate deployment of manpower resources and work plans of all data gathering units in the National Statistical System, but expansion in the numbers of such units and of their activities has reached a stage when there is a need to formalize the coordination arrangements both on manpower deployed in the system and on operational activities undertaken by its various components. The former would facilitate optimal deployment of manpower and development of government wide career structure for functionaries in statistical field, and the latter, collection of information which lends itself to integration and hence development of an integrated national data base. This



would enhance utilization value of all data collected in the country.

**b. Scope and content of the output of National Statistical System**

1. From the consultations that the mission has had with various users and producers of data in the system, it would seem to appear that the scope and content matter of the output of the National Statistical System meet national need for data as expressed by the Government as principle user of data in the country. The only three areas for further development mentioned to the mission were further elaboration of national accounts, particularly in respect of coverage of the informal sector, comprehensive coverage of "invisibles" in the estimates on Balance of Payments and collection of data required to compile indicators to monitor national goals both economic and social - but particularly the latter.
2. In the course of discussions that the mission has had, the mission has however perceived the need to further improve on quality of data produced, its timeliness and more effective dissemination through an even more pertinent analysis of data.
3. Department of Statistics in the main, but also some other data producing units in the government have over the last 12 years received technical assistance, equipment support and support in training manpower through Tanzania Statistics Sweden and the SDA Projects. The two projects have gone a long way in enhancing productive capacity of manpower resources in the National Statistical System, but there is room for further improvement in quality of output.
4. The only way these constraints can be overcome is by continuing with further training of manpower resources and by additional support in the form of equipment and short term technical assistance. This is critical because for analytical purposes users need data of quality and with timeliness, which clearly, the system as it is at the moment, is not able to deliver.
5. Out of a total of 4 sections (including Pemba office) and 8 units - there are 3 vacancies, and from amongst the unit heads and section chiefs, 4 have general degrees, one has a post graduate degree and 3 have diplomas from EASTC. As far as other statistical units in the government are concerned out of 7 units 5 are headed by diploma holders from EASTC. A specialist degree, e.g. B.

Stat. (Makerere) or its equivalent, is the basic minimum requirement of academic background to fulfil data needs with requisite analysis that is already being demanded by users. This is the only way to build self-sustaining capability. The only other option is to rely on external technical assistance.

6. The mission, in its consultations within Ministry of State (Planning), was given to understand that the prospects of securing external resources for technical assistance, training and equipment support were fair, provided such needs could be articulated in context of an integrated proposal developed around a 3 or a 5 year work plan with annual outputs specifically stipulated.

#### **IV. Recommendations**

##### ***a. Institutional Structure of the National Statistical System***

The mission, in its observations above, has identified the need to formalize coordination in the National Statistical System on manpower deployed in the system and on operational activities undertaken by its various components. The mission would like to make the following three recommendations which would facilitate this.

1. The government should initiate a scheme of service for all functionaries in the Government (excluding those in para-statal sector) deployed in statistics. Such a scheme of service would offer a career structure and, hence incentive and motivation for those in it.

The scheme should be operated by the Government Statistician on behalf of the Public Service Commission.

2. The Government should establish an Inter-Ministerial Committee on Statistics to be chaired by the Principal Secretary, Ministry of State (Planning), and serviced by the Government Statistician as its Secretary. This committee should convene once a year (at least) to approve annual work plan of the various statistical units in the Government.
3. The Government, in developing the scheme of service, should enhance the operational authority of the Government Statistician to enable him or her to more

effectively coordinate the National Statistical System through persuasion and consensus based approach. The idea is not to promote centralization of the system, but coordination of the work plans of its various components; building up the capacity of manpower resources deployed in statistical function in the Government; and optimal deployment of such manpower.

The job description of the Government Statistician should be changed in the proposed scheme to emphasise coordination function of the incumbent, with the responsibility of day-to-day management of Department of Statistics delegated to the Assistant Government Statistician.

4. The Government should review the Statistics Act to facilitate further coordination of the operations of the National Statistical System and formalize the role of the Government Statistician and Department of Statistics in such coordination.

**b. *Scope and content of the output of the National Statistical System***

1. The Government Statistician should convene a meeting with the Director of Project Monitoring and Evaluation Unit and Director of Planning and Administration, both in Ministry of State (Planning), with UNICEF also participating, to ascertain items of data which need to be collected through household based surveys (to be conducted by Department of Statistics) on information required to compile indicators to measure national economic and social goals.
2. The Government Statistician should initiate discussions within Ministry of State (Planning) to consider most effective approach to obtaining data on informal sector of the economy and with Bank of Tanzania on "invisibles" flows for Balance of Payments estimates.
3. The mission has, in its observations detailed above, noted the need to improve upon quality, timeliness, and more analytically-based dissemination of data generated by the National Statistical System. This calls for continuation of support for further training of manpower resources and additional support in the form of equipment and short term technical assistance. The prospects of securing such support are good provided, the quantum of such support is articulated in context of a 3 year

rolling work plan which is programme-based and disaggregated into sub-programmes and activities, and identifies specific annual outputs. The resources needed to implement these programmes should be detailed, including resources needed for training and equipment and short-term technical assistance.

The annual plan of operation developed by Bureau of Statistics, Mainland, and Department of Statistics, Zanzibar, for 1994/95 is a good model to follow with appropriate adaptation. It details, separately for each programme, main activities and outputs of current activities; development work; resource needs both external and internal; and contacts with users of data.

4. As a baseline all statistical units, both in Department of Statistics and in other government ministries need to be headed by graduates with specialist degrees, e.g. B. Stat. (Makerere) or its equivalent, who have had practical training through short term programmes at the post graduate level.

*c. Strategy*

1. The above elaborated review of institutional arrangements, and the work plan of the National Statistical System, as well as recommendations to improve its performance, constitute a Needs Assessment Strategy Development (NASD) Review.

The key action, as far as the strategy is concerned, is the compilation of a 3 year rolling work plan which is programme-based, and its review and approval by the Inter-Ministerial Committee on Statistics proposed above.

It is recommended that the Government Statistician initiates preparation of the 3 year rolling work plan.

2. Simultaneously, the Government Statistician should arrange for convening the first meeting of Inter-Agency Committee to approve it.
3. There-after, appropriately structured Project Planning Framework (PPF) can be developed as per the disposition of the donor agencies concerned - hopefully to be followed by elaboration of the substantive project proposal.

4. The mission has been informed that a scheme of service for the Mainland is being mooted and, in that situation, it would make obvious sense for Zanzibar to participate in consultations for the proposed revision so that preferably a similar scheme or alternatively an appropriate scheme can be developed for Zanzibar, which is consistent with that for the Mainland.
5. The Statistics Act too that currently applies in Zanzibar is the one that applies on the Mainland and came into force on the Mainland in 1961 - before the Union. This Act, the mission was told, is also being reviewed for amendment and modification.

Department of Statistics should participate in consultations to amend/modify the Act. A similar Act or alternative Act, which is consistent with that to be developed for the Mainland, should be structured for Zanzibar.

#### **V. End-Piece**

The mission's meeting with the Principal Secretary, Mr. Juma Mbarour Ali, to brief him on the mission's recommendations was very productive.

The Principal Secretary observed that Department of Statistics has to anticipate emergence of the private sector as an expanding source of data - given the emphasis in the Government policy to promote and develop the private sector. He further observed that overall coverage of production in GDP accounts needed to be scrutinized for its comprehensiveness and the coverage of "invisibles" in Balance of Payments estimates improved. He welcomed the emphasis on need to expand collection of data required to compile social indicators - especially since a Population Unit was being set up in Ministry of State (Planning).

The Principal Secretary endorsed the mission's recommendations on proposals to enhance coordination of all producers of data within the National Statistical System, and the need to upgrade academic background of incumbents at the level of heads of units. He welcomed the suggestion to develop a 3-year rolling work plan and suggested that the existing Inter-Ministerial Committee on Vital Registration and Census could be restructured to constitute the proposed Inter-Ministerial Committee on Statistics.

**VI. Mission follow-up**

1. The first action that needs to be taken is to prepare the 3-year rolling work plan. The mission will be happy to facilitate in the preparation of the work plan for presentation to the first meeting of inter-ministerial committee - once work plans of different units in the National Statistical System have been compiled.
2. The mission can also participate in further follow-up action of consultations with prospective donors and/or preparation of appropriately structured PPF as well as, if need be, the substantive project proposal.
3. Similarly the mission would be happy to participate in review of the proposed scheme of service and of the proposed amended Statistics Act developed for the Mainland - for their respective adoption and implementation in Zanzibar.

S. M. Z.

ZANZIBAR REVOLUTIONARY GOVERNMENT

Telephone No. 31172-73

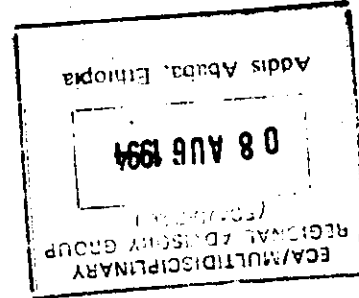
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PRESIDENT'S OFFICE,  
MINISTRY OF STATE (PLANNING)  
P. O. Box 874,  
ZANZIBAR.

Date 3 August, 1994

MR. ASANTE  
ECA  
ADDIS ABABA  
ETHIOPIA



Dear Sir,

I have come to learn of the appointment of Mr. Parmeet Singh as the ECA Regional Adviser on Organization and Management of Statistical Systems with effect from 25th July, 1994.

As you may be aware most of Africa's Statistical Offices are faced with the problems of management, so it is my sincere hope that the Regional Adviser will get the opportunity to pay a visit to Zanzibar Statistical Department so that he can help us in terms of advise for the improvement of the situation in this area.

I would suggest that he comes during September or October, 1994.

Thanking you for your continued cooperation.

Yours Sincerely,

(A. Athmani)  
GOVERNMENT STATISTICIAN  
ZANZIBAR.

Mr. Singh  
I would suggest a  
multi-disciplinary working  
mission with Mr. Wang  
per Mr. Athmani's  
request. Could you and

COPY:  
Chief,  
Statistical Division,  
ADDIS ABABA.

S. M. Z.

**ZANZIBAR REVOLUTIONARY GOVERNMENT**

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Ref. No. .... ARM/K/S/1/5/22



**PRESIDENT'S OFFICE,  
MINISTRY OF STATE (PLANNING)  
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ZANZIBAR.**

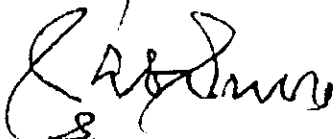
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FAX NO. 2511 - 510512  
ADIS ABABA  
ETHIOPIA.

MR. PARNET SINGH

Refer to my letter sent to you last year regarding your visit to Zanzibar to advise on the Organisation and Systems for the Department of Statistics, Zanzibar.

I would confirm that you come for a mission from 27th February, to 10th March, 1995. During this time more discussions on the details of the terms of reference could also be considered.

  
(ABDULLA S. ABDULLA)  
/PRINCIPAL SECRETARY  
PLANNING COMMISSION  
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