

ECA/MRAG/95/11/MR

**UNITED NATIONS
ECONOMIC COMMISSION FOR AFRICA
MULTIDISCIPLINARY REGIONAL ADVISORY GROUP**

**REPORT ON A MISSION TO STATISTICS DEPARTMENT,
MINISTRY OF FINANCE AND ECONOMIC PLANNING,
GOVERNMENT OF UGANDA
1-4-95 to 14-4-95**

BY

**PARMEET SINGH
REGIONAL ADVISER ON MANAGEMENT AND ORGANIZATION
OF NATIONAL STATISTICAL SYSTEMS**

**ADDIS ABABA
APRIL 1995**

**REPORT ON A MISSION TO STATISTICS DEPARTMENT,
MINISTRY OF FINANCE AND ECONOMIC PLANNING,
GOVERNMENT OF UGANDA
1-4-95 to 14-4-95**

BY

**PARMEET SINGH
REGIONAL ADVISER ON MANAGEMENT AND ORGANIZATION
OF NATIONAL STATISTICAL SYSTEMS**

I. Introduction and Terms of Reference

The mission was undertaken as a follow up to the previous two missions of the Regional Adviser, to the Statistics Department, in October and November 1994, respectively. The Regional Adviser is assisting the Statistics Department to carry out a Needs Assessment Strategy Development (NASD) Review. The NASD Review is an on-going operation being conducted essentially by the Ugandans themselves.

The two missions in October and November 1994 were undertaken in the initiation phase of the NASD Review. The Regional Adviser's essential inputs included preparation of a paper on strategy for development of statistics in Uganda; and a paper detailing the work programme for the Statistics Department in 1995-1996. These papers were prepared as basic documentation for then forthcoming Workshop of Data producers and Users. The main purpose of the Regional Adviser's second mission in 1994 was to participate as a resource person in that workshop.

Apart from preparing the two papers referred to above the Regional Adviser also reviewed during his first mission in 1994 the "zero" draft of a consultant's report on transforming the Statistics Department into a semi-autonomous body. In Uganda the

transformation of the Statistics Department into a semi-autonomous body constitutes the focal action of the NASD Review. The Regional Adviser's comments on the "zero" draft were put-up to the Commissioner for Statistics in a memorandum.

Statistics Department has, in the period since the Regional Adviser's two missions in 1994, had the consultants' report on the transformation of the Statistics Department into a semi-autonomous body, finalized. Most of the comments raised by the Regional Adviser on "zero" draft have been taken into account in the finalization of the consultants' report. A copy of the final report and the earlier "zero" draft is being retained by the Regional Adviser in archives of MRAG.

Following the finalization of the consultants' report the Statistics Department has been developing its strategy on implementation of the recommendations of the consultants. It is in this context that the Regional Adviser was requested by the Commissioner for Statistics to undertake two more missions to Statistics Department. The current mission is the first one of these two missions - copy of the letter from the Commissioner to the Regional Adviser, dated 24 February 1995, here attached as Appendix I, refers. As noted in the letter the Regional Adviser had been requested to undertake the following activities during the current mission:

- i. Make comments on the final version of the consultants' report on transformation of the Statistics Department to a semi-autonomous body, as well as on the final version of the report on Workshop of Data Producers and Users.

- ii. Develop a plan of action for implementation of the consultants' report on transformation of Statistics Department to a semi-autonomous body.
- iii. Plan and initiate a comprehensive Needs Assessment Strategy Development (NASD) Review - and consult with the Commissioner on appropriate dates for the proposed visit of a World Bank mission.

II. The Mission

The Regional Adviser arrived in Entebbe on Saturday 1 April 1995 - and had his first meeting with the Commissioner for Statistics, Dr. E.S.K. Muwanga-Zake, on Monday, 3 April 1995. The Commissioner elaborated on the Regional Adviser's terms of reference by asking the Regional Adviser to "comment on the consultants' report in terms of where to go, what to do, what approvals may be needed from the Permanent Secretary/Secretary to Treasury (PS/ST) to implement recommendations of the consultants, and what action needed to be undertaken by the Government".

Mr. S.K. Gupta, the World Bank funded Senior Survey Consultant to Statistics Department joined the meeting. Mr. Gupta was in Uganda on a two months assignment to advise and assist the Statistics Department in its programme of household surveys. Copy of Mr. Gupta's terms of reference is here attached as Appendix 2. Mr. Gupta as per his terms of reference is to prepare a "draft project document on the next five years work programme of Statistics Department (specially the household survey component)". This activity of Mr. Gupta constitutes an essential ingredient of the NASD Review and will need to synchronize with the Regional Adviser's next mission which as per the Commissioner's letter of 24

February 1995 will need "to be synchronized with the World Bank mission's visit".

The Regional Adviser consulted with the Commissioner, Deputy Commissioner (Mr. M.N. Kiwesi) and Mr. Gupta on various occasions following his meeting with the Commissioner on 3 April. Mr. H. Lutaya, ex-Commissioner for Statistics, and consultant to the Statistics Department, also participated in some of these consultations. The Regional Adviser reviewed the consultants' report minutely and drafted a memorandum for the Commissioner to the PS/ST - detailing issues arising from observations and recommendations of the consultants, on which the Ministry of Finance and Economic Planning (MFEP) needed to establish its own position, before any substantive action could be taken on the transformation of the Statistics Department into a semi-autonomous body. A copy of the memorandum is here attached as Appendix 3.

The Commissioner asked for the Regional Adviser to accompany him to meet with PS/ST on Monday 10 April. The Regional Adviser drafted a briefing note for the Commissioner for this meeting. A copy of the briefing note is here attached as Appendix 4.

The first draft of the memorandum to the PS/ST which the Regional Adviser had prepared for the Commissioner was completed on Friday 7 April. The Regional Adviser, spent most of Monday 10 April, in Kampala, with the Commissioner trying to meet with the PS/ST. This meeting which was originally scheduled for 11.00 a.m. was rescheduled first to 12.30 p.m and then to 2.15 p.m. Unfortunately, due to other pressing commitments of the PS/ST the substantive meeting had to be re-scheduled to Tuesday 11 April at 9.00 a.m.

The Commissioner and the Regional Adviser had a substantive meeting with the PS/ST. After briefing the PS/ST on certain loose ends, anomalies, and contradictions in the consultants' report, the Commissioner elaborated on the follow up action that was to be taken to transform the Statistics Department to an autonomous body; and on the next stage of the NASD Review. The PS/ST endorsed the proposal to convene a Task Force to review the findings of the consultants.

The Statistics Department is to prepare a set of position papers on principle aspects of the report of the consultants, detailing the position of the MFEP on each of the aspects, alongside findings and recommendations of the consultants, highlighting the issues involved, and the MFEP's recommendations. Once the Task Force has reviewed the position papers, the Statistics Department would be in a position to proceed with elaboration of a revamped legal framework, implementation of new reorganized structure, and development of appropriate financial and administrative instruments for the new autonomous institution.

Simultaneously, as the PS/ST was intimated, the Statistics Department was proceeding to make arrangements for a Workshop on the NASD Review - which is to focus on review of the 5 year work plan being readied by the Statistics Department.

The PS/ST endorsed these proposals. He was intimated that further details on the background and the essential substance were included in the memorandum that was being drafted for submission by the Commissioner to him.

Later on Tuesday 11 April, the Regional Adviser met with the Commissioner, Mr. Gupta, and Mr. Henry Lutaya. The meeting was briefed on the consultations that the Commissioner and the Regional

Adviser had had with the PS/ST; and discussed the follow-up action on preparation of the position papers; the convening of the Task Force; and the convening of the Workshop on the NASD Review. Mr. Henry Lutaya was assigned the task of preparing/overseeing preparation of the position papers.

The Regional Adviser finalized the memorandum, incorporating comments made by the Commissioner himself, Mr. Gupta and Mr. Lutaya. This was done on Wednesday 12 April and Thursday 13 April, the last two days of the Regional Adviser's mission.

The Regional Adviser also during the last two days consulted with the Commissioner on terms of reference, and dates for his next mission, and drafted his own mission report. More substantively he reviewed with the Computer Manager, Mr. Edward Sempebwa arrangements for securing services of the MRAG Regional Adviser on Information Systems - and helped in elaborating the terms of reference for the Regional Adviser on Information Systems.

III. Mission Recommendations

The memorandum from the Commissioner to the PS/ST drafted by the Regional Adviser, incorporates the Regional Adviser's comments on the consultants' report on the transformation of the Statistics Department, and also the Regional Adviser's recommendations on the plan of action for the transformation.

Three actions that need to be taken to transform the Statistics Department into a semi-autonomous body include revamping the existing legal framework on the Statistics Department; reorganizing its structure; and developing appropriate financial and administrative instruments. As noted in the memorandum, work on the three actions can only be initiated, once the MFEP has

elaborated its own position on recommendations of the consultants on key aspects of the transformation process reviewed in the memorandum and thereafter reviewed by the Task Force. This was the Regional Adviser's recommendation on steps that need to be taken to initiate transformation of the Statistics Department into a semi-autonomous body. Copy of terms of reference of the proposed Task Force, drafted by the Regional Adviser, is here attached as Appendix 5.

The transformation of the Statistics Department to an autonomous body is one aspect of the NASD Review. The other aspect is formulation of a 5 year work plan and its review by one or two day Workshop on the NASD Review. The workshop is to be attended by 30 to 40 Ugandan users and producers of data, and multi- and bi-lateral donors. This workshop should synchronize with finalization of a project proposal to be funded by the World Bank, and a visit by a World Bank mission in the first half of August.

IV. Mission Assessment

As per the terms of reference of the Regional Adviser's mission, all the three aspects of the terms, have been essentially accomplished except for review of the final version of the report on the Workshop of Data Producers and Users. The Regional Adviser didn't manage to fit this in, given his main preoccupation with the review of the arrangements for the transformation of the Statistics Department to an autonomous body and the NASD Review.

The proposed inter-phase with the Attorney General's office did not take place, because as noted in the report above it was pre-mature to do so. This aspect of the Regional Adviser's terms of reference will need to be carried on to his next mission.

V. Follow-up

The Regional Adviser is anxious that the Statistics Department proceeds with the preparation of the position papers on the transformation and getting these papers reviewed by the Task Force. He will remain in touch with the Commissioner, and lend his support, as appropriate, from Addis, if required.

Assuming the Statistics Department successfully concludes the review of the position papers by the Task Force, the following aspects of the NASD Review will need to be followed-up on by the Statistics Department:

- Drafting of Legal Framework;
- Implementation of new structure;
- Elaboration of Financial and Administrative instruments - most significantly the "Scheme of Service";
- Finalization of the 5 year Work Plan;
- Visit by the World Bank Mission; and
- The NASD Review Workshop.

The Regional Adviser feels it is early at this stage to identify precisely the terms of reference for his next mission - but these will become apparent during the second quarter of 1995, after further consultations with the Commissioner. The Regional Adviser has, however, following consultations with the Commissioner provisionally scheduled his next mission to first half of August 1995.

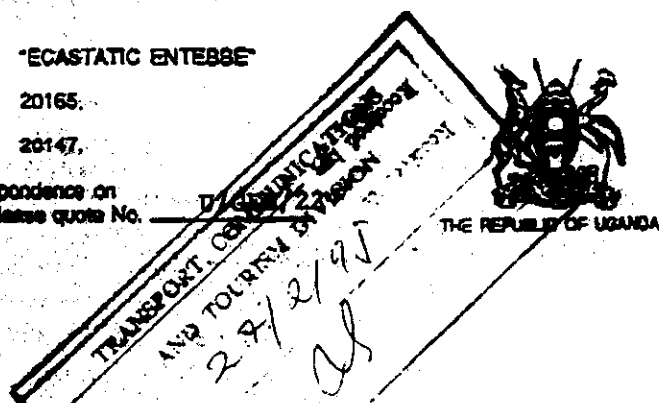
The mission in August will hopefully also include the consultant to work with the Regional Adviser on training arrangements, for middle level staff - Appendix 1 refers; and the Regional Adviser on Information Systems. The terms of reference for the Regional Adviser on Information Systems are here attached as Appendix 6.

Telegrams: "ECASTATIC ENTEBBE"

Telephones: 20165.

Fax: 20147.

In any correspondence on
this subject please quote No.



Ministry of Finance and
Economic Planning,
Statistics Department,
P.O. Box 13,
Entebbe,
Uganda.

24 February 1995.

Mr. Parmest Singh,
Regional Adviser on Statistics,
Statistics Division,
UNECA, P.O. Box 3001,
Addis Ababa,
Ethiopia.

This is further to my earlier letter of 23 December 1994 in which I had detailed the terms of reference for your two proposed missions to Statistics Department in the first half of 1995. Since the first of the two missions could not take place in January as originally intended, and given the time lapse between then and now, your terms of reference need to be slightly re-structured.

Following your last mission to Entebbe/Kampala in November, last year, we have made progress on various aspects of the issues you were involved in. You should by now have received the final version of Prof. Katorobo's report on "Transforming the Statistics Department into a Semi-Autonomous Body". It takes into account most of the comments raised by you on an earlier draft during your first mission in October 1994. The draft report of the Workshop for the Data Producers and Users convened in November 1994 is also ready and a copy has already been made available to you.

We would now like you to review the final version of Prof. Katorobo's report and develop a plan for implementation of its recommendations including re-drafting of the Statistics Act. The report of the November 1994 Workshop too needs to be finalized. I am also anxious to initiate a comprehensive Needs Assessment and Strategy Development (NASD) Review of the Department which would include elaboration of a work plan for the years 1996 to 2000.

The work on NASD Review needs to synchronize with the visit of a World Bank Mission to Department of Statistics in April/May 1995 to formulate a project document to follow-up on the Statistics Development Project (UGA/84/RO1) and Uganda Integrated Household Survey (UIHS) Project (UGA/91/RO2) both of which will terminate in 1995. I am pleased to inform you that the World Bank has confirmed funding arrangements for the 1995 round of UIHS. So with that uncertainty now resolved the work plan for 1995 can now be finalized.

This is a lot of activity and a lot for you to participate in one mission. We would like to suggest that the listed assignments be undertaken in two missions to Uganda with the first mission being undertaken from 27 March to 7 April 1995. You would during this first mission carry out the following activities:-

- (a) Make comments on the Final Versions of the Katorobo and Workshop Reports. We shall require recommendations for any follow-up actions for the latter.
- (b) Develop a plan of action for the implementation of the Katorobo Report. This will include working with the Attorney General's office to start on drafting the new Statistics Act.
- (c) Plan and initiate a comprehensive Needs Assessment and Strategy Development (NASD). We shall then agree on the most appropriate dates for the proposed visit of a World Bank Mission.

Depending on how much progress we make in this first mission, the rest of the listed assignments in this letter could be scheduled for the second mission. Hopefully, you will during this second mission:-

- (a) Finalise the draft Statistics Act and any other activities required for the implementation of the Katorobo Report.
- (b) Finalise NASD.

Clearly your second mission shall have to be synchronised with the World Bank Mission's visit.

I would also in this letter like once again to raise the issue of our need to establish in service middle level training arrangements in the Department. I had dealt with this issue in my letter of 21 December 1994.

As noted in that letter, the workshop of data producers and users held during the celebrations of Africa Statistics Day (16-18 November 1994), strongly recommended the setting of an in-service training course to cater for the middle statistical staff. We need to start this training arrangement as soon as possible. I realize it may not be possible for you personally to fit this assignment as well into your two proposed missions. Do you think ECA could assist us with services of a consultant who could under your guidance develop this training arrangement? It may be best for this to be done during your second mission.

More specifically, the person we are looking for shall:

- (a) Review the training requirements;
- (b) Assist in designing the course including drafting of the syllabus;
- (c) Identify the requirements including the drawing up of the budget before the course can begin;

- (d) Identify the staffing requirements; and
- (e) Review any other relevant issues for the smooth running of the course.

Yours in the service of Statistics,



Dr. E.S.K. Mwangi-Zake
(Commissioner for Statistics)

WORLD BANK



THE REPUBLIC OF UGANDA



UNITED NATIONS

PROJECT UGA/91/RO2-SOCIAL DIMENSIONS OF ADJUSTMENT SURVEY

PROJECT LOCATION:

STATISTICS DEPARTMENT.
MINISTRY OF PLANNING AND
ECONOMIC DEVELOPMENT, ENTEBBE.
P.O Box 13, ENTEBBE.
TELEPHONE: 042-20185.
042-20320.

POSTAL ADDRESS: C/O UNDP P.O. BOX 7184,
KAMPALA, UGANDA.

CABLE: UNVEPRO-KAMPALA.
TELEX: 61255 UNDP UGA.
FAX: 042-20147

*Mr. Gupta
I am sorry I went straight to
a meeting at Conference Centre at 8:20 am &
so missed your appointment. Cps/ST*

To : The Permanent Secretary and
Secretary to the Treasury,
Ministry of Finance and Economic
Planning, Kampala.

Ref : SDA/95/01 9/4

Through: The Commissioner for Statistics
Statistics Department, Entebbe.

*SELM-7
3/4/95*

From : S.K. Gupta *S.K. Gupta*
Senior Survey Consultant to the
Statistics Department, Entebbe.

Date : 3 April 1995

Subject: Terms of Reference to be included in the Annex A of the
Consultant's (Mr. S.K. Gupta) contract

Reference is invited to my note dated 30 March 1995 and the minutes of the meeting held with the Commissioner for Statistics on 29 March, 1995 in which my work-programme during the consultancy period had been agreed to. Based on that note, my terms of reference to be included in Annex A of the contract is enclosed which may kindly be approved.

*Approved
Cps/ST*

ANNEX A

Terms of reference of the Consultant

The Consultant during the current eight-week period of contract, shall guide and assist the Statistics Department in the following tasks:-

- (a) Preparation of reports on the First Monitoring Survey (FMS), 1993-94;
- (b) Processing and analysis of collected data and preparing a report on the Diagnostic Agricultural Crop Survey, 1994-95;
- (c) Setting-up processing and tabulation programme for the Second Monitoring Survey (SMS), 1994-95;
- (d) Preparation of the draft project document (specially the survey component) on the next five-years work-programme of the Statistics Department; and
- (e) Performing any other item of work needing urgent attention.

MEMORANDUM

To: PS/ST

From: Commissioner for Statistics

Subject: Re: Arrangements to Transform Statistics Department
into a Semi-Autonomous Body

Date: 5 April 1995

1. It is now some weeks since Development Consultants International Limited (DCI) delivered its final report on its review on transformation of the Statistics Department into a semi-autonomous body. DCI's report has been reviewed by me and its findings analyzed in Statistics Department.

2. For the Statistics Department of to be transformed into a semi-autonomous body the legal framework of the Statistics Department needs to be revamped; its structure reorganized; and appropriate financial and administrative instruments developed. I, however, first need to brief you substantively, and where relevant seek your views, on certain aspects of the findings and recommendations of the consultants. These constitute key aspects of the transformation process.

3. Once we have had your comments, I then propose to prepare MFEP's position papers on each one of those specific aspects for further review by a Task Force of concerned experts in Uganda. The papers would detail the background to the aspect concerned, the consultant's recommendations/views on each one of the aspects, MFEP's position, the issues involved, and MFEP's considered

recommendation for consideration of the Task Force. Only when the Task Force has finished with its review will we be able to initiate work on revamping the legal framework, reorganizing the structure and developing appropriate financial and administrative instruments.

4. There are ten aspects on which I would like to brief you as follows. Where appropriate I have included my own views/recommendations as well.

I. Basic Identifiers

5. The consultants have proposed "Uganda National Statistics Authority" (UNSA) as the name for the transformed Statistics Department (Paras 4.1 and 4.2). The MFEP, as per the note from US/A dated 17 February 1995, feels the transformed body should be named the "National Bureau of Statistics".

6. Does this suggestion from US/A carry your endorsement - or would you like to make an alternative choice from amongst the following suggestions: National Statistics Office; Central Statistics Office; Central Statistical Organization. You may like to suggest another name.

7. Similarly the consultants have recommended that "the title of the Director General and the Deputy Director General, be used by the three top executives, but the titles of Director and Assistant Director be not used at lower levels". (para. 10.5.5 - page 62).

8. I have received no comments from MFEP on this recommendation of the consultants. Do I take it you endorse this suggestion of the consultants?

II. Meaning of Semi-Autonomous

9. This is a substantive issue, because whatever the interpretation accorded to the concept of "semi-autonomy" it will need to be reflected in the legal framework that gets adopted for the transformed body. I am detailing here-below relevant and diverse quotes from the report of the consultants on their interpretation of "semi-autonomous". The consultants have noted variously as follows:

- "The proposed change is from the status of Department in the civil service to the status of a semi-autonomous and self accounting agency..... In the Semi-autonomy set up, the new body will be separated from the parent body by interposing a governing board. The governing board will decide the policies and the programmes. The Board will approve the budget and control expenditure. The Board will mobilize the required resources of money and personnel to deliver high quality statistical services." (para. 3.2 - page 33).
- "The government will remain a key shareholder in the affairs of the new statistical body. It will influence the policies and programmes of the new organization through participation in the Board and through Budget allocation and controls. Government will control activities of the Board and the Board will be accountable to the Minister of Finance and Economic Planning. This is the element of semi-autonomy" (para. 3.3 - page 33).
- "It is as if the new Statistics Authority was 70% independent of Government but 30% dependent on

government. It must be clearly understood that certain activities of UNSA will be under control and supervision of the Government". (para. 10.1.3. - page 59).

- "But the need to report and account must not be used for government to interfere and over control the activities of UNSA". (para 10.1.6. - page 59).

10. There are two points I would like to draw your attention to:

- i. These statements lack the required level of precision in defining autonomy. We need to work on this. To help us, could you cross out those parts of the statements noted above you don't like. What you like with any supplementation by you, can be reconstituted into a statement to be adopted for the legal framework. We need illustrations to help us demarcate precisely control by the Government and the domain of "UNSA". Your suggestions would be helpful. We will also review situation in the case of URA, UIA, etc to draw on any precedents.
- ii. The 70%/30% divide seems a coarse and unscientific explanation for the autonomy being SEMI - and that is the only explanation in the whole report for autonomy being SEMI. Do you agree this is not adequate justification to qualify autonomy as SEMI. Can we just drop the SEMI from autonomous and let it be AUTONOMOUS? I do not think much is lost.

11. The consultants have detailed the following as advantages that will ensue from adoption of "Semi-Autonomous" status:

- "UNSA will be perceived as an objective and neutral source of final and binding statistical information ". (para. 6.1.1 - page 41).
- "Semi-autonomy" will give statistics the visibility it needs to attract the resources required to retain statistics experts". (para. 6.2.3. - page 41).
- "Semi-autonomy" will enable UNSA "to set up a package of compensation and incentives that will attract and retain high level statistical experts". (para. 6.2.5 - page 42).

12. Do you feel these 3 points articulate adequately the justification for "Semi-autonomy"? Are they convincing. Should the justification not emerge out of the findings of the review conducted by the Ministry of Public Service to establish a suitable management for the merged Ministry of Finance and Ministry of Economic Planning. The justification should be the same as that given for creation of URA and UIA.

III. Statistics Advisory Council

13. The role and functions of the Statistics Advisory Council (SAC) are detailed in para. 10.3 - page 60. These are as follows:

- i. "to approve a national statistics policy, procedures, methods and regulations".
- ii. "to approve national statistics priorities and activity programmes".

- iii. "to approve the UNSA programme of statistics activities and the budgets".
 - iv. "to approve plans to mobilize the resources required to maintain adequate national statistics Service".
 - v. "to ensure adequate supply of objective, valid, reliable, national statistics services".
 - vi. "to approve publications and data distribution policies including the sale of publications".
 - vii. "to approve appointments and promotions in UNSA".
 - viii. "to approve plans for providing adequate consultation with government and other providers and consumers of statistics services and ensure that the UNSA's priorities and programmes meet the needs of Uganda's statistics industry".
 - ix. "to approve plans for promoting value for money and management based on results in activities of the UNSA".
 - x. to promote good governance, timely accountability and transparency in the conduct of the officers of the UNSA".
 - xi. "to shield the UNSA from undue interference and influence from whatever source".
14. I have the following general observations on the role and functions of SAC as elaborated by the consultants:

- i. The role and functions should be consistent with the definition of autonomy. Your comments on the definition of autonomy proposed by the consultants are therefore pertinent.
- ii. The role and functions as elaborated should be preceded by a statement on the mandate of SAC, clarifying whether the mandate flows from the Act of Parliament directly or through the Minister of FEP. We need to be very clear on respective jurisdictions of the Minister of FEP and SAC.
- iii. When the role and functions of SAC, as elaborated by the consultants, are put alongside and compared with the objectives and functions and activities of "UNSA", as elaborated by the consultants later in paras. 9.2 and 9.3 - pages 57 and 58,
a large "grey area" of overlap becomes apparent. Is the grey area apparent to you too? There should be a neat demarcation between "SAC" and "UNSA".
- iv. We need to ascertain whether SAC is to be just an "advisory" body, as implied by its title, or both advisory and executive. It seems the consultants have opted for the latter - indeed functions, as proposed, are more akin to those of a board of directors. Paras 3.2 and 3.3 - pages 33 and 34, too refer to a "governing board" and a "board" respectively. I would like to recommend that there should be a Board of Directors (and not a "SAC") with a number of Technical Advisory Committees.

- v. There still, however, has to be a neat demarcation between, executive functions of "SAC" and of "UNSA". We need to check on similar arrangements in the case of URA, UIA, etc. etc. The practice adopted in their case may be a suitable precedent to follow for "UNSA".

15. Please see also see also my detailed comments below on specific points on the role and functions of "SAC".

- point (i): "policy" includes procedures, methods and regulations. These therefore do not need to be noted.
- point (ii): "SAC" should not "approve" but establish national statistics priorities, and the issue of approval of "activity programmes" should be covered in point (iii).
- point (iii): "SAC" should approve not only UNSA's programme of statistics activities - but also of other data gathering institutions in the government; or should it be the whole of public sector. What do you suggest? I recommend it should cover the whole of public sector.
- point (iv) and point (v): These two points refer to "national statistics services" - but there is no such "service". The two points can be merged and refer to "National Statistics Information System". Do you agree?
- point (vi): This point should be reconstituted to read "to approve data dissemination policies of all institutions in the public sector".

- point (vii): Do you endorse this point. Should "SAC" "approve" appointments and promotions in "UNSA"? The consultants have reiterated this recommendation in para. 10.1.2 - page 59, but there the consultants stipulate that "SAC" should "appoint staff" (not just approve).
- point (viii): Second part of this point has already been taken care of in point (ii) and point (iii). It should be deleted.
- point (ix) and point (x): These are superfluous. These should be deleted.
- point (xi): This is an important point and should feature earlier in listing order.

All in all these comments above indicate the need to re-write the role and functions of "SAC". Your comments would help as guidelines.

16. Size and membership of "SAC" are detailed in para. 10.4 - page 61. I have 5 comments:

- i. The 5 listed members are all from Public Sector. Would you like to suggest names - one or two each from the Private Sector and the NGO sector respectively.
- ii. I feel the membership could be increased to 9 from 7. Do you agree?
- iii. Who would you suggest should chair "SAC"?

- iv. Who appoints members of SAC? Should it not be the Minister of FEP?
- v. Do you anticipate remunerating members of "SAC" - in anyway. I suggest we should follow the precedent set in the case of URA, UIA, National Council for Science and Technology, etc.
- vi. The "SAC" should convene at least a minimum of 2 times a year.

IV. Work Plan

17. The consultants have recommended that "a corporate strategic plan for an integrated system be designed as an urgent priority" (para. 7.3.7 - page 45). I agree and we are proceeding to do so.

18. Mr. Gupta will during his 2 months assignment prepare a 5 year programme of household surveys; and Mr. Hodgkinson will when he starts his month long consultancy prepare a work programme on enterprise sector statistics, on statistics derived from administrative records, and on macro-economic frameworks. Both the work plans will then be integrated into one. This overall integration will be undertaken by the Commissioner

19. Both Mr. Gupta and Mr. Hodgkinson should develop their respective work plans which are consistent in format; disaggregated into programmes, sub-programmes, activities and outputs; identify currently available data and the gaps in data that need filling; indicate manpower needs and financial resource requirements - both external and internal; as well as training needs.

20. The consultants have in their report included an activity plan for the next three years. This they say "can be used as a guide to planning decisions pending the corporate (5 year) plan". (para.7.3.7 - page 45).

21. I am afraid the 3 year activity plan is rather tentative. The extent to which, the recommendations of the consultants on structure and on the strength of manpower resources for "UNSA", may have been based on the activity plan, is not apparent.

V. Structure of proposed "UNSA"

22. Following on from my observations above I feel proposals on structure and staff strength of "UNSA" are better developed in context of an elaborate integrated 5 year work plan - which as I have noted is being worked on. The consultants it seems are themselves tentative on their proposals on structure and staff strength. They note that "It may be necessary to review and evaluate the operations of this proposed team structure after 3 years to see if growth in the volume and complexity of work have reached the stage at which extra levels in this hierarchy can be justified". (para. 10.5.4. - page 62).

23. I feel it would not be feasible to reconsider structure and overall staff strength of the proposed "UNSA" - in 3 years time. It is not realistic to do so. In any case it is feasible to develop the structure and staff strength of "UNSA" in context of an elaborate integrated 5 year work plan. I intend to expedite preparation of the 5 year work plan and review the structure and staff strength when that work plan is ready - hopefully by mid-June.

24. Be that as it may, the proposal of the consultants to base the structure on 2 substantive divisions (paras. 10.5.3 and 10.6 - pages 61 and 62), should stand.

25. The consultants have proposed that one division covers "Statistics Services" and the other "Statistics Support Services". Mr. Gupta has put up a memorandum to me questioning this allocation of coverage between the 2 divisions. Mr. Gupta is strongly of the opinion that "all data collection and processing exercises of the Statistics Department should be combined into one in order to develop smooth workable data collection programme every year and to optimise the use of resources in terms of manpower, and equipment". The consultants, Mr. Gupta has noted, while putting "data processing activities together" have not done so "for data collection activity". Accordingly, Mr. Gupta has proposed that "the Statistical Support Services Division" should be reconstituted and "renamed as Census and Surveys Division".

26. I am reviewing the allocation of functions between the 2 divisions. I will put up my recommendation to you in due course. I am inclined to agree with Mr. Gupta.

27. The consultants have further recommended that the two divisions be supported by 6 sections and 17 units. I feel while 6 sections may be an appropriate number, the number of units may need to be adjusted to match functional responsibilities at the sub-programme and activity level which may flow from a detailed review of the 5 year work plan. I will come back to you on this with my recommendation in due course.

28. The consultants have made no provision for a separate In-Service Training Section (or Unit). I feel this is a significant omission.

VI. Management of Human Resources

29. The consultants have put forward significant recommendations on management of human resources. These concern basic principle on management of human resources in the proposed "UNSA". The consultants note that "the new human resource management principles should seek to solve the following key issues i.e. the need for a refined job grading system; for promotion to be based on outputs and results assessed with objective performance appraisals; and to attract and retain staff by an adequate but realistic compensation package". (para. 7.1 - page 44).

30. The consultants have recommended a career structure of 9 job groups and an associated level of remuneration ranging from 150,000/- for job group U9 to 1,800,000/- for job group U1 (special). (para. 7.8. - pages 51 and 52). The consultants have justified this recommendation by noting that "the overriding objective is to design a compensation package that can attract and retain staff" and that "with the establishment of several semi-autonomous bodies such as URA, UCDA, NARO, the Statistics Department began to loose staff to these new bodies with higher salaries for the same posts (jobs)". (para. 7.6 - page 50).

31. This is the key single most significant operational recommendation of the consultants, central to effecting transformation of Statistics Department to a semi-autonomous status as "UNSA". We need to ascertain MFEP's position on this recommendation, i.e on classification of career structures in "UNSA" into 9 job groups and the associated salary scales.

32. I need your guidance on how to put the recommendation forward for review, assessment and hopefully adoption within MFEP.

33. Nobody could question the consultant's observation that promotion should "be based on outputs and results assessed objectively". The consultants have noted that "the current classification and grading of posts is based on considerations of entry certificates and on seniority promotions" (para. 7.3.1. - page 44) and have instead proposed the "alternative model borrowed from the American System of classification of posts by duties - where different levels and bands reflect increasing complexity of duties and responsibility". (para. 7.3.2 - page 45). This is the second issue on management of human resources in "UNSA".

34. There are examples in this region where central statistical organizations have implemented "schemes of service" based on these principles. I propose we review such schemes and develop one to suit our own circumstances and needs. I would appreciate any suggestions you may have to make on developing a scheme of service for the proposed "UNSA".

35. The final issue on Management of Human Resources concerns abolition of the common cadre. The Public Service Re-organization and Review Commission has as you know recommended that the principle of the common cadre be abolished from the Uganda Public Service.

36. I continue to have mis-givings about this decision. Statistics as you know is a function which is being, and will be, undertaken by various institutions within the government. The functionaries deployed in these institutions on statistical tasks will work most optimally if they all operate within common terms of service - instead of as noted in the consultant's report, as per

"the unique capability of each provider" (para. 8.4.3 - page 55).
I feel this will perpetuate instability in the statistical services within the government.

37. How do you feel about this and is there anything we could or should do about it? The tendency in the region is to establish a common cadre within the government, with a common scheme of service. As an alternative to the abolition of the common cadre, may we suggest a phased introduction of a common cadre, with a view to get suitably qualified and experienced statisticians to perform their functions efficiently throughout the government.

VII. Relationship with the providers of data

38. The consultants have elaborated the "principles" which should govern the allocation of responsibility for collection of data amongst producers in government. They note variously that:

- "The main criteria for deciding the share of responsibility is the national scope of the statistics concerned and the statistics specific to a sector or service. But it is the responsibility of the national statistics authority to generate statistics about the country as a whole. It may do so by aggregating the statistics generated by sectoral statistical units where it is feasible and appropriate. It may have to collect data specially to generate statistics where they cannot be derived from the sector statistics". (para 8.3.1 - page 53).
- ".....the National Statistics Authority should play the role of technical expert and consultant to the other

statistical providers and users". (para. 8.3.4. - page 54).

- "In order to play this role the National Statistics Authority will have to build reputation as the repository of excellence in statistical expertise". (para. 8.3.5. - page 54).

39. All these diverse thoughts, would seem, to have been summed up by the consultants in para. 8.3.8 - pages 54 and 55 as follows:

- "Nevertheless, the National Statistics Authority must guard against the temptation to take over and then duplicate the collection, analysis and publication of Statistics which should be the primary responsibility of Sector and District Statistics Units. The role of the National Statistics Authority should be:
 - i. to derive national statistics from Sector, District and Private Statistics;
 - ii. to supplement these statistics with fresh data collection to fill the gaps;
 - iii. to undertake primary collection where sector, district and private statistics are not suitable as a basis for derived national aggregates;
 - iv. to provide requested assistance to take over specific activities temporarily as capacity is built up;

- v. to provide requested assistance to build capacity and to play the role of Domestic Technical Adviser.
- vi. to undertake research and development in techniques and methods". (para. 8.3.8 - pages 54 and 55).

40. The consultants have detailed all the many statements that need to be noted but have not clearly indicated the focus of authority on "who decides what statistics should be collected by whom other than to note that:

- "the relationships between the new statistical organization and government ministries on statistical information policy and on coordination will be mediated (channelled) through the mechanism and structure of SAC". (para. 8.1 - page 53).

41. The consultants have further noted that "In general, except for Bank of Uganda, most statistics providers (Agriculture, Trade, Immigration and Tourism, Education, Health etc) are having difficulties in collection, analysis and publication of statistics. Since they provide the basis of deriving national statistics aggregates, the quality, timeliness, adequacy of these statistics is a major concern for the Statistics Department". (para. 8.3.7 - page 54).

42. There is I feel the need for skilful redrafting of the various thoughts on relationship between data producers in public/government sector, and the end product will constitute an essential input in the legal framework to be developed for "UNSA".

43. Statistics Department needs to do more work on elaborating a concise and a clear statement on the key issue of relationship between "UNSA" and the other providers of data in public sector. The end result will be put up to you for further comment.

44. I strongly believe there will be need to incorporate formal institutional arrangements for coordination (in addition to "SAC") in the legal framework to be developed - particularly now that we are likely to witness creation of a statistical office at the level of each district with mandates emanating from the constitution. Also there is a history of a precarious relationship between Statistics Department and MAAIF.

45. We may need ultimately to settle on "UNSA" carrying residual responsibility to fill data gaps, so long as it retains priority in executing data collection initiatives which are national in scope, with "UNSA" being accorded the sole responsibility as "guardian", "promulgater", "enforcer" of concepts, definitions, methods and nomenclatures. This "UNSA" will do best, if it gets "designated" as a clearing authority at the technical level for all data collecting initiatives of public sector/government. It is this "designation" - in a legal instrument which will enable "UNSA" "to coordinate activities of the Ministries, projects and other statistics activities" identified by the consultants as a key objective. (para. 9.2. (10) - page 57).

46. I recommend this jurisdiction should extend over the entire public sector. All institutions in the public sector should be obligated to submit all initiatives on data collection for TECHNICAL CLEARANCE by "UNSA".

VIII. Mandate of "UNSA"

47. The consultants have elaborated a statement on the mission of "UNSA" - para. 9.1 - page 57; and on the key objectives of "UNSA" - para. 9.2 - page 57 and its functions - para. 9.3. - page 58.

48. These will need to be streamlined - but its premature just yet to indicate particular aspects of streamlining. These will become clearer when issues on definition of "semi-autonomous"; on role and function and authority of "SAC"; on structure of "UNSA"; on the work plan of "UNSA", on "UNSA"'s relationship with other producers of statistics etc. etc., which have been identified in the preceding sections of this memo, have been resolved.

IX. Funding:

49. The consultants have not really put up any realistic innovative suggestion on funding arrangements for "UNSA". Sale of publications - para. 11.2 - page 65 cannot be expected to make any significant contribution and the Government - para. 11.3 - page 65 and donor sources - para. 11.4 - page 65 will continue to fund operations of the "UNSA".

50. How does the government feel about this, particularly given the proposed enhanced levels of remuneration. Could the budget proposal for 1996, now being elaborated, incorporate these proposals?

51. On donor sources the consultants have noted that "A well designed corporate plan, a Programme of activities derived from it, and a budget are critical and essential documents for financial mobilization".

52. I agree and have detailed above the plans to have these documents compiled. These will be taken forward for review in a one or two day Needs Assessment and Strategy Development Workshop.

X. Conclusion

53. Finally this brings me to the question of strategy on implementation of arrangements to set up a "semi-autonomous" "UNSA". For a "semi-autonomous" "UNSA" to come into being as noted earlier, a revised legal framework, an appropriate structure, and re-structured financial and administrative instruments need to be put in place. However to do this a range of ends left loose by the consultants need to be tied up. I have in my note above detailed these loose ends. They relate to definition of "semi-autonomy"; role and functions of "SAC"; five year Work Plan; structure of proposed "UNSA"; arrangements on management of human resources in "UNSA"; relationship of "UNSA" with other data producers in public sector; and mandate of "UNSA".

54. As a first step there is need for us in MFEP to establish our position on these basic issues. Then as a next step it would be prudent to set up a Task Force to review our submission on each one of these aspects of operational arrangements for "UNSA" to help us develop final positions on them. Only then will we be ready to meet with Attorney General's Chambers to elaborate a revamped legal framework; implement an appropriate structure; and elaborate appropriate financial and administrative instruments for "UNSA".

55. I am striving to have the position papers for the Task Force ready by the end of May, so that the Task Force could be convened during mid June to deliberate on them. The Task Force we hope would have finished with its deliberation by end-June".

56. The Terms of Reference for the Task Force are here attached for your attention.

57. I am also proposing to proceed with arrangements for convening a one or two day Needs Assessment Strategy Development Workshop to be attended by 30 to 40 Ugandan users and producers of data, and multi-and bi-lateral donors, once the Task Force has completed its work.

58. This will synchronize hopefully with the finalization of the Project Proposal to be funded by the World Bank, and a visit by the World Bank mission in first half of August.

c.c. Mr. S.K. Gupta

c.c. Mr. H. Lutaya

Briefing notes for Commissioner's Meeting with P.S - 10/4/95

The Commissioner would like to cover the following 7 topics with PS/ST:

1. PS/ST's comments on Katorobo Report and implementation of its recommendations.
2. PS/ST to be intimated that before the legal framework and an appropriate structure and financial and administrative instruments are put in place for the proposed "Uganda National Statistics Authority" (UNSA) PS/ST needs to be briefed on certain aspects of Katorobo Report and PS/ST's comments taken into consideration. The Commissioner is drafting a memorandum for the PS/ST on these aspects. These include Katorobo Report's comments/recommendations on:
 - i. Basic identifiers - Title - "UNSA"; Designation - "Director General".
 - ii. Meaning of "Semi Autonomous" - Katorobo Report's definition; advantages; operational aspects.

Role and function of the proposed "Statistics Advisory Council" (SAC)/"Statistics Technical Advisory Committee" (STAC).
 - iii. Mandate of "UNSA" - Objectives and functions of "UNSA".

- iv. Work Plan for "UNSA" - 5 year Work Plan and its preparation.
 - v. Structure of "UNSA"
 - vi. Management of Human Resources: basic arrangements on structure of the service and remuneration of staff in "UNSA".
 - vii. Relationship with other data collecting institutions in the public sector: Principle of sharing responsibility; Institutional arrangements for co-ordination.
 - viii. Funding arrangements for "UNSA": sources of funding.
 - ix. Legal Framework
 - x. Implementation of Katorobo Report
3. The memorandum highlights issues on which, once MFEP has developed its own position, it would be prudent to consult with a wider group of concerned experts in Uganda. The Commissioner would therefore like to recommend that a Task Force be constituted to deliberate on these aspects in further detail. Terms of reference for the proposed Task Force are here attached for PS/ST's approval.

The Task Force will specifically review position papers to be put up to it by Statistics Department on the 9 topics which constitute the substance of the Task Force's terms of reference.

The participants of the Task Force are listed in the attached proposed terms of reference and the Task Force is expected to convene for an equivalent of 4 half day sessions.

4. Arrangements for development of the 5 year Work Plan are underway. Mr. Gupta is preparing the Work Plan on the 5 year programme of Household Surveys and Mr. Hodgkinson when he arrives at the beginning of May will prepare the 5 year Work Plan on Enterprise Sector Statistics and Statistics to be derived from Administrative Records, as well as the Work Plan on Macro Economic Frameworks.

Integration of the Work Plans proposed by Mr. Gupta and Mr. Hodgkinson will be undertaken by the Commissioner and then put up for review by the Task Force.

5. It is proposed the Task Force be briefed by PS/ST.
6. Finally it is proposed that the Work Plan be considered at a one or two days meeting of a Needs Assessment Strategy Development (NASD) Workshop of about 30 to 40 participants including donors and a group of Ugandan users and producers of statistics wider than the participants of the Task Force.

Department of Statistics would need funding support to pay - for transport and lunch expenses for around 30 Ugandan participants; for production of documents to be prepared by Statistics Department; and for the hire of venue. Details on amounts involved will be intimated to PS/ST.

7. NASD Workshop marks the initiation of an ongoing NASD Review. The Review would constitute standing item of business for the proposed Statistics Technical Advisory Committee (STAC) to be set up as a sub-committee of the proposed Statistics Advisory Council (SAC) as per recommendations of Katorobo Report.

**Task Force on Transforming the Statistics Department
into a Semi-Autonomous Body**

TERMS OF REFERENCE

1. Background and Objective

Government of Uganda has undertaken a review of the Statistics Department to transform it into a semi-autonomous body. The review was undertaken by a firm of consultants commissioned by the Government of Uganda. The Task Force is being established to review and facilitate implementation of measures that need to be taken to effect this transformation. The Task Force will deliberate on proposals to be put up by the Government on key aspects of the review undertaken by the consultants.

The convening of the Task Force will mark the initiation of an overall Needs Assessment Strategy Development (NASD) Review of the National Statistical System. Deliberations of the Task Force will constitute an essential input into the NASD Review.

2. Scope

The Task Force would specifically deliberate on the following aspects of transformation:

- i. Meaning of "Semi-Autonomous".
- ii. Mandate of the proposed autonomous "Uganda National Statistics Authority" (UNSA).
- iii. Role and function of the proposed "Statistics Advisory Council" (SAC)/"Statistics Technical Advisory Committee" (STAC).
- iv. Scope and content of a 5 year work plan for "UNSA".
- v. Structure of "UNSA".
- vi. Relationship of "UNSA" with other data gathering institutions in the public sector.
- vii. Arrangements for Management of Human Resources of "UNSA".
- viii. Legal Framework for "UNSA".
- ix. Key identifiers of "UNSA".

3. Documentation

Statistics Department will prepare a paper on each aspect of transformation listed in (2) above - and the consultants's report will be utilized as a background document.

4. Composition

The Task Force will include:

Officials

i. Prof. E.Ochieng	Chairman	Planning Dept. MFEP
ii. Prof. J. Ntozi	Alt. Chairman	ISAE, Makerere University
iii. Dr. Muwanga-Zake	Secretary*	S t a t i s t i c s Department/MFEP

Members

iv.	Bank of Uganda
v.	Uganda Commercial Bank
vi.	Economic Policy Research Centre, Makerere University
vii.	Economic Adviser/President's Office
viii.	Uganda Investment Authority
ix.	Ministry of Health
x.	MAAIF
xi.	Attorney General's Chambers
xii.	Under Secretary MFEP
xiii.	Population Unit/MFEP

* Assisted by:

- i. Deputy Commissioner, Statistics Department/MFEP, Mr.M.N. Kiwesi
- ii. Consultant/Ex-Commissioner of Statistics/MFEP, Mr. H. Lutaya

5. Duration

The Task Force will convene for a total of 4 sittings of half day each.

6. Follow up

Findings of the Task Force will facilitate the Government in developing a legal framework; an appropriate structure; and administrative and financial instruments for the proposed "Uganda National Statistics Authority".

The Work Plan of the "UNSA" reviewed by the Task Force will be further reviewed by a one or two day Needs Assessment Strategy Development (NASD) Workshop of data users and producers to be convened by Statistics Department.

**TERMS OF REFERENCE FOR THE ECA-MRAG REGIONAL ADVISOR,
NATIONAL INFORMATION SYSTEMS.**

I. Background

The Statistics Department of the Ministry of Finance and Economic Planning, Uganda Government, is responsible for collecting data and for publishing a series of official statistics. Statistical information published by the Department includes data on production, consumption, prices, fiscal and monetary trends, external trade, national accounts, balance of payments as well as a range of socio-demographic statistics. Liaison with line ministries, for purposes of data collection and access to analysed results is a key departmental function. The department has recently installed a computer local area network in order to improve efficiency in carrying out these tasks and is endeavouring to set up an integrated database management system.

II. Technical Assistance Required

The Statistics Department needs, technical assistance to review and resolve data flow issues involved in, and to design and implement, an integrated database management system.

III. Terms of Reference

1. The ECA-MRAG Regional Adviser will review the current data flow procedures of the Statistics Department and the Departments linkages to other sections within MFEP, and external data sources and users; and to make recommendations concerning:

- (a) mechanisms to improve the quality and regularity of incoming data flows from external sources;
- (b) internal flows of data from within the Statistics Department, the categories of information to be exchanged and proposed routing paths;
- (c) an appropriate database environment for long term data storage;
- (d) the technical specification of a system to facilitate the exchange of data, permit translation of data to other formats, control access and ensure data integrity and protection.

2. Develop a detailed requirements specification and database definition for the proposed Statistical Database Management System which addresses the data linkages between the different modules that make up the system, and between this system, and other systems within the Economic and Financial Management Project of the

Government. This specification should be usable as a blueprint for the module design and construction activities which are to follow.

3. Make recommendations concerning any additional hardware and software required to support the system.
4. Recommend the order in which the modules should be developed and set up mechanisms for coordinating system development activities and data interchange.
5. Develop the detailed programme design of the proposed Statistical Data Base Management System, user and system testing, user procedures definition and documentation, user training, and system implementation.

IV. Schedule and Duration

The technical assistant will be required to make an initial visit of about two to three weeks duration preferably in the first half of August 1995. Depending on the outcome of the first mission the Regional Adviser would then undertake further missions as and when needed to review the progress of the system.