



NATIONAL STATISTICAL SYSTEM

A NATIONAL STRATEGY FOR THE DEVELOPMENT OF STATISTICS (NSDS) IN SIERRA LEONE

2008 - 2012



Statistics Sierra Leone



World Bank

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EXECUTIVE SUMMARY

Sierra Leone is a small coastal country with a land area of 71,620 square kilometres (about 28,000 square miles), 74 percent of which is cultivable. (I.e. 5.4 million hectares). However, only 34 percent of the arable land is under cultivation.

The mainstay of the economy is built around three main activities - agriculture, mining and trade. However, declines in mineral production especially diamonds, declines in agricultural exports, poor road network and other internal factors resulted in severe abject poverty and social dissatisfaction.

The urgent need to reduce poverty in Sierra Leone also created the need for an improved quality, reliable and timely statistical data needed to monitor progress towards the attainment of the MDGs and Poverty Reduction.

It is the desire of the Government of Sierra Leone (GoSL) and the international funding agencies that all countries should have in place a National Strategy for the Development of Statistics. This should serve as a foundation on which the National Statistical System can be developed, in line with the development agenda of the GoSL and in particular the government's Poverty Reduction Strategy (PRSP). The NSDS will also serve as a guide for the implementation of the annual statistics work plan.

In June 1998 an IMF Macroeconomic Statistics Mission undertook an assessment of the status of the country's macroeconomic database and of the technical assistance needs with the view of restructuring the statistical system and developing the institutional capacity to compile quality statistics for informed economic policy formulation and development monitoring. The mission identified poor state of institutional capacity and statistical activities and therefore proposed structural reforms for institutional capacity building to enhance the re-establishment and restructuring of the national statistical system, which will lead to constant improvement, efficient and coordinated production, client consciousness, and a

speedier delivery of quality information for decision and policy makers, donors and other users of official statistics.

Another Mission from the Statistics Department of the International Monetary Fund led by Dr. Khawaja in 2002, visited the former CSO and found that the legal-institutional framework for real sector statistics was weak. The report of that mission led to the adoption of the 2002 Statistics Act which gave birth to what is now known as Statistics Sierra Leone (SSL) and the successful commencement of the restructuring and re-engineering process of Statistics Sierra Leone. During the restructuring and re-engineering process, Statistics Sierra Leone developed the following mission statement, which clearly spells out its vision and goals that led to the need for a National Strategy for the Development of Statistics:

“The mission of the Statistics Sierra Leone is to coordinate, collect, compile, analyse and disseminate high quality and objective official statistics to assist informed decision-making, and discussion within the government, business and the media, as well as the wider national and international community. Our statistics will be relevant, have integrity and be easily accessible”

Thus the Government of Sierra Leone in conjunction with the World Bank supported the NSDS approach as the main instrument for the development of statistics. In 2004, a joint IMF/WB mission assessed the situation and prepared a programme for implementation with a grant from IMF Trust Fund for Statistical Capacity Building (TFSCB). The main objective of the strategic plan was to strengthen the institutional framework of the national statistical system and the coordinating role of SSL.

This needed the stakeholders’ ownership and commitment to the strategic plan or NSDS, and the ‘national political will’ to improve the statistical system. With demonstrated political will, donors and other development partners will see the need to support and monitor the implementation of the five year work programme. Without this “political will” the aims and objectives will not be fully achieved.

This strategy document has been prepared by the NSDS team based on contributions from Statistics Sierra Leone (SSL), other producers and stakeholders of

statistics in the country. It includes a 5-year statistical work programme which prioritises statistical activities towards monitoring the implementation and outcome of development strategies aimed at achieving national goals and targets that include progress and performance against the MDGs and Poverty Reduction. The Plan is to be financed by the Sierra Leone Government and its development partners.

Part 1 of the NSDS covers the background. A consultative approach has been employed in the design. The first stage involved consultative workshops with SSL staff at all levels, and with statistical staff in other organisations producing official statistics. The process included a SWOT diagnostic approach to find out what was wrong with the production and dissemination of official statistics in the past. These workshops resulted in the production of the consultation document issued in July 2007

During the second stage users and stakeholders of the statistical system were consulted. Seminars and meetings were held with MDAs, local government authorities, civil society organisations, international organisations and other key stakeholders. This two-stage process has created opportunities for staff and other stakeholders to participate fully in the process, and has empowered ownership of both the process and product.

Part 2 of the NSDS provides a detailed outline of the statistical activities that the National Statistical System (NSS) plan to implement in the five years from 2008 to 2012.

There is an established International consensus on the role of macro-economic statistics in the formulation of policy for economic development. The new approach to development policy is to set clearly attainable goals with measurable target and indicators attached to a time frame. Evidence based policy making involves policy reviews after a careful and rigorous analysis of costs and benefits using sound and transparent data. The results agenda is reflected in Poverty Reduction Strategy Papers and Millennium Development Goals (MDGs). Measuring progress towards

achieving the MDGs depends on reliable and timely statistical indicators used to monitor and evaluate these goals.

Economic Statistics

The Economic Statistics programme is focused on providing robust economic indicators with the primary objectives of providing data for development planning, monitoring progress towards achieving the MDGs and Poverty Reduction, meeting the macroeconomic data requirements of multilateral agencies such as ECOWAS, IMF World Bank, ILO, UNSD etc.

To meet the West African Monetary Zone (WAMZ) criteria on fiscal deficit, real sector growth, monetary stability and external sector performance, sound and transparent economic statistics are required to monitor compliance towards the convergence criteria. This brings into focus the need to improve on the capacity of the NSS to collect, process, analyze and disseminate economic statistics that would meet these needs.

The key deliverables will be:

- I. Improved, more timely and expanded annual and half yearly national accounts. Providing an improved basis for monitoring economic progress in the country and assessing the affordability of government development plans.
- II. Quarterly published fiscal statistics following IMF standards. Enabling the monitoring and assessment of government income and expenditure on a consistent basis within the fiscal year.
- III. Improved and more comprehensive BOP statistics following IMF standards. Again an essential component of monitoring the economic progress of the Country.
- IV. Improved external trade statistics agreed, published and used by all parties. (The current situation of two different sets of figures produced by

SSL and BSL undermines confidence in the integrity of the statistical system).

- V. A new quarterly Index of Production from 2009. This SSL series based on expanded and more comprehensive business surveys data will replace the partial and inadequate system established by the BSL in the absence of anything better.
- VI. A new quarterly Producer Price Index from 2009. PPIs are an essential element in the programme of improvements to the (constant price) national accounts and valuable in their own right as indicators of inflationary pressure in the economy.
- VII. Improved and enhanced businesses register from 2009 to provide a sound basis for improved sample surveys of business.
- VIII. Annual data published on formal sector employment and wages by industry based on NRA PAYE records in 2008 or 2009.
- IX. Expanded agricultural statistics including an agriculture costs survey in 2008, agriculture outputs in 2009, and an agricultural census in 2011. Agriculture is the mainstay of the SL economy and monitoring production, incomes and costs provide essential statistics for agriculture and food security policies.
- X. Informal sector business survey and report in 2009. Part of the programme for improving the national accounts, but also important in its own right as an important element of economic activity missed from standard business surveys.
- XI. A new Labour Force Survey of households in 2010. Such surveys are a standard feature in other countries but have not yet been conducted in SL. They provide comprehensive details of formal, informal sector employment and of unemployment and inactivity on a consistent basis across the household population.

Demographic, Social and Regional Statistics

Statistics covering data on population issues, education, labour, health, gender and other social statistics provide timely and accurate data for policy planning and formulation for the country and it will help to design appropriate strategies to monitor the impact of some indicators on the labour force, poverty-reduction and economic growth within the country.

Accurate statistics on health and education in Sierra Leone are vital, not only for the achievement of our MDGs, but also for an assessment of our human development index. Additionally, the government of Sierra Leone can only succeed in making a development impact in these sectors with the availability of vital statistics on health and education.

Reliable household survey information is essential for effective development planning and policy formulation. This has been one of the success stories for NSS in the past and will continue to be so in the future. The household survey programme will provide essential monitoring information on society and poverty in advance of the next census of population planned for 2014.

The key new published deliverables and reports planned for specific areas of statistics will be:

- XII. A Demographic and Health Survey and report (DHS) in 2009. This will provide important new indicators for the PRSP as well as on health and disability in the population. The demographic indicators will help improve the population estimates and forecasts between Census years.
- XIII. A new Household Budget Survey and report in 2009 (known as the SL Integrated Household Survey or SLIHS) to be used for rebasing the CPI, poverty analysis and national accounts. This will provide an essential update on PRSP monitoring trends since the 2004 survey
- XIV. Core Welfare Indicator Questionnaire Survey (CWIQ) and report in 2009. The sample for this would be combined with the SLIHS above and would

provide earlier indications of poverty trends since the previous such survey in 2007.

- XV. Expanded and improved regional and district statistics and publications. Part of servicing the government decentralisation agenda and required for the PRSP process.
- XVI. A GIS local area information system for all MDAs to use. Such IT based mapping technology and databases are an essential part of the technical infrastructure for administrative planning and local area statistics.
- XVII. Annual demographic indicators and population estimates. An essential part of the statistical and planning infrastructure not currently being produced on a regular basis.
- XVIII. Regular and accurate statistics on Health and Education derived from new Administrative systems. Then EMIS and the HMIS are already in the implementation stage. Their prime purpose is management information, but accurate national and local statistics will be an important secondary output.
- XIX. Regular criminal justice statistics to be established via an upgrade of statistical capacity in the Ministry of Justice
- XX. A national survey of HIV/AIDS in 2010. This will update the previous survey conducted in 2007 and will concentrate on attitudes and behaviour among the population.
- XXI. Preparations for the next Census of Population due in 2014. Work will start on this in 2012 including mapping of Enumeration areas and a test of the questionnaire. The costs of this will be budgeted for separately and are not included in the NSDS budget presented below.

GEOGRAPHIC INFORMATION SYSTEM (GIS)

A Geographic Information System (GIS) is a computer-based information system that captures, stores, manipulates, analyzes and displays spatially referenced and associated tabular attribute data. Geographic Information Systems have taken advantage of rapid developments in microprocessor technology to address the special challenges of storing and analyzing spatial data.

Historically, in many parts of the world and in Sierra Leone in particular, geo-spatial information such as cadastral maps, administrative boundary maps, attribute information from population characteristics, from registers such as title and valuation, has traditionally been gathered from isolated systems of surveying, title registrations and valuation assessments. As a result, getting complete and up to date information is often time consuming and difficult. However, the development of Internet technology has allowed Geographic Information (GI) providers an unprecedented opportunity to disseminate data, and conversely, has allowed users an unprecedented access to volumes of Geographic Information.

Therefore, there has been an increased demand for up-to-date geo- information from a large number of users. Thus there is a need for an efficient mechanism for making geo- information accessible through the internet network to the majority of the users. The electronic access to geo- information is important because the information serves the land market, credit facilities, urban and rural planning and development, land taxation and management of natural resources, thereby enabling citizens and organizations to take the right decisions.

All of the utilization of natural resources even in their most basic forms, require a variety of information for the decision makers, the professional who would be directly involved in the exploitation and the beneficiaries as the case may be. The information required in the past was simply whether the resource had economic quantities and value that would justify investments in its exploitation. There was little or no concern, arguably because of the limits of technology, about the overall cost-benefit-analysis of the exploitation particularly with respect to the communities whose livelihood may

be negatively affected. Today, the story is changing rapidly. The information required on natural resources is one that would facilitate accurate location and definition of the geographic distribution and extent of resources as well as capture the implications of exploiting the natural resources for the local communities that may suffer the direct negative impacts of the exploitation.

The main NSDS developments during the planning period will be:

- 2008 - To have an updated EA level census database to be used by all development partners for policy and planning, dissemination and sampling purposes.
- 2009 - Development of a Land Information System (LIS). The outcome will be a cadastral system in partnership with the ministry of lands where all parcels of land and their use will be documented and mapped for efficient management. This will provide land use statistics and maps as well as being of administrative value to the Ministry.
- 2009 – Introduce GIS technology in various educational institutions in cooperation with the Education Ministry. Schools and colleges will have in their curriculum basic concepts of GIS and its application in various fields of development.
- 2010 - Establishment of an urban address Master Database. This consolidated address database with mapping capabilities would replace the existing address databases and allow for real time updating and synchronization. It could be used by SSL as a sampling frame as well as by MDAs for administrative purposes.
- 2011 - Road net Development. The outcome of this will be development and refinement of existing road net coverage as a GIS database usable by multiple agencies.

Data Dissemination

In addition to survey publications and existing regular series, there will also be a range of new annual publications covering main statistical topic areas, and an improved and expanded website. The Annual Digest of Statistics will continue to be produced on time. Dates for forthcoming press releases will be announced in advance.

Part 3 of the NSDS covers the required staffing and management initiatives and funds needed to implement this programme of work.

The most important initiative will be to establish a strong and unified National Statistical System comprising SSL and strengthened statistics units in MDAs. This reflects our assessment that these statistics units are one of the weakest aspects of the current statistical system. Where statistics units do not already exist, the NSS will work to create them, and train their staff. A new era of partnership and cooperation will be opened up by this development. A Committee will be established under the SG to help manage this new structure.

More and better training in statistical techniques and in the methodology of official statistics will be an essential component of the plan. This will be delivered, to both staff of SSL and the MDA statistical units, via a new Institute of Statistical Training to be established within SSL.

In developed and middle income countries it would be usual to see at least 90% of the statistical programme funded from the government budget. Given the poverty priorities and the general shortage of funds in SL this would be unrealistic over the medium term. A strategy of gradual increase in the percentage funded from the government budget is therefore proposed rising from Le3 billion to Le5 billion by the end of the five years. The funding required for the statistical programme would therefore be as follows:

Table 1: Costs of National Statistical System 2008-2012

	2008	2009	2010	2011	2012	TOTAL
Total cost of statistical programme (Le billions)	12.1	16.0	12.6	13.2	12.8	66.7
Government funding via MDAs	2.0	2.9	1.9	2.8	2.0	11.5
Government Subvention to SSL	3.0	3.5	4.0	4.5	5.0	20.0
Total Government Funds	5.0	6.4	5.9	7.3	7.0	31.5
Gap to be financed by donors (Le billions)	7.1	9.6	6.7	5.9	5.8	35.2
(US\$ millions)	2.4	3.2	2.2	2.0	1.9	11.7

This compares with estimated SSL expenditure for 2007 of Le3.9 billion, of which Le2.0 billion comes from the government budget and Le1.9 billion from external sources.

An Implementation, Monitoring and Evaluation Plan has been developed and included at the end of the report. There will be formal steering group representing the stakeholders and regular reports and updates on progress. The workplans themselves will be reviewed each year to take account of changing circumstances and there will be an independent mid term review in 2010.

An integrated career structure for statistically qualified staff will be established. MDAs would retain responsibility for recruiting and filling the posts in their statistical units. However all such post-holders would be offered statistical training and career advice by SSL and be regarded as part of the NSS. Wherever possible, and subject to mutual agreement of the MDAs concerned, and of the post holders themselves, job swaps would be arranged with SSL or other NSS staff. This would allow the possibility (but without any guarantee) of statistical career development for NSS staff and help make such posts more attractive to staff within MDAs.

All professional and managerial level vacancies within SSL would be openly advertised. This would allow SSL staff, other NSS staff, and others from outside to

apply on the basis of experience and qualification. Fair and open competition will help to foster a culture of delivery and achievement among the staff of the NSS and ensure that they see and can apply for both sideways and promotion moves as vacancies permit.

An annual central work plan for the NSS would be produced and published by SSL in consultation with the MDAs. It would be approved by the Statistics Coordinating Committee and published via the NSS website.

The existing statutory Statistical Coordination Committee would have its terms of reference expanded to cover work plans and staff exchange issues. All MDAs with a Statistical Unit would automatically become members. This would be chaired by the SG and would comprise the heads of statistics functions in all MDAs. This committee would meet at least quarterly.

Only those statistics produced by MDAs which are up to the minimum quality standards established by NSS will be designated as “official statistics”. A system of advisory groups for major sectors similar to the existing Census Advisory Group would be established. Some might be permanent and some might be temporary when there is a particular issue to address. Membership would be from SSL, MDAs plus interested outside users in NGOs, civil society and academia. Their deliberations should be public with minutes and papers posted on the SSL website.

For the present this structure will be broadly retained but with some minor modifications to accommodate the additional responsibilities of the new NSS and the more general NSDS implementation plan. Some new Principal Statistician and managerial posts will be required.

At some stage during the 5 year implementation it would be desirable to review the structure of SSL. The current system recognises the three regional offices based in the cities of Bo, Kenema and Makeni as more prominent and having wider responsibilities than the remaining 9 district offices.

The NSDS proposes that this situation should be strengthened and consolidated. The Principal Statisticians in the three regional offices would assume line management and budget responsibility for all the districts in their region. They would also take on the job of liaising on statistical needs with all the elected district councils in their region and with district offices of MDAs. Dissemination and briefing on statistical publications and data would fall to them. The remaining 9 district offices would be headed at Statistician level and report to their respective Regional Office Principal Statistician.

Strong need was expressed during the consultation phase of the preparatory work programme for more and better training in all areas of work. NSDS is proposing that this be done through a Statistical Training Institute to be set up. This institute would have a Senior Manager and administrative staff, but the training itself would be provided by other NSS staff and by staff from international organisations and academic institutions. External funding would be needed to set up such an institute and to develop the proposed modular structure.

The NSS will provide support and training to the statistical production teams within NSS on the right software and hardware to use and how to use it. IT professionals may undertake some high-level programming and systems analysis, but this will be the exception rather than the rule.

The data, metadata and survey reports produced will be disseminated both via traditional paper and NSS website.

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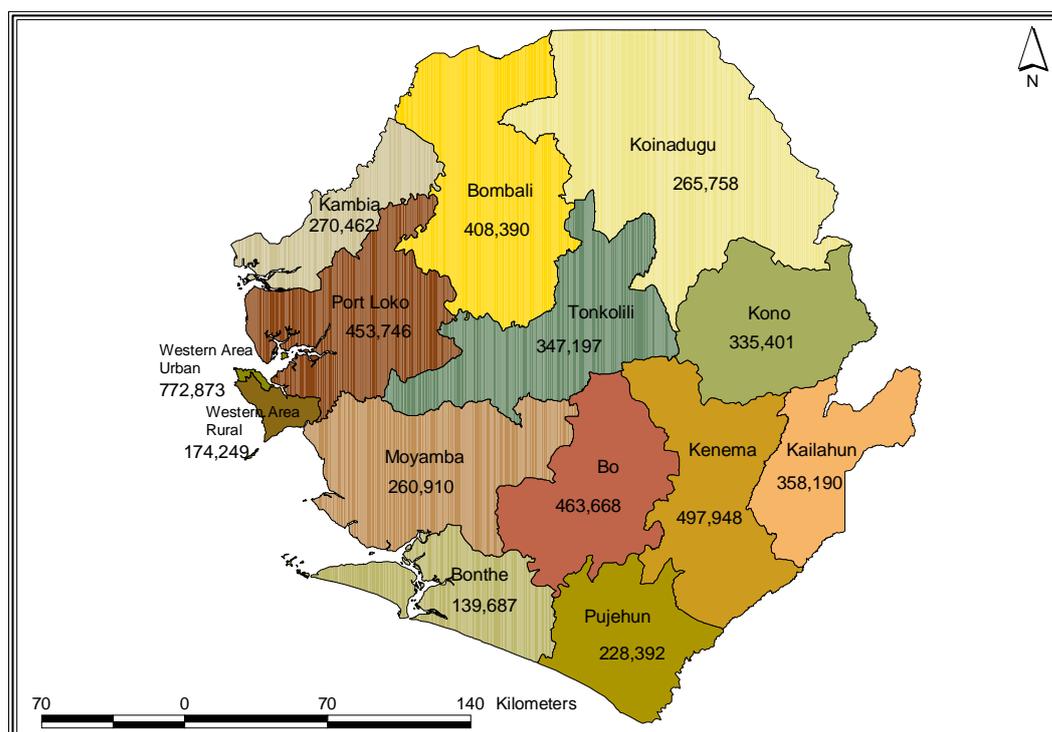
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INTRODUCTION

Sierra Leone

Sierra Leone is a small country with an area of 71,620 square kilometres (about 28,000 square miles) situated on the West Coast of sub-Saharan Africa. It has a population of 5 million and a population density of 69 per square kilometre (2004 Population and Housing Census). There are five Physical Regions in Sierra Leone: (I) the Central Plains, (II) the Northern Woodlands Savannah, (III) the South Western Upland, (IV) the Western Coastal Swamps and (V) the Western Peninsula Upland Region. The Country has a tropical climate with two very different seasons – the Dry Season, traditionally from November to April and the Rainy Season from May to October with July and August being the wettest months of the year.

Figure 1: Map of Sierra Leone



The country became independent on April 27, 1961, after a long period of British Colonial rule. It was at one point in history referred to as the Athens of West Africa, because it had a head start in Western-type education among other countries in sub-Saharan Africa. As a result, the educational institutions, structures, and programmes, which are characterised by elitism, were modelled after its former colonial power (National Education Master Plan, 1996-2002).

After independence in 1961, the country has experienced a succession of social, political, and economic problems, which has led to the current deplorable state of primary, secondary, and tertiary education. The United Nations Development Programme (UNDP) twice rated Sierra Leone as the poorest country on the globe and it is currently second from bottom.

Statistical Needs

In recognising the need for timely and reliable statistics to fulfil its mandates, the Government of Sierra Leone has carved a new role for Statistics Sierra Leone, the coordination of statistical development in the country. It is nationally recognized that the NSS would respond to the challenges of providing improved, robust, comprehensive and timely statistics that are relevant for informed decision making.

SSL has been reformed and strengthened with human resources to perform this role. However, this has not yet happened within the statistics units of MDAs and there remains a lack of statistical coordination across government and a shortfall in the resources allocated for data collection to meet the current demand for statistics. The shortfalls in the allocation of resources for statistics are attributed to the country's weak macroeconomic performance. Thus the Government of Sierra Leone in conjunction with the World Bank are supporting the NSDS approach as the main instrument for the development of statistics.

The Strategic Planning Process

In 2004, a joint IMF/WB mission undertook an initial assessment of the steps required to produce a strategic plan for the national statistical system. The resulting proposal was approved in 2005 for implementation with a Trust Fund for Statistical Capacity Building (TFSCB) grant. A new Statistician General took up appointment in August 2006.

The objectives of the strategic planning process are to:

Strengthen the institutional framework of the national statistical system and the coordinating role of SSL;

Improve the quantity and quality of statistics in priority areas;

Improve the accessibility and dissemination of statistical information;

Mainstream statistics within the emerging framework for the monitoring and evaluation of GoSL development activities and their contribution to achieving national goals and targets;

The Strategic Plan includes a 5-year statistical work programme which prioritises statistical activities towards monitoring the implementation and outcome of development strategies aimed at achieving national goals and targets and indicators against which progress and performance against the MDGs and PRSP can be measured. The Plan draws upon reviews conducted under the GDDS programme, and covers all types of statistical work and all organizations producing official statistics in the Country.

The Plan is ambitious, but realistic, in terms of the levels of human and financial resources likely to be available and incorporates cost-effective approaches to balance the lack of opportunity for economies of scale in a small country such as Sierra Leone.

The Plan also addresses the sustainability of statistical system. In financial terms it is proposed that the Government contribution to financing statistical activities gradually increases over the 5-year period.

PART 1: BACKGROUND

1.1 Economic and Social Context

Sierra Leone is a small coastal country with a land area of 71,620 square kilometres (about 28,000 square miles), 74 percent of which is cultivable. (I.e. 5.4 million hectares). However, only 34 percent of the arable land is under cultivation. The climate and ecological conditions of Sierra Leone are suitable for all year round agriculture and the country also has large mineral and fisheries resources. The size of the Sierra Leone population has increased from 2.2 million in 1963 through 2.7 million in 1974, 3.5 million in 1985 to 5.0 million in 2004. The 2004 population and housing census figures show that youths under 21 make up about 40 percent of the population.

The mainstay of the economy is built around three main activities - agriculture, mining and trade. In the early 1960s, the production of local foodstuff especially rice and export crops like coffee and cocoa provided employment for a large proportion of the population. After independence, mining of diamonds and iron ore also became a major source of employment for a large proportion of the population. During this period, while the agricultural sector absorbed the bulk of the working population, mining contributed much more towards government revenue and foreign exchange earnings.

Since the early 1970s, there had been a shift from mining back to agriculture and trade due to a decline in diamond and iron ore production. The decline in mining revenues contributed to the steady decline in foreign exchange earnings and economic activities experienced during the 1980s. This in turn led to large-scale unemployment and underemployment and the decline in levels of income. The steady decline in economic performance was attributed to uncontrolled expansion in

government spending, poor revenue generation, escalating import bills especially for fuel, declines in mineral production especially diamonds, declines in agricultural exports, and the poor road network. These internal factors were reinforced by the dramatic decline in terms of trade and access to international capital and assistance.

The overall effect was widespread poverty and social dissatisfaction, which brought about the ten-year rebel war that started in 1991. The country was classified as one of the poorest countries in the world. With only 35 percent of the population having access to safe drinking water, the country was ranked bottom out of the 174 countries listed (Human Development Report, 1998). The ten-year rebel war battered the economy and created massive unemployment and underemployment. The civil war and the general insecurity associated with it resulted in capital flight out of the economy, loss of investor confidence, and a sustained contraction in output and substantial increase in poverty. This resulted in a steady decline in the country's social and physical infrastructure and a drop in the population's standard of living. The results of the Sierra Leone Population and Housing Census, 2004 shows that on the average, 71% of Sierra Leoneans were poor compared to 29% that could be classified as non-poor with majority of the poor concentrated in urban areas, especially the Western Area.

Despite the rich agricultural resources, unavailability of food remains a problem, especially among rural farmers who are still recovering from the effects of the civil conflict. There is lack of seeds, fertilizers and tools for many farmers, which has reduced their productive potential. The market system is under-developed and most markets and rural infrastructure were destroyed, thus limiting access to food for most households. The deplorable state of the roads due to years of neglect leave most communities isolated or separated from markets.

Following the end of the war, there had been frantic efforts to improve economic activities by reactivating defunct economic activities, build necessary infrastructure and create new employment. The government's overall objective is to reduce poverty. Immediately after the war, economic growth picked up at 19 per cent in

2002, but slowed down at 11 per cent in 2003, 10 per cent in 2004, 7.5 per cent in 2005 and 7.1 per cent in 2006. Growth is expected to remain robust in 2007.

Generally, all sectors continue to grow with agriculture being the dominant economic activity of Sierra Leone, contributing about 48 percent to GDP. Growth in agriculture had been mainly due to growth in rice production and significant increases in livestock and fish catch. But growth has not been translated into increased revenue generation through taxes due to the subsistence nature of production and the existence of a large informal sector. Also the mining, electricity and water supply sectors have been under performing. Decline in electricity generation (which has not shown any sign of improvement) since the civil war, continues to impact negatively on the manufacturing sector. Thus the real sector of the economy remains weak and consequently revenue has not kept pace with government expenditure.

Government fiscal operations have been financed mainly by grants and other donor inflows giving rise to heavy dependence on donor financing. In the absence (or delay) of donor inflows, depletion of international reserves or monetary expansion is inevitable. Declining export revenue arising from the decline in the export of minerals results in the worsening of the balance of payment position. Consequently the value of the Leone to the dollar has continued to depreciate and double-digit rates of inflation have been recorded.

The urgent need to reduce poverty in Sierra Leone has engendered a new approach to development. There is a national consensus that development planning should set clearly attainable goals with measurable targets and indicators attached to a timeframe. An intensive supply of data is needed to monitor progress towards the attainment of the MDGs and Poverty Reduction. Measuring progress towards the MDGs depends on reliable and timely statistical indicators used to monitor and evaluate these goals.

1.2 The Old Statistical System

The end of the civil war found the statistical system in a very poor state and with very little data of any kind. This was due to absence of staff and lack of buildings, vehicles and very low salaries. One of the main reasons was inadequately trained, unqualified and de-motivated statistical staff, who in turn could not produce reliable and readily available official statistics. This was a cause for concern; and therefore statistical capacity building and its related human resource development issues required urgent attention.

In June 1998 an IMF Macroeconomic Statistics Mission undertook an assessment of the status of the country's macroeconomic database and of the technical assistance needs with the view of restructuring the statistical system and developing the institutional capacity to compile quality statistics for informed economic policy formulation and development monitoring. At that time, Sierra Leone had a semi-centralized statistical system with three regional offices in the regional headquarter towns and the headquarters in Freetown.

The former Central Statistics Office (CSO) occasionally conducted some economic censuses and surveys mainly through foreign financing and technical assistance. The Ministry of Agriculture compiled agricultural statistics, and the then Labour Department compiled Labour Statistics. Bank of Sierra Leone compiled money and banking and balance of payment statistics. The Ministry of Finance, Development and Economic Planning (MoFDEP) compiled government finance statistics.

As a result of the prolonged civil war, difficult political and economic situation, poor communication facilities, and demoralised staff on account of low salaries, the mission discovered that there was no effective coordination of the compilation of statistical data in the country, thus the overall coordination of statistical systems had almost disappeared even though the then CSO was mandated to carry out such functions. This subsequently led to the establishment of the National Statistical Advisory and Coordinating Council to institute effective statistical planning and coordination. This was one of the many recommendations of the mission.

The mission identified the following major institutional, capacity, and statistical issues of high priority.

- Poor image of the then CSO and loss of public trust and confidence.
- Weak and ineffective leadership at the then CSO.
- Absence of planning, guidance, supervision, and control.
- Low staff morale and poor conditions of service.
- Depletion of trained and qualified statisticians and programmers, which culminated in a lopsided organisational structure at the then CSO.
- Rundown physical infrastructure and facilities, including vehicles and equipment.
- Deteriorated and outdated statistical framework and infrastructure of business register, classifications, and population statistics.

The 1998 Patel mission proposed a set of coherent structural reforms for institutional capacity building for the re-establishment and restructuring of the national statistical system, to create a culture of constant improvement, efficient and coordinated production, client consciousness, and a speedier delivery of quality information for decision making for the consideration of policy makers, donors and users of official statistics.

Again, at the request of the Ministry of Development and Economic Planning, another mission from the Statistics Department of the International Monetary Fund visited the former CSO with the following terms of reference:

- Assess the existing legal-institutional structure and arrangements for coordination, data collection, compilation and dissemination of macroeconomic statistics focusing on the Central Statistics Office (CSO), including a review of the draft statistical legislation;
- Assess the adequacy of staff, financial and computing resources required for the statistical program;

- Conduct a broad review of the methodological soundness, accuracy and reliability, serviceability and accessibility of national accounts statistics, and of other main macroeconomic datasets;
- Prepare proposals/recommendations for statistical reform; and
- Identify a work program that sets specific short and medium-term objectives for restoring the statistical capacity in line with the authorities' commitment to use the General Data Dissemination System (GDDS) as a framework to improve their statistical system.

Although the legal-institutional framework for compiling monetary statistics, government finance statistics and, to some extent, balance of payments statistics was assessed as adequate, the mission graded the legal-institutional framework for real sector statistics as weak because reliable statistics were either absent in the area or largely estimated using rudimentary techniques and may not have reflected the actual macroeconomic processes. The lack of credible and updated official statistics contributed, to a large extent, to the sad fact that Sierra Leone found herself at the very bottom of the UNDP Human Development Index for consecutive years.

1.3 The Current Statistical System

The conclusion and recommendations of the Khawaja, 2002 IMF mission lead to the drafting and adoption of the 2002 Statistics Act, giving rise to what is now known as Statistics Sierra Leone (SSL), the establishment of the Statistics Sierra Leone Council, the National Statistical Coordinating Committee, the National Census Advisory Committee, the appointment of a Statistician General and the successful commencement of the restructuring and re-engineering process of Statistics Sierra Leone.

Alongside the restructuring and re-engineering process, Statistics Sierra Leone developed a mission statement, which clearly spells out its vision and goals. This mission statement, stated below gave rise to a felt need for a National Strategy for the Development of Statistics:

“The mission of the Statistics Sierra Leone is to coordinate, collect, compile, analyse and disseminate high quality and objective official statistics to assist informed decision-making, and discussion within the government, business and the media, as well as the wider national and international community. Our statistics will be relevant, have integrity and be easily accessible”

Relevance: *Our efforts will be directed to the best interest of the government and the wider user community. To aid this, the SSL will ensure that the data are available when required. Our statistics will need to be timely. To support this, they will be developed within the GDDS framework that we are implementing. We will also need to provide analyses and explanations to help the interpretation of our statistics.*

Integrity: *Our data, analysis, and interpretations will be objective and apolitical. We will decide what to publish, in consultation with the users of our data. We will set and publicize advance release calendars. The methodologies and approaches we follow will be based on sound statistical principles and practices, disseminated widely, and open to scrutiny. We will exercise the highest professional standards in all aspects of SSL activities. SSL management and staff will continue to be trained in a wide variety of disciplines. We will actively develop the professionalism of our staff, to ensure that the SSL will have the technical skills and leadership it needs for the future. We will also be open about the quality of our statistics, so that our data users can better understand and interpret them, as well as provide us with feedback on how we can improve them. We will work in partnership with our data providers. They will be encouraged to provide accurate information, and we will ensure that the data provided is strictly protected as required by the Statistics Act, 2002. We will keep provider load and intrusion to a minimum, consistent with meeting justified statistical requirements. We will explain clearly why the information is being collected and how it will be used. Every SSL officer will be required by law to give an undertaking of fidelity and secrecy, and the SSL will maintain a highly secure physical and computing environment.*

Accessibility: *We will provide access to statistics through a range of affordable and high quality information products and services. We will ensure that all data users enjoy equal opportunity of access to statistics. Electronic products will eventually be placed on the Internet, free of charge.*

Management went further to state as follows:

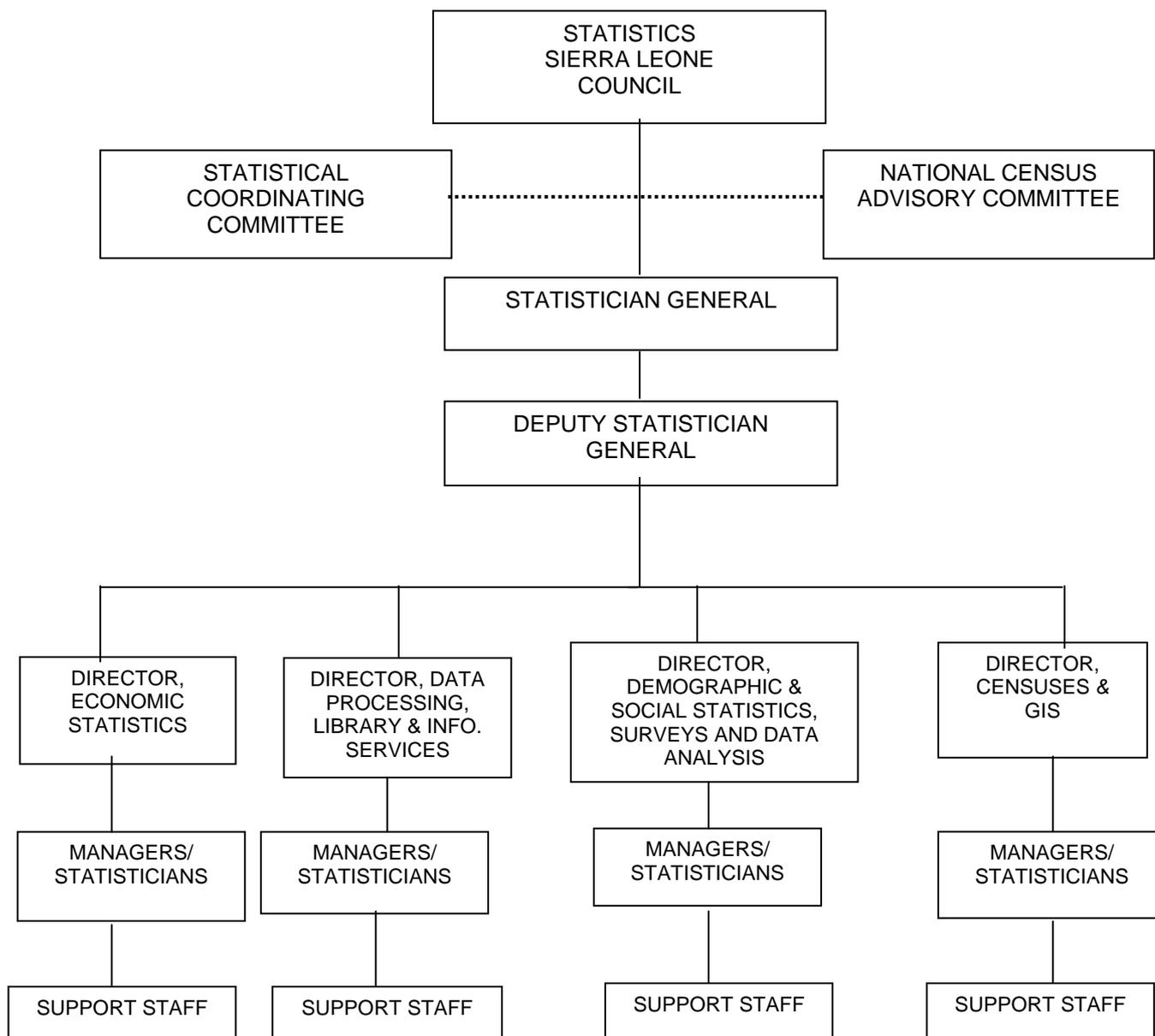
The purpose of this mission statement is to provide a clear view of where all of us want the SSL to be in five years time, so that we can all work towards that goal. It affirms the SSL Mission, that it serves the whole community and that a good statistical system is an important pillar of a stable democracy. For the SSL to build its reputation as a viable institution that is providing a vital service to the wider community, it is essential that its senior managers, with the assistance of all staff, determine its future rather than be driven mainly by external pressures.

This mission statement provides a blueprint for the SSL of the future. It covers the relevance of the official statistics, the integrity of official statistics and the accessibility of official statistics. The future strength of the SSL will come from the application of and adherence to these principles by all staff.

SSL has steadily evolved into an independent organization at the centre of the country's statistical system. It is mandated to provide an important official statistical service to the government and the wider national and international user community. Possibly the most important and challenging objective is a coordinated and improved national statistical system, which recognizes the important role played by other government statistical units in providing useful statistics.

After the restructuring exercise, Statistics Sierra Leone established a new organisation structure as seen below.

Figure 2: The Current Organisation of SSL.



1.4 The Purpose of the Strategic Plan

The 2002 Statistics Act established Statistics Sierra Leone a corporate body for the collection, compilation, analysis and dissemination of official and other statistics. The institution serves as a focal point for national statistics and as a result, it has a very crucial role to play in the implementation and monitoring of the Poverty Reduction Strategy Paper (PRSP) and other development related national programmes geared

towards the achievement of the Millennium Development Goals (MDGs). In their public comments, IMF staff has particularly commented on the inadequate capacity to monitor the PRSP, and the need to include more actual survey based statistics in the GoSL annual progress reports.

To achieve these goals, we have seen the need to look at the national statistical system as a whole and the role of SSL within this overall system, thereby assessing and carefully analysing the strengths and weaknesses on one hand and the opportunities and threats on the other.

In 2004 Statistics Sierra Leone, with the agreement of the GoSL, requested a joint IMF/World Bank mission to undertake an assessment of the roadmap required to put together a comprehensive Statistical Strategic Master Plan, which would form part of the commencement of a longer process of national statistical development in the country.

The joint IMF/World Bank mission advised in their report that a statistical capacity building process requires several key steps including the following:

- Building commitment to change.
- Identifying key stakeholders.
- Assessing strengths, weaknesses, opportunities and threats.
- Developing a vision and strategy.
- Preparing an implementation plan.
- Mobilizing resources.
- Monitoring and evaluation of progress.

The Strategic Plan, known as the *National Strategy for the Development of Statistics* (NSDS) puts in place strategic direction and processes for raising the profile of the statistical system in the country. The plan fosters capacity building for a broad range of statistical data and services to all stakeholders of official statistics in an effective, efficient and user-focused manner. The NSDS will propose and guide

key changes in the methods used for statistical data production and dissemination to users.

A consultative approach has been employed in the design of NSDS. The first stage involved consultative workshops with SSL staff at all levels, and with statistical staff in other official organisations producing statistics. The process involved a SWOT diagnostic approach to what has gone wrong with the production and dissemination of official statistics in the past.

In the second stage users and stakeholders of the statistical system were consulted. A consultation version of the NSDS was issued to all stakeholders for written comment in July 2007, Seminars and meetings will be held with MDAs, local government authorities, civil society organisations, international organisations and other key stakeholders. This two-stage process has created opportunities for input and buy-in by staff and other stakeholders, and empowered them with ownership of both the process and product.

1.5 Roadmap for an Effective and Achievable NSDS

To determine the present and future data and other information needs of key stakeholders and users, a comprehensive needs assessment is essential to determine the roadmap of how our national statistical system should galvanise itself in terms of re-engineering, restructuring, capacity building and data collection to meet the increasing needs of an ever increasing user community.

The PARIS21 publication on National Strategies for the Development of Statistics (NSDS) advised that among the leading design and implementation issues that need to be addressed in the NSDS process are the following:

- Advocacy; this also involves improvement of public awareness about statistics.
- Leadership and management.
- National Strategies for the development of Statistics process roadmap.
- Participation, inclusion and technical assistance.

- How to undertake assessment of the national statistical system.
- From assessment to strategies.
- New organisational and institutional arrangements to support the NSDS.
- Solicit financial support from Government and the donor community.
- Change management process from strategies to the act of implementation.
- Donor co-ordination and managing funds.

It is important to point out that the statistical system in Sierra Leone, as in many developing countries, is still not receiving the political, financial, and other support it needs to produce a full range of statistical information for planning, informed decision-making, accountability, management and good governance. It is hoped that with the development of this Plan, the political backing will emerge for the system to receive necessary support for its effective implementation.

This strategic plan is “SMART” (specific, measurable, achievable, relevant and time bounded). To achieve this we took into consideration the following roadmap:

- Improve public awareness about statistics.
- Develop and promote an effective national statistical system.
- Enhance the quality of statistical products and services.
- Harnessing information technology.
- Develop human resource capacity and organisational effectiveness.
- Institute work and capacity building programme with particular reference to the PRSP.
- Strategise implementation.
- Put in place effective monitoring and evaluation plan (e.g. Quarterly Progress Report, Annual Progress Report, External Review).
- Prepare a proposed budget for funding by government and the donor community.
- Implementation of the five-year work plan which is an integral part of the strategic master plan.

1.6 THE NATIONAL STATISTICAL SYSTEM

A National Statistical System is created legally by an Act or by infrastructural and institutional arrangements for collection, management, dissemination and utilization of official statistics in a country.

The essence of establishing a National Statistical System is to bring all players in the data production industry to work as a team. This consequently results in the generation of coherent, reliable and demand-driven data product in an efficient manner to support management and development initiatives including policy formulation and critical decision making. SSL, a leading component of the NSS, has the responsibility to coordinate all key players institutionally and technically with respect to their programmes and budgets related to statistics in order to organize an integrated and socio-economic statistics system for the country.

1.6.1 COMPONENTS OF THE NSS

There are three inter-dependent components of the NSS, namely data users, data producers and data suppliers.

1.6.1.1 Data Users

Data users are those who use the data that is produced by the NSS. They demand and use statistical products and services of the NSS. Users are the most important component of the NSS because statistics are produced for them because of their demand and use. There can be no sustainable NSS without proper users of national statistics. Therefore the NSS can only be sustained because it is user-focused and demand-driven.

Data users are different and many; the main users however are as follows:

- Policy and decision makers in and out of government,
- Researchers and academicians,
- Private sector operatives,
- Local government authorities,
- NGOs,

- Donor community,
- The press,
- International organizations,
- The general public.

It is important that data users are properly identified by their different needs so that their needs are constantly assessed and serviced.

1.6.1.2 Data Producers

The production and compilation of statistics in Sierra Leone is decentralized therefore many institutions including the MDAs are involved in the production and compilation of statistics in the country. SSL is just one component but one of the main producers and compilers. The other main producers and compilers include:

- The MDAs,
- Bank of Sierra Leone, NASSIT, NRA etc.,
- Research and training institutions,
- NGOs.

It is very important that data producers are well coordinated so that collaboration, information sharing and networking are enhanced. This can create mutual reinforcement among the institutions and achieve synergy and cost-effectiveness thereby avoiding working at cross-purpose and rivalry which can be detrimental. It can also help to avoid production of conflicting data that can lead to loss of credibility in statistics.

1.6.1.3 Data Suppliers

Data suppliers are normally not given the recognition they deserve but never the less they form a very important component of the NSS. They include households, institutions, farmers and establishments.

It is very important that data suppliers know and appreciate the reason for their provision of data. Some are usually busy people and as such the burden on their

time should be minimized as much as possible, their privacy should be highly respected and the confidentiality of the information they provide should always be maintained.

1.6.1.4 Statistical Training Institutions/Centres:

These will contribute to the skills and knowledge development of the producers and users of data.

The essence of establishing a National Statistics System is to bring all players in the system together to work as a team. This consequently results in an efficient generation of coherent, reliable and demand-driven data to support management and development initiatives including policy formulation and critical decision-making. Statistics Sierra Leone will be the central statistical agency of the NSS and will have the responsibility to co-ordinate all key players institutionally, technically and with respect to their programmes and budgets in order to organize an integrated system of socio-economic statistics for the country.

1.7 SWOT Analysis

An analysis of Strengths, Weaknesses, Opportunities and Threats (SWOT) facing the National Statistical System was undertaken on the National Statistical System during the several consultative workshops with the staff of Statistics Sierra Leone and other stakeholders, which included producers of statistics outside of Statistics Sierra Leone. The SWOT is a powerful diagnostic tool used to assess an organization and its environment.

By the use of this tool, we were able to assess actions that can be taken to build on the strengths, repair the weaknesses, take advantage of the opportunities and eliminate or reduce the threats. The intention is to build on the System's strengths, mitigate or eliminate weaknesses, take advantage of the opportunities and avoid or reduce the impacts of threats.

1.7.1 STRENGTHS – on which NSS can build

NSS has a number of strengths that need to be built upon to enhance its effectiveness. The following were identified as the main strengths of the NSS:

Qualified Staff in the NSS

Since its inception in 2003, SSL has recruited a group of young statisticians who are highly qualified with post graduate degrees and/or diplomas. They form a group of multi-talented professional staff with a variety of skills and academic backgrounds. The MDAs also have some qualified personnel engaged in statistical activities; among them are statisticians, demographers, economists, sociologists, computer scientists, cartographers, library scientists, etc. This kind of diversity is very good for the NSS.

Presence of Professional Staff in all the (12) twelve Districts.

With the re-emergence of elected local councils in all the Districts, SSL, the National Statistical Office (NSO), appointed District Statisticians in each of the twelve Districts to work with the councillors of these local councils. Other major MDAs also have professional staff working along the SSL statisticians in all of these local councils. This geographic spread of physical presence is definitely a plus for the NSS.

The 2002 Statistics Act

It is a widely acknowledged position that some form of independence is necessary for agencies engaged in statistical work. Therefore the granting of a semi-autonomous status to SSL, the Country's National Statistical Office, thereby eliminating the status quo and giving the organization power to coordinate statistical activities of the NSS.

Complementary donor support for NSS activities

The fact that donors are willing to fund statistical activities is an encouragement to the staff of NSS. There are several signs that this will continue in the coming years and this is good for the NSS and the country as a whole.

Adequate physical infrastructure

For now, the NSS has enough physical infrastructures all around the country. SSL has a Permanent Field Organisation spread all over the country. Some of the key stakeholders including SSL have competent and furnished Data Processing and GIS Units. This has allowed SSL to offer training facilities to some of the MDAs in data processing and other areas of statistical activities.

Available material resources in some NSS Offices

For now, SSL and BSL have enough material resources such as computers, furniture etc. to carry out their operations. Other NSS stakeholder organisations may not match these two institutions in this area but there are some that have appreciable resources.

Cordial staff relationship in the NSS

The NSS comprised of MDAs with multi-talented staff members with a broad range of academic skills and work experience; but despite this diversity, there is cordial relationship among the staff members and this will lead to good coordination, cooperation and increased productivity in the future.

1.7.2 WEAKNESSES – Which the NSS can seek to repair and minimise

The NSS has many weaknesses that have made the system less effective and influential in the community. These weaknesses need to be mitigated or eliminated altogether. They include the following:

Inadequate training facilities for NSS staff at all levels

Limited training facilities exist for NSS staff at all levels due to lack of coordination and statistical plans in the MDAs. Therefore the NSS has only been training staff in areas that are identified by Donors who support these training programmes and this has led to lack of expertise in certain areas.

Under utilisation of District Statisticians and the District offices

At the moment due to lack of logistics, staff of SSL District Statistics Offices and other MDAs are not doing much of what they are supposed to be doing in their

respective Districts. These are highly qualified people with the requisite training, but are not engaged full time.

Logistical constraints in the offices

The under funding of the NSS has led to logistical constraints in NSS offices and this has led to a high level of under production.

Statistical Coordinating Committee is not functioning.

This very important committee that is supposed to assist SSL in the fulfilment of its coordinating role is not working at all. This Committee has not met since its inaugural meeting in 2003. This has made the NSS to remain largely uncoordinated both horizontally and technically.

Inadequate publicity and advocacy

Inadequate publicity and advocacy has not been a problem in the NSS for quite sometime. This can in part be attributed to lack of capacity in the NSS to carry out advocacy as well as lack of good advocacy tools and materials. Due to this inadequate sensitisation of the public, there is little awareness of the importance of statistics in the country.

High Staff Turnover in the NSS

The low staff retention in the NSS is a cause for concern by all the MDAs. However, if the system is to stop or reduce this, it is very important that the NSS offers good career opportunities in statistics to all staff and not too different conditions of service right across the system.

Inability of the NSS to bring to book violators of the 2002 Statistics Act

Governments all over the world are wary of enforcing coordination with severe sanctions, and without these, only incentives are likely to work. Unfortunately, the NSS does not have incentives to offer and has also not so far used the powers conferred on SSL, the national statistical office, under the 2002 Statistics Act.

Lack of dissemination policy in the NSS

A statistical system that lacks a well-defined dissemination policy risks losing its credibility as an independent system. Statistical data are of no value unless they are disseminated to those who need them and are actually used and NSS lacks a dissemination policy to guide information release. It cannot be over emphasized that statistical information loses value unless it is produced and disseminated in a timely manner.

Lack of capacity building policy in the NSS

The NSS does not have a policy in place for capacity building. Even though the system has recruited highly qualified professional staff, the need still exists not only for them to be trained on continuous basis, but logistics and other conditions must be provided for them to function very satisfactorily.

Poor analytical and report writing skills in the NSS

SSL has robust capabilities to conduct large-scale household surveys even on short notice. This gives them comparative advantage over other data producers in the country. However, even with this capacity to collect and process data, SSL and other stakeholders still need to improve the analytical and report writing skills of their staff.

Lack of IT strategy in the NSS

The NSS does not have an operational IT strategy and because of the lack of such a strategy, application of IT has been fragmented and not guided by a strategic approach aligned with the core business requirements. Therefore there is lack of IT standardisation and guidelines for computer hardware and software, computer replacement, virus protection, use of computers and Internet resources.

Lack of databank in the NSS

The NSS including SSL have over the years conducted many surveys and censuses. Although the need to organise the data collected from these surveys and censuses into comprehensive database has been recognised, no such database has been established. Consequently, data access by users and producers including SSL and

the International Community has become difficult. This has also created all kinds of difficulties for data users.

1.7.3 OPPORTUNITIES – NSS must grasp

There are tremendous opportunities for statistical development in Sierra Leone today. These opportunities offer possibilities or chances which, if taken full advantage of, will increase the quantity and quality of official statistics in the country.

High public demand for quality statistical information and products

The Government has re-introduced national development planning with the introduction of the PRSP as a key planning framework. The PRSP process and the new emphasis on tracking progress towards the attainment of national development goals as well as the Millennium Development Goals (MDGs) has created a huge demand for statistical information in terms of quantity, type and quality, thus making statistical information, a much sought after commodity in the country.

Extensive professional training programmes for statistics at international level

In the past few years, there has been an increase in international cooperation and partnerships for statistical development to respond to the unprecedented demand for statistics to evaluate development indicators in developing countries.

The NSS should take advantage of such training opportunities created through the efforts of these organisations engaged in statistical development activities.

The existence of Good political will in the country

There is no political interference into the affairs of the NSS in the country; GoSL do not censure what is published or dictate when it should be published. The Government supported the passage of the 2002 Statistics Act, which made SSL semi-autonomous.

Availability of Donor Support to the NSS

Due to the good will of the international community towards the country, the NSS as a whole is also benefiting from the spill over effect. International organisations like

DIFD, UNICEF, UNDP, UNIDO, EU, IMF, UNFPA and the World Bank, have shown genuine interest in helping the NSS including SSL to become the resource of quality statistics not only for Sierra Leone but the international community at large.

South-South cooperation and study tours by NSS staff.

Many opportunities exist in the sub-region, African region and beyond for sharing experiences, good practices and facilities with other countries. In the sub-region, an ECOWAS Statistics Committee (ECOSTAT) coordinates the development of statistics in member countries by supporting the harmonisation process of ECOWAS statistics; enhancing the cooperation between national statistical systems in order to rationalise the use of two critical resources: regional expertise and external financing; improving the capacity building process in the national statistical systems; and creating a network of knowledge partnership for statistics in the ECOWAS region.

1.7.4 THREATS – NSS must eliminate

There is certain number of threats to the implementation of the NSS programme of activities. The strategy is to avoid or reduce the impact of these threats. The threats that were identified at the workshops are as follows:

Frequent staff turnover in the system

Despite contributions and commitments of national, regional and international institutes to train statistical work force, critical shortages exist in the country. The combination of low pay and management blunder of past managements has also caused some staff to seek posts in other institutions outside of the NSS.

Under Funding of the National Statistical System

Sierra Leone has experienced severe losses of professional staff in the national statistical systems especially their national statistical office (SSL), thus reducing the contribution of the NSS to planning and policy formulation processes. Training and other facilities in this country seem to have diminished as a result of under funding.

Extensive parallel structures in the country

While the need for commitment on the part of stakeholders is always talked about, and for various reasons, coordination among statistical stakeholders has been elusive in Sierra Leone. If there is no commitment to coordination, then the benefits of coordination such as common audiences, standardisation, duplication of efforts and resources etc., will not be derived.

Poor economic conditions affect the operations of the NSS

When the economy of the country is performing well, the NSS like any other sector in the country will benefit. However, the same is true when the economy goes bad. The poor state of the economy is therefore a big threat to the NSS.

Possibility of Respondent fatigue

It is important to note that even in the presence of laws that make response to data collections mandatory, participation by the public in statistical surveys is by and large a voluntary process. Even when the survey process is not voluntary, the organisation still has an obligation to treat respondents in an ethical manner: that is minimizing the burden on their time, respecting their privacy and maintaining the confidentiality they were promised when they provided the information. If this ethical manner is not maintained, then the tendency is created for the respondents across the country to start refusing to cooperate with the organisation.

1.8 Analysis of the Current System

The SWOT analysis and other consultations during the production of this Strategy document lead us to a number of conclusions on issues that must be addressed by the NSDS.

The most important of these are the organisation and human resource of the future NSS and in particular the weakness of statistics units within MDAs. The new strengthened system should improve the capacity of the MDA statistics units as well as ensuring better coordination with SSL. Within SSL the capacity to analyse, interpret and report on surveys and datasets needs improvement. It will be necessary

to provide a structured training programme for existing and new statisticians and other statistical staff. Career opportunities in statistics will need to be improved and a better working environment created for staff. The regional and district statistical structures also need to improve its functioning and output.

Other issues that must be addressed by the strategy include:

- Improved survey response rates from the business community.
- Improved IT systems including databases and links to the regions/districts.
- Analytical reports from all surveys and compilations of statistics.
- Better dissemination of statistics includes website development and metadata.
- Continuing advocacy and publicity for statistics activities.

1.9 A Vision for the NSS

The vision and mission statement of SSL referred to in section 1.3 was discussed as part of the NSDS process and led to the production of the following broader vision for the future NSS. This VISION statement provides a clear view of where all of us want the NSS to be in the near future.

The National Statistics System of Sierra Leone will: coordinate, collect, compile, analyse and disseminate official statistics to assist informed decision-making, and discussion within the government, business and the media, as well as the wider national and international community.

Our statistics will be of high quality, objective and relevant, have integrity and be easily accessible. Producers of official statistics will work in partnership to ensure that all needs are met in the most effective and efficient manner.

Good statistics serve the whole community and a good statistical system is an important pillar of a stable democracy. The NSS will be seen by stakeholders as “a first class National Statistical System” in which leading stakeholders play key roles in the development and sustainability of the system.

Relevance: Our efforts will be directed to the best interest of the government and the wider user community. To aid this, the NSS will ensure that data are available when required and our statistics will therefore have to be timely. To support this, they will be developed within the GDDS framework. We will also need to provide analyses and explanations to help the interpretation of our statistics.

Integrity: Our data, analysis, and interpretations will be objective and apolitical. We will decide what to publish and when, in consultation with the users of our data. We will set and publicise advance release calendars. The methodologies and approaches we follow will be based on sound standardised statistical principles and practices, disseminated widely, and open to scrutiny. We will exercise the highest professional standards in all aspects of NSS activities. The NSS management and staff will continue to be trained in a wide variety of disciplines. We will actively develop the professionalism of our staff, to ensure that the NSS has the technical skills and leadership it needs at all time. We will also be opened about the quality of our statistics, so that our data users can better understand and interpret them, as well as provide us with feedback on how we can improve them. We will work in partnership with our data providers. They will be encouraged to provide accurate information, and we will ensure that the data provided is strictly protected as required by the Statistics Act, 2002. We will explain clearly why the information is being collected and how it will be used. Every NSS officer will be required by law to give an undertaking of fidelity and secrecy, and the NSS will maintain a highly secured physical and computing environment.

Accessibility: We will provide access to statistics through a range of affordable and high quality information products and services. We will ensure that all data users enjoy equal opportunity of access to statistics. Electronic products will eventually be placed on the Internet, free of charge.

PART 2: WHAT WE INTEND TO DO - A Five Year Work Plan For Statistics

2.1 Introduction

This section provides a detailed outline of the statistical activities that Statistics Sierra Leone (SSL) and other partners in the National Statistical System (NSDS) plan to implement in the five years from 2008 to 2012.

It is essential that all stakeholders accept the strategic plan and the five-year work programme. Consultative meetings have been held with stakeholders. The rationale behind this was for them to take ownership of the finished document, which will build commitment for the successful implementation of the strategic plan and the five-year work programme.

Established initiatives aimed at improvement of the statistical system such as the IMF's General Data Dissemination System (GDDS); the World Bank/ADB International Comparison Programme (ICP); and ECOWAS initiatives have been integrated into this plan and thus support the implementation of the NSDS.

Possibly the most important and challenging objective of NSDS is a coordinated and improved national statistical system, which recognizes the important role played by MDA statistical units in providing essential statistics.

2.2 SECTOR WORK PLANS

All stakeholders in the National Statistical System (NSS) were requested to present their work plans at a two-day workshop where they were discussed among other things.

The following are the work plans presented by the Sectors:

Ministry of Labour, Employment and Social Security – The Ministry decided that they will join in partnership with NSS for the following activities:

- i. Labour Force Survey 2010
- ii. Annual Survey of Employment starting 2008
- iii. Processing the Annual Survey of Employment 2008
- iv. Start publishing an Annual Bulletin of Labour Statistics 2010.
- v. Annual Survey of Factories starting 2009.
- vi. Processing of Annual Survey of Factories 2009.
- vii. Strengthening the statistical unit 2008.

Ministry of Agriculture and Food Security:

- i. Develop Forestry Statistics with assistance from SSL 2008
- ii. National Agricultural Census in collaboration with SSL 2011
- iii. Develop Fishery Statistics 2008
- iv. Survey of Agricultural Outputs and employment and Prices 2008
- v. Strengthening of statistical unit 2008.
- vi. Food security assessment and early warning information 2008.
- vii. Market price data collection and information systems 2008.
- viii. Creation of database on sector investment 2008.

Ministry of Health and Sanitation:

- i. Health Information Systems (HIS) 2007
- ii. Demographic and Health Survey (DHS) 2007
- iii. Training and data collection for birth and death registration 2008
- iv. Joint Annual Publication on Health Statistics 2009
- v. HIV/AIDS secondary data collection and analysis 2008 & 2011
- vi. Nationwide survey on HIV/AIDS 2010
- Vii. Strengthening of statistical unit 2008.

Ministry of Education, Youth and Sports:

- i. Preparation of the Education Management Information System (EMIS) starting 2007.
- ii. Annual educational data collection from all institutions (Pre-School, Primary, JSS, SSS, teachery and Tech. Voc.) nationwide in collaboration with SSL 2008.
- iii. Joint Annual Publication on Education 2009.
- iv. West African Senior School Examination 2007
- v. Strengthening statistical unit 2008.

Ministry of Tourism and Culture:

- i. Compilation of tourism statistics nationwide 2008.
- ii. Strengthening the statistical unit 2008.
- iii. Data collection on Registered and Licensed Hotel/Guest Houses 2008.
- iv. No. of Visitors Arriving by Air 2008.
- v. No. of Employees in Tourist Establishments 2008.

BANK OF SIERRA LEONE

Balance of Payments

- I. Data compilation on International Investment Position (IIP) in 2007 and expand coverage in 2008.
- II. Compile half yearly Balance of Payment Statistics in 2009.
- III. Survey of Foreign Direct Investment (FDI) inflows in 2009.
- IV. Training on the Sixth Manual of Balance of Payments in 2009.
- V. Compilation of Balance of Payments and International Investment Position using the Sixth Manual Methodology in 2010.

Monetary and Banking Statistics

- i. Expansion of the Depository Corporation Survey in 2008
- ii. Collection of data from other Financial Corporations in 2008-9.
- iii. Conduct Financial Corporation Survey in 2010.

Fiscal Statistics – Ministry of Finance and Economic Development:

- i. Publication of Government Finance Statistics (GFS) 2008.
- ii. Annual Public Expenditure Tracking Survey (PETS) 2008.

Ministry of Transport and Aviation:

- I. Improve data collection on licensed vehicles and drivers
- II. Publish Annual Transport Bulletin
- III. Mean Temperatures Recorded at Meteorological Stations (o Celsius) 2008.
- IV. Rainfall Recorded at Meteorological Stations 2008.
- V. Relative Humidity (%) Recorded at Meteorological Stations 2008.
- VI. Air Transport: Airport Activity – International Service 2008.

Ministry of Trade and Industry:

- I. Annual collection of data on essential commodities both local and imported 2008.
- II. Upgrade the statistical capacity through training, data processing, monitoring and dissemination 2008.
- III. Establish Planning, Evaluation, Monitoring and Statistical Division (PEMSD) 2009.
- IV. Establish Databank 2008.
- V. Collaborate with the NSS to conduct the Business Establishment Census 2010.

VI. Collaborate with the NSS to conduct the Informal Sector Survey 2009.

Ministry of Social Welfare, Gender and Children's Affairs

- i. Conduct a National Disability Survey to ascertain the number and degree of the disable.
- ii. Survey of War Affected Children to ascertain child ex-combatants who missed out on DDR programme.
- iii. National Vulnerable Survey of including women and children.
- iv. The NSS to set up a statistical unit in the Ministry and train the staff.

2.3 INSTITUTIONAL CO-ORDINATION ARRANGEMENTS

The NSS will have a well streamlined institutional and co-ordination arrangements to operate effectively. There are several functions to be performed within the system including policy making and oversight generation, dissemination and use of statistics co-ordination, supervision, monitoring and evaluation and capacity building – all of must be assigned to appropriate responsibility centers to ensure effective harmonization and synchronization.

SSL will play a leading role in taking the NSS through change management by establishing or re-organizing statistics units in the MDAs and will create quality consciousness among data producers and users.

Moreover SSL will:

- Set standards and protocols for the generation, dissemination and use of official statistics and ensuring that they are observed within the NSS.

- Co-ordinate the generation, dissemination and use of official statistics within the NSS to enhance synergy, minimize duplication and promote optimal use of resources.
- Link the NSS to external statistical systems.
- Guide MDAs on statistical capacity building and technical issues.
- Promote statistical research and setting research agendas for different components of the NSS.
- Liaising with the office of the Minister of Finance and Economic Development to ensure that MDAs statistical activities are captured by the National Development Plan/Programme.

2.4 JOINT WORK PLAN FOR COLLECTION AND DISSEMINATION OF DATA

The following joint responsibilities between SSL and the MDAs are envisaged:

- Ministries of Gender, and Social Welfare, Labour and Employment, Local Government and SSL shall collaborate to collect and disseminate data on employment.
- Ministries of Health and Sanitation, Local Government, Education and Sports, Agriculture, Water, Lands and Environment as well as SSL shall collaborate to collect and disseminate data on Health Statistics.
- Ministries of Agriculture, and Local Government as well as SSL shall jointly collaborate to collect and disseminate data on Agriculture.
- The Bank of Sierra Leone (BSL), National Revenue Authority (NRA), Ministries of Finance and Economic Development, Trade and Industry shall collaborate with SSL to collect and disseminate trade data and other main economic indicators.
- Ministries of Agriculture, Trade and Industry, SSL, BSL and NRA shall work together to collect and disseminate data on prices.
- The Ministry of Internal Affairs, SSL, Sierra Leone Police and Prisons Department shall collaborate to collect crime data.

- Bank of Sierra Leone and SSL shall jointly collect and disseminate data on Balance of Payments.
- The Ministries of Trade and Industry, Labour and Employment, the Economic Policy Research Unit (EPRU), National Social Security and Insurance Trust (NASSIT), National Revenue Authority (NRA) and SSL shall collaborate to collect and disseminate data on business and industry.
- The office of Births and Deaths and SSL shall collaborate to collect and disseminate data on birth and death registration in the country.
- The Ministry of Energy and Power and SSL shall collaborate to collect and disseminate data on energy and water.
- The Sierra Customs and Excise and SSL shall collaborate to collect and disseminate data on external trade.
- Ministry of Local Government, Office of Auditor General and SSL shall collaborate to collect and disseminate data on local government finance.
- The BSL and SSL shall jointly collect and disseminate data on foreign private-capital flows and investment climate.

2.5 Macro Economic Statistics

a. National Accounts

There is growing consensus on the need for countries to develop their system of National Accounts in order to promote international comparisons. Economists and policy analysts to evaluate the performance of one economy against that of other similar economies use such comparisons. They can influence popular and political judgments about the relative success of economic programmes in the same way as development over time within a particular country. A country's National Accounts provide relevant information on a wide range of economic activities and the different sectors of the economy together with their inter-relationships. A country's National Accounts can be used to monitor the movements of major economic flows such as production, household consumption, government consumption, profits, wages, net

exports etc. National Accounts statistics also provide detail information on a country's economic transactions with the rest of the world. The information provided by National Accounts plays a key role in economic decision-making and planning.

Data limitation has been one of the major bottlenecks in compiling national accounts statistics in Sierra Leone. The adoption of the 1993 System of National Accounts (SNA 93) brings new challenges that require the removal of bottlenecks to the compilation of National Accounts, such as the lack of reliable data on agricultural productivity and informal sector activities.

Coverage is an important consideration in assessing the quality of National Accounts estimates. National Accounts estimates with partial or haphazard coverage tend to be biased and unsuitable for International Comparison and monitoring economic growth. Inaccurate statistics serve nobody's interest as they give an inaccurate picture of the economy. Given the multiple uses of the Gross Domestic Product (GDP), such as the determination of the amount of our financial contributions to multilateral agencies, assessment of the progress made in reducing poverty and income inequality, estimation of the amount of budgetary support needed from multilateral institutions such as the IMF etc, it is imperative to improve on the coverage of the National Accounts.

The National Account surveys will be expanded to cover what is termed the "Non Observed Economy" comprising of underground and illegal production, informal sector production and production of households for their own use. Informal sector activities are an important part of the economy providing employment for over seventy percent of the population. We need to know the main players in the informal sector, its size in terms of employment and output, factors shaping the informal activities etc. Succinctly put, we need Informal Sector Surveys to monitor the activities of the growing small-scale business sector and gather data for the formulation of small-medium scale enterprise development policies.

The national accounts work programme will thus improve the range, quality and timeliness of national accounts and move to publication of half yearly accounts. Key deliverables over the five-year period will be:

- Annual national accounts published each year within 11 months of the year-end, based on continually improved and extended annual business surveys.
- Expand the presentation of Government Sector accounts in 2008.
- A system of half-year accounts developed with first publication of H1 2009 (and 2008 estimates) by December 2009.
- Rebase the national accounts in 2010. Based on a new benchmark value added survey and an informal sector survey conducted in 2009.
- Establish Supply and Use tables by institutional sector in 2010.
- Introduce annual rebasing from 2011 subject to resources and user views.
- Prepare the ground for extending the national accounts to cover financial accounts work after the plan period.

b. Balance of Payments

These statistics are the responsibility of the **Bank of Sierra Leone**. They have a good quality statistics department who have the following development plans for their statistics:

Data compilation on International Investment Position (IIP) in 2007 and expand coverage in 2008.

Compile half yearly Balance of Payment Statistics in 2009.

Survey of Foreign Direct Investment (FDI) inflows in 2009.

Training on the Sixth Manual of Balance of Payments in 2009.

Compilation of Balance of Payments and International Investment Position using the Sixth Manual Methodology in 2010.

c. Monetary and Banking Statistics

These statistics are also the responsibility of the **Bank of Sierra Leone**, who already compile and publish Money, Banking and other Financial Statistics based on IMF standards. New developments planned or considered necessary over the next 5 years are as follows:

- Expansion of the Depository Corporation Survey in 2008.
- Collection of data from other Financial Corporations in 2008-9.
- Conduct Financial Corporation Survey in 2010.

d. External Trade

In an open economy like Sierra Leone, the flow of imports and exports of goods are important variables in analyzing economic trends. They are also essential inputs to accurate national accounts and balance of payments. The compilation of accurate, reliable and timely trade statistics enables the government to determine actual and projected customs revenue. Accurate direction of trade statistics inform business sector development by identifying sources of supply of goods and services and help in the effective administration of embargoes and quotas intended to restrict counterfeit items entering the country. Reliable and accurate external trade data is needed to accurately estimate the impact of tariff and trade concessions granted under the General Agreement on Tariffs and Trade (GATT) and the ECOWAS Common External Tariff (CET). Under the ECOWAS Common Tariff Agreement, member states that are adversely affected by the adoption of the Common External Tariff may be compensated. To determine the amount of compensation that should be received member countries must maintain accurate and exhaustive trade statistics.

Merchandise trade statistics are mainly processed and compiled from declarations lodged at customs but supplemented by data collected from other sources (including oil companies, Diamond and Gold Department (GDD), and the Bulk unit at Customs).

The figures generated are used for the compilation of Balance of Payments Accounts used in appraising and analyzing major movements and trends in International Trade.

Presently there are discrepancies between the trade figures generated and disseminated by Bank of Sierra Leone and Statistics Sierra Leone, which must be reconciled. To get accurate balance of payment figures, there is a need to reconcile trade figures from various sources by maintaining a harmonized system for the compilation of trade statistics. There is also the need to collect data on trade in services and expanding the coverage of external trade data to include data generated at custom border posts around the country. The measures proposed in the NSDS are intended to improve on the coverage and reliability of external trade data and the balance of payment statistics.

As mentioned above, two sets of trade data are currently compiled and published (Central Bank and SSL). By the start of this Strategic plan it is expected that agreement will be reached to rely on the SSL data for all purposes.

Plans are therefore as follows:

- Central Bank to discontinue separate compilation of trade data in 2008 and to rely on SSL
- SSL to commence publication of a new quarterly bulletin on trade statistics in 2008
- SSL to reintroduce its annual publication on the direction of trade in 2009.
- Data fields captured by the system to be expanded to 37 as recommended by ECOWAS when the new Customs Declaration form is introduced. In particular this will provide currency information.
- Unit value based import and export price indices to be introduced and published in 2010.

e. Government Finance Statistics (GFS)

The **Ministry of Finance and Economic Development** has with external assistance installed a new computer system for budget planning and monitoring. The consultants devising this system were aware of the IMF statistical GFS standards and the system is therefore capable of generating GFS data quarterly for publication. MOF will commence publication on a GFS basis at least for the budget sector during 2008, and gradually extend the fiscal statistics to cover the wider general government sector over subsequent years.

MOF will also continue to run their annual Public Expenditure Tracking Survey (PETS). This survey monitors the flow of funds allocated to MDAs through the system to determine whether they reach the intended beneficiaries.

f. Index of Production (IOP)

A new quarterly IOP will be established and published by SSL for the first time in 2009. BSL will discontinue its current monthly partial IOP from that date.

g. Price Statistics

A National Consumer Price Index (CPI) with rural and urban coverage, revised weights and update basket of goods and services is an important indicator used to adjust wages, pensions, social security benefits etc to compensate for loss of purchasing power caused by inflation. A consumer price index produced with full consideration of international principles and recommendations is essential for inflation targeting. To set a realistic rate for the inflation target, the CPI should be measured without bias.

Regular updating of weights and handling technical issues such as quality adjustment, item and outlet substitutions etc. in a professional manner can avoid such bias. The CPI programme is designated to provide robust estimate of the rate of

inflation suitable for any inflation targeting regime. Regular household expenditure surveys are required to address the needs of the CPI.

The ECOWAS Monetary union programme has set single digit rates of inflation as the convergence criteria for monetary union. Sierra Leone has agreed to meet this target and has undertaken to provide unbiased estimates of inflation for monitoring compliance to the convergence criteria. Thus the CPI program is designed to ensure that we meet our international commitments and maintain national integrity.

Accurate producer and retail prices of agricultural produce are also crucial in designing food security programs including food availability and food access, because prices serve as signal for food availability and food access. Prices provide a snapshot of current and expected supply of commodities by the interaction of the forces of supply and demand and determine the amount of a good or service households can consume. They give information on how much of a commodity is available and serve as incentive or disincentive for production. Given that price stability or instability can have a dramatic effect on market behaviour and household food security, it is important to develop a system of monitoring prices as a basis for developing early warning mechanisms.

During 2007 a new rebased national Consumer Price Index (CPI) with extended rural and urban coverage was launched. Further developments on CPI during the planning period will include:

- Expansion of price collection to all 12 Districts in 2008.
- A new annual publication on price statistics starting from 2008.
- Improved harmonization with other ECOWAS countries.
- Rebasing in 2010 based on a new Household budget survey in 2009.

A new quarterly Producer Price Index (PPI) will be established based on new surveys of businesses. Key developments will be

- Experimental indices in 2009.
- First published indices in 2010.

- Expansion from manufacturing to selected services in 2011.

The programme includes provision for providing internationally comparable price data for the computation of purchasing power parities (PPPs) used to convert national currencies into a common currency. PPP conversion rates enhance comparison of real output across countries. PPPs are needed in order to measure the key MDG poverty target: the proportion of Sierra Leoneans living below one PPP dollar a day, the real size of the Sierra Leone economy and the cost of living index. PPPs are of special interest to researchers and development partners such as the African Development Bank (ADB), World Bank, International Monetary Fund (IMF) and Eurostat.

SSL are participating in an international project to produce these for the base years of 2006 and (probably) 2010. The work includes collecting comparable price data in addition to that collected for the CPI and also producing detailed breakdowns of consumption within the national accounts.

2.6 Business and Labour Statistics

a. Business Surveys

Response rates will be improved via a mixture of education, promotion, perseverance and selected penalties for persistent refusals to cooperate. The most important message to get across to the business community is that confidentiality of the data supplied under the Statistics Law is guaranteed. Even Ministers do not have the right to see individual statistical returns.

SSL will work with the Ministry of Trade and Industry to ensure that their needs for data are met. It will conduct or organize the following business surveys during the planning period... Where separate reports are not specified, then outputs are covered under the respective topic headings above.

- Annual National Accounts Survey of value added and output

- New smaller half year national accounts sample survey from the first half (H1) of 2008
- A new quarterly sample survey from Q1 2008 for the IOP.
- A benchmark PPI survey of businesses in 2008
- A smaller quarterly PPI survey from 2009
- Informal sector surveys and reports in 2009 and 2012
- Employment census/survey and report in 2009 (in cooperation with the Labour Ministry)
- Development of Mining Survey from 2009
- Census of Business Establishments and report in 2010

In order to conduct these surveys successfully and ensure comprehensive coverage and/or soundly based sample design, the maintenance and updating mechanisms for the Business Register will be improved. New companies and those ceasing operations will be identified together with changes of classification. This will come from a combination of administrative sources, feedback from survey staff in the Districts and special “proving” surveys.

Line Ministries/departments/units generate a lot of data as a by-product of their operations. For instance, information collected by the National Social Security and Insurance Trust (NASSIT) and the National Revenue Authority (NRA) play a very vital role in updating the Business Register.

However experience in Sierra Leone is that small and medium enterprises (below 10 employees) tend to be missing from these administrative sources. Hence the need for a census of establishments every 5 years to ensure that the business registers is kept reasonably comprehensive.

b. Labour Statistics

The indicators that would be produced by implementing the Labour Statistics programme are intended to meet the requirement the International Labour Organisation and provide data for monitoring the progress made to the achievement of the MDGs related to employment.

Subscribing to the global employment agenda requires the GoSL to promote decent work, a pro-employment macro economic framework, promotion of entrepreneurship and private investment, improving the productivity and opportunities of the working poor, and ending discrimination in the labour market. The statistics should provide the data needed for monitoring these policies.

The indicators to be generated include, economically active population, employment, unemployment and underemployment, structure and distribution of the economically active population, average earnings and hours of work, wage structure and distribution, labour costs, household expenditure and income, occupational injuries and diseases industrial disputes and consumer price indices. The proposed program is intended to enable us keep track of the MDG indicators relating to the employment such as; share of women in wage and salaried employment, in the non-agricultural sector and unemployment rate of 15-24 year olds by sex.

This has been a neglected area of statistical activity and many needs to be improved during the planning period. In particular the annual employment data collected by the Ministry will be processed and analysed on a regular basis. SSL will also conduct and publish in 2010 the first household based Labour Force Survey since the 1980's.

Improved cooperation will be established between SSL and the Statistics Unit of the Ministry of Labour, including training of staff and assistance with processing, analysis and publication of data. The Ministry also plans to train some of their staff in their Statistics section.

SSL and the Ministry of Labour have agreed on the following plans:

- Re-establish processing and analysis of the annual survey of employment conducted by the Labour Ministry in 2008.
- Introduce a new series of annual average wage data by industry based on NRA PAYE records in 2008 or 2009.
- Assist the Ministry to conduct a census of formal sector employment in 2009.

- Analysis and Publication of the 2010 household based Labour Force Survey.
- Introduce a new annual bulletin of labour statistics from 2010.
- Analyze the employment aspects of the 2009 Informal Sector Survey to supplement formal estimates of employment.
- Estimation of annual Labour Force Indicators.

2.7 Agriculture and other Economic Statistics

a. Agricultural Statistics

The need for agricultural data in Sierra Leone lies in the importance that agricultural production activities play in the economic development of the country. These include: provision of food for the daily dietary needs of the population; employment; and critical foreign exchange; etc. Since agriculture forms the heart of the Sierra Leone economy, its sustained development is of vital importance to economic growth and development.

An essential ingredient for this however is a well-established agricultural database collection, analysis and dissemination system/program. In the past decades, there has not been much in the area of agricultural statistical data collection, analysis, interpretation and dissemination. The agricultural statistics section of Statistics Sierra Leone is charged with the onus of collecting agricultural statistical information nationwide.

Agricultural Statistical data has been collected and analysed by the Planning Evaluation Monitoring and Statistics Division (PEMSD), the Statistical arm of the **Ministry of Agriculture and Food Security**. Most of the primary data collected by PEMS is for the cropping sector, the non-cropping sectors such as Fisheries, Forestry and Livestock were not included in their survey samples.

Agricultural Statistical data will continue to be collected and analysed by PEMSD. However their capacity for the production, management and analysis of agriculture statistics has suffered during the past decades of economic deterioration and civil war. The Ministry will upgrade the capacity of their statistical unit, with assistance from SSL, by providing training, advice and practical assistance with processing, analysis and dissemination.

The Ministry will agree to a division of statistical responsibilities with the NSS¹ and they will establish a joint database of available information on food security and agricultural production. The information needs of the newly established Land and Water Division will be included in these plans. Obtaining data from some NGOs has been a problem for the Ministry and the NSS will have to assist with this.

Joint plans between the Ministry and SSL for the period include:

- Further analysis of past surveys in 2008. Including the Sierra Leone Fishing Survey 2003/2004, some modules in the integrated survey on farm production, food security and Vulnerability and nutrition and The Agricultural Module in the Sierra Leone Integrated Household Survey (SLIHS).
- Assistance to the Ministry to conduct a new survey in 2008 of agricultural inputs and their cost of production. Both crops and livestock would be covered.
- Development of Forestry statistics in 2008 jointly with the Ministry.
- Development of Fishery Statistics in 2008.
- New surveys in 2009 on agricultural outputs, employment and prices.
- Analysis in 2010 of rural incomes and rural development based within a national accounting framework.

¹ There is some duplication at present on collection of consumer prices for local food crops.

- Conduct a National Agricultural census in 2011, including statistics on land areas under cultivation.
- Improve statistics on food security.
- Meet the information needs of the newly established Land and Water Division of the Ministry.

Conducting an agricultural cost survey will provide the much-needed data for monitoring the poverty reduction strategy of the GoSL. This survey will provide timely and reliable information on key economic and social indicators that underpins the planning, monitoring and revision of GoSL programmes.

The goal of the Agricultural cost survey in 2008 will be to investigate farmers' input costs and product prices at time of harvests at both subsistence and commercial levels of production.

The 2009 agriculture output survey is expected to provide information on the production and distribution of almost all major crops, livestock, forestry statistics, agricultural manpower output etc.

Several partial agricultural output surveys have been conducted in the past, but a much large survey in terms of sample size and coverage is now required. Data will be collected on the volume and values of Agricultural produce and livestock and make inferences that will be relevant for macroeconomic policy formulation geared towards the improvement of the performance of the agricultural sector.

The proposed census of agriculture in 2011 will be one of the key data sources for measuring and evaluating food poverty reduction strategy performance and outcomes. It will be a census, not a survey, and will therefore in particular generate good quality data at local area level. The census will entail the collection of data on the size /area of the country under cultivation (this includes area under both crop and livestock production); the farming population; the various categories of crops and livestock produced; the type of agricultural facilities in the country; etc.

All available agricultural data (crops and livestock and marine resources) will form part of a data bank on agriculture for the NSS. This will include estimates of production and yields of various crops and livestock produced over the past three decades.

b. Energy and Water Statistics

The **Ministry of Energy and Power** plans to set up a statistics unit with assistance from NSS. They will upgrade their statistical capacity and develop statistics in particular on:

- The nationwide production, supply and consumption of electricity, oil, hydro and other energy sources.
- Energy balances of supply and demand will be constructed,
- Statistics on portable water production and consumption (Rural and Urban) services (Water Supply Division).
- Users have also asked for statistics on energy potential in the country e.g. hydro, and solar energy.

c. Environmental Statistics

There is currently no statistics unit at the **Ministry of Lands and the Environment**. As part of the NSDS they will set up such a unit with assistance from NSS.

Statistics on land use will be developed, jointly with the GIS unit and with the Ministry. In particular on the distribution of Land to individuals, organizations, government ministries/agencies, protected land and national parks, survey information on the area of land divided by utilization categories and territorial profile (See also GIS section on land use maps).

Work will also be undertaken to compile annual statistics on sanitation and sewerage. Climate statistics would continue to be published in the Annual Abstract.

d. Transport and Communication Statistics

The transport Statistics Section of the **Ministry of Transport and Communications** has become dormant after an excellent start under a World Bank Project, which closed two years ago. The Ministry and NSS will work to get this unit re-established, staffed and trained during the planning period.

The Sierra Leone Road Transport Authority (SLRTA), which is an agency of this Ministry, does already have a small statistics unit. NSS will work with this unit to:

- Improve data collection on licensed vehicles and drivers
- Introduce a annual Transport and Communication Statistics Bulletin

e. Tourism and Culture

The Statistics Unit of the **Ministry of Tourism and Culture** and NSS will work to ensure regular collection and publication of statistical data on inbound and outbound visitors (2007 – 2012).

At present there is no demand for statistics on cultural activities.

2.8 Population Census and Household Surveys

a. Population and Housing Census in 2014 ²

Mapping of Enumeration areas for the next census and planning for the questions to be asked will commence in 2011. A test or pilot census to try out the proposed census questionnaire would take place in 2012.

² The budget for the NSDS does not include any provision for census preparations. This will be separately costed.

b. Household Survey Programme

Reliable household survey information is essential for effective development planning, policy formulation. This has been one of the success stories for SSL in the past and will continue to be so in the future. The household survey programme will provide essential monitoring information on society and poverty in advance of the next census of population planned for 2014.

Survey Division of SSL will conduct and process, analyse and publish reports from the following surveys during the planning period:

- Demographic and Health Survey and report (DHS) in 2008
- SL integrated Household Survey (SLIHS) in 2009 – This is a Household Income and Expenditure Survey. As this is a 12-month survey the report would not be available until 2010.
- Core Welfare Indicator Questionnaire Survey (CWIQ) and report in 2009. The sample for this would be combined with the SLIHS above
- Labour Force Survey (LFS) and report in 2010.
- Continue the occasional series of “Service Delivery Perception Surveys” for the Ministry of Internal Affairs, Local Government and Rural Development.

2.9 Regional and GIS statistics

Regional and District Statistics

Apart from Census data, this is an undeveloped area. SSL will therefore:

- Upgrade HQ capacity and databases on regional data.
- Integrate its work with that of the SLIS unit to be transferred to SSL in 2008.
- Upgrade its analytical and briefing capacity in its three main regional offices.

- Train and develop staff of district council as users and potential future producers of statistics.

2.9.1 Geographic Information System (GIS)

A Geographic Information System (GIS) is a computer-based information system that captures, stores, manipulates, analyzes and displays spatially referenced and associated tabular attribute data. GISs have taken advantage of rapid developments in microprocessor technology to address the special challenges of storing and analyzing spatial data.

2.9.11 Geo-Information Communication Technology Development

Recent developments in Geo-Information and Communication Technology (Geo-ICT) such as information system modelling standards, database technology, global positioning system, Internet technology development, wireless communication and acceptance of geometry standards, have given tremendous push towards the development of geo-spatial data infrastructure (GSDI) which is also termed Spatial Data Infrastructure (SDI). Geo-spatial Data Infrastructure (GSDI) is essentially the enabling environment that supports easy access to, and utilization of, geographical data and information. This ensures that all members of society are included in decision-making based on spatial information. Even more succinctly, we may define Spatial Data Infrastructure as the mechanisms for efficient production, management, dissemination and use of geospatial information. This has created new perspectives in both the development of new geo-information systems and the improvement and extension of existing ones.

2.9.12 Socio-economic Relevance

The earth observing satellites generate environmental data but specialists including scientists and spatial analysts transform those data into forms that are intelligible to other people particularly the politician. Undeniably, one of the tasks proper of the scientist is to be able to present his findings in such a way that decision makers can understand and use them. **Geo-information** is a specific type of information that

results from the interpretation of spatially referenced data. The primary sources of these data today are the earth observing satellites. By providing data that facilitates fuller knowledge of stock, distribution and potential environmental impacts of exploiting natural resources, geo-information adds value to natural resources. For example it helps the decision maker to appreciate when further exploitation will bring negative economic returns. A particular natural resource may be available in a country in economically attractive quantity. However, geo-information on the environment may suggest that the potential impact of exploitation is considerable. On the basis of this, a country may delay exploitation until it is able to develop appropriate response to the anticipated impact.

Geo-information also reduces costs of monitoring while at the same time offers the advantage of obtaining necessary data in real-time. Using geo-information based on imageries with high resolution, the forest resource manager does not need to be on the field to update his data about the resources in his forest reserve. Where data retrieval is critical as in urban land use management in which it is often necessary to use data on property ownership, geo-information saves time and money. At the same time it ensures that the available data are accurate. Geo-information facilitates prediction that enhances disaster preparedness and management of disasters such as the potential flooding in a particular drainage basin. When this is accurately done, occupants of the basin can be provided with early warning which will enable them to vacate high risk areas before the flood water comes. Advances in Information Communication Technology (ICT) facilitate data sharing and transfer. Processed geo-information archived in a metadata framework can be paid for by potential users. In this sense, geo-information becomes a commodity which is paid for by the user.

Land markets, including purchase, lease and other transactions with land, has been vital to the successful development of all the advanced market economies. Land has also been regarded as the best kind of collateral in developed market economies. Geo-information provides the solution to the problems of developing property database in rural and urban areas. Geo-information is also useful in evaluating land

cover/land use changes in a given area. This is one area where this type of data has gained ready application. Repetitive coverage of an area by regular passage of satellites can help to identify changes taking place in land use/cover of an area. The assessment can also be made with multi-source spatial data. With appropriate software, the area of each category of land use/cover can be computed and loss or gain in area by that category can be estimated. It is also possible to project future land use changes based on the data available on hand. Using geo-information for this purpose is usually affected by the difficulty of recognizing finer categories of land uses particularly because land use is generally complex. However, as resolutions of imageries improve, this limitation is becoming less significant. Another dimension of the relevance of geo-information in land use matter is in the preparation of cadastral map for urban land use management.

Water resources management has several aspects that require inputs from geo-information. First, availability of water on the earth surface is associated with the global water cycle. The earth observing satellites collect relevant data on the parameters of hydrological cycle which can be used to predict water availability on the earth's surface. This is critical to gaining insight into fresh water budgeting for the various parts of the world. Apart from this, geo-information is useful in planning surface water use. With satellite data, it is possible to have adequate information about water use in the various parts of a drainage basin particularly in terms of withdrawal/consumptive usage of the water for irrigation. Monitoring of surface water storage as well as the status of water dams are also made possible through the use of geo-information. Water bodies register distinctively on satellite imageries and changes in their outline over time can be easily monitored. They can also be used to monitor the distribution of water weeds such as water hyacinths on lakes and rivers.

2.9.13 Benefits of a GIS to Sierra Leone

A well-designed GIS has the capability of providing quick and easy access to large volumes of data. It can select information by area or by theme to merge one data set with another, to analyze spatial characteristics of data, to search for particular features, to update quickly and cheaply and assess alternatives.

The benefits of GIS to Sierra Leone can be seen from two perspectives:

- Past and current
- Potential

a. Past and Current Benefits:

- The provision of digitized EA shape file linked to census data for analytical purpose.
- Provision of EA maps for the 2004 Population and Housing Census.
- The use of EA shape-file to delineate 112 constituencies for the past parliamentary and presidential elections.
- Provision of constituency maps for the General elections.
- Current work on a social atlas.
- Current ongoing work on the sampling frame for the conduct of inter censual surveys.
- GIS maps used for EA map segmentation and listing for the Sierra Leone Demographic and Health Survey (SLDHS).

Potential Benefits of GIS:

- Ability to offer an improved map service.
- Opportunity to reduce sets of manual maps held and associated storage costs.
- Greater efficiency resulting in increased staff capacity and savings.
- Faster and more extensive access to geographic information throughout the department or authority.
- Improved analysis e.g. areas, distances, patterns, etc.
- Better communication of information to public officers, members.
- Improved quality of services.
- Better targeting and coordination of services.

A number of other benefits generally attributed to GIS:

- Improved productivity in providing public information.
- Improved efficiency in updating maps.
- The ability to track and monitor growth and development over time.
- Improved ability to aggregate data for specific sub areas.
- Ability to perform and display different types of professional analysis that are too cumbersome or time consuming using manual methods, and
- Improved policy formulation

The GIS unit at SSL will work with MDAs to enhance and develop their GIS capability. They will also absorb the GIS work currently undertaken by the SLIS based in DACO. During the early part of the plan period it is envisaged that the technical capacity of MDAs will be inadequate to take on the work themselves, and so the SSL GIS unit will offer this capability even for non-statistical GIS data.

The strategy is that non-statistical work should not be conducted in SSL on a long-term basis and MDAs should therefore take on the non-statistical work themselves as soon as they are able to do so.

The main NSDS developments during the planning period will be:

- 2008 - To have an updated EA level census database to be used by all development partners for policy and planning, dissemination and sampling purposes.
- 2009 - Development of a Land Information System (LIS). The outcome will be a cadastral system in partnership with the Ministry of Lands where all parcels of land and their use will be documented and mapped for efficient management. This will provide land use statistics and maps as well as being of administrative value to the Ministry.
- 2010 - Establishment of an urban address Master Database. This consolidated address database with mapping capabilities would replace the existing address databases and allow for real time updating and

synchronization. It could be used by SSL as a sampling frame as well as by MDAs for administrative purposes.

In addition, the GIS unit at SSL will assist with policy/administrative uses of GIS, which are outside of the scope of the NSDS:

- 2009 – Introduce GIS technology in various educational institutions in cooperation with the Education Ministry. Schools and colleges will have in their curriculum basic concepts of GIS and its application in various fields of development.
- 2011 - Road net Development. The outcome of this will be development and refinement of existing road net coverage as a GIS database usable by multiple agencies.

2.10 Demographic Statistics

Demographic indicators and population estimates provide timely and accurate data for policy planning and formulation for the country and it will help to design appropriate strategies to monitor the impact of some indicators on the labour force, poverty-reduction and economic growth within the country.

The planned activities will be as follows:

- The regular fertility, mortality, marriage, divorce and other demographic indicators produced annually at national level will be extended to regional and district level using census and other information in 2008.
- Demographic indicators and population estimates will be updated annually using household survey and administrative data and where necessary extrapolation of trends.
- Life tables (Life expectations and survival rates) are currently produced from the 2004 census using a method known as “Brass Indirect Technique”. Estimates of the crude mortality rate, age specific mortality rate, infant

mortality rate (IMR), child mortality rate (CMR), under five mortality rate (UFMR), and adult mortality rate are also given.

- New and improved techniques to estimate infant and child mortality will be developed and tested. These new techniques can be applied to situations in many developing countries where fertility/mortality may not be constant. This special project will seek to estimate mortality over different age ranges at different points in time and thus derive new and we hope improved life tables.

The published annual demographic report will also contain basic tables extracted from the 2004 Population and Housing Census monographs and other household survey conducted by Statistics Sierra Leone and other data producing agencies within the National Statistical System.

2.11 Health and Education Statistics

The provision of health and education indicators (infant mortality ratio, percentage of people with access to safe drinking water, enrolment and pass rates and many others) is crucial to the achievement of the Millennium Development Goals related to both sectors.

a. Health

The **Ministry of Health and Sanitation** is currently focussing on a National Health Account, child/infant mortality, reproductive health and HIV/AIDS. It has expressed the need for collaboration with SSL in the provision of related statistics. Statistics under this heading also include morbidity, mortality, disability and reproductive health. A needs analysis for information has been conducted as part of the HIS.³

³ A fully functional Health Information system (HIS) is being installed within the Ministry of Health and sanitation, which will facilitate the production of statistics. Costs for this are not covered by the NSDS.

The main objective will be to upgrade the capacity of the statistics Unit within the Ministry via training, support and assistance with analysis and processing of data. Data collection training will also be needed for Ministry staff based in regions and districts. A household survey will also be carried out, analysed and published by SSL on behalf of the Ministry.

The joint outputs during the planning period would be:

- Improve data management, publication and dissemination of information on staff and activity statistics from all health establishments throughout the country to be established in the Ministry by 2009.
- Analysis in 2008 of the 2007 survey of attitudes and behaviour to HIV/AIDS. A new National survey on HIV/AIDS in 2010
- A Demographic and Health Survey (DHS) to be conducted by SSL in 2008 and published in 2009.
- Training of service providers in Births and Deaths Registration and associated data collection.
- A new joint annual publication on health statistics to be published during 2009.

Realizing the devastating effect of HIV/AIDS on national development and poverty reduction efforts, the Government of Sierra Leone has set efforts in place to scale up the response in the fight against HIV/AIDS at multi-sectoral levels. This efforts needs to be evaluated and the only way to do this is to conduct National HIV/AIDS Survey in the general population over time.

National Behavioural surveillance Surveys (BSS) have shown over several years to make an important and useful contribution to informing the national response to HIV. These surveys use reliable methods to track HIV risk behaviour over time as part of an integrated surveillance system, which monitors various aspects of the epidemic at national level. This data/information will provide the basis for monitoring and

evaluation of impact, outcome and output indicators of the National HIV/AIDS Priority indicators.

The major objective of the national survey on HIV/AIDS in 2010 will be to:

- To assess the level of impact the HIV/AIDS project on information, education and communication in sensitizing the awareness campaigns have had on the general population in Sierra Leone.
- Identify repetition of risk- factors among various groups of the population for possible policy intervention at both National and international levels.
- Help to plan appropriate interventions areas to mitigate the identified risk factors with in the general population.
- Design appropriate strategies to monitor the impact of HIV/AIDS on the labour force, poverty-reduction and economic growth within the country.
- Make comparisons with the 2007 survey.

b. Education

The 2005 *Education for All* global monitoring report, headed *The Quality Imperative*, provided powerful evidence of why quality matters for reaching an enormous set of individual and development goals and specifies statistical policy areas that directly impact on learning. Essentially a qualitative and quantitative story was emphasised for the production of the required statistics needed to improve on education. Many concerns have been raised to improve on the availability of teaching and learning materials, teacher motivation and enrolment opportunities throughout the country. Key issues now focus mainly on the outputs of educational inputs. In effect, amongst the most recent moves of the Ministry of Education, Science and Technology is to embark on an impact evaluation exercise for textbooks and teacher guides in the basic education level.

The main objective will be to ensure continuity in the recent upgraded capacity of the Statistics Unit within the Ministry of Education, once funding for the EMIS comes to

an end in 2008.⁴ There will also be an issue over the government's plans to devolve some educational responsibilities to the new District Councils. These councils will need to become a part of the national EMIS, with a role to play in data collection.

The joint outputs during the planning period would be:

- Annual data collection and publication by the Ministry from all institutions (Pre-School, Primary, JSS, SSS, treachery and Tech Voc) nationwide from 2008.
- Reconciliation of the differences in the school census population with the size of the national child population derived from the 2004 Census of Population.
- Collection and publication of regular staff and activity statistics from all educational establishments throughout the country from 2009.
- A new joint annual publication on education statistics to be published during 2009.
- Literacy and qualification statistics to be collected via the planned Demographic and Health Survey and the Labour Force Survey respectively.
- Annual completion of the UNESCO questionnaires on Educational Attainment and Literacy Statistics by sex for both urban and rural areas.

University statistics fall outside the responsibilities of the Ministry. NSS will therefore work directly with the Universities to:

- Compile and analyse data on student enrolment by gender, faculty and departments
- Compile and analyse data on lecturers and other staff by gender, faculty and departments

⁴ An Education Management Information system (EMIS) has been installed within the Ministry of Education, to facilitate the production of statistics on students and teachers from schools. The quality of the actual collected data however still needs improvement.

NSS will also liaise and work with Professional Educational Assessment Institutions (WAEC, NCTVA etc.) relating to examination statistics on entries and performance of candidates by age and sex and also by region, district, and chiefdom.

2.12 Poverty and other Social Statistics

a. Poverty

The NSS will work with DACO and relevant MDAs on improvements to poverty indicators and statistics throughout the planning period. In particular to ensure that the monitoring needs of the PRSP and the MDGs are met.

Poverty data was collected in the 2003/4 SLIHS and the 2003/04 fisheries survey. Preliminary results from the SLIHS were used to prepare the Poverty Reduction Strategy Paper (PRSP) and further analysis by SSL is now complete.

The main activities of NSS in the next five years will be:

- Assemble all available poverty indicators from census, surveys and other sources and thus create a national poverty database for public consumption and dissemination via our enhanced website in 2008.
- Introduce a new annual monograph of poverty data and analysis from 2008. This will include special poverty analysis of various household surveys planned by the NSS over the period including the 2007 Core Welfare Indicator Questionnaire Survey (CWIQ), 2008 DHS, the 2009 SLIHS and the 2010 LFS.

b. Social Welfare, Gender and Children

The mission of the **Ministry of Social Welfare, Gender and Children's Affairs** is to ensure the provision of services to the socially marginalized, disadvantaged, mentally and physically disabled, destitute, (be it individuals or groups), less privileged children affected by the war, Women, family units, and needy in our communities. Towards that goal, the Ministry aims at promoting and advocating for the needs and

rights of these groups mainly in the area of resource mobilization, accessibility to financial, material resources and to ensure that laws, both statutory and customary are enacted and revised for the protection of these groups. The Ministry also promotes gender equality and advocates for the advancement of women in the political, legal, social, economic and other spheres of life.

Statistics are needed for this purpose. However the current strategic plan for the Ministry makes no reference to statistics. Plans for a new Statistics Unit must therefore be integrated within the next update of the Ministries' planning system. The Ministry will aim to establish, and help staff and train such a unit within the plan period to cover all of the activities of the Ministry including gender.

For gender statistics the main objective will be to ensure that all regular and ad-hoc data collection is wherever possible disaggregated by gender. The NSS will work with the Ministries to ensure that this happens and to assist with analysis of the data.

Statistics are needed on child vulnerability, child protection and Justice. Users have requested comprehensive data be collected on: street children, children sexually abused including other forms of child exploitation; disaggregated by gender, age, district, and region. Some of this data might perhaps be collected via the household survey programme of NSS. Data is especially needed for planning purposes like for immunization coverage, number of schools, teachers etc. The NSS will again work with the Ministry to ensure that the data required are available and to assist with analysis.

c. Criminal Justice and other Social Statistics

There is currently no statistical unit in the **Ministry of Justice**. The NSS will work with the Ministry to get one established, staffed and trained during the strategic plan period.

The **Ministry of Internal Affairs, Local Government and Rural Development**, covering the Police, Immigration, Fire Force and Prisons, does have a statistics units

except the Fire Force Department that does not have a statistics unit. Manual record keeping at the Immigration Department is a particular problem area. The NSS will work with the Ministry to set up new unit in the Fire Force Department and help the Statistics Units in the other Divisions of the Ministry to improve record keeping and set up statistical systems. In particular the new unit will aim to:

- Produce regular statistics on international arrivals and departures and migration.
- Upgrade the statistical capacity of Prisons department to enhance data collection on all categories of prisoners.
- Compile and analyze crime statistics on monthly, quarterly and annual basis by the Sierra Leone Police.
- Continue the occasional series of “service delivery perception surveys” as part of the World Bank sponsored "Institutional Reform and Capacity Building Project (IRCBP)".
- Produce regular statistics on fire incidences in the country.

PART 3: HOW WE INTEND TO DO IT – Management Initiatives

3.1 Introduction

The statistics programme presented in Part 2 of this document describes what new and improved statistics SSL and its partners in the NSS will deliver over the 5-year planning period. This work programme can however only be delivered if the right infrastructure and organisation is in place to enable it to be delivered. By infrastructure we mean the right staff with the right training and experience and provided with the right tools to do their job. These tools include adequate IT and office environment and management structures to assist them when problems occur.

Delivery of the statistics work programme also requires adequate funding for both the statistical work and for the supporting infrastructure.

The most important initiative will be to establish a strong and unified National Statistical System comprising SSL and strengthened statistics units in MDAs. This reflects our assessment that these statistics units are one of the weakest aspects of the current statistical system. Where statistics units do not already exist, the NSS will work to create them, and train their staff. A new era of partnership and cooperation will be opened up by this development. A Committee will be established under the SG to help manage this new structure which includes users, producers and suppliers of statistics.

More and better training in statistical techniques and in the methodology of official statistics will be an essential component of the plan. This will be delivered, to both staff of SSL and the MDA statistical units, via a new Institute of Statistical Training to be established within SSL.

In developed and middle income countries it would be usual to see at least 90% of the statistical programme funded from the government budget. However, given the

current poverty priorities and the financial status of SL this would be unrealistic over the medium term. A strategy of gradual increase in the percentage funded from the government budget is therefore proposed rising from Le3 billion to Le5 billion by the end of the five years. The funding required for the statistical programme would therefore be as follows:

Table 1: Costs of National Statistical System 2008-2012

	2008	2009	2010	2011	2012	TOTAL
Total cost of statistical programme (Le billions)	12.1	16.0	12.6	13.2	12.8	66.7
Government funding via MDAs	2.0	2.9	1.9	2.8	2.0	11.5
Government Subvention to SSL	3.0	3.5	4.0	4.5	5.0	20.0
Total Government Funds	5.0	6.4	5.9	7.3	7.0	31.5
Gap to be financed by donors (Le billions)	7.1	9.6	6.7	5.9	5.8	35.2
(US\$ millions)	2.4	3.2	2.2	2.0	1.9	11.7

An integrated career structure for statistically qualified staff will be established. MDAs would retain responsibility for recruiting and filling the posts in their statistical units. However all such post-holders would be offered statistical training and career advice by SSL and be regarded as part of the NSS. Wherever possible, and subject to mutual agreement of the MDAs concerned, and of the post holders themselves, job swaps would be arranged with SSL or other NSS staff. This would allow the possibility (but without any guarantee) of statistical career development for NSS staff and help make such posts more attractive to staff within MDAs.

All professional and managerial level vacancies within SSL would be openly advertised. This would allow SSL staff, other NSS staff, and others from outside to apply on the basis of experience and qualification. Fair and open competition will help to foster a culture of delivery and achievement among the staff of the NSS and ensure that they see and can apply for both sideways and promotion moves as vacancies permit.

An annual central work plan for the NSS would be produced and published by SSL in consultation with the MDAs. It would be approved by the Statistics Coordinating Committee and published via the SSL website.

The existing statutory Statistical Coordination Committee would have its terms of reference expanded to cover work plans and staff exchange issues. All MDAs with a Statistical Unit would automatically become members. This would be chaired by the SG and would comprise the heads of statistics functions in all MDAs. This committee would meet at least quarterly.

Only those statistics produced by MDAs which are up to the minimum quality standards established by NSS will be designated as “official statistics”. A system of advisory groups for major sectors similar to the existing Census Advisory Group would be established. Some might be permanent and some might be temporary when there is a particular issue to address. Membership would be from SSL, MDAs plus interested outside users in NGOs, civil society and academia. Their deliberations should be public with minutes and papers posted on the SSL website.

For the present, this structure will be broadly retained but with some minor modifications to accommodate the additional responsibilities of the new NSS and the more general NSDS implementation plan. Some new Principal Statistician and managerial posts will be required.

At some stage during the 5 year implementation it would be desirable to review the structure of SSL. The current system recognises the three regional offices based in the cities of Bo, Kenema and Makeni as more prominent and having wider responsibilities than the remaining 9 district offices.

The NSDS proposes that this situation should be strengthened and consolidated. The Principal Statisticians in the three regional offices would assume line management and budget responsibility for all the districts in their region. They would also take on the job of liaising on statistical needs with all the elected district councils in their region and with district offices of MDAs. Dissemination and briefing on

statistical publications and data would fall to them. The remaining 9 district offices would be headed at Statistician level and report to their respective Regional Office Principal Statistician.

Strong need was expressed during the consultation phase of the preparatory work programme for more and better training in all areas of work. NSDS is proposing that this be done through a Statistical Training Institute to be set up. This institute would have a Senior Manager and administrative staff, but the training itself would be provided by other NSS staff and by staff from international organisations and academic institutions. External funding would be needed to set up such an institute and to develop the proposed modular structure.

The NSS will provide support and training to the statistical production teams within NSS on the right software and hardware to use and how to use it. IT professionals may undertake some high-level programming and systems analysis, but this will be the exception rather than the rule.

The data, metadata and survey reports produced will be disseminated both via traditional paper and NSS website.

3.2 Statistics Act

In general, the Statistics Act of 2002 has worked well in establishing SSL as a semi-autonomous agency and in starting along the road to a high quality and comprehensive statistical service meeting the needs of the country as a whole.

The functions of SSL are described in clause 10 reproduced below:

10 (1) The object for which Statistics Sierra Leone is established is to serve as the central authority for the collection, processing, analysis and dissemination of accurate, clear, relevant, timely and high quality statistical information on social, demographic, economic and financial activities to serve the needs of users including government and the general public.

(2) Without prejudice to the generality of subsection (1), it shall be the responsibility of Statistics Sierra Leone to:

- I. Supervise and manage a national population census to be conducted every ten years or at such shorter interval as may be determined by the President;*
- II. review and approve all definitions and classification schemes employed in statistical work with particular reference to issues of labour statistics, gender, disability, regional and similar socio-economic issues in accordance with appropriate national and international standards and classifications;*
- III. Ensure the efficient and comprehensive collection, processing, analysis, documentation and storage of statistical information throughout Sierra Leone;*
- IV. Compile, report and document statistical data as well as maintain libraries or archives of statistical publications and make them accessible to the public;*
- V. Impartially disseminate statistical information to government departments, other institutions and the general public;*
- VI. Establish and maintain such offices in Sierra Leone necessary for the operations of Statistics Sierra Leone;*
- VII. promote co-ordination and integration of statistical activities of data collecting agencies including the Bank of Sierra Leone and the Ministry of Finance in accordance with recognised international technical standards in order to advance the quality, consistency, comparability and optimum use of official statistics and to avoid unnecessary duplication;*
- VIII. Create public awareness of statistical collection and other activities related to the collection of statistics;*
- IX. designate statistics produced by Statistics Sierra Leone or other institutions as 'official statistics';*
- X. Delegate any power conferred or duty imposed on Statistics Sierra Leone by this Act and impose conditions for such delegation;*

- XI. Furnish the Minister each year with a report in respect of the activities of Statistics Sierra Leone during that year, which report the Minister shall table before Parliament;*
- XII. Promote and develop statistical training;*
- XIII. Protect respondents from undue burden and breaches of confidentiality; and*
- XIV. Do all other things that may promote the object of Statistics Sierra Leone state in subsection (1).*

The Act has very strong provisions to ensure that SSL is able to coordinate and organise the statistical work of MDAs. These provisions however have not worked out well in practice so far, and this issue is addressed in the next section.

The Act also provides for SSL to promote the importance of statistics and inform users and the public about its work (h). It is part of this strategic plan to do much more to raise awareness of the importance of statistics for good policy making and in a democratic society for holding the government to account. By this means the ability of SSL to fulfil its functions will be enhanced. Stakeholders will be happier to see it adequately funded; and staff will be happier to stay and make a career in such an important area of work.

The Act provides a basis under which the rules of confidentiality can be explained and promoted to NSS staff and to respondents of household surveys. Existing non-respondents in particular will be targeted to ensure that they understand that the data they provide cannot be passed on to others in government under the Law. We believe this would be a more productive policy for addressing non-response than pursuing legal prosecution of non-respondents.

There is one area of the Act that falls short of international best practice established in the UN Fundamental Principles of Official Statistics. There are no powers in the act

to oblige MDAs to supply data to SSL.⁵ Given good cooperation with MDAs, this might not be a problem. Nevertheless SSL intend to promote an amendment to the Act which would add a new clause along the following lines:

SSL shall have the right of access to any confidential records of individuals, enterprises or other organisations held by Ministries, Departments or Public Agencies. Such data are to be used for statistical purposes only and their confidentiality protected by the provisions of the Statistics Act 2002.

The NSS will be defined and underpinned by amending the current statistics act. Provision should be made to co-ordinate, supervise and provide a strategic direction to the system. Although section (10) (g) of the act has provisions to ensure co-ordination and organize the statistical work of MDAs, it does provide adequate mechanism or incentives for this.

Section 3 (1) of the Statistics Act should also be amended: with Statistics Sierra Leone Council to be named National Statistics Council; with extended powers in coordination of the NSS

a. Strengthened Statistics Units in MDAs and Improved Co-ordination

Systems for collecting, processing and analysing administrative and management data in MDAs are very weak or non-existent in many cases. The importance of their work is under-recognised under-staffed and under-resourced. The Statistics Units of NSS will be strengthened and given strong technical backup by Statistics Sierra Leone to assist in correcting these basic weaknesses.

Generally arrangements for co-ordination and collaboration in the NSS are fragile, informal and not institutionalized. The culture of networking and information sharing among stakeholders in the NSS is not developed. Effective arrangements for co-

⁵ Clause 19 (1) covers powers to collect data from persons and organisations, but organisations are specifically defined as excluding government.

ordination, collaboration, networking and information sharing will be established among stakeholders (where these do not exist) and enhanced (where these do exist), in order to achieve data relevance, synergy and cost-effectiveness in data production.

The need for SSL to more fully implement the coordination role given to it under the Statistics Act 2002 came through strongly in all the initial workshops. SSL staff were primarily concerned that MDAs are not consulting them, resulting in a risk of duplication of data collection or even failure of the statistical initiative in question. MDA staff is concerned that they have very little contact with, or support from, SSL to help with their statistical tasks. In fact something more than coordination is needed as indicated by the Statistics Act sub-clauses 10 (2) (b), (c), (d), (g), (l) and (k).

This strategy proposes the creation of an integrated statistical system to be known as the National Statistical System (NSS) of SL. This will comprise the following which are discussed further below: ⁶

- An integrated career structure for statistically qualified staff.
- An integrated statistical training programme for both qualified and unqualified staff.
- An annual central workplan for the NSS.
- A strengthened and expanded Statistical Coordination Committee and a second lower level committee for heads of statistics functions in MDAs established.
- A system of formal designation of statistics produced by MDAs as “official statistics” provided they are produced to the standards established by NSS.

⁶ The independence of the Central Bank from Government, may limit the extent to which they can be fully associated with the proposed NSS. Nevertheless clause 10 (2) (g) of the Act specifically mentions them and they (will) participate in as much as possible including the training, work programme and consultative committees

- A system of advisory groups for major topics, similar to the existing Census Advisory Group.

An integrated career structure for statistically qualified staff will be established. MDAs would retain responsibility for recruiting and filling the posts in their statistical units. However all such post-holders would be offered statistical training and career advice by SSL and be regarded as part of the NSS. Wherever possible, and subject to mutual agreement of the MDAs concerned, and of the post holders themselves, job swaps would be arranged with SSL or other NSS staff. This would allow the possibility (but without any guarantee) of statistical career development for NSS staff and help make such posts more attractive to staff within MDAs.

All professional and managerial level vacancies within SSL would be openly advertised. This would allow SSL staff, other NSS staff, and others from outside to apply on the basis of experience and qualification. Fair and open competition will help to foster a culture of delivery and achievement among the staff of the NSS and ensure that they see and can apply for both sideways and promotion moves as vacancies permit.

Sideways job swaps (without promotion) within the NSS would however still be permitted by mutual agreement, and facilitated by a new NSS HR manager based in SSL.

An integrated statistical training programme for both qualified and unqualified staff would be organised by SSL (see next section).

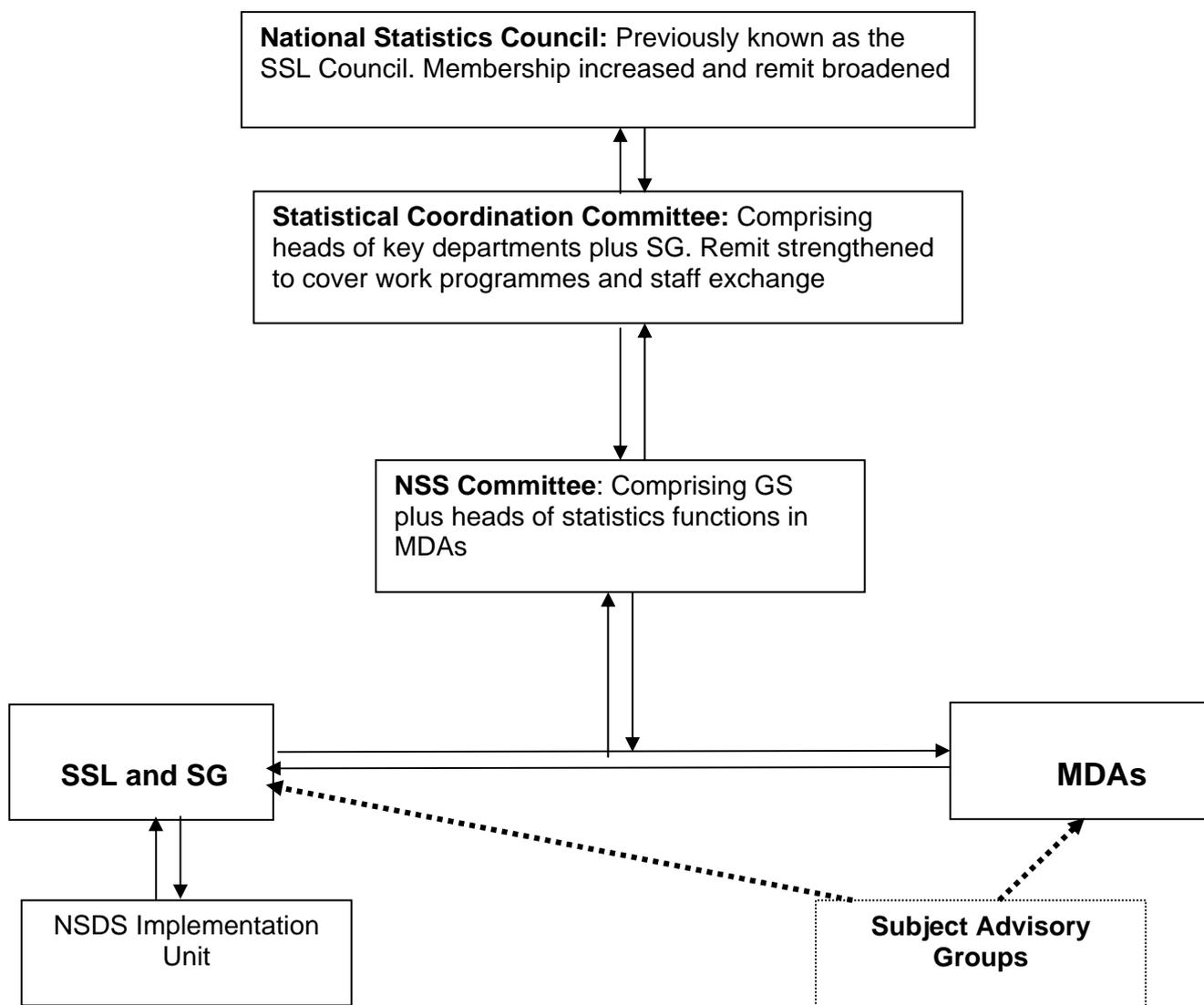
An annual central workplan for the NSS would be produced and published by SSL in consultation with the MDAs. This would be similar to, but more detailed than, the programme in Part 2 of this consultation document but only for the forthcoming financial year. The timing of the production of this programme would need to be integrated with the annual budget round of government. It would be approved by the Statistics Coordinating Committee and published via the SSL website.

The existing statutory Statistical Coordination Committee would have its terms of reference expanded to cover workplans and staff exchange issues. All MDAs with a Statistical Unit would automatically become members. Meetings would not be required very often, perhaps only once or twice per year, because a second committee reporting to it would be established. This would be chaired by the SG and would comprise the heads of statistics functions in all MDAs. This committee would meet at least quarterly.

Those statistics produced by MDAs coming up to the minimum quality standards established by NSS will be designated as “official statistics”. Others will not be permitted to use this designation until such time as they rectify any deficiencies in their production.

A system of advisory groups for major topics, similar to the existing Census Advisory Group would be established. Some might be permanent and some might be temporary when there is a particular issue to address. The macro-economic accounts might be one candidate for such a committee, as might health and education on the social statistics side. Membership would be from SSL, MDAs plus interested outside users in NGOs, civil society and academia. These subject or sector committees would be purely advisory and have no decision making powers, but their deliberations should be public with minutes and papers posted on the SSL website.

Figure 3: Organogram for the New NSS



b. Organisational Structure of SSL

The current structure of SSL is as follows (indents indicate level)

- Statistician General
- Manager - HR
- Manager - Finance and Accounts

Manager – Admin
Manager – Internal Audit
Manager - Public Relations

Deputy Statistician General

Principal Statistician – Bo and districts
Principal Statistician – Kenema and districts
Principal Statistician – Makeni and districts

Director of Economic Statistics

Principal Statistician – National Accounts Statistics
Principal Statistician – Prices and Labour Statistics
Principal Statistician – External Trade Statistics
Principal Statistician – Business and Industry Statistics

Director of Data Processing

Manager – IT
Librarian
Printing

Director of Demographic and Social Statistics

Principal Statistician – Health Statistics
Principal Statistician – Demographic Statistics
Principal Statistician – Gender and Children Statistics
Principal Statistician – Education, Energy and Environment
Principal Statistician – Poverty and Agriculture Statistics
Principal Statistician – GDDS Coordination

Director of Census and GIS

Principal Statistician – Census (only filled during census period)
Principal Statistician - GIS
Principal Statistician - Cartography

For the present this structure will be broadly retained but with some minor modifications to accommodate the additional responsibilities of the new NSS and the more general NSDS implementation plan. Some new Principal Statistician and managerial posts will be required. For example: a new HR post to cover members of the NSS outside of SSL; a new post to help implement this strategy; new posts under economic statistics and perhaps an additional post in the social statistics area.

The total number of posts in the senior and middle management levels would thus rise from the existing 26, although the precise number would depend on funding provision.

At some stage during the 5 year implementation it would be desirable to review the structure of SSL, perhaps as part of the planned mid term review. One suggested alternative is given below, with one of the four Directors also designated as Deputy SG.

Statistician General – with Strategy implementation post reporting directly to the Council.

Deputy Statistician General – Supervise activities of regional offices

Principal Statistician – Bo and districts

Principal Statistician – Kenema and districts

Principal Statistician – Makeni and districts

Director of Economic Statistics – Analysis, Compilation and Outputs

Director of Social Statistics – Analysis, Compilation and Outputs

Director of Data Collection and Processing – This would include both business and household surveys and the census. Regional and district offices would report here as their main task is data collection.

Director of Finance and Support Services – including HR, training, IT, library, website and estates

c. Regional Structure of SSL

The current system recognises the three regional offices based in the cities of Bo, Kenema and Makeni as more prominent and having wider responsibilities than the remaining 9 district offices.

The NSDS proposes that this situation should be strengthened and consolidated. The Principal Statisticians in the three regional offices would assume line management and budget responsibility for all the districts in their region. They would

also take on the job of liaising on statistical needs with all the elected district councils in their region and with district offices of MDAs. Dissemination and briefing on statistical publications and data would fall to them. The regional office in particular would be fully staffed and equipped for collecting and managing data effectively and for data dissemination.

The remaining 9 district offices would be headed at Statistician level and report to their respective Regional Office Principal Statistician. They would need to ensure that relevant national and local information reaches the District councils and also the Chiefdoms.

3.3 HR and Training

a. Training

A very strong issue to emerge from the staff consultation phase was the need for more, and better training in all areas of work. Among other things this includes formal and informal training in statistics and also IT training and report writing. Staff in professional posts outside of the statistics function also wanted more training in their professional area of work (e.g. Library and HR functions). This need applies even more strongly to statistical staff working outside of SSL, who has very little opportunity for even on-the-job training as they are isolated from other statistical staff. Provision of statistical training is in fact one of the duties of SSL set out in the Statistics Act.

b. Statistical Training Institute

We can divide training needs into two categories; formal and informal. On the formal side it is proposed to set up a “Statistical Training Institute” within SSL. This institute would have a Senior Manager and admin staff, but the training itself would be provided by other NSS staff and by staff from international organisations and academic institutions. A structured series of specific short courses of 2-3 days would be provided in basic statistics, in using software, in management and in analysis and

report writing. An induction course might also be provided for new recruits. Training would, however, be a continuing process and not a one-time exercise at the start of a statistical career.

More demanding modular courses in official statistics would also be provided in association with one of the Colleges or Universities in Sierra Leone. These would provide formal certificate and diplomas in official statistics leading to a first-degree equivalent qualification. By this means able staff recruited with only high school or college qualifications would be able to progress and be promoted to professional statistician status (subject of course to their work record).

External funding would be needed to set up such an institute and to develop the proposed modular structure. In the East Africa region such training is provided on a regional basis by a special statistical training institute based in Tanzania. The NSS will explore with ECOWAS the scope for a similar regional wide initiative for West Africa.

c. Informal Training

Learning from managers and colleagues “on-the-job” is a traditional and effective way for staff to learn the basic tasks of their job. Such training should not be neglected and can be fostered by managers and by good desk instruction manuals and other documentation.

In addition staff can learn from international consultants and even more from colleagues in neighbouring countries. International meetings, especially those organised in the region by ECOWAS, provide one avenue for such learning. However funds will also be sought to allow selected staff to make bilateral study visits to neighbouring countries provided they have a specific topic to address, and write up what they have learned after the visit.

d. Other Human Resource Issues

Staff Communications and consultation

Until very recently there has been no active staff association in SSL with which senior management can discuss salary and conditions of service issues. Our open meetings for this strategic plan have provided the first opportunity for many issues to be raised by staff.

A staff association and a committee elected by staff have now been established. Senior Management will support this association by providing accommodation and official time off for the elected committee.

SSL Management will also continue its policy of improving direct communications with staff at all levels. Quarterly open staff meetings will be continued supplemented by occasional written briefings on particular developments including progress on this strategy.

Salaries and Career Structure

Staff of any organisation will express dissatisfaction with salary levels. The judgement of senior management is that SSL salaries are just about adequate, if on the low side of what is needed, to retain good quality staff in the organisation. SSL can only pay what it can afford from funding provided by Government and Donors.

However there are some questions about the salary structure that need to be addressed and will be discussed with staff and the new staff association over the next year or so.

The first issue was the very wide divide at the time of the consultation period between the non-professional or junior staff and the professional or senior staff. This gap has however been narrowed during the 2007 pay round.

The second issue is over performance related pay. Currently salary increments are based on performance, but once someone reaches the top of the scale there is no

longer any incentive or reward that can be offered. Ways to address this problem will be considered further by SSL management.

Statistical staffs working in MDAs, are subject to salaries and conditions of service set by their parent Department. However a new Manager of HR for the NSS would facilitate their statistical career by arranging training and job swaps with statisticians elsewhere in the NSS.

This HR manager would also assist those non-professional statistical officers in MDAs who wish to develop their career within statistics rather than within their parent Department. Training would be recommended and job swaps facilitated by mutual agreement.

Job Environment and other Conditions of Service

The SSL building at Tower Hill will be completely refurbished during 2008 using EU funds. This will go along way to providing improved working conditions for staff. In the consultation meetings the water and power supply, the toilet facilities and the telephone services were all rightly criticised and will be improved by this development.

This still leaves major problems with the quality of the accommodation provided to SSL staff in regions and districts. Lack of resources, mean that all 12 district offices cannot be improved in the planning period. SSL will therefore concentrate its resources on improvements to the facilities in the three larger regional offices in Bo, Kenema and Makeni.

Other issues raised by SSL staff and which will be considered by senior management and discussed with any new staff association, include: provision of overtime pay; tea and coffee making facilities; improved medical and welfare provision; transport costs and difficulties; working day basis for annual leave calculations, dress code. Other issues will no doubt also arise once a staff association is functioning.

3.4 IT and Data Dissemination

a. IT

The main task is to provide support and training to the statistical production teams within NSS on the right software and hardware to use and how to use it. The IT professionals may undertake some high-level programming and systems analysis, but this will be the exception rather than the rule.

The main activities and plans for the period include:

Establish an integrated database of census and survey data for internal access by all NSS staff in 2008 and 2009

Establish an Integrated Management Information System to support management on financial and personnel issues in 2008.

Establish an electronic data archive to ensure continuing access for past survey data and publications

Establish an IT training programme within the proposed new “Statistical Training Institute” in 2009, this will initially be for SSL and NSS staff.

Creating a Wide Area Network (WAN i.e. broadband capability) by 2010 or earlier if funding permits.

Provide internet access to all staff via their desktop computer by 2010 or earlier if funding permits.

b. Data Dissemination

The resources devoted to surveys, and compiling statistics are wasted if the data are not available to all users, inside and outside of government. As specified in part 2, the NSS will therefore ensure that data and metadata are available for all its series and that reports are produced promptly for all surveys. These data will be

disseminated both via traditional paper and via the SSL website. The data dissemination work of SLIS will be integrated within the work programme of SSL.

The main additional activities during the period of the five-year plan will be:

Publish an advance release calendar for all regular statistical press releases and publications from 2008.

Publish the regular annual Abstract of Statistics on time to include summaries of all statistics mentioned in section 2 plus meteorology statistics.

Establish a central Customer Service and enquiries point in 2008. This will assist users in finding the data they want and/or putting them in touch with the relevant experts. A procedure would be set up to check that Customers get a useful response within a reasonable timeframe.

Ensure that detailed metadata are available on the website for all our statistical outputs in 2008.

Provide a central expertise in Desk Top Publishing software in 2009 and provide training to statistics production teams in its use.

Improve reprographics and report binding facilities to allow draft and low impact documents to be produced in-house in 2008. High quality reports will continue to be produced by outside professional printers.

Upgrade the capacity and facilities of the SSL library to provide a good environment for public use of all its facilities, paper or electronic based, in 2009.

Develop the capacity and facilities of the SSL Web Site from 2008 to 2010. All non-confidential statistical data from SSL and published reports and from other partners in the NSS to be on the website by 2010 and downloadable in spreadsheet and/or text format.

3.5 Funding Requirements

The total cost of the NSDS statistics programme and its administration as set out in parts 2 and 3 of this consultation document is Le67 billion (US\$22 million) over the 5 years of the plan. This covers all SSL costs; all survey costs; and also the statistical costs of MDAs where they can be clearly identified. These costs are summarised in table 2 below and also provided in more detail in Annex 3.

Table 2: Summary of Costs of the Proposed NSDS ⁷

TOPIC	COST (Le millions)					TOTAL
	2008	2009	2010	2011	2012	
Price Statistics	371	224	216	208	208	1,226
Labour Statistics	215	215	737	235	236	1,638
Business And Industry Statistics	80	449	429	60	429	1,447
National Accounts Statistics	306	200	200	195	195	1,096
Foreign Trade Statistics	29	188	175	166	157	715
GIS	60	390	138	100	220	908
Agricultural Statistics	110	610	70	970	70	1,830
Demographic And Social Statistics	30	4,230	30	30	30	4,350
Regional Statistics	210	210	270	270	270	1,230
Health Statistics	3,967	559	510	135	105	5,277
Education Statistics	800	835	835	835	835	4,140
Poverty Statistics	50	60	60	60	60	290
Criminal Justice Statistics	110	110	60	60	60	400
Tourism Statistics	90	90	90	90	90	450
Balance Of Payments (Bank Of SL)	150	150	110	85	70	565
Monetary & Banking Statistics (Bank Of SL)	50	50	50	30	30	210
Transport and Communication Statistics	70	70	70	70	70	350
Environmental Statistics	25	30	30	30	30	145
Energy Statistics	20	22	25	27	30	124
Children	20	22	25	27	30	124
Gender	60	60	60	65	67	312

⁷ At 2007 prices. Excluded are census preparation costs in 2012 estimated at Le3.5 billion. Costs of administrative systems such as the planned health and education Information systems are also excluded.

TOPIC	COST (Le millions)					TOTAL
	2008	2009	2010	2011	2012	
Government Finance Statistics (Ministry of Finance)	200	200	200	200	200	1,000
Office of The Statistician General (including all SSL salaries).	4,423	5,162	6,011	6,799	7,566	29,961
New HR Initiatives Proposed	160	1,360	1,360	1,360	1,360	5,600
Implementation Monitoring and Evaluation of NSDS	255	195	285	195	195	1,125
Payment For Capital Assets	250	250	550	852	150	2,052
Total NSDS Budget (Le millions)	12,141	15,974	12,626	13,182	12,768	66,691
SSL Only (Le millions)	10,086	13,087	10,696	10,400	10,896	55,165

In 2007 it is estimated that the expenditure of SSL will be Le3.9 billion, of which Le2.0 billion will come from the government budget (52%), and the rest from various aid donors. However SSL estimate that their needs in 2007 were closer to Le8 Billion and that they would have been able to spend this amount effectively if it had been available. Set in that context the proposal above for SSL expenditure in 2008 of Le10.1 billion is reasonable and realistic.

The Government is committed to achieving sustainability for the statistical system in Sierra Leone and accept that this means that they should fund a larger proportion of the statistical activities in the future. The aid donors also strongly hold to this view. They would like to see all regular work funded from the government budget and only special surveys or special new developments funded by external funds.

In developed and middle income countries it would be usual to see at least 90% of the statistical programme funded from the government budget. Given the poverty priorities and the general shortage of funds in SL this would be unrealistic over the medium term. A strategy of gradual increase in SSL expenditure funded from the government budget is therefore proposed rising from Le3.0 billion to Le5.0 billion by the end of the five years period. We believe this is affordable within the context of the Government's Medium Term Expenditure Framework (MTEF) and given its commitment to improved statistics.

The share of budget and external funding required for NSDS would thus be follows:

Table 3: Funding requirements for NSDS implementation

	2008	2009	2010	2011	2012	TOTAL
Total cost of statistical programme (Le billions)	12.1	16.0	12.6	13.2	12.8	66.7
Government funding via MDAs	2.0	2.9	1.9	2.8	2.0	11.5
Government subvention to SSL	3.0	3.5	4.0	4.5	5.0	20.0
Total Government Funds	5.0	6.4	5.9	7.3	7.0	31.5
Gap to be financed by donors (Le billions)	7.1	9.6	6.7	5.9	5.8	35.2
(US\$ millions)	2.4	3.2	2.2	2.0	1.9	11.7

It is proposed to set up a **five year pooled fund** into which all the funding agencies will be invited to contribute. The objective would be to deliver the full, agreed work programme as set out in this Strategy document. The result would be a genuine mutual partnership between the government and the agencies over the development of a long-term sustainable statistical system and the delivery of priority statistics over the next five years. Funding arrangements for the National Electoral Commission (NEC) provides a good example of the way such pooled funding for SSL might work

Some agencies and some trust funds may have difficulties fitting into this pooled funding concept, in which case their funds may have to be earmarked for particular parts of the NSDS implementation, but would still be regarded as contributing to the total funding requirements of the NSDS.

One agency would become the lead agency on behalf of all the others, would be a member of the NSDS steering committee and would report back to the other agencies on progress or any proposals for changes to the programme.

3.6 Implementation Monitoring and Evaluation (IME)

Implementation

A new Manager/Principal Statistician post would be established within the SG's office to assist the SG in monitoring and implementing this strategy. The following tasks would be undertaken:

- Promoting and publicising the Strategic Plan and implementation progress.
- Seeking funding commitments for the plan and managing any pooled funding agreed by the donors.
- Secretary to an “Implementation Steering Group”, which would be established reporting to the Statistics Council and the Statistical Coordination Committee. External funding agencies would be represented on this by a single agreed lead agency.
- Producing quarterly reports on progress, covering all actions identified in this strategy.
- Producing an annual update of the work plan, to take account of new development and progress on implementation.
- Keeping all stakeholders informed of progress.

Statistical outputs would be delegated to Directors, senior statisticians and heads of statistical functions in MDAs to implement, and their progress reports would also feed into the implementation plan and monitoring reports.

In the event funds are not sufficient to carry out all the intended activities, the NSDS Steering Committee would undertake a Risk Management Analysis to determine the critical path to be followed.

During the first 6 months of the NSDS implementation a series of sector NSDS design teams would be set up in each of the major MDAs with existing or proposed statistical units. A workshop would be held for each MDA to familiarise these sector teams with the NSDS and to kick off the process in their Ministry or Department.

Technical Assistance would also be needed for the Implementation Plan to cover non statistical activities such as: setting up the Statistical Training Institute, HR strategy including revising the organisational and salary structure, IT strategy including setting up the WAN computer network, management training for directors, data

dissemination and website improvements.⁸ Other urgent needs are likely to appear during the implementation process.

At the earliest stage of implementation all the actions in the NSDS would be converted into a detailed **implementation plans and annual work plans** for each directorate or work unit of NSS. Once the sector strategies for each MDA are ready these would also deliver detailed **implementation plans and annual work plans**. It will be essential that every aspect of the NSDS be covered by these more detailed plans. They also need to be linked to plans for statistical monitoring of the PRSP.

A good format to follow for each statistical topic area would be the GDDS framework covering metadata and action plans for improvement. At present GDDS only covers selected priority areas of statistics, but there is no reason why the format and approach could not be applied to all areas of statistics. Dovetailing the two parallel initiatives of NSDS and GDDS together would have the advantage of simplification, ensuring no duplication, and reassuring the international donors that plans for the statistical system are coherent. Both initiatives have the same objectives of improved quality and availability of statistics in Sierra Leone.

The Paris21 Guide suggests that the detailed action list of the implementation plan be grouped into the following headings:

- Changes to the regulatory and management framework for the NSS as a whole and for key agencies.
- Human resource development.
- Investment and improvements.
- Statistical production and management.

⁸ Statistical TA is covered in the NSDS budget under the appropriate work headings.

However it would be better to start with the statistical production in order to emphasise that an improved range and improved quality of statistics is the primary purpose of the NSDS. Management issues while important are only a means to an end. The following modified version of the Paris21 headings is therefore proposed:

- Statistical Production and Dissemination (GDDS format).
- Regulatory and Management Changes.
- HR Development and Training.
- Investment and Improvement.

From this work plan it should then be possible to construct a more **detailed implementation budget** than that contained in the strategic plan.⁹ This should separately identify the costs of existing regular statistical work and the extra costs of ad-hoc surveys and new activities while they are in the development stage. Annual data on costs should then be profiled over quarters of the year, using the best estimates of when the spending will occur.

Implementing the plan will involve large-scale changes to the organisation of the NSS including SSL and its links with statistical units in MDAs. Change tends to be disliked by the majority of staff as it creates uncertainty and upsets regular systems and routines. Managing such large-scale changes (known in as “change management”) can be a difficult process for the directors to handle. Good and frequent communications with staff is one of the key requirements plus an openness to listen to staff problems as they arise. Provision may be needed for some training of top management in handling this process.

As well as regular communications with staff, it will be essential to ensure regular and good communications with government and external stakeholders. An occasional newsletter might for example be considered updating people and the media on

⁹ It seems likely that the collective MDA statistical budget will be larger than that contained in this report as a result of the more thorough analysis of MDA needs being proposed via the sector NSDS design teams.

progress. Every new statistical output should receive a high profile press release. Articles should be written for the media to explain the new development and set it in the context of the NSDS. Raising the profile and understanding of the need for good statistics is one essential objective of the whole process.

It is suggested that an experienced statistical manager from outside Sierra Leone with experience of change management be contracted to provide regular support to the SG and the implementation team. For example, a recently retired head of statistics from a country that has already implemented a strategic plan might make a good choice.

Monitoring

A high level formal **Steering Committee** is proposed which would meet every 6-month. The Permanent Secretary of the Department Responsible for Statistics would chair this Committee (Ministry of Finance and Development). Other members would consist of:

- Statistician General;
- Central Bank representative;
- MDA representative
- Chamber of Commerce representative;
- Civil society representative;
- Donor representative;
- Secretary (IME post holder from SSL)

In addition the proposed new NSS Committee chaired by the SG and consisting of heads of Statistical functions in MDAs would act as an NSDS **Implementation Committee**. It would meet quarterly report to the Steering Committee and will also consider more detailed reports on progress. This might be usefully supplemented by a series of annual bilateral meetings between the SG and each major MDA about their statistics work plans.

There are two key aspects of Monitoring – achievements and costs. On the first of these there would be a **quarterly report listing progress against each and every action** identified in the NSDS and the associated annual workplans. These would also be summarised in a series of Performance Indicators set out in the next section. The following table taken from the Kenya Implementation Plan provides a useful model:

Table 4: Example of an Implementation Plan Reporting Format

Year	<u>Month</u>		<u>Monitoring and Evaluation</u>			
			<u>Performance Level</u>			
Activities	Time Frame	Output	Planned To Date	Actual To Date	Variance	Reason/Constraints

On the cost side the SSL accounting systems might need to be modified to enable quarterly reports of outturn and planned spending against plan for each major heading identified in the NSDS.

The purpose of monitoring is not just to report on progress, but also to consider corrective action. Where objectives and targets are not being met, plans might need to be revised and supplemented in order to get back on track for the original delivery date.

Once every year (linked to the budget cycle) it will be necessary to undertake **formal annual updates of 5-year NSDS work plan and budget**. It is suggested that the 5-year planning cycle be retained as a useful forward planning exercise. In year 1 (1998) the 5-year period would thus be 2009 to 2013, even though the NSDS itself only runs up to 2012.

Quarterly progress reports would be produced for the NSS Board based on the material discussed by the Steering Committee or by the Implementation Committee. In addition an **annual progress report** would be produced for the Minister, which would be published and included on the SSL website.

Evaluation

There are many factors to take into account in making a judgement about the success or otherwise of a project as large as this. Not everything will go to plan and in some cases external factors not under the control of NSS will be a factor.

Nevertheless it is useful to specify in advance a range of **key performance measures** that are relatively easy to produce and provide pointers to success or failure. A first draft of a possible list of such performance indicators is shown in the following table. Only 2008 are shown here for convenience, but the target activities should be identified right through to Q4 2012.

In addition the government Budget provision and the contributions from funding agencies should be monitored on an annual basis.

Table 5 Possible Performance Indicators for Monitoring and Evaluation

Performance Indicator		Q1 2008	Q2 2008	Q3 2008	Q4 2008
Number of press releases	Planned Actual				
Number of publications	Planned Actual				
Number of press releases and publications delayed	Actual				
SSL expenditure	Planned Actual				
Actions completed	Planned Actual				
Actions in progress	Planned Actual				
Actions not started	Planned Actual				
Training days delivered	Planned Actual				
Vacancies filled (alternatively just the number of vacancies)	Planned Actual				

The key objective is improvement and expansion in the quality and range of regular statistics produced by the statistical system. Quality is notoriously difficult to measure, although most experienced experts will say they can recognise it when they see it. For this reason an external evaluation should take place midway through the 5-year programme

The first half of 2010 would be a good time for such an evaluation. A senior statistician not involved in the Sierra Leone NSDS programme would be contracted to do this, perhaps involving two visits of 2 weeks over a three-month period. They would recommend any substantial changes needed to this strategy in the light of experience so far.

Annex 1 List of Abbreviations and Acronyms

ADB	African Development Bank
BoP	Balance of Payments
BSL	Bank of Sierra Leone
CPI	Consumer Price Index
CSO	Central Statistical Office (predecessor to SSL)
CWIQ	Core Welfare Indicators Questionnaire (Survey)
DACO	Development Assistance Coordination Office
DHS	Demographic and Health survey
EA	Enumeration Areas
ECOWAS	Economic Commission of West African States
EMIS	Education Management Information System
EU	European Union
FDI	Foreign Direct investment
GDDS	(IMF) General Data Dissemination System
GDP	Gross Domestic Product
GFS	Government Finance Statistics
GIS	Geographic Information System
GoSL	Government of Sierra Leone
H1/H2	First and Second half of a calendar year
HDS	Health and Demography Survey
HIS	Health Information System
HR	Human Resources
ICP	International Comparison Project
IIP	International Investment Position
IME	Implementation, Monitoring and Evaluation
IMF	International Monetary Fund
IoP	Index of Production
IT	Information Technology
LFS	Labour Force Survey
M&E	Monitoring and Evaluation
MDAs	Ministries, Departments and Agencies
MDGs	(UN) Millennium Development Goals
NEC	National Electoral Commission
NGOs	Non-Government Organisations

NSS	National Statistical System
NRA	National Revenue Authority
NSDS	National Strategy for the Development of Statistics
PETS	Public Expenditure Tracking Survey
PPI	Production Price Index
PPPs	Purchasing Power Parities
PRSP	Poverty Reduction Strategy Programme
Q1/Q2/Q3/Q4	The four quarters of a calendar year
SG	Statistician General
SLIHS	Sierra Leone Integrated Household Survey
SLIS	Sierra Leone Information System
SSL	Statistics Sierra Leone
SWOT	Strengths, Weaknesses, Opportunities and Threats
TFSCB	(WB) Trust Fund for Statistical Capacity Building
UNDP	United Nations Development Programme
UNESCO	United Nations Education, Science and Culture Organisation
WAN	Wide Area Network
WB	World Bank

Annex 2 References

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IMF Macro-Economic Mission Report, Chandrakant A. Patel,	1998.

Annex 3 Financial Requirements of the 5 year plan for the Statistical System

BUDGET ITEMS	COST (LE 000)					TOTAL
	2008	2009	2010	2011	2012	
PRICE STATISTICS						
CPI	232,000	117,000	100,000	100,000	100,000	649,000
Annual Publication on Price Stats. (SL in Prices)	22,500	23,500	25,000	25,000	25,000	121,000
PPI Surveys & Publication of Quarterly Production Index	0	83,000	91,000	83,000	83,000	340,000
Benchmark PPI Survey of Businesses, 2008	116,000	0	0	0	0	116,000
SUB TOTAL	370,500	223,500	216,000	208,000	208,000	1,226,000
LABOUR STATISTICS						
Strengthened MDA Statistics Unit	50,000	50,000	50,000	50,000	50,000	250,000
Labour Force Survey (LFS)	0	0	500,000	0	0	500,000
Annual Survey of Employment & Estimation of LF Indicators	165,000	165,000	165,000	160,000	160,000	815,000
Annual Bulletin of Labour Statistics	0	0	22,000	25,000	26,000	73,000
SUB TOTAL	215,000	215,000	737,000	235,000	236,000	1,638,000
BUSINESS AND INDUSTRY STATISTICS						
Business Establishment Census, 2010		0	369,000	0	0	369,000
New quarterly Index of Production Survey	50,000	50,000	50,000	50,000	50,000	250,000
Informal Sector Survey	0	369,000	0	0	369,000	738,000
Development of Mining Statistics	30,000	30,000	10,000	10,000	10,000	90,000
SUB TOTAL	80,000	449,000	429,000	60,000	429,000	1,447,000
NATIONAL ACCOUNTS STATISTICS						
Annual National Accounts Administrative Data collection costs	90,000	90,000	90,000	90,000	90,000	450,000
Annual National Accounts Business Survey	90,000	90,000	90,000	90,000	90,000	450,000
Econometrics Software Cost	105,000	0	0	0	0	105,000
Expansion of national accounts system	21,000	20,000	20,000	15,000	15,000	91,000
SUB TOTAL	306,000	200,000	200,000	195,000	195,000	1,096,000
FOREIGN TRADE STATISTICS						
Balance of Trade Compilation & Publication of New Quarterly Bulletin.	25,000	133,000	120,000	110,000	100,000	488,000
Visit to Custom Entry Posts in Various Parts of the Country	4,000	5,000	5,000	6,000	7,000	27,000
Annual Publication on the Direction of Trade	0	25,000	25,000	25,000	25,000	100,000
International Trade in Services Survey	0	25,000	25,000	25,000	25,000	100,000
SUB TOTAL	29,000	188,000	175,000	166,000	157,000	715,000
GIS						
Update EA Level Database	60,000	60,000	100,000	100,000	100,000	420,000
Development of Land Information System	0	330,000	0	0	0	330,000
Establishment of Urban Master database	0	0	0		120,000	120,000
Development of Census Social Atlas	0	0	38,000	0	0	38,000
SUB TOTAL	60,000	390,000	138,000	100,000	220,000	908,000
AGRICULTURAL STATISTICS						
Strengthened MDA Statistics Unit	50,000	50,000	50,000	50,000	50,000	250,000
Development of Forestry Statistics	30,000	30,000	10,000	10,000	10,000	90,000

BUDGET ITEMS	COST (LE 000)					
	2008	2009	2010	2011	2012	TOTAL
Survey of Agricultural Outputs, Employment and Prices	0	500,000	0	0	0	500,000
National Agricultural Census	0	0	0	900,000	0	900,000
Development of Fishery Statistics	30,000	30,000	10,000	10,000	10,000	90,000
SUB TOTAL	110,000	610,000	70,000	970,000	70,000	1,830,000
DEMOGRAPHIC AND SOCIAL STATISTICS						
Publication of Annual National Statistical Digest	30,000	30,000	30,000	30,000	30,000	150,000
Core Welfare Indicator Questionnaire (CWIQ) Survey	0	1,200,000	0	0	0	1,200,000
Sierra Leone Integrated Household Survey (SLIHS)	0	3,000,000	0	0	0	3,000,000
SUB TOTAL	30,000	4,230,000	30,000	30,000	30,000	4,350,000
REGIONAL STATISTICS						
Upgrade headquarters capacity	150,000	150,000	150,000	150,000	150,000	750,000
Upgrade the Analytical and Briefing Capacity of Regional Offices	60,000	60,000	120,000	120,000	120,000	480,000
SUB TOTAL	210,000	210,000	270,000	270,000	270,000	1,230,000
HEALTH STATISTICS						
Strengthened MDA Statistics Unit	50,000	50,000	50,000	50,000	50,000	250,000
Demographic and Health Survey (DHS)	3,867,204	449,349	0	0	0	4,316,553
Joint Annual Publication on Health Statistics	0	30,000	30,000	30,000	30,000	120,000
Training and Data Collection for Birth and Death Registration	30,000	30,000	30,000	25,000	25,000	140,000
HIV/AIDS - Secondary data collection and analysis	20,000			30,000		50,000
Nationwide survey on HIV/AIDS	0	0	400,000	0	0	400,000
SUB TOTAL	3,967,204	559,349	510,000	135,000	105,000	5,276,553
EDUCATION STATISTICS						
Strengthened MDA Statistics Unit	50,000	50,000	50,000	50,000	50,000	250,000
Joint Annual Publication on Education Statistics	0	30,000	30,000	30,000	30,000	120,000
Literacy and Qualification Statistics 2009	0	5,000	5,000	5,000	5,000	20,000
Annual Data Collection from all Institutions Nationwide	750,000	750,000	750,000	750,000	750,000	3,750,000
SUB TOTAL	800,000	835,000	835,000	835,000	835,000	4,140,000
POVERTY STATISTICS						
Creation and update of National Poverty Database	50,000	10,000	10,000	10,000	10,000	90,000
Annual Poverty Analysis Publication	0	50,000	50,000	50,000	50,000	200,000
SUB TOTAL	50,000	60,000	60,000	60,000	60,000	290,000
CRIMINAL JUSTICE STATISTICS						
Strengthened MDA Statistics Unit	50,000	50,000	50,000	50,000	50,000	250,000
Upgrade Statistical Capacity of Prisons Department	30,000	30,000	5,000	5,000	5,000	75,000
Compile and Analyse Crime Stats. On Monthly, Quarterly Basis	30,000	30,000	5,000	5,000	5,000	75,000
SUB TOTAL	110,000	110,000	60,000	60,000	60,000	400,000
TOURISM STATISTICS						
Data Collection on Tourists Entering and Leaving the Country	50,000	50,000	50,000	50,000	50,000	250,000
Analysis and publication of data	40,000	40,000	40,000	40,000	40,000	200,000
SUB TOTAL	90,000	90,000	90,000	90,000	90,000	450,000

COST (LE 000)						
BUDGET ITEMS	2008	2009	2010	2011	2012	TOTAL
BALANCE OF PAYMENTS (Bank of SL)						
Compilation of Half Yearly Balance of Payments Statistics 2009	50,000	50,000	50,000	30,000	30,000	210,000
Data Compilation on International Investment Position	50,000	50,000	30,000	30,000	20,000	180,000
Survey of Foreign Direct Investment (FDI) Inflows 2009	50,000	50,000	30,000	25,000	20,000	175,000
SUB TOTAL	150,000	150,000	110,000	85,000	70,000	565,000
MONETARY & BANKING STATISTICS (Bank of SL)						
Compile Monetary and Financial Statistics	50,000	50,000	50,000	30,000	30,000	210,000
TRANSPORT AND COMMUNICATION STATISTICS						
Improve Data Collection on licensed Vehicle and Drivers	20,000	20,000	20,000	20,000	20,000	100,000
Annual Transport and Communications Bulletin	50,000	50,000	50,000	50,000	50,000	250,000
SUB TOTAL	70,000	70,000	70,000	70,000	70,000	350,000
ENVIRONMENTAL STATISTICS						
Secondary data collection and analysis	25,000	30,000	30,000	30,000	30,000	145,000
SUB TOTAL	25,000	30,000	30,000	30,000	30,000	145,000
ENERGY STATISTICS						
Secondary data collection and analysis	25,000	30,000	30,000	30,000	10,000	125,000
Annual survey on Energy Production and Use	25,000	25,000	25,000	25,000	25,000	125,000
SUB TOTAL	50,000	55,000	55,000	55,000	35,000	250,000
CHILDREN						
Data collection and analysis	20,000	22,000	25,000	27,000	30,000	124,000
GENDER						
Data collection and analysis	60,000	60,000	60,000	65,000	67,000	312,000
FISCAL STATISTICS (Ministry of Finance)						
Government Finance Statistics	180,000	180,000	180,000	180,000	180,000	900,000
PETS	20,000	20,000	20,000	20,000	20,000	100,000
SUB TOTAL	200,000	200,000	200,000	200,000	200,000	1,000,000
OFFICE OF THE STATISTICIAN GENERAL.						
Salaries and Wages	3,000,000	3,500,000	4,000,000	4,500,000	5,000,000	20,000,000
Social Contributions	200,000	300,000	444,000	576,000	670,000	2,190,000
Consultant Services	190,000	209,000	229,000	252,000	277,000	1,157,000
Travel and Subsistence	120,000	132,000	145,000	159,000	175,000	731,000
Communication	95,000	105,000	115,000	127,000	140,000	582,000
Inventory	75,000	100,000	181,000	199,000	219,000	774,000
Computer Services	78,000	85,000	94,000	103,000	114,000	474,000
Equipment < Le500	60,000	66,000	72,000	79,000	87,000	364,000
Maintenance, Repair and Running Cost	150,000	165,000	181,000	199,000	219,000	914,000
Fuel and Oil	405,000	445,000	490,000	539,000	592,000	2,471,000
Electricity and Water	50,000	55,000	60,000	66,000	73,000	304,000
SUB TOTAL	4,423,000	5,162,000	6,011,000	6,799,000	7,566,000	29,961,000
New HR initiatives proposed in the Strategic plan						
Statistical Training institute	0	1,000,000	1,000,000	1,000,000	1,000,000	4,000,000
Budget for staff study tours	60,000	60,000	60,000	60,000	60,000	300,000
Enhanced salaries for high performing non-	100,000	300,000	300,000	300,000	300,000	1,300,000

COST (Le 000)						
BUDGET ITEMS	2008	2009	2010	2011	2012	TOTAL
professional staff						
Sub-total	160,000	1,360,000	1,360,000	1,360,000	1,360,000	5,600,000
Implementation Monitoring and Evaluation of NSDS						
IME Statistician/Manager post plus support costs.	55,000	55,000	55,000	55,000	55,000	275,000
NSDS Sector workshops	30,000	0	0	0	0	30,000
International Statistical Advisor	70,000	40,000	40,000	40,000	40,000	230,000
Independent Evaluation	0	0	90,000	0	0	90,000
Technical Assistance in specific non-statistical areas (see text)	100,000	100,000	100,000	100,000	100,000	500,000
SUB TOTAL	255,000	195,000	285,000	195,000	195,000	1,125,000
PAYMENT FOR CAPITAL ASSETS						
Building and Other Fixed Assets	0	0	300,000	450,000	0	750,000
Equipment > Le 500	100,000	100,000	100,000	252,000	0	552,000
Extra PCs for staff	150,000	150,000	150,000	150,000	150,000	750,000
SUB TOTAL	250,000	250,000	550,000	852,000	150,000	2,052,000
TOTAL NSS BUDGET (Le 000)	12,140,704	15,973,849	12,626,000	13,182,000	12,768,000	66,690,553
SSL ONLY	10,085,704	13,086,849	10,696,000	10,400,000	10,896,000	55,164,553