Standard Summary Project Fiche – IPA centralised National and CBC programmes

Statistics

1. Basic information

1.1 CRIS Number: 2007/19300

1.2 Title: "Assisting Montenegro in approximating EU standards in statistics"

1.3 Sector: European Standards/Statistics 03.18

1.4 Location: Republic of Montenegro

Implementing arrangements:

1.5 Contracting Authority (EC)

The Contracting Authority is the EC Delegation in Montenegro

1.6 Implementing Agency:

The Implementing Agency is the EC Delegation in Montenegro

1.7 Beneficiary (including details of project manager):

Beneficiary: Statistical Office of the Republic of Montenegro (MONSTAT) Project Manager: Mr. Radomir Djurovic, Deputy Director of MONSTAT

Address: IV Proleterske 2, Podgorica, Montenegro

Email: statistika@cg.yu Tel.: +382 (0)81 241 206 Fax: +382 (0)81 241 270

1.8 Overall cost:

€800,000.

1.9 EU contribution:

€800,000.

1.10 Final date for contracting:

Two years from the date of conclusion of the Financing Agreement.

1.11 Final date for execution of contracts:

Four years from the date of the conclusion of the Financing Agreement.

1.12 Final date for disbursements:

Five years from the date of the conclusion of the Financing Agreement.

2. Overall Objective and Project Purpose

2.1 Overall Objective:

The overall objective of the project is the provision of advisory support to the Statistical Office of Montenegro (MONSTAT) in the EU accession process. The project seeks to improve the range and quality of official statistics harmonised with the *acquis* and international standards through pilot projects and technical assistance.

2.2 Project purpose:

The project purposes are to improve the quality of official statistics in Montenegro and to align them more closely to EU and international standards. More specifically, this will focus on developing the capacity of the Statistical Office of Montenegro (MONSTAT) to produce and disseminate statistics that are reliable, timely, relevant and comparable. This will involve introducing quality standards in the planning and mainstreaming of statistical activities; further improving economic statistics and national accounts; and upgrade business statistics.

2.3 Link with AP/NPAA/EP/SAA:

The January 2007 European Partnership (EP) sets a list of key priorities that specify the role of statistical offices in collecting and transmitting information in the economic, trade, monetary and financial areas, consistent with current EU practices. It also identifies as a key priority the revision and adoption of the master plan on statistics.

The Stabilisation and Association Agreement from March 2007 (SAA) stipulates that the cooperation shall focus on priority areas related to the Community *acquis* in the field of statistics, including in the economic, trade, monetary and financial areas. This should enable the Statistical Office in Montenegro to better meet the needs of its users in the country (both public administration and the private sector). It also calls for co-operation to ensure the confidentiality of individual data, to progressively increase data collection and transmission to the European Statistical System and the exchange of information on methods, transfer of know-how and training (see Annex III for further details).

2.4 Link with MIPD:

The Multi-Annual Indicative Planning document for the Republic of Montenegro 2007 – 2009 (MIPD) / Instrument for Pre-Accession Assistance (IPA) in Section 2.2.3.1 identifies reform of the MONSTAT as a priority with a particular focus on national accounts, agricultural statistics, price statistics and statistics related to economic activities (business, tourism, transport etc.).

2.5 Link with National Development Plan (where applicable):

The Republic of Montenegro has not yet approved a National Development Plan

2.6 Link with national / sectoral investment plans (where applicable):

Not applicable

3. Description of project

3.1 Background and justification:

Until the independence of Montenegro in June 2006, MONSTAT was part of the statistical system of the former State Union of Serbia and Montenegro. Much of the key statistical work was carried out by and under the supervision of the Statistical Office of the State Union in Belgrade. Despite being operational several years before independence, MONSTAT was and is characterized by weak management and limited resource allocation. In other words, MONSTAT neither has the professional resources nor the necessary managerial capacity to carry out a full statistical programme.

Furthermore, MONSTAT continues to be subject to external reorganisations. In November 2006 the government relocated the supervision of MONSTAT from the Ministry of Labour and Social Welfare to the Ministry of Finance with an aim to strengthen MONSTAT's position and improve its operational capacity.

The EC's "Montenegro 2006 Progress Report" (page 37) argues that "overall, some progress has been made in the national statistical system of Montenegro in the past period. However, MONSTAT and the rest of the national statistical system need to be substantially enhanced. Development of the administrative capacity, statistical infrastructure and human and financial resources should become a priority in order to deliver timely, reliable and accurate statistics in accordance with EU standards."

Official statistics play a dual role in the Stabilisation and Association Process and EU membership negotiations. First as an individual chapter of the *acquis* on statistics that defines harmonisation procedures with EU standards and rules which have to be implemented in the pre-accession period. Second, official statistics serve other policy areas by providing the necessary data for monitoring changes and assessing their impact on a set of chosen policies.

MONSTAT is the central institution in the Montenegrin Statistical System. Despite having a centralised statistical system a variety of institutions in Montenegro has operational responsibility for the production of official statistics. These include - in addition to MONSTAT - the Central Bank and the Ministry of Finance. All three institutions have made progress in addressing statistical shortcomings in the country. For example there have been advances in transparency and adherence to stipulated international statistical guidelines (e.g. classifications and methodology). However, much more needs to be done if Montenegro is to be able to produce a full set of reliable official statistics and exhibit the sustainable institutional capacity to maintain such production. Although substantial technical assistance has been received from EU programmes and other donors (see 3.6 Linked activities), MONSTAT still needs to further strengthen its operational capacity, the statistical infrastructure and production of quality statistics.

The objective to produce official statistics in accordance with EU standards relies both on the operational capacity of the institution and the professionalism of individual statisticians.

The following steps need to be taken by the Ministry of Finance and MONSTAT prior to the start of the project. These proposed steps are based on the findings from a recent CARDS 2005 funded "Technical Assistance for the Reform of the Montenegrin Statistical System"

project (see 3.6) which assessed the state of play of developing the EU compliant official statistical system in Montenegro. The recommendations focus on:

- re-designing MONSTAT's organisational structure;
- allocating the necessary qualified staff, working space and equipment, including electronic communication systems;
- allocating the corresponding operations budget to enable and absorption of inputs of external assistance:
- an overall evaluation of MONSTAT staff and their tasks;
- a radical change at all levels in institution management;
- the reduction of the number of producers of official statistics in the national statistical system;
- confinement of the Statistical Council's actions to its advisory role, that is, avoiding any interference with MONSTAT management;

3.2 Assessment of project impact, catalytic effect, sustainability and cross border impact (where applicable):

Expanded statistical coverage and improved data quality will allow for better planning and use of resources by the Government, line ministries and institutions such as the Central Bank, tax administration, business and labour associations. Further, through improved data performance the Government will be able to provide quality data services to different international organisations, including the European Commission.

The project is expected to contribute to increased data quality in key areas through the transfer of know-how and pilot surveys. The improved capacity in terms of better coordinated statistical collection and reporting systems will target a sustainable national statistics service. The project is - however - only one step on the way towards developing a long-term sustainable statistical system in the country. The government must also commit the necessary resources - human, technical and financial – during and beyond the project's life span.

The project will contribute toward harmonisation with the *acquis* on statistics. The many and various roles of statistics across society and the economy imply that the project will also have catalytic effects. Better business-related statistics will allow investors to make informed decisions regarding domestic and foreign investments in the country. Better statistics will also improve the possibilities for the European Commission and other international donors to assess the state of play and monitor the impact of measures taken, and as a consequence, it will allow for better targeted assistance programmes.

3.3 Results and measurable indicators:

The project will address areas of quality standards, including planning and mainstreaming of statistical activities; economic statistics, national accounts; and business statistics, in particular tourism and short-term statistics.

The specific results to be achieved for each of these areas include:

- A quality system for key processes in the production of statistics developed including:
 - o Metadata policy developed:
 - general metadata (concepts, methods, nomenclatures/classifications, documentation);
 - metadata of survey and database management;
 - metadata of data entry, verification and editing.
 - Systems developed for data-warehouse, treatment and controls of micro and macro data.
 - o Standards and systems for development and maintenance of registers and computer applications developed.
 - o Improved knowledge of statistical theory and production of official statistics, including knowledge of estimation, extrapolation, sampling methodology etc.
 - o Developed guidelines on presentation of statistics with a view to serving the needs of the various users while retaining a uniform basis.
 - o Improved statistical infrastructure both within MONSTAT and among relevant external parties.

The measurable indicators include:

- policy documents on metadata in place;
- written manuals, guidelines and work plans for implementation;
- the number of people trained through consultations, meetings, seminars and study visits.
- Economic statistics being further harmonised with EU and international standards including:
 - o National Accounts, further alignment with ESA 95;
 - o Ensure that national level cooperation, especially in the compilation of national accounts statistics for the government sector, functions properly.

The measurable indicators include:

- additional national accounts indicators published;
- the number of people trained through consultations, international meetings seminars and study visits;
- inter-institutional working groups have been established;
- agreements with data providers have been established.
- Business statistics being further improved in accordance with EU and international standards including:
 - o For short term statistics, assessing the state of play, initiation of new and improved surveys.

o For tourism statistics, assessment of state of play and recommendations made for the implementation of the *acquis* on statistics. Establishment of surveys, in particular for the supply side (i.e. arrivals and guest nights spent in hotels etc.).

And the measurable indicators include:

- the number of people trained through consultations, international meetings seminars and study visits;
- pilot surveys carried out and documented;
- the number of pilot surveys enabling regular production to start;
- published statistics.

It is envisaged that during the Project indicatively between 50 and 70 employees of MONSTAT and other government institutions will directly benefit from the training opportunities in different areas of official statistics.

3.4 Activities:

As indicated above, the main areas to be covered are further development of a quality production system, economic statistics and business statistics.

Although different subject matters will be tackled through the project, the overall approach in each of these areas is similar. Starting with an assessment of the state of play, an action plan for each of the areas will be developed with the beneficiary and relevant partners. Based on the action plan, the various capacity building exercises and pilot surveys will be implemented, while throughout the process the operational guidelines – to be used by the staff of the various institutions involved – will be developed. Special working groups will be established to ensure inclusion of the relevant stakeholders.

The principal activities will therefore include:

- Assessments of the state of play in the different areas and developing recommendations for future work and an action plan for implementation;
- Establishing working groups for areas where others than MONSTAT are the producer of official statistics in the area.
- Assist in implementing some of the action through:
 - Knowledge transfer of EU and international standards long-term and short-term experts, seminars, workshops and trainings, study trips, participation in international meetings on the areas covered in this project and ad hoc assistance. Care must be taken to ensure full complementarity with other support projects.
 - Deployment of pilot surveys in selected areas.
 - Develop guidelines on the various aspects of the production system.

A project leader will be responsible for the overall management, representation (coordination with the EU and other international bodies), as well as reporting. S/he will also be responsible for the management of available resources.

Key experts will be engaged in the identified activities. One of the key experts should be based in the country. This key expert will function as the local project leader. A flexible pool of short term experts will be made available in order to assist the key experts as well as carrying out the activities in the remaining areas.

The provision of appropriate human and financial resources by the beneficiary is vital. Their number, function and minimum skills requirements will be defined and agreed before the start of the project (see conditionality and sequencing, next section). Furthermore their tasks, responsibility and functions will be precisely described in the Terms of Reference of the project and will be part of a formal written commitment of the beneficiary institutions towards the contracting authority and the contractor. It is envisaged that during the Project indicatively from 50 to 70 employees of MONSTAT and other government institutions will benefit from the training in different areas of official statistics.

The beneficiary will participate in the Steering Committee of the project. The representatives will include the Director of MONSTAT, the local team leaders, a high-level representative of the Ministry of Finance, EU project manager and a representative of the Council of Statistics.

It is anticipated that the project will be implemented with one service contract for technical assistance. It will be 100% funded by the EC. Alternatively, if appropriate expertise cannot be sourced via a service contract, a service contract combined with a twinning light or a grant agreement with a member state institution (official or mandated body) following a call for proposals is envisaged whereby the Commission contribution will cover 100% of the eligible cost of the contract.

The project duration will be approximately 24 -30 months.

3.5 Conditionality and sequencing:

The broader conditions concerning the legal and administrative framework within which MONSTAT operates are already in place. However, at the project level the key conditions are:

- 1) Implementation of recommendations from the "Technical Assistance for the Reform of the Montenegrin Statistical System" project report (as presented in 3.1).
- 2) Recognition by the line ministry (Ministry of Finance) and other relevant stakeholders of the pivotal role that the Law on Statistics accords to MONSTAT in the centralised system of official statistics in Montenegro.
- 3) Active participation by the line ministry, MONSTAT and other relevant stakeholders in the implementation of this project;
- 4) Allocation of working space and facilities by the beneficiary for technical assistance before the launch of the tender process; organisation, selection and appointment of members of working groups, steering and coordination committees, seminars by the beneficiary as per work plan of the project and appointing relevant staff through transparent and competitive procedure by the beneficiaries, to participate in training activities as per work plan;
- 5) The projects success and operational effectiveness critically depends on MONSTAT setting up adequate programme management structures. A project manager will be

nominated by MONSTAT before the start of the implementation period. The project manager shall serve as the counterpart of the contractor and the contracting authority. The project manager shall be from the senior management level. MONSTAT will also nominate one local team-leader and deputies for each of the project components. All local team-leaders shall possess relevant decision making authority and appropriate seniority level in order to take responsibility for the implementation of the respective project component and to assist the contractor's project leader.

In the event that these conditions are not met, suspension or cancellation of projects will be considered.

3.6 Linked activities:

The Republic of Montenegro has received EU support for the development of a sustainable and EU harmonised statistical system since 2002. CARDS 2001 covered assistance and training on economic statistics, statistical technical work, IT, organisation and management, population census as well as procurement of equipment. The project was implemented in 2002.

CARDS 2004 is a continuation of CARDS 2001 project and aims at strengthening the capacity of MONSTAT and the functioning of the statistical system. The main statistical area covered is national accounts. The project runs till January 2008. CARDS 2005 "Technical Assistance for the Reform of the Montenegrin Statistical System" provided short term support in improving the national statistical system of Montenegro on production and dissemination of relevant, timely, accurate and comparable official statistics.

Regional CARDS 2001 project consisted mainly of pilot projects on purchasing power parities, external trade and business statistics. This programme also delivered training to MONSTAT in form of experts' missions to the statistical office and funded participation in seminars, international meetings and EUROSTAT working groups. Regional CARDS 2003 project started in July 2006 and will run till March 2008. It covers; pilot projects in the areas of purchasing power parities, external trade statistics, migration statistics and labour market statistics as well as transfer of know-how by trainings, traineeships, study tours, consultations and participation in EUROSTAT working groups.

Furthermore, a horizontal project is planned under the multi beneficiary IPA 2007 that will be designed to build on the previous CARDS regional programmes such as external trade statistics and purchasing power parities as well as expand on the areas covered by including population census and agriculture statistics. A final decision on this will be taken by the EU autumn 2007.

The statistical system is currently benefiting from Swedish assistance provided by SIDA (2006-08) in the area of business and agriculture statistics. This is managed in cooperation with SCB (Statistics Sweden). In addition the regional SIDA programme is supporting three current projects on gender statistics, environment statistics and methodology training – all of which involve MONSTAT.

OECD, EFTA and EUROSTAT have carried out regional projects on the so-called Non-Observed Economy in the Western Balkans so as to help the countries of the region consider ways in which they might include it within the national accounts. Phase I consisted in

assessing the scope of the grey economy for nine activities, including agriculture, health, education, real estate, etc. Phase II is ongoing and aims to improve the quality of those estimates and broaden its scope into other area of the grey economy. International experts are expected to assist MONSTAT and to revise the data in October 2007.

Coordination with other donors will make sure that there is no project overlap.

3.7 Lessons learned:

Although earlier projects have had some beneficial effects, major challenges remain:

- Statistical infrastructure and legal framework: The infrastructure is largely in place such as a Law on Statistics, Statistical Council, Master Plan and agreements with stakeholders. But delays in implementation and limited enforcement capacity are inhibiting progress.
- Analysis of past technical assistance to MONSTAT has shown a lack of sustainability in
 operational capacity. To ensure that MONSTAT staff is able to continue working
 autonomously after support missions leave and assistance programmes are completed,
 more people are needed in each field and an in-house training system has to be developed.
- Comprehensive project implementation is hampered by insufficiently qualified staff and resources as well as bad management of available resources. Staff often lack basic knowledge in English, computer literacy as well as statistics, making substantial transfer of knowledge difficult.

It is thus of critical importance to emphasise that project implementation is dependent on improved absorption capacity of MONSTAT. The operational sustainability of MONSTAT is a critical element of project conditionality. Past technical assistance to MONSTAT, whether it was provided by the European Commission or by SIDA, underlines that the lack of sustainability is a structural characteristic of MONSTAT which requires urgent remedy by the authorities.

MONSTAT staff must work autonomously during the TA projects so they can continue to work after a project ends. To date despite the fact that more than 50% of the personnel received a variety of training the expertise and the workload is mostly concentrated on four or five statisticians working for MONSTAT. These experts should be relieved of their current multiple tasks in order to be able to dedicate their time to their respective core competences. This is necessary since they need to dedicate a substantial part of their time for the foreseen activities of this project in their respective fields of expertise.

4. Indicative Budget (amounts in €)

It is anticipated that the project will be implemented with one service contract for technical assistance ($\leq 800,000$). It will be 100% funded by the EC.

5. Indicative Implementation Schedule (periods broken down per quarter)

Contracts	Start of Tendering	Signature of contract	Project Completion
Contract 1	Q2 2008	Q3 2008	Q3 2010

6. Cross cutting issues (where applicable)

The mainstreaming of the cross cutting issues is addressed on two levels:

- 1) How the internal policies, structure or operating procedures of the beneficiary will conform with or promote the cross cutting issues set out;
- 2) How the project's outputs (e.g. laws, regulations, policies, action plans, etc.) will address the cross cutting issues set out below.

6.1 Equal Opportunity:

There is extensive legislation in Montenegro relating to equal opportunities. The beneficiaries under the proposed project have equal opportunity employment and related policies in place, and will ensure that they are implemented.

The results of this proposed project will further equal opportunities because reliable and disaggregated statistics will provide a platform for future decision making on this key issue. For example statistics on the salary levels for men and women in similar occupations enable government to see if current legislation is being observed and whether remedial measures are needed.

6.2 Environment:

Statistics provide material for a variety of decision makers including those working on environmental issues. For example statistics on pollution levels will inform policy makers about the need for further legislation on enforcement measures.

6.3 Minorities:

There are current legislative provisions for protection of minority rights. The beneficiaries under the proposed project will be required to ensure that they are properly implemented amongst their workforce and interlocutors.

Reliable and comprehensive statistics will enable policy and decision makers to monitor the key economic and social indicators on ethnic minorities. It will also enable leaders at the local municipal level, including areas where ethnic minorities predominate, to have reliable information on which to base decisions about the provision of local services.

ANNEXES

- 1 Log frame in Standard Format
- 2 Amounts contracted and Disbursed per Quarter over the full duration of Programme
- 3 Reference to laws, regulations and strategic documents:

Reference list of relevant laws and regulations

Reference to AP/NPAA/EP/SAA

Reference to MIPD

Reference to National Development Plan

Reference to national / sectoral investment plans

4 - Details per EU funded contract

ANNEX 1: Logical framework matrix in standard format

LOGFRAME PLANNING	Programme name and number				
MATRIX for Project Fiche	Assisting Montenegro in approximating EU standards in statistics				
	No. 2007/xxx-xxx				
Statistics	Contracting period:	Disbursement period:			
	2 years from the date of conclusion	5 years from the date of the conclusion			
	of the Financing Agreement	of the Financing Agreement			
	Total budget :	IPA budget:			
	. €800,000	. €800,000			

Overall objective	Objectively verifiable	Sources of	1	
	indicators	Verification		
The overall objective is provision of advisory support to MONSTAT in order to further develop its capacity to produce and disseminate official statistics according to EU and international standards that are reliable, timely, relevant, and comparable geographically and over time.	SAA process requirements Follow up of Progress Reports	Commission's Progress Reports and other documents related to accession		
Project purpose	Objectively verifiable indicators	Sources of Verification	Assumptions	
The purpose is to assist MONSTAT in producing and disseminating new and/or upgraded statistics in identified priority areas through pilot surveys and technical assistance. This will contribute to a professional management of the national statistical institute and to further development of the national statistical system towards a more sustainable system.	Statistical variables provided by the beneficiaries Statistical Annexes to the Commission's Progress Reports	Commission monitoring and evaluation tools Commission documents Government documents Statistical publications Contractor's reports	Commitment of the national authorities to the process	
Results	Objectively verifiable indicators	Sources of Verification	Assumptions	
Improved harmonisation of standards, classifications and methods. Improved administrative capacity of the providers of official statistics. Improved functioning of the national statistical systems, including the strengthened coordination of the national statistical system by MONSTAT. Improved quality, availability and comparability of statistical data in priority areas.	Increased level of alignment with the EU acquis Number of new variables covered Timeliness of statistics Volume of data transmitted to EUROSTAT Between 50 and 70 employees trained	EUROSTAT assessments Contractor's reports; by experts and contractual reports EUROSTAT'S public database.	Adequate resources allocated to MONSTAT Cooperation of official statistics producers and other key stakeholders in the country	

Activities	Means	Costs	Assumptions		
Technical assistance, e.g. long	Contract	. € 0.8 million	Availability of		
and short term experts,	Contractor's staff and experts		experts		
workshops, meeting	Commission staff		Good cooperation		
participation in international			between all		
meetings, pilot surveys,			stakeholders		
consultations, study tours					

ANNEX 2: Amounts (in \bigcirc Contracted and disbursed by quarter for the project:

Contracted	Q3 2008	Q4 2008	Q1 2009	Q2 2009	Q3 2009	Q4 2009	Q1 2010	Q2 2010	Q3 2010
Contract 1.	800,000								
Cumulated	800,000								
Disbursed									
Contract 1.	240,000				240,000				320,000
Cumulated	240,000	240,000	240,000	240,000	480,000	480,000	480,000	480,000	800,000

ANNEX 3: Reference to laws, regulations and strategic documents

• Reference list of relevant laws and regulations

Laws:

• THE LAW ON STATISTICS AND STATISTICAL SYSTEM OF MONTENEGRO ("Official Gazette of Republic of Montenegro", No. 69/05) from 2005

Other regulations:

- Master plan for developing and harmonising the official statistics of Montenegro for 2006

 2008
- MONSTAT's Annual plan for 2007
- MONSTAT's Rulebook on internal organisation and systematisation.
- Reference to EP / SAA

The January 2007 **EP** envisages, under article 3, "Priorities" (one-two years), and under 3.1 "Short-term priorities", a list of key priorities which must be must be accompanied in regard to Statistics, mentioned under 3.2 "Medium-term priorities" the role of Statistics in, collecting and transmitting statistical information in compliance with statistical requirements related to the economic, trade, monetary and financial areas, consistent with current EU practices. It also identifies as key priority a revision and adoption of the master plan on statistics with a view to enhancing the quality and broadening the scope of statistics as well as reinforcing the collection and processing of agriculture statistics in line with EU standards and methodology, including the HS nomenclature 2007.

Under article 90 "Statistical co-operation", the Stabilisation and Association Agreement from March 2007 (hereinafter: SAA) stipulates that the co-operation between the Parties shall primarily focus on priority areas related to the Community *acquis* in the field of statistics, including in the economic, trade, monetary and financial areas. It will notably be aimed at developing efficient and sustainable statistical systems capable of providing, reliable, objective and accurate data needed to plan and monitor the process of transition and reform in Montenegro. It should also enable the Statistical Office in Montenegro to better meet the needs of its customers in the country (both public administration and private sector). The statistical system should respect the fundamental principles of statistics issued by the UN, the European Statistical Code of Practice and the stipulations of the European Statistical law and develop towards the Community *acquis*. The Parties shall co-operate in particular to ensure the confidentiality of individual data, to progressively increase data collection and transmission to the European Statistical System and, to exchange of information on methods, transfer of know-how and training.

Reference to MIPD

The Multi-Annual Indicative Planning document for the Republic of Montenegro 2007 – 2009 (MIPD) / Instrument for Pre-Accession Assistance (IPA) in Section 2.2.3.1 as one of main priorities and objectives sets up reform of the Montenegrin Statistical Office with a focus on national accounts, agricultural statistics, price statistics, and statistics related to economic activities (business, tourism, transport etc.).

- Reference to National Development Plan Not applicable.
- Reference to national / sectoral investment plans Not applicable.

ANNEX 4: Details per EU funded contract

For *TA contracts*: account of tasks expected from the contractor See section 3.4 "Activities"

