

Country Paper
for
Workshop on the Organization of
National Statistical System
and
Users - Producers Relations
for Countries in South Asia
Pakistan

National Statistical System of Pakistan

The present Statistical System of Pakistan is a combination of both centralized and decentralized systems. At federal level, the main centralized set-up comprises Statistics Division and its three attached departments viz; Federal Bureau of Statistics (FBS), Population Census Organization (PCO) and Agricultural Census Organization (ACO). At provincial level, the Bureaus of Statistics are functioning under Planning and Development Departments. On the decentralized side, statistical cells, both at federal and provincial levels, are also functioning in different Government departments to cope with their specific statistical needs. Headquarters of Statistics Division, FBS and PCO are located at Islamabad and that of ACO at Lahore (Annex-I & II).

Statistical Acts

There are two fundamental Acts concerning statistics. These are, Industrial Statistics Act, 1942 and General Statistics Act, 1975. These Acts were enacted to collect reliable and quality statistics by ensuring protection of privacy of respondents and to minimize the reporting burden on respondents, eliminate the duplication of statistical activities and to ensure consolidation of statistical system. Above all, these Acts aim at providing legal protection and support to the Statistical Activities in the Country.

National Statistical Council (NSC)

Under the provisions of General Statistics Act, 1975, the National Statistical Council (NSC) headed by the Minister for Finance, Economic Affairs, Revenue and Statistics, functions as the coordinating body for different statistical activities and setting priorities at national level. Secretariat of the Council is located at Statistics Division. Provincial Statistical Councils have also been constituted in the provinces for coordinating provincial statistical activities. The Provincial Bureaus of Statistics act as the secretariat of concerned Provincial Statistical Councils. National and Provincial Statistical Councils are comprised of the representatives from the

Government and private sector as well. Meetings of NSC are organized by the Statistics Division to improve functioning of the Statistical System in the country as and when need arises.

Terms of Reference of NSC

- i) To coordinate the functions of the Statistics Authorities and competent authorities and to advise them as to the ways and means of achieving efficient, adequate and prompt results.
- ii) To approve the priorities for filling gaps in statistical data and for that purpose to allocate functions to the Statistics Authorities.
- iii) To draw schemes for avoiding duplication in the formulation and execution of statistical programmes and to resolve differences in that respect.
- iv) To make competent advice and guidance available to Statistics Authorities, competent authorities and statistical agents in the matter of large scale statistical operations and projects.
- v) To ensure economical and efficient utilization of field services, equipment and other scarce resources.
- vi) To promote research and training in statistics and
- vii) To perform such other functions as the appropriate Government may, from time to time, direct.

Statistics Division

Statistics Division headed by Secretary is assisted by a Joint Secretary on administration side and by Deputy Director General, on technical side. Statistics Division is responsible for formulation of policies and plans for improvement of statistical services in the country. It provides solid database to the users of statistics in the Government and out side. Functions of Statistics Division are as under:-

- i) Preparation of an overall integrated plan for development and improvement of statistics in Pakistan and to estimate the budgetary requirements thereof.
- ii) Preparation of annual programmes in accordance with agreed priorities and to assign responsibilities for the execution of their component items.
- iii) Examination and clearance of budgetary proposals for annual programmes for statistical improvements and developments.
- iv) Formulation of policy regarding general statistics for Pakistan and implementation thereof by suitably adapting the statistical system of Pakistan to conform with the policy.

- v) Coordination with the Provincial and Federal Governments, Semi-autonomous bodies and international organizations on statistical matters bearing directly or indirectly on such subjects as trade, industry, prices, expenditure, input-out accounts, flow of funds, balance of payments, etc,
- vi) Evaluation and introduction of standard concepts, definitions and classifications pertaining to national statistics series.
- vii) Preparation and implementation of in-service and foreign training programmes in the field of statistics.
- viii) Evaluation of efficient computerized methods for statistical estimates
- ix) Clearance of statistical projects undertaken by different organizations on a contract basis.
- x) Preparation, printing and release of publications on national statistics.
- xi) Undertaking of national censuses and surveys.
- xii) Industrial statistics Act, 1942.
- xiii) Administration of the General Statistics Act, 1975.
- xiv) Agricultural Census.
- xv) Population Census.
- xvi) National Decennial Livestock Census.

Federal Bureau Of Statistics

The FBS is headed by a Director General. The Headquarters of FBS is located at Islamabad while the subject matter Sections are located both at Karachi and Islamabad headed by Section Chiefs whose work is supervised by Directors and Deputy Director Generals. Besides, the FBS has its own field machinery for conducting censuses / surveys comprising 35 Regional / Field Offices spread all over the country. FBS has three Data Processing Centres located at Karachi, Lahore and Islamabad for processing of data gathered through different surveys / censuses and series conducted by itself and also the data emanated through Population & Housing Census and Censuses of Agriculture & Livestock.

Institutional arrangements for collection of data:

The FBS, the premier and largest statistical organization at Government level, is responsible for the collection, compilation and dissemination of all current statistics in the country. FBS is principally a data collection agency, the fact-finder for the nation. Most of the primary data is collected by the FBS itself through censuses and

surveys. Panels & experts group having representation from public and private sectors to finalize the questionnaire and suggest improvement in surveys/ censuses methodology have been established in each area. The list of major areas of data collection through censuses/ surveys is given below:

- i) Collection, compilation and publication of retail, wholesale prices;
- ii) Compilation of monthly Consumer Price Indices, Wholesale Price Indices and Weekly Sensitive Price Indicators;
- iii) Annual Labour Force Survey;
- iv) Annual Pakistan Demographic Survey;
- v) Household Integrated Economic Survey (HIES).
- vi) Pakistan Social and Living Standing Measurement Survey (PSLM).
- vii) National Education Census.
- viii) Survey of Distributive Trades and Services;
- ix) Private Building Construction Survey;
- x) Mechanized Road Transport Survey;
- xi) Non-mechanized Road Transport Survey;
- xii) Education and Youth Survey;
- xiii) Annual Census of Mining Industries;
- xiv) Annual Census of Electricity Establishments.
- xv) Census / Survey of Small Scale Industries;
- xvi) Share Capital of Joint Stock Companies;
- xvii) Census of Establishments;

In a few cases, statistical series are also collected / compiled in cooperation with others e.g:

- i) National Accounts.
- ii) Census of Manufacturing Industries (Large Scale).
- iii) Agricultural Statistics.
- iv) Annual Enquiry on Labour Welfare.
- v) Annual Establishment Enquiry.
- vi) Industrial Production Statistics.
- vii) Transport and Communication Statistics.
- viii) Foreign Trade Statistics.
- ix) Quarterly Indices of Foreign Trade.
- x) Public Finance Statistics.
- xi) Finance and Banking Statistics

Population Census Organization

At present, the organization is headed by the Chief Census Commissioner assisted by two Census Commissioners and three Joint Census Commissioners in specialized areas. The four Provincial offices are headed by Deputy Census

Commissioners. At the time of decennial census, different Regional / Field Offices are also set up to facilitate the census activities. At the eve of each census, a Census Advisory Committee having representation of Ministries / Divisions, Provincial Governments, Universities, Research Institutions, Individual experts / scholars is set up to advise the organization on census methodology & questionnaire etc.

The primary function of the organization is to plan and conduct decennial Population and Housing Censuses and release the results in publications at national, provincial and district levels. After census, analysis of census data is also undertaken to improve data of the future census by identifying problems, constraints and inaccuracies of data and facilitate the users as well through publication of special reports / monographs.

Agricultural Census Organization

The organization is headed by Census Commissioner assisted by Additional Census Commissioner and Joint Census Commissioners in specialized areas. The Agricultural Census Organization (ACO) is, mainly, responsible for conducting decennial census of Agriculture and of Livestock. It also undertakes Village-wise Census, Agricultural Machinery Census and Rural Credit Survey with varying periodicity in addition to some adhoc studies. For each census, to advise the organization on concepts / definitions, scope and methodologies, Census Advisory Committee having representatives of concerned federal / provincial government departments, universities, research institutions etc. is set up.

a. Improving Coordination in National Statistical System

a.1 Current Status

In addition to the National Statistical Council and Provincial Statistical Councils which are responsible to establish proper coordination for all statistical & related matters, avoid duplication and assessing statistical needs of the country, the Panels, Steering Committees, Technical Committees have also been formed for each major activities like National Accounts, Social Statistics, Demographic Statistics, Labour

Statistics. Besides there are Advisory Board/ Committees on Population Census and Agricultural Census. These Committees have recently been revised and due representation given to Private Sector, NGOs, Academia and Provincial Departments.

The meetings of the Committees/Panels are being held for finalization of questionnaire, methodology and coverage for each survey/census. The findings/ reports are also presented to Panels/ Committees before their release and based on their inputs, the reports are improved accordingly.

As most of the statistical activities are the responsibility of the attached departments of the Statistics Division, hence the meetings of panels/ committees are also convened by them. Besides, there are other Departments responsible for collection, compilation and release of Statistics, they also have similar Steering Committees of the stakeholders which meets from time to time.

a.2 Future Plan

Series of Workshops/Seminars are proposed to be arranged in provincial capitals for business-men/ chamber of commerce/ universities/NGOs to familiarize them regarding the working of statistical organizations, data availability, methodologies used for conducting surveys/censuses, preparation of various indices and National Accounts. Besides handling other problems of non-cooperation by the individuals/manufacturers and other establishments for the improvement in coverage of information which they avoid to provide, a project has also been planned to launch the Business Register to gather data from various establishments.

a.3 Key Issues

1. The meetings of National Statistical Council are not held regularly due to non-availability of proper agenda which is to be presented for policy decisions at the NSC.
2. Main problem is in collection of Establishment based data, the coverage for such type of surveys/ censuses remain always low.
3. Some NGOs, engaged in conducting case studies/research or household surveys with limited scope and coverage, do not contact statistical authority for clearance/advice for methodology/study

design. The findings of such studies/ surveys are generalized by donor agencies and other users for the Country or Province. These create doubts and mis-understanding when compared with the findings of the National level Surveys/ Studies.

4. There is lack of research and detailed analysis of the data available through censuses/surveys, hence there are very little scope for bringing improvement in various surveys/censuses conducted by statistical organizations. Those who asked for micro-data never gave feedback.
5. There is lack of understanding of statistical data specially price indices and labour statistics among the policy makers/ politicians and media.

b. Autonomy of National Statistical Offices

b.1 Current Status

The Federal Bureau of Statistics is the major National Statistical Organization among the three attached departments of the Statistics Division dealing with all current Statistics including National Accounts, Labour Force, Employment, Foreign Trade, Industrial Statistics and other Socio-economic and Demographic Statistics at the Household level. The FBS is headed by the Director General enjoying working autonomy, however, he does not have financial and administrative autonomy.

b.2 Future Plan

The process of reviewing and restructuring of National Statistical System is under consideration to make it more responsive to the national requirements, with increased autonomy & credibility and ensure a proper statistical capacity building, career planning of professional staff, up-gradation of their skills and, above all, economy in resources for better coordination and integration of different data collecting agencies.

Based on the recommendations of the international consultants, the Government has approved the merger of Federal Bureau of Statistics (FBS), Population Census Organization (PCO) and Agricultural Census Organization (ACO) and the Technical Wing of Statistics Division in to an entity to be known as Pakistan Bureau of

Statistics (PBS) with functional members to be headed by Chief Statistician. Objectives of restructuring process are as under:-

- ◆ Efficient use of resources
- ◆ Timely collection of data
- ◆ Promote professionalism through capacity building and effective HRD.
- ◆ Independence and credibility consistent with international best practices.
- ◆ Management of PBS will consists:-
 - Strategic issues: Governing Council
 - Operational issues: Management Committee
 - Statistical priorities: Statistical Users Council
 - Chief Executive: Chief Statistician

b.3 Key Issues

- Complete autonomy in terms of financial and administrative matters could not be exercised when all finances are being provided by the government. According to existing financial rules, the government rules and regulations are to be followed where government financing is 50% or more.
- To change the status from pure government to autonomous of the existing employees create panic among them, as they have to loose all facilities available to government servants like pension, medical and housing facilities etc. Besides merger of three different sister organizations into one also creates problems of seniority and promotion. Being the oldest organizations most of the employees having service of more than 15 years at the average.
- Most critical issue is of having experienced persons from the open market as no other organizations/institutions have such specific activities.
- Besides salary structure of the National Statistical Organizations do not attract highly qualified persons (Ph.Ds) working abroad or in other international agencies in the country.
- The existing employees have very little chance for improving their qualification due to lack of training facilities for higher education, most of the senior officers who had foreign training/ higher education are retiring and their replacement is not available which creates shortage of staff at the senior level.

c. How can we increase users engagement?

c.1 Current Status

With a view to increase the users engagement in statistical activities and for feedback for improvement in statistical services, the Statistics Division, Government of Pakistan has been organizing users-producers workshops, press briefings. Besides users representation have been enhanced at the statistical panels/ expert groups, advisory committees and the statistical councils. This Division is also encouraging public – private partnership for enhancement of users involvement in statistical activities. In this direction publications on Health Indicators and ICT Indicators of Pakistan have been prepared/ released with the assistance of private organizations.

Besides, the data/indicators on Price, Trade and Industry is being placed on web-site which is being widely used by the private sector, academia, media and other users. Moreover, micro level data of various surveys/ censuses is also being provided to all users in the public and private sectors on very low rates.

Besides release of data/ publications on the web site, the printed copies of the publications are also given to various government/ international agencies and educational institutions as complementary copies. For general public, the sale counter has been established where the publications are also placed on sale.

c.2 Future Plan

To enhance users faith and their engagement on official statistics, it is planned to restructure the existing national level statistical organizations i.e. Federal Bureau of Statistics (FBS), Population Census Organization (PCO) and Agricultural Census Organization (ACO) by merging them into a single entity as Pakistan Bureau of Statistics and give it the autonomous status. For this purpose the law has been revised and ready for submission to Cabinet Division for its approval. Besides, a project on Capacity Building with the assistance of DFID is also being implemented for the improvement of the working of the organization. It will increase credibility among the users and their engagement for use of statistics.

c.3 Key Issues

- To increase users engagement it is very important to have credibility and faith of the users of the statistics generated by the National Statistical Organization. However, at present there is lack of credibility among the users.
- Most of the potential users do not know the working of National Statistical Organization and not aware about the sources & availability of information they require.
- Lack of understanding about the statistical terms/methods/sampling etc. among users, specially the senior managers in government, politicians and media persons. Due to the lack of knowledge they pass negative comments on the figures released by the organization, which affect the credibility of the data. The users, therefore, hesitate to use the statistics.
- Users demands are not met in terms of detailed information at the district, village or gross route level for various indicators such as Labour Statistics, Demographic Statistics, Industrial Statistics, Health Statistics etc due to lack of resources as most of the surveys are conducted at the National and Provincial levels.

d. How useful are Administrative Data for Statistical Purposes

a. Current Status

A present most of the administrative data is being collected from secondary sources from the allied Federal and Provincial Government Departments. The data on Education Statistics like number of Institutions by type, number of teachers, numbers of students (enrollments) is being compiled through National Education Management Information System (NEMIS). For Health Statistics like number of Doctors, Hospitals, Nurses, Hospital Beds etc is being compiled by Ministry of Health. Similarly Statistics related to Population Welfare is being collected by Ministry of Population Welfare through their MIS.

These information are very important for statistical purposes which can be used for developing rates and ratios in relation to population, i.e. number of teachers per school, students: teacher ratio, persons per doctor, persons per hospital bed; all such statistics is being used for policy/decision making and is in high demand both in the public and private sectors.

Key Issues

Most of the administrative data on education, health, family planning etc. are available from the public sector only. Private Sector data in most of the cases are not available on regular basis. Further the data is not available in the desired format and in time.

e. Role of National Statistical Offices in analysis including the provision of micro data

Being a custodian of the data, the role of National Statistical Office is very important for in-depth analysis. Mostly the Statistical Offices are not involved in analysis. The main findings are released by the Statistical Offices in the shape of tables with some graphic presentation. In Pakistan, the Statistics Division has very open policy for providing micro level data for all Household based Sample Surveys. For Census the micro data is also provided, however it is ensured that no individual level information which identifies individuals is provided to users. Mostly the establishment based micro data are provided by aggregating at certain level. The data dissemination policy is placed on website and very nominal fee is being charged from NGOs/ Researchers, National/International Organizations.

f. Adjusting the Statistical Organization to emerging statistical issues

Statistical Organizations normally lack expertise in collection and compilation of environmental statistics and they have to rely on the concerned departments responsible for it. In Pakistan, very limited statistics is available on air pollution, water pollution, industrial wastes, hospital wastes etc.

Most of the environment statistics needs specialized technical expertise. The National Statistical Offices can only play the role in such type of statistics when specialized technical sections/persons are made available

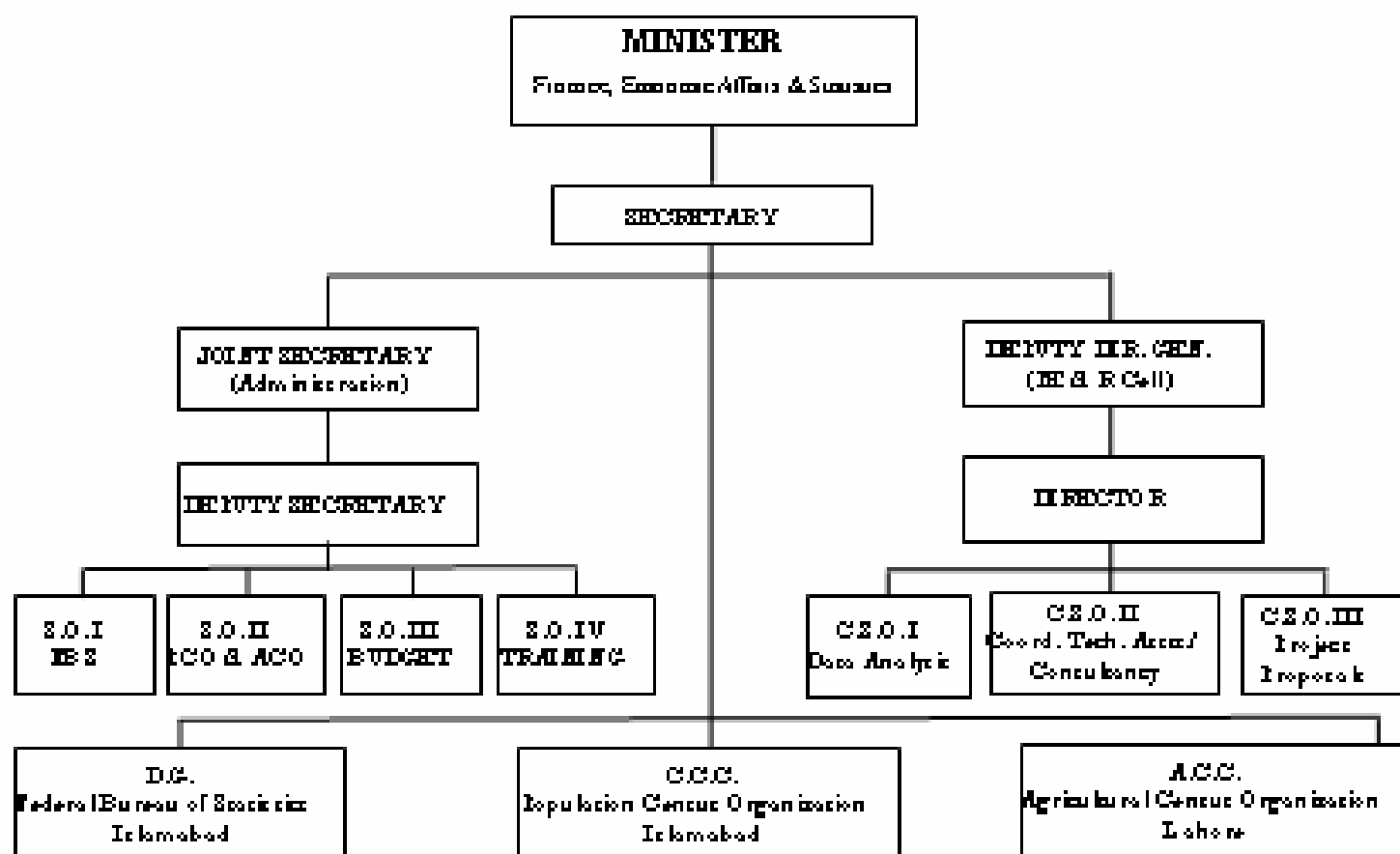
Federal Statistical Cells

▪ Ministry of Food & Agriculture	Agriculture Statistics
▪ Ministry of Industries	Industrial Production
▪ Ministry of Health	Health Statistics
▪ Ministry of Population Welfare	Population Welfare
▪ Ministry of Education	Education Statistics
▪ Ministry of Labour & Manpower	Social Securities, Wages Overseas Manpower Employment
▪ Ministry of Finance	Budget, Economic Survey
▪ Ministry of Interior	Crimes, Traffic Accidents
▪ Ministry of Tourism	Tourism Statistics
▪ Ministry of Information	Newspaper circulation, Periodicals, dramas, films released
▪ Ministry of Sports & Culture	Sports Statistics
▪ Ministry of Petroleum & Natural Resources	Mining Statistics
▪ Economic Affairs Division	Foreign Economic Assistance
▪ Central Board of Revenue	Revenue, Industrial Production
▪ State Bank of Pakistan	Money & Banking, Balance of payments
▪ National Database & Registration Authority	Population Statistics

Provincial Organizations

▪ Agriculture Departments	Agriculture Statistics
▪ Bureaus of Statistics	Industrial Production
▪ Education Departments	Education Statistics
▪ Health Departments	Health Statistics
▪ Ind. & Mining Departments	Mining Statistics
▪ Excise & Taxation Department	Transport Statistics
▪ Labour & Manpower Department	Labour Statistics

ORGANIZATIONAL CHART OF STATISTICS DIVISION



DG : Director General
 CCC : Chief Census Commissioner
 ACC : Agriculture Census Commissioner
 CEO : Chief Statistical Officer
 SO : Section Officer