

**TRANSITIONAL PROCESS
FOR
THE CENTRAL STATISTICS OFFICE –
BOTSWANA**

Consultancy Report

by

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October 2009

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SUMMARY

Background

As part of the restructuring of Ministry of Finance and Development Planning to enhance its effectiveness, a decision was made by the Cabinet to make the Central Statistics Office (CSO) an autonomous agency of government with corporate status. This would not only enhance the credibility and impartiality of official statistics, engender needed changes in the way official statistics are collected and managed, and foster effectiveness and efficiency in statistical production but also would free the parent ministry, the Ministry of Finance and Development Planning to concentrate on its core functions, namely coordination of national development planning, mobilization management of financial and economic resources as well as economic and financial policy development and management.

*The decision was followed by the process of writing a new Statistics Act to replace the current and outdated one of 1967. A Statistics Bill was drafted and discussed with key stakeholders. It was finally submitted to Cabinet where it was approved and sent to Parliament which is expected to pass it into law in November/December 2009. CSO then embarked on a preparatory process to start the transition to autonomous organization. A **Transition Team** was established and technical assistance was sought from the General Data Dissemination System (GDDS) project through the World Bank.*

A consultancy mission was undertaken from 1 to 18 September 2009 in which discussions about the CSO transition process to autonomy were held with the leadership and staff of the CSO as well as key stakeholders including the Deputy Permanent Secretary, and relevant literature including the Statistics Bill was reviewed.

Main Findings

The main findings of the mission are that:

- (a) Government is very clear on the benefits of autonomy of CSO to users of official statistics across society. CSO has taken the right steps to work on the transition to autonomy.*
- (b) The Statistics Bill to underpin the autonomy of CSO is before Parliament.*
- (c) The Bill is progressive and contains essential elements of a modern Statistics Act. It also brings to the fore the National Statistical System.*
- (d) There are, however, some gaps in the bill that need to be plugged, including:
 - ✓ provision for a Secretary to the Board. In many countries, the Secretary to the Board is not the CEO of an organization but rather one of the senior managers,**

- ✓ *profile, functions and tenure of the Statistician General,*
- ✓ *definition and operation of the Statistical Common Service,*
- ✓ *other proposals for improvements of the Bill are contained in the report.*

(e) The transition process to autonomy is complex and it requires skilful execution. Accordingly, critical steps in the process were identified. These include sensitization of stakeholders, establishment of a high level Transition Unit, appointment and inauguration of the Board of Directors, establishment of management and IT systems and appointment of staff. For each stage, key activities to be undertaken were identified and these are included in a roadmap that indicates the time for undertaking each activity and the responsibility centre.

Key recommendations

Based on the discussions held with various officials, the following recommendations are made:

- (a) the Permanent Secretary in the Ministry of Finance and Development Planning should establish a high-level Transition Unit of 2-3 people who will assist CSO with the transition process on a full-time basis. The Unit should be based at CSO, work with the Government Statistician and report directly to the Permanent Secretary.*
- (b) some items missing in the Statistics Bill should be taken care of in the regulations.*
- (c) as soon as the profile for the Statistician General is finalized, it should be passed on to the Public Enterprises and Evaluation Privatization Agency for grading the post and other posts of StatsBots*
- (d) StatsBots should be given up to one year instead of six months to recruit staff. This recommendation is based on the fact that not all CSO staff should walk into the new organization. The posts in the new organization should be opened up and competed for.*
- (e) When Parliament resumes, it may help if CSO can organize a sensitisation seminar for key members of Parliament on official statistics.*
- (f) Services of consultants should be procured to design various management and IT systems for StatsBots.*
- (g) As soon as the Bill is passed, the Board of Directors of StatsBots should be appointed and inaugurated. The Board should hit the road running. It should give priority to appointment of the Statistician General as Chief Executive Officer of StatsBots, who should be appointed on a 5-year performance contract (renewable).*
- (h) The Statistician General should have one deputy, appointed on a 4-year performance contract (renewable).*
- (i) Although the idea of building a home for statistics has been under discussion for many years, the new reality is that a home has to be found for StatsBots for the reasons given in the report.*

ACKNOWLEDGEMENTS

The consultant would like to express his appreciation to all those officials who gave their time during the course of the Mission which was undertaken from September 1 to 18, 2009. In particular, the contributions the consultant got during his consultations with the Deputy Secretary in the Ministry of Finance and Development Planning, Mr. K. Ndobano, Executive Director of the Botswana Institute for Development and Policy Analysis (BIDPA), Dr. N.H. Fidzani; the Commissioner General of the Botswana Unified Revenue Service (BURS) Mr. Freddy Modise and the Head of Statistics Unit at SADC, Mr. Ackim Jere.

He would like also to thank the World Bank and the Central Statistics Office (CSO) for inviting him to assist the process of transition to autonomous status. The staff of the CSO were very supportive and assisted the consultant in the course of the mission.

Without the cooperation and assistance of these officials, the mission would not have been as successful as it was.

The views expressed in this report are those of the author and do not necessarily represent the views of the CSO or the World Bank.

ACRONYMS

AfDB	African Development Bank
BOB	Bank of Botswana
BIDPA	Botswana Institute for Development Policy Analysis
BURS	Botswana Unified Revenue Service
CSO	Central Statistical Office
DPSM	Directorate of Public Service Management
GDDS	General Data Dissemination System
GoB	Government of Botswana
GS	Government Statistician
HRMD	Human Resources Management and Development
ICT	Information and Communication Technology
MDA	Ministry, Department and Agencies
MOU	Memoranda of Understanding
M&E	Monitoring and Evaluation
NDP	National Development Plan
NSS	National Statistical System
NSDS	National Strategy for the Development of Statistics
OPM	Oxford Policy Management
PEEPA	Public Enterprises and Evaluation Privatization Agency
RSO	Regional Statistics Office
RSS	Royal Statistical Society
SACU	Southern African Customs Union
SADC	Southern African Development Community
SCS	Statistical Common Service
StatsBots	Statistics Botswana
TA	Technical Assistance
TOR	Terms of Reference
WB	World Bank

PREFACE

As part of the restructuring of the Ministry of Finance and Development Planning, the Government of Botswana (GoB) decided in 2008 to make the CSO an autonomous organization. In anticipation of this happening, CSO has embarked on a preparatory process to start the transition to autonomy. This was done by establishing a **Transition Team** comprising senior staff of CSO and by requesting assistance from the GDDS project through the World Bank in form of an external consultant.

The consultancy mission was undertaken as part of the GDDS assistance to CSO in Botswana. It was undertaken during the period 1 - 18 September 2009 to support preparations for the *“Transitional process of the Central Statistics Office –Botswana”*.

This report provides the mission’s findings and advises on the transitional roadmap.

The report has six sections. Section 1 presents background information leading up to the decision to make CSO autonomous and the TOR for the consultancy. Section 2 presents an ideal organizational structure for StatsBots. In section 3, critical stages for the Transition and Roadmap are presented. Section 4 presents some issues on human resources management and development. In section 5, work programme management is presented, and section 6 presents main conclusions and recommendations.

There are three annexes that represent the TOR, consultant’s schedule of work and the list of officials met.

SECTION 1

Background information

1.1 General

Botswana was a British territory until 1965 when it became self-governing and in 1966, the country became the Republic of Botswana. Botswana played a significant role in the independence struggle in the then Rhodesia (now Zimbabwe) resulting in Zimbabwe's independence in 1980 and in South Africa resulting in a new democratic dispensation in 1994. Botswana is a member of the fourteen-nation Southern African Development Community (SADC) established in 1980 to promote regional cooperation and integration in economic development among member countries of the sub-region. It is also a member of the five-nation Southern Africa Customs Union (SACU).

The country is politically stable and is regarded internationally as a role model in governance, human rights, etc. as well as a beacon of hope for Africa. Botswana's economy is one of the strongest growing economies in Africa. The country's economy has been growing at slightly over 7 percent per annum on average over the past two decades. This high economic growth rate has been attributed to abundant diamond resources (which contribute about 35% of Botswana's GDP and 70% of export earnings). With proceeds from diamonds and other minerals, government was able to improve social and economic infrastructure and service delivery to the population.

Botswana's development process is guided by six yearly National Development Plans (NDPs). The latest National Development Plan NDP10 covers the period 2009 -2016. Since 1997 all NDPs have been guided by the country's long-term vision; "Towards Prosperity for All". This vision, popularly known as **Vision 2016**, articulates Botswana's long-term development aspirations and provides a broad framework for development. The aspirations of Vision 2016 and the MDGs are complementary.

1.2 Central Statistics Office

1.2.1 Mandate

The Central Statistics Office (CSO) is a Government Department within the Ministry of Finance and Development Planning. The CSO operates within the legal framework of the Statistics Act, 1967 (Cap 17.01) of the Laws of Botswana, which outlines the duties of the CSO.

According to the Statistics Act, 1967, the CSO was established to serve as the central authority for the collection, compilation, 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. The statutory

mandate also includes the responsibility of providing advisory and technical service to all users on statistical matters. The CSO is responsible for the organization and implementation of censuses, surveys and a range of economic and social statistics, including compilation, processing and dissemination of national accounts statistics, consumer price index, international trade statistics and production statistics, etc. In addition, the CSO, collects, compiles and disseminates statistical information to and from other government ministries, departments and agencies (MDAs). It has also stationed statistical units in some of the major government ministries like Agriculture, Education, Health and Transport. The data related to monetary, banking and balance of payments are collected and maintained by Bank of Botswana.

The Mission of the CSO is *“To improve decision-making and the formulation of policies and programs by providing an efficient, reliable and timely statistical service to Government, the private sector and the public at large”*.

1.2.2 Statistical products

The CSO is able to discharge its mandate well following internationally recommended classifications, methodologies and standards. It has an impressive list of statistical products it produces on a regular or ad hoc basis and disseminates to users using General Data Dissemination System (GDDS) principles. The regular publications which are produced on annual, quarterly and monthly basis are given in table 1.

Table 1: Statistical publications of CSO

Annual		Quarterly	
1.	Agriculture Statistics	13.	EER Digest
2.	Education Statistics	14.	Statistics Update
3.	External Trade Statistics	15.	Wholesale Price Statistics
4.	Environment Statistics	16.	GDP Estimates
5.	Health Statistics	17.	External Trade Quarterly Digest
6.	Labour Statistics	Monthly	
7.	National Accounts Statistics		
8.	Population Report	18.	Consumer Price Statistics
9.	Statistical Yearbook	19.	External Trade Monthly Digest
10.	Tourism Statistics	Other Products	
11.	Transport Statistics	20.	Household Surveys
12.	Industrial Statistics	21.	Census Publications

The ad hoc publications include Stats Briefs and special reports.

1.2.3 Organization structure and staffing

The **Government Statistician** (GS) is the head of the office. The GS is administratively responsible to the Permanent Secretary of the Ministry of Finance and Development Planning. Under the provisions of the Statistics Act, the Minister of Finance and Development Planning defines the policy through the Permanent Secretary and the GS programmes the operations of the Department within the framework of the policy. There is a **Deputy Government Statistician** (DGS) who assists the GS in her work.

The CSO is organized by a mixture of function and subject matter. This is not uncommon. The office is organized in subject-matter or functional divisions. Altogether, there are eight (8) divisions and each division is headed by a Chief Statistician. The divisions are sub-divided into appropriate Units. Altogether, there were 202 regular members of staff as of July 2009. Of these, 69 (34.2% of the total) were **professionals** (degree holders), 27 (13.3 %) were **technicians** (diploma holders) and 106 (52.5%) were **artisans** (certificate holders). The Directorate of Public Service Management (DPSM) has comprehensively defined a clear **career path** for each of these categories of staff.

CSO has and maintains a **Statistical Common Service** (SCS) whereby it seconded its own staff to key government ministries. Currently CSO staff are seconded to five ministries, namely, Works and Transport, Agriculture, Health, Education and Judiciary. The number of seconded staff is between 10 and 15. There are clear advantages of this arrangement of the statistical service including, *inter alia*, better coordination of statistical work in line ministries; improved career prospects, better prospects for training and professional advancement for statistical staff; and improved quality of administrative data.

1.3 Decision to make the CSO autonomous

Advocacy for the autonomy of CSO started way back in the 1990s. It aimed at enhancing the credibility and impartiality of official statistics, engendering change, and fostering effectiveness and efficiency in statistical production¹.

Enhancing credibility and impartiality of statistics: For official statistics to be used to assess the state of the nation and judge the performance of government, it is crucial that they are not only independent, credible and impartial but also that they are demonstrably free from real or perceived government influence. This point was emphasized by Hon. Trevor Manuel, the then Minister of Finance of South Africa in 2002 when he said, *"I like good news. I would like to tell good stories about how well we are performing as a country, but that is not what I need, so I*

¹ Kiregyera, Ben, Reforming National Statistical Systems in Africa, a case for making the National Statistics Offices Autonomous, Statistics Working Paper Series 2, Economic commission for Africa, 2009.

expect statistics to give me what I need and not what I like". Granting the CSO autonomy goes a long way towards ensuring that this happens.

Engendering change: It can be difficult to meet the evolving needs for official statistics, often with inadequate resources, using the traditional ways of doing things – *"business as usual"*. What is required is a fundamental change in the mindset of all staff of CSOs, and a willingness to explore new approaches to statistical work. Also essential is a higher level of accountability to government and other user communities in terms of delivering statistics of appropriate scope, quantity, quality and timeliness. Statistical development must be moved onto a wholly new trajectory. It cannot be over-emphasized that well-managed change has become the *"silver bullet"* in successfully managing processes, people and culture in modern organisations.

Fostering effectiveness and efficiency in statistical production: In general, making the CSO an autonomous agency results in a much more efficient and effective organization. In many countries where the CSO is a mainstream department of a ministry, decisions on staff (the main resource of any organization) are usually handled by the parent ministry in a slow, unresponsive and very bureaucratic way. And some *"CSOs are burdened by large numbers of unproductive staff who cannot be disposed of and who add significantly to costs"* (OPM, 2008). In addition, government bureaucracy – rules, procedures and work culture - make introduction of changes and innovation difficult even where governments aim to cultivate a new culture of managing for results. It is also the case that where statisticians are scarce and demand for them is high, mainly from the private sector, civil society organizations (especially NGOs), and international organizations, retaining highly qualified and experienced staff has become tenuous. Many of these CSOs have experienced high levels of staff attrition of the most competent staff and in this way, the capacity of the statistics offices to deliver and sustain statistical activities has been eroded.

Autonomy should lead to cutting bureaucracy from the CSO operations, effecting needed changes including change in mindset, better motivating and retaining staff through improved schemes of service, etc. However, it is important to mention that improving conditions of service for staff, important as it is, is not the only – nor necessarily the main - reason for seeking autonomy for a CSO. Reacting to the intent to make the Office of National Statistics autonomous, Professor Tim Holt, stated that *"an independent statistical service was fundamental both to the effective functioning of the statistical service and to public confidence in official statistics"* (RSS, 2006).

It is, therefore, expected that an autonomous CSO will be more visible, efficient and effective. Finally, creating an autonomous statistical agency has the prospect of raising the visibility and profile of statistics in a country.

As part of the restructuring of the Ministry of Finance and Development Planning, the Government of Botswana (GoB) decided in 2008 to make the CSO an autonomous organization for the above reasons but also to free the ministry to concentrate on its core function, policy. This was followed by the process of writing a new Statistics Act to replace the current and

outdated 1967 Statistics Act. A Statistics Bill was drafted and discussed with key stakeholders. It was finally submitted to Cabinet where it was approved and sent to Parliament which is expected to pass it in November/December 2009 then approved as law. Then CSO will become an autonomous statistical organization with corporate status to be called **Statistics Botswana (StatsBots)**. In anticipation of this happening, CSO has embarked on a preparatory process to start the transition to autonomous organization. This was done by establishing a **Transition Team** comprising senior staff of CSO and by requesting assistance from the GDDS project through the World Bank in form of an external consultant.

1.4 Mission to support transitional process

1.4.1 Technical assistance

The consultancy mission was undertaken as part of the GDDS assistance to statistics in Botswana. It was undertaken during the period 1 - 18 September 2009 to support preparations for the *“Transitional process of the Central Statistics Office –Botswana”*.

The mission aimed at giving assistance to CSO to undertake the following activities:

- Determine the ideal StatsBots structure on the basis of consultations with CSO staff and reference to Mission Reports on earlier work done by the GDDS consultants
- Determine the different stages critical for the transitional process
- Advice on the issues for consideration in dealing with Human Resource matters
- Pay structures
- Payroll systems
- Assets management
- Management of work programs
- Draft a roadmap for the implementation of the transitional process
- Advice on other issues critical to the transitional process

Specific Terms of Reference (TOR) for this mission are given in Annex I of the report.

In order to meet mission objectives, the consultant undertook the following key activities:

1.4.2 Briefings

The consultant was briefed about the mission by the Government Statistician, Deputy Government Statistician and senior management team comprising heads of divisions. The briefing covered what had been done so far in the transition process and what was expected of the consultant. The consultant presented a mission work programme that identified activities to be undertaken, when these would be undertaken and the deliverables. The programme was agreed and it is presented as Annex II.

A courtesy call was made on the Deputy Permanent Secretary (DPS), Ministry of Finance and Development Planning. The consultant appreciated the GoB for taking the decision to grant autonomy to CSO. The DPS was very clear on why autonomy for CSO was necessary, something many policy makers in Africa have failed to grasp. The consultant briefed the DPS on how he intended to go about the work of assisting CSO with the transition process. On the possibility of the reversibility of the decision on autonomy of CSO in the event that the Ministry got new political leadership after the October general elections (a problem that some other African countries have experienced after their national general elections), the DPS gave the assurance that this would not happen because the Cabinet had decided on the matter.

1.4.3 Literature review

The consultant accessed and read relevant literature which enabled him to understand the legal framework, the structure and activities of the CSO and the policy environment in which the CSO operates as well as recent consultancy work undertaken at CSO. These included:

- Statistics Bill
- Current functional structure of CSO
- Scheme of service
- Reports of previous consultants (World Bank and African Development Bank),
- Others.

A full list of documents accessed is given in the section on references.

Statistics Bill

CSO has done well to get the Bill this far. Past efforts at revising the 1967 Statistics Act did not get very far. The review of the Statistics Bill shows the following:

- (a) The Bill can be characterized as progressive and is well written. Not only is it in line with the UN Fundamental Principles of Official Statistics but also it contains essential elements of a modern Statistics Act (see Kiregyera, 2009)². The Bill provides for:
- the establishment and functions of Statistics Botswana (StatsBots) as an autonomous government agency
 - constitution and qualification of the Board of Directors as the governing body for StatsBots
 - Statistician General as Chief Executive Officer (CEO) of StatsBots
 - staff of the office
 - financial and accountability provisions
 - National Statistical System, official statistics and principles of statistics
 - data and information collection

² *Ibid*

- confidentiality and disclosure requirements
 - access to records
 - miscellaneous articles including transition arrangements.
- (b) It is very encouraging to note that the Bill espouses development of a National Statistical System with an autonomous Statistics Botswana (StatsBots) to coordinate it and also to act as the official source and custodian of official statistics in the country. In the past, Statistics Acts in Africa were designed for the CSOs and not for the National Statistical Systems, making it difficult for the CSOs to effectively coordinate the NSSs.
- (c) The Bill cannot include everything one would wish included. So there is provision for **Regulations** not only to render effective the Statistics Act but also to fill gaps in the Act. There are some gaps and other issues in the Bill which need to be put on the table for further discussion by Parliament. Key among these are:
- Among the functions of Statistics Botswana is the provision to “*review the structure of the office as necessary*”. This should be a function of the Board and not StatsBots.
 - There is no provision for a **Secretary to the Board**. In many countries, the Secretary to the Board is not the CEO of an organization but rather one of the senior managers.
 - While the Bill provides the functions of the Board, and a profile and tenure of its members, it does not do it for the Statistician General who will be an ex-official member of the Board.
 - The Bill also does not give functions of the Statistician General.
 - The Bill provides for the Statistician General to appoint staff. It is the view of the consultant that this should be a function of the Board.
 - **Statistical Common Service** is mentioned in the Bill but not explained. There is a need to define it and to highlight its significance.

1.4.4 Discussions with various officials

Discussions were held with management and staff of CSO and leadership of the Botswana Unified Revenue Services (BURS), Botswana Institute for Development Policy Analysis (BIDPA) and the SADC Statistics Unit. The discussions with various staff of CSO were not only to help to create better understanding of what autonomy means and its implications to their work and statistical development in the country, but also to pick their brains on various ideas on the transition process. At the end of each working week, the consultant held review meetings with management to discuss and finalize proposals on different aspects of the transition process. The meetings were chaired by the Government Statistician or her Deputy.

Discussions were held with the Executive Director of the Botswana Institute for Development Policy Analysis (BIDPA). BIDPA is a non-governmental research organization established by a deed of trust. The two key areas of BIDPA's mandate are development policy analysis and

capacity building. Its aim is to promote policy analysis through research, capacity building, assisting organizations or individuals where appropriate, monitoring the country's economic performance and disseminating policy research results. BIDPA uses a lot of official statistics in its work.

The meeting at BIDPA aimed to enlist the Executive Director as an advocate for statistics, get a sense of how data needs of the Institute could be met in a sustainable manner and get the Executive Director's views on autonomy of CSO. The Executive Director was very supportive of the idea of CSO becoming autonomous. He, however, indicated that access to CSO data had not been seamless and suggested that this should be improved.

Discussions were also held with the Commissioner General of Botswana Unified Revenue Services (BURS). BURS was established by an Act of Parliament in 2004, the Botswana Unified Revenue Service Act of 2003 and came into operation in August 2004. This was done by combining the Departments of Customs & Excise and Taxes. The mandate of BURS is to perform tax assessment and collection functions on behalf of the Government of Botswana and to take appropriate measures to counteract tax evasion and to improve taxpayer service. BURS like CSO used to be a Department in the Ministry of Finance and Development Planning until it became an autonomous agency of government. The purpose of discussions at BURS was to learn from the Commissioner General how the transition process was managed at his organization, and what pitfalls should be avoided.

Finally, discussions were held with the head of the Statistics Unit at SADC aimed at getting a sense of progress on statistical reforms in the SADC sub-region and what lessons could be learnt from other countries in the sub-region on this issue. Unfortunately, there has been little progress on statistical reform in the sub-region. In fact apart from Mozambique and lately, Zimbabwe, no SADC countries have been able to make their CSOs autonomous.

SECTION 2

Proposed structure for Statistics Botswana

2.1 Importance of an organizational structure

An organizational structure plays a crucial role in an organization. It can improve or hinder efficiency in an organization. Among other things, the organization structure defines the allocation of responsibilities and powers, reporting relationships and processes, hierarchy levels and value added, allocation of resources and determining skills requirements and affordability. In particular, the organizational structure shows relationship between the supervisors and the supervised, relationships between different departments on the same hierarchical level, relationships between a managerial assistant and other areas and relationships between specialist positions and other areas.

There are two main types of organizational structures – a flat structure and hierarchical structure. A **flat organization** has few or no levels of intervening management between staff and managers. The idea is that well-trained staff will be more productive when they are more directly involved in the decision making process, rather than closely supervised by many layers of management. The flat organization model promotes employee involvement through a decentralized decision making process. By elevating the level of responsibility of baseline employees, and by eliminating layers of middle management, comments and feedback reach all personnel involved in decisions more quickly. Expected response to customer feedback can thus become more rapid. Since the interaction between staff is more frequent, this organizational structure generally depends upon a much more personal relationship between workers and managers. Hence the structure can be more time-consuming to build than a traditional **hierarchical model**. It is also acknowledged that flat structures work better in small organizations.

We therefore opt for a hierarchical organization which is the dominant mode of organization among large organizations; most corporations, governments, and organized religions are hierarchical organizations. This mode of organization denotes a singular/group of power at the top, a number of assistants underneath and hundreds of servants beneath them. The structure takes into account the expected roles of StatsBots, its status and challenges that lie ahead.

It should be pointed out upfront that an organizational structure only shows '**formal relationships**' and tells nothing of the pattern of human (social) relationships. It also shows nothing about the managerial style adopted (e.g. autocratic or democratic). The United Nations cautions that, *"While appropriate organization of the national statistical service is necessary to achieve efficiency and effectiveness, other factors also contribute to its performance. Often, it is believed that problems of statistical policy can be solved by organizational rearrangements, when in reality their solution requires other means, such as capable and inspiring leadership, qualified staff, application of appropriate methods and techniques, and common sense and hard*

work. Consequently, reorganizational needs should be identified and satisfied but as a means to improve statistics, reorganization should not be overrated”³.

2.2 Proposed organization structure for StatsBots

Figure 1 presents the recommended organization structure for StatsBots. The proposed structure is streamlined and not top heavy vis-à-vis a previously recommended structure⁴. It also takes into account proposals in the Statistics Bill 2009 that is before Parliament. In particular, the Bill provides for the **governance** of the proposed StatsBots including a Board of Directors as its governing body. The functions, composition, method of appointment of members of the Board, the tenure of the Board and conduct of Board members (termination of appointment, remuneration, meetings, declaration of interests, etc) are well spelt out in the Bill. The Bill also provides for a Statistician General as the CEO of StatsBots, deputies to assist him/her and appointment of other staff of StatsBots.

2.2.1 The Board of Directors

Establishment and functions

At the top of the organization structure is the Board of Directors as the governing body for StatsBots. The Board will be responsible for policy and general guidance of the office. It would have been better if the specific functions of the Board were also spelt out. The specific responsibilities of the Board usually include both outward looking focus and the focus on the CSO as follows (Kiregyera, 2009):

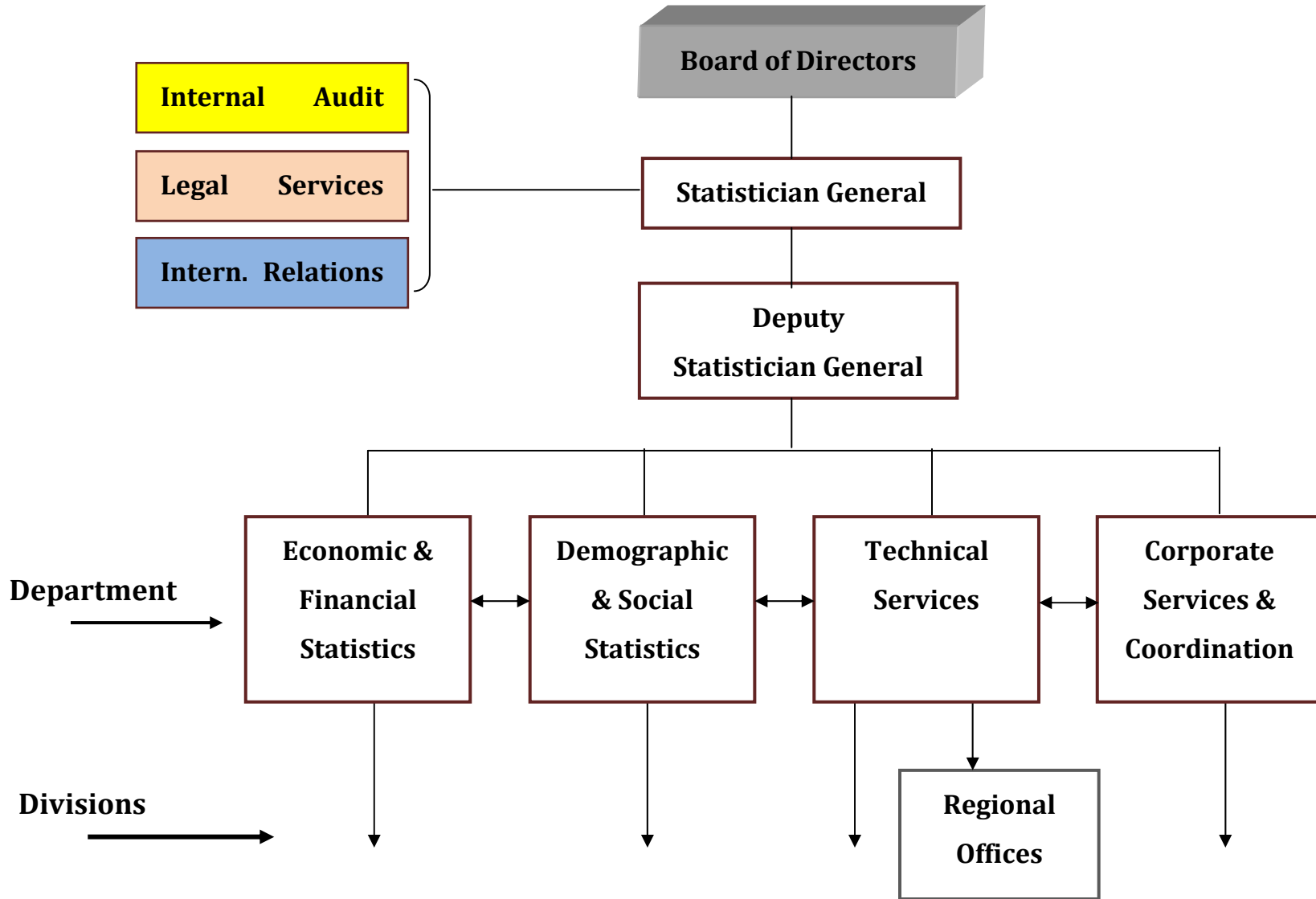
Outward looking focus:

- promoting statistics and their use,
- making the case for appropriate levels of funding,
- promoting and protecting the credibility, integrity and impartiality of official statistics,
- promoting and protecting professional independence of the CSO,
- promoting the coordination of NSS.
- meeting with key users on a regular basis to judge their satisfaction with the statistical service they receive
- investigating complaints with respect to the quality and integrity of official statistics

³ Handbook of Statistical Organization, Third Edition: the operation and organization of a statistical agency, United Nations Statistics Division, ST/ESA/STAT/SER.F/88, New York, 2003

⁴ Enoch F. Chinganda, Report on a mission to Botswana to support NSDS design process, 26 April, 2008 and O.O. Ajayi, Mission report to Botswana to support the CSO programme of strengthening the NSS, 14 November 2008

Figure 1: Organization Structure for Statistics Botswana



Focus on NSO:

- setting policies on organization and management of CSO,
- approving the structures, corporate plans, work plans and budgets of the CSO,
- approving terms and conditions of service of staff,
- staff recruitment, development and motivation,
- monitoring compliance with best practices and international recommendations on production of official statistics.

The Bill provides for the Board to delegate some of these responsibilities to its committees and to management.

Composition

The Bill provides for the Minister to appoint nine (9) members, one of whom will be a distinguished statistician and others will be appointed in their capacity as senior officers of the following institutions:

- i) Ministry of Finance and Development Planning,
- ii) Bank of Botswana,
- iii) Botswana Unified Revenue Service,
- iv) Ministry of Communications, Science and Technology,
- v) University of Botswana,
- vi) Botswana Institute for Development Policy Analysis,
- vii) Botswana Confederation of Commerce, Industry and Manpower, and
- viii) a civil society organization.

This composition of the Board is good as it represents key stakeholder constituencies in and outside government. The size of the Board is consistent with the sizes of similar Boards elsewhere in Africa.

Other provisions

The Bill also provides for tenure of the Board (5 years); qualifications of members including knowledge of or experience in statistics, economics, demography information technology, geo-information or any other relevant field as well as managerial ability. Having the profile of Board members spelt out clearly in law is very important to ensure that StatsBots is professionally managed by a team of experts. The Bill also provides for the resignation of a member from the Board and termination of appointment; remuneration of members; meetings; and declaration of interests to avoid conflict of interest.

It is very important to state and emphasize that the Board will make or break the new organization. Everything the Board does will set a precedent for future Boards. It is, therefore, crucial that great care is exercised in the appointment of Board members and especially that of the Chairperson.

2.2.2 Statistician General

The Bill provides for the appointment of a Statistician General as the Chief Executive Officer (CEO) of StatsBots. The Bill specifies the method of appointment i.e. *“by the Minister of Finance and Development Planning on the recommendation of the Board and on such terms and conditions and for such a period as may be determined by the Minister”*. However, as pointed out, the Bill does not give the functions, profile and tenure of the Statistician General. Accordingly, we are proposing that the following be included in the Bill.

Functions of the Statistician General

The Statistician General will be the CEO of StatsBots and also the Coordinator of the National Statistical System. The remit of the Statistician General will include, *inter alia*, building strategic partnerships and networks with key stakeholders as well as doing high level management of Statistics Botswana.

As the CEO of StatsBots, the duties and responsibilities of the Statistician General will include, among others:

- interpreting the Board policies and forming a link between management and the Board,
- embodying the status and professionalism of the organization, inspiring confidence, providing a vision for the organization, developing, supporting and promoting organizational culture and championing change,
- being a full member of the Board,
- chairing Senior Management Team meetings,
- setting management priorities,
- resource mobilization,
- overall accountability for operational and financial performance of StatsBots,
- fulfilling the country’s international statistical reporting obligations,
- liaising with other countries and their statistical agencies,
- representing StatsBots in national, regional and international forums,
- public relations.

As the Coordinator of the NSS, the duties and responsibilities of the Statistician General will include promoting coordination of the National Statistical System in order to achieve synergy, cost efficiency and quality in statistical production; ensuring that coordination mechanism are effective including maintaining a **Statistical Common Service**; and promoting the use of best practices and international standards in statistical production, management and dissemination.

Profile of the Statistician General

According to the United Nations, the Statistician General should be proficient in statistics or have profound understanding of statistics, be able to manage a large organization, and be

sensitive to the needs of users⁵. The Statistician General should bring to the post the knowledge, prestige and wisdom usually acquired over a long professional career. The Statistician General should also have a strong professional bent, be highly independent, have good and demonstrable managerial experience of at least 10 years in a large organization, and have good contacts in government and among development partners.

The Statistician General should be looked at as an embodiment of the status, image, integrity and professionalism of Statistics Botswana, the National Statistical System and the statistical profession. He/she should protect the integrity, credibility and impartiality of official statistics while being accountable to and taking political guidance from appointing authority.

The Board and governments will need to optimize these attributes in the appointment of the Statistician General.

Tenure for the Statistician General

It is becoming an emerging trend to appoint the CEOs of CSOs on a competitive basis and on fixed term performance contracts (renewable) in the spirit of results-based management of public institutions⁶. The Statistician General should be similarly appointed. It is, therefore, proposed that the Statistician General be appointed on a 5-year fixed term performance contract (renewable).

The Statistician-General may resign by written notice to the Minister. He/she may be removed from office by the Minister only:

(a) on the grounds of:

- incapacity,
- misconduct,
- incompetence,
- declaration as an insolvent, or
- conviction of an offence and sentence to a term of imprisonment without the option of a fine; and

(b) if the Minister, after considering a report on the matter from the Board, recommending removal acts on the matter.

Some of the above-mentioned concerns regarding the tenure and protection of the Statistician General have since the mission been incorporated in the Statistics Bill.

⁵ *ibid*

⁶ Kiregyera, *opt cit*

2.2.3 Deputy Statistician General

The Bill also provides for deputies to the Statistician General. The issue of how many deputies the Statistician General should have has been contentious. Hereunder, we present three possible scenarios:

Scenario 1: One deputy

Having one deputy has the following advantages over having several deputies:

- i) it avoids having a top heavy structure which can be expensive to maintain,
- ii) whenever the Statistician General is out of station, everybody will know who is acting in his/her place whereas if there are several deputies, the Statistician General would have to announce who is to act in his/her absence,
- iii) in some countries, having several deputies has led to destructive rivalries and harmed the standing of the organization.

Scenario 2: Two deputies

Under this scenario, one deputy would be responsible for technical departments, namely the Department of Economic and Financial Statistics, and the Department of Population, Demographic and Social Statistics, and the other would be responsible for two support departments, namely the Department of Technical Services and the Department of Corporate Services and Coordination.

A successful StatsBots will be one which handles efficiently not only technical issues but also issues of finance, administration and human resources. Having one Deputy Statistician General in charge of the two support functions would make sense under this scenario.

Scenario 3: Several deputies

The view of CSO is that StatsBots should have four (4) deputies, each responsible for a department. This scenario has several disadvantages including the following:

- i) it makes the structure top heavy and expensive and is likely to be rejected by government on these grounds alone,
- ii) like in (ii) above, the Statistician General has to designate a particular deputy to act each time he/she is out of station,
- iii) it is likely to lead to unhealthy competition and rivalries,
- iv) it is likely to lead to conflict in functions of departmental heads who should be technicians and those of deputy Statistician General who should be managers.

On balance, we recommend that StatsBots should have one deputy (scenario 1). The ideal situation will be to have a manager as Statistician General and a more technical person as deputy or the other way around.

The Deputy Statistician General will be appointed by the Board on such terms and for such tenure as the Board may determine. It is recommended that the Deputy Statistician General be appointed on a four-year performance contract (renewable) so that his/her contract does not end at the same time as that for the Statistician General. It is also important that the deputy should be appointed when the Statistician General is already in office so that he/she can participate in the selection.

The Deputy Statistician General will not automatically become the Statistician General when the latter leaves office. He/she should compete for the post with other candidates.

2.2.4 Departments

It is proposed that the structure of StatsBots is lean and not top heavy. Figure 1 depicts the proposed structure which provides for only four departments, namely:

1. Economic and Financial Statistics
2. Population, Demographic and Social Statistics
3. Technical Services
4. Corporate Services and Coordination

2.2.5 Divisions, Sections and Units

The Departments are further divided into Divisions, which in turn, will be divided into suitable Sections and Units. This report will not go into details of each section and unit. However, one section – Regional Statistics Office - and Statistics Units in sectors - merit specific mention.

Regional Statistics Offices

Currently, CSO has one Regional Statistics Office (RSO) office in Francis town. It had been planned to have a total of four such offices, one in each region, but resources would not permit this to happen. It is proposed that StatsBots starts off with four regional offices each headed by a professional statistician and with necessary facilities including transport, computers, and a core team of permanent field supervisors and enumerators who will be supplemented by temporary field staff whenever a survey or census is organized.

The specific functions of the RSOs will be to:

- promote statistical awareness and use in the regions,
- collate data from different sectors and produce Annual Regional Statistical Bulletins,
- control the flow of information to and from the headquarters to the field,

- recruit, train and supervise field staff,
- schedule field work to ensure that data are collected in a timely and orderly manner,
- actually collect field data,
- edit filled questionnaires, capture data and send them electronically to headquarters, and
- coordinate all other functions associated with field data.

Table 2 gives proposed departments, divisions and their scope of work.

Statistics Units in sectors

As was mentioned earlier, CSO maintains statistics units in key ministries. StatsBots will ensure that not only more such units are created based on need but also that these units are strengthened.

Special Units

There will be three special units, which will be reporting directly to the Statistician General. These are **Audit Unit**, **Legal Services Unit** and **International Relations Unit**. While the functions of the Audit and Legal Services Units are obvious, those of the International Relations Unit are not obvious. So what will be the function of this Unit?

There are many initiatives and activities taking place internationally and regionally which are important and which the staff need to be aware of and, where possible, the staff should participate in them. There is a need for a dedicated unit whose function it will be to scan the world and regional scenes to pick these initiatives and activities, get information about them and inform staff accordingly. This unit will also be responsible for organizing trips for staff attending international meetings including sourcing funds to facilitate their attendance. To give one example, it is important that an initiative like the Marrakech Action Plan for Statistics is well known to all staff of the office. We would expect the unit to compile information about this important initiative, get documents about it, keep staff fully informed about activities arising from this initiative, etc. This can then be tied up with the Reference Regional Strategic Framework for Statistical Capacity Building in Africa (RRSF) which is the regional variant of MAPS. The Unit should get information about the RRSF and circulate it widely and also help to link this with the National Strategy for the Development of Statistics (NSDS). In a sense, this Unit will be doing more than handling the travel arrangements for the Statistician General.

Table 2: Proposed departments, divisions and their scope of work

Department	Division	Scope of Work*
1. Economic and Financial Statistics	Macro Economic Statistics	National Accounts, Prices, Tourism, Commerce, Transport, Consumer Prices, Foreign Trade, Wholesale and Retail Trade, Financial Services, Money and Public Finance, Income Tax.
	Agricultural and Environmental Statistics	Crops, Livestock, Fisheries, Forestry, Cooperatives, environment [<i>the media of the natural environment (air and climate, water, land, soil and subsoil), the biota within the media, and human settlements</i>], Agricultural Census and Surveys
	Industrial Statistics	Manufacturing, Mining & Quarrying, Energy, Construction, Public Utilities (<i>energy, water, electricity & communication</i>), Central Business Register, Enterprise-based Censuses and Surveys, Productivity
2. Population, Demographic & Social Statistics	Population Statistics	Demography, Civil Registration, Social Security, Migration, Projections
	Social Statistics	Education, Health, Labour Force, Gender, Poverty, Judiciary, Crime and Governance, Housing and Living Conditions
	Census and Household Surveys	Population and Housing Census, Household-based Surveys, Community Statistics
3. Technical Services and Coordination	Field Organization and Operations	Regional Offices, Cartography and Mapping, Field Operations and Logistics
	Coordination, Research, Methods and Standards	Methods, Research and Standards, , User-Producer Interfacing, Common Statistical Service, National Statistical Systems(NSS), Coordination and Public Relations
	Information & Communication Technology (ICT)	Technical Operations, Applications Development, Database Management, Web site, Geographic Information System (GIS)
	Communication, Documentation & Dissemination	Publications, Information Resource Centre (<i>Library</i>), Distribution
4. Corporate Services	Finance	Budget, Payroll, Procurement, Benefits, Stores
	Human Resources (HR) and Industrial Relations	HR policies, Recruitment, Staff Development and Motivation
	Corporate Planning	Strategic/Annual Planning, Policies, Strategies, Scheduling & Implementation, Reporting (quarterly & annual)
	Estate Management	Management of assets, transport

* These subjects will be grouped into suitable Sections and Units

SECTION 3

Critical Stages for the Transition Process and the Roadmap

3.1 Critical Stages for the transition process

It is crucial that the transition to autonomy is well managed. In some countries in Africa, this has not happened and as a result, the benefits from autonomy have not been as great as they could be. It is, therefore, important that critical stages are identified and implemented to ensure that not only is the transition smooth but also that autonomy achieves its intended objectives. Critical stages for the transition process include sensitization, establishment of a Transition Unit, appointment and inauguration of the Board of Directors, establishment of management and IT systems and appointment of staff.

3.1.1 Sensitization

It is important that the key stakeholders in statistical development are sensitized about what autonomy for the CSO will mean in terms of making data available to users, coordination of the National Statistical System and relationships with other data producers especially in government ministries, departments and agencies (MDAs). The sensitization should explain the provisions in the Bill and later on, the Statistics Act.

This sensitization will be particularly critical for CSO staff who will be required to internalize implications for autonomy of CSO and the necessary changes required to improve the services the new organization will offer to users. There will, therefore, be a need for a sensitization programme. The programme should include preliminary sensitization of CSO staff to, *inter alia*, update them on the decision to make CSO autonomous, the bill before Parliament and its provisions, etc. The rest of the programme should focus on change management that will be crucial to the success of StatsBots.

3.1.2 Establishing a Transition Unit

In recent past, the CSO leadership established a **Transition Team** to handle the transition process. Use of such a team has a number of problems. First of all, the team does not have hands-on experience on the complex transition processes. Secondly, the team members have several responsibilities which will make it difficult for them to handle scaled-up transition activities in the run-up to and after the Statistics Bill has been passed by Parliament. Thirdly, it should be mentioned that CSO is gearing up for holding the Population and Housing Census to be held in 2011. Most of staff time and CSO resources will be focused to census activities, leaving little time and few resources to use for the transition process. Fourthly, self-interest (perceived or real) makes it difficult for the Transition Team to make acceptable proposals. To overcome these problems, it is recommended to use outsourcing strategy.

It is, therefore, proposed that a Transition Unit of 2-3 people be established by the Ministry of Finance and Development Planning in place of the Transition Team to handle the transition process on a full-time basis. These people should be very knowledgeable about government procedures, civil service regulations and employment act. It will help if they are a mixture from the private sector and civil service. The Transition Unit should be based at CSO and should work closely with the Government Statistician but report to the Permanent Secretary, Ministry of Finance and Development Planning.

Its remit should be to coordinate all transition activities in the roadmap and to prepare regular reports for the Permanent Secretary and Government Statistician.

3.1.3 Appointment and inauguration of the Board of Directors

The Board of Directors can make or break the new organization. This is because a lot of powers and functions are vested into it. These would otherwise be vested in various government departments.

The Board is responsible for recommending a candidate to the Minister for appointment to the post of Statistician General, for setting policies to govern operations of the organization and for approving the programmes and budget of the organization. It is therefore crucial that the Board is appointed and inaugurated as soon as the Statistics Bill is passed into law.

It is important that the Board hits the road running.

3.1.4 Establishment of management and IT systems

StatsBots will need to be run on modern management principles. This will require establishing and implementing management systems and procedures that will ensure that StatsBots is run in a scientific, transparent and efficient manner. The following systems and procedures, among others, will need to be established and documented:

- Terms and Conditions of Service
- Systems and procedures for staff recruitment and progression.
- Financial Management and Control, including payroll systems, accounting guidelines, procurement guidelines, assets management systems, transport management systems, etc.
- Information Technology management.

The importance of establishing these systems and procedures upfront is that some other stages e.g. staff recruitment will depend on some of these systems and procedures.

All the above systems and programmes require management and IT experts to design and put them in place. It will be necessary to hire management and IT experts for purposes of assisting to put the systems in place.

3.1.5 Appointment of staff

Populating the new organization will not only be a critical stage in the transition to autonomy but a difficult one too. There are two ways the organization can be populated. Firstly, all staff of CSO can automatically become staff of the new organization. Secondly, the organization can undertake to fill all posts using a competitive procedure in which all posts are advertised and competed for. Initially all CSO staff will be deemed to have been seconded to StatsBots for up to six months. Those CSO staff who will not be absorbed into the new organization will revert to civil service.

Experience in many countries where the CSO has been made autonomous shows that competitive procedure for staff appointment has clear advantages over the former including the following:

- The new organization will not be weighed down by baggage from the CSO,
- It will be possible to leave out those CSO staff who are non-performers,
- New staff from different backgrounds, experiences, perspectives and thinking can be recruited and this will enrich and energize work of the new organization.

3.2 Roadmap

A roadmap for the transition was prepared and discussed with senior management team. Table 3 presents the roadmap for the process. The roadmap provides key identified activities in the transition process, when these activities should take place and who will be responsible for undertaking them. Table 4 presents a narrative on each activity identified in the roadmap.

Table 3: Roadmap for the transition process

Activity	2009	2010				2011		Responsibility
	Q4	Q1	Q2	Q3	Q4	Q1	Q2	
1 Transition Unit (TU) established & working								Permanent Secretary
2 Initial sensitization of staff								
3 Search for Chairperson & Members of Board								TU
4 Profile and Grading of the Statistician General								CSO/PEEPA
5 The Bill is passed								Parliament
6 Advertize post of Statistician General								PS
7 Initiate discussions on funding for StatB with government								TU
8 Initiate process of looking for premises								TU
9 Management Consultant (s) to work on: • Terms and Conditions of Service • Human Resources Management & Development • Financial Management & Control • Information Management Policies • Other policies • Initial sensitize staff on new status								PS
10 Chair & Board appointed								Minister
11 Board inaugurated & Committes formed								Minister
12 Acting Statistician General apointed								Board
13 Approval of Terms and Conditions of Service for Statistician General & Deputies								Minister
14 Statistician General appointed								Board/Minister
15 Systems approved • Organization structure of StatB • Terms and Conditions of Service • Human Resources Management & Development • Financial Management & Control • Information Management Policies								Board
16 Design corporat plan (vision, mission, strategic goals and objectives)/ minimum work programme								SG
17 Advertise posts of Deputy Statistician General								SG
18 Advertise professional posts								SG
19 Advertise othe posts								SG
20 Recruit Deputy Statistician Generals								Board
21 Recruit professional staff								Board
22 Recruit other staff								SG
23 Hire a change management consultant								Board
24 Undertake an in-depth training needs assessment								SG
25 Reactivate in-service training programme								SG
26 Design National Strategy for the Development of Statistics (NSDS)								SG

Table 4: Notes on the Roadmap

Activity		Notes
1.	Establish a Transition Unit	This should be done by the Permanent Secretary, Ministry of Finance and Development Planning. It is crucial that this Unit is established in first quarter of 2010 to start work on the transition process. The composition of the Unit and its remit have been spelt out already.
2.	Initial sensitization of CSO staff	This will be about the meaning and implications of autonomy for CSO staff.
3.	Search for the Chairperson and Members of the Board	This activity should start right away to identify the candidates for Chairperson and members of the Board. Immediately the Bill is passed by Parliament, the Board should be appointed and inaugurated. The urgency of this matter arises from the fact that the Board will be responsible for the new structure for StatsBots, terms and conditions of service for staff, appointment of the Statistician General and deputies, approval of management systems, policies, work plans, budgets, plans, etc.
4.	Profiling and grading of the post of Statistician General (SG)	As was mentioned earlier, the Bill does not give a profile, functions and tenure for the Statistician General. This has been done by the consultant. It will be necessary to have the profile approved and then passed on to Public Enterprises and Evaluation Privatization Agency (PEEPA) for grading. It is expected that the grading will be benchmarked against other autonomous government agencies. The grading of the post of Statistician general will be the basis for grading of other posts in the new organization.
5.	Passage of the Bill	Parliament will be discussing the Bill again in November/December 2009. The expectation is that it will be passed by the end of the year. When Parliament resumes, it may help if CSO can organize a seminar for key members of Parliament on official statistics. It is important that in anticipation of the Bill being passed by Parliament, a number of transition activities be undertaken.
6.	Advertise the post of Statistician General	The advertisement for this post should go out immediately the Bill is passed by Parliament. The post should be advertised following Localisation Policy in Botswana.
7.	Initiate discussions on funding for StatsBots	Official statistics are a “public good” whose provision, like that of all other public goods will be the responsibility of government. The Bill provides for the office to get a subvention from consolidated fund, loans approved by the Minister, etc. It is important that modalities for the subvention from government are sorted out upfront. This may include the question of appropriate remuneration levels for staff. It is important that discussions be initiated with the Ministry on funding for the office even before the Bill is passed. This is particularly important as StatsBots will have a different pay structure different from that of CSO. The pay structure should take into account pay structures in other autonomous agencies such as Local Enterprise Authority, Botswana Unified revenue Services, Civil Aviation Authority & Non-Bank Financial

		Regulatory Authority.
8.	Initiate search for new premises	It will be important that the search for premises to house StatsBots starts right away even before the Bill is approved. Then the cost (buying or hiring) can be included in the budget for StatsBots upfront.
9.	Hiring Management Consultant(s)	<p>Most functions which government has been handling on behalf of CSO will now have to be handled by the Board of StatsBots. It is therefore crucial that even before the Bill is passed and the Board appointed, the Ministry hires a Management Consultant to design management systems, policies and procedures for managing staff, finances and physical assets. These will cover:</p> <ul style="list-style-type: none"> • Terms and Conditions of Service, • Human Resources Management and Development • Financial Management and Control • Information Management Policies • Other policies and systems <p>These systems will be needed right from the time StatsBots becomes operational. In addition, the consultant will assist the organization in undertaking a visioning exercise, determining goals and objectives with metrics and standards.</p> <p>The same consultant should begin sensitizing staff on the new status of the Statistics Bill and the implications of changes that are proposed by the Bill.</p> <p>It is proposed that the consultant should be hired in the 4th quarter of 2009. A local consulting firm should be preferred so that it can continue to give support to the new management of StatsBots.</p>
10.	Chairperson and Board members appointed	This appointment will be done by the Minister when the Bill has been passed. As was pointed out above, it is important that the Board is appointed and inaugurated without any delay after the Bill has been passed.
11.	Board inaugurated and Committees formed	<p>StatsBots will not become operational until its Board of Directors is inaugurated by the Minister.</p> <p>The Board will need to move quickly to form Committees through which it will transact most of its business. It is proposed that two committees be formed, namely Finance Committee and Staff and Management Committee.</p>
12.	Acting Statistician General appointed	The post of Statistician General will have to be advertised. This means that the recruitment process will take some time. In the meantime, the Board should cause the Minister to appoint a suitable person to act as the Statistician General pending the appointment of the latter.
13.	Appointment of the Statistician General	The Board should make the appointment of the Statistician General a priority for the reasons given above. It should ensure that a transparent procedure is put in place for recruiting a very experienced, skilled and confident manager with a good understanding of statistics and the need to

		<p>determine, prioritize and meet user needs; the appointed person should have a track record in building strategic partnerships and networks as well as in high level management. The consultant has given an “ideal profile” for a Statistician General for StatsBots.</p> <p>According to the Statistics Bill, the Board recommends to the Minister a candidate for appointment.</p>
14.	Board approves systems, procedures and policies	The Management Consultant will need to present to the Board systems, policies and procedures that will have been designed (see activity 8).
15.	Design a corporate Plan for StatsBots	This will provide a vision, mission, strategic goals and objectives as well as a minimum work programme for the organization
16.	Advertise the post of Deputy Statistician General	The Advertisement for the post should go out immediately the Bill is passed by Parliament. The posts should be advertised following Localisation Policy in Botswana.
17.	Advertise professional posts	The posts should be advertised following Localisation Policy in Botswana.
18.	Advertise other posts	The posts should be advertised following Localisation Policy in Botswana..
19.	Staff recruitment	It should not be automatic that everybody working for CSO joins StatsBots. All the posts at StatsBots should be open to competition and only the best will be selected. According to the Bill, all CSO staff who will not be selected within 6 months will revert to the civil service.
20.	Recruit Deputy Statistician General	This should be done in line with Recruitment Procedures.
21.	Recruit professional staff	This should be done in line with Recruitment Procedures.
22.	Recruit other staff	This should be done in line with Recruitment Procedures.
23.	Hire a change management expert	<p>While change is always underway with all organizational systems and processes and while change is an opportunity, it is usually viewed as a threat and is always resisted.</p> <p>It will be necessary that change is well managed so that individuals can see it as an opportunity to enrich their careers and personal lives as well as the organization. Especially targeted for change will be work ethics and mindsets; change-oriented thinking will be made to become a habit for everybody in StatsBots; a new corporate culture will be built and nurtured.</p> <p>StatsBots will need the services of a change management expert to assist in designing and implementing change management programme.</p>
24.	Undertake a capacity assessment	<p>The success or failure of StatsBots will depend on the capacity to plan and manage activities meant to deliver on its mandate.</p> <p>It will be important to assess and identify capacity gaps vis-a-vis the</p>

		<p>mandate of StatsBots with a view to putting in place training programmes to fill the gaps.</p> <p>This assessment should feed into the re-establishment of the in-service training programme.</p>
25.	Revival of the in-service training programme	<p>As mentioned elsewhere, this programme played a key role in the development of statistics in the past.</p> <p>It needs to be revived, redirected and enhanced as has been proposed elsewhere in the report.</p>
26.	Design of the National Strategy for the Development of Statistics (NSDS)	<p>The need for Botswana and all developing countries to design and implement the NSDS has been articulated and will not be repeated here.</p> <p>Technical assistance will be required to design an effective NSDS.</p>

SECTION 4

Some Issues on Human Resources Management and Development

4.1 Introduction

People are the most important resource in any organization or system. As such, they must be treasured, managed, developed and harnessed to enhance organizational effectiveness. Human resources development is about systematic investment in human capital in order to transfer knowledge, broaden and deepen the strategic skills base and raise staff motivation. The office will need to develop a Human Resource Development Strategy (HRDS) to ensure the adequacy and quality of supply of human resources and promote a culture of excellence, teamwork and entrepreneurial spirit among the current and future stock of statistical staff.

Human resources development and enhancement entails designing and implementing explicit policies and strategies for: ascertaining human resources needs (carrying out a thorough **job analysis** to determine the level of skills/technical abilities, competencies, flexibility of the employee required, etc), standards and procedures for the recruitment, deployment, induction, careers development, training for managerial functions, appropriate performance management of staff; appraisal system; and staff motivation and retention.

The UN Handbook on Statistical Organization (Third Edition) gives an example of a set of coherent objectives that the above listed elements are designed to help attain including the following:

- increase the proportion of professional staff by expanding the annual intake of young professionally qualified staff,
- ensure that once recruited, qualified people are assigned suitable jobs and everyone is treated fairly,
- devise a proper mixture of deterrents and incentives, to be made explicit to the staff,
- administer sufficient training to staff members at key points in their careers, so as to maximize versatility and motivation, and
- ensure that key jobs are staffed and have a possible successor ready to step in to an incumbent's shoes should the need arise.

It will, therefore, be necessary to develop and enhance human resources through training, mentoring, motivation, etc.

4.2 Statistics Botswana as knowledge centre

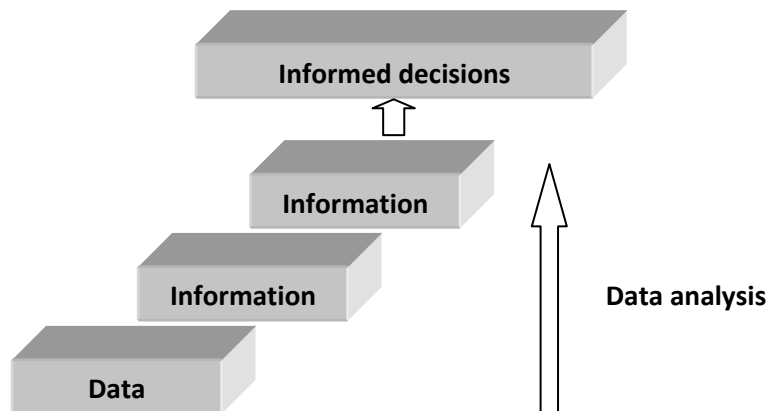
Statistics Botswana should not be just about changing names and status. It must be about fundamentally changing the character of statistics and their impact on national development. A modern CSO is essentially a **knowledge centre**. In Africa, CSOs are trapped in their history; they were established to collect and compile data. This is essentially what they have continued to do over the years. With time, new data users have emerged, so too have demands for data. It is critical that a CSO is able to identify the ever increasing demands for data, prioritize and meet them effectively.

It is important that data producers understand well how the statistics they produce feeds into the policy and development processes, and for data users to appreciate what goes into data production processes. For this to happen, there should be dialogue, on a continuing basis between, data producers and users. Equally crucial, data producers will need to segment users and supply them with the kind of statistical products each segment needs. In particular, there is a need to feed policy and decision-makers (end users) with policy-related information rather than masses of data. In a sense, there is a need for a CSO to graduate from being a mere producer of data (**data mill**) to a **producer of information and knowledge** to support policy and decision-making at all levels as can be seen in figure 2.

This whole process requires enhancement of the function of data analysis and reporting at the office. It usually also requires forging stronger collaboration between the office and other institutions which are better endowed with subject-matter knowledge and ability to draw maximum information from mazes of data collected by the office. This is particularly important given that the CSO will not be able to build subject-matter knowledge on all policy issues. In this regard, discussions with BIDPA showed willingness on the part of the Institute to proactively get involved with StatsBots to enhance statistical development in the country and especially to improve data analysis and reporting.

As a knowledge centre, StatsBots will require a cadre of highly professional and motivated staff. Hereunder, we highlight some issues that may be taken into consideration in further professionalization of StatsBots. These issues include, *inter alia*, increasing the proportion of professional staff, right skills mix, re-tooling and re-skilling staff, reviving the defunct in-service training programme, mentoring young statisticians, integrating professional staff into the international professional community, strengthening library services, revival of the statistics newsletter and refining the career path.

Figure 2: Turning data into information and knowledge



4.3 Some points on further professionalizing the office

4.3.1 Increasing the proportion of professional staff

The proportion of staff who are professional should be high vis-à-vis other staff of StatsBots as was recommended by the UN in the 2003 Handbook on Statistical Organization. Currently the percentage of professional staff at CSO is 34%. This can be benchmarked against Statistics South Africa and the Uganda Bureau of Statistics where the proportion of professional staff is about 44% and 41% respectively.

Once recruited, however, the staff should be retained. CSO has been losing its experienced staff and mainly those in the professional cadre. For instance, between 1992 and 2008, CSO lost a total of 54 staff. Of these, 59% were professionals and 37% artisans and 4% technicians. In 2006 alone, CSO lost 6 professional staff. Staff retention is critical for building sustainable statistical capacity and enhanced delivery of quality statistical products and services.

4.3.2 Right skills mix

There has been a tendency in many a CSO in Africa to limit entry of other professionals to the CSOs. It cannot be emphasized enough that the complexity of activities expected to be undertaken by a modern CSO requires a wide range of talents to make it sufficiently versatile, vibrant and effective. Accordingly, the staff complement of StatsBots will need to be multi-talented with a variety of skills and academic backgrounds in such areas as statistics, demography, economics, sociology, information and communication technology, cartography, management, mass communication and public relations, marketing, human resources management and development, etc.

4.3.3 Re-tooling and re-skilling

The staff will need to be **retooled and re-skilled**. Specialized training, among others, will be required to bring up to speed young professionals; on-the-job training will need to be strengthened; mentoring and tutoring will need to be built into human resource management and training programmes; StatsBots will have to start **professional seminars** and demand that professional staff conduct and attend them – such seminars are a regular feature of programmes to professionalize Statistics South Africa and Uganda Bureau of Statistics. The seminars have the potential not only to be a coordinating forum in the office but also to enable staff to learn by doing how to prepare a presentation, actually make it and handle comments from peers.

4.3.4 Reviving the In-house training programme

There will be a need to revive the **in-house training programme** which used to exist at CSO but was discontinued. This programme helped many staff to undertake professional training at different levels and to acquire certificates awarded by the then London-based Institute of Statisticians (now the Royal Statistical society). The graduates of the training programme would proceed to the Eastern Africa Statistical Training Centre (EASTC) in Dar es Salaam, Tanzania to study for a diploma in statistics and then to the Institute of Statistics and Applied Economics (ISAE) at Makerere University in Uganda for professional training in statistics at degree level. There are many advantages accruing to this type of programme vis-à-vis training at these levels at the University. These include the fact that the training was:

- flexible and took a coaching approach,
- on-the-job and hands-on with trainees handling day-to-day data collection and management issues, and
- trainees were serving staff with a lot of practical experience unlike the University training which tends to be theoretical.

A Reference Regional Strategic Framework for Statistical Capacity Building in Africa (RRSF) which was designed to provide strategic directions and appropriate mechanisms for guiding and accelerating the development of sustainable statistical capacity in Africa for managing for results was designed in 2006 as a framework for implementing the **Marrakech Action Plan for Statistics (MAPS)**. MAPS was adopted by the 2nd International Roundtable on Managing for Development Results held in Marrakech, Morocco in 2004 to improve national and international statistics in support of MDGs and national development. The RRSF was adopted by heads of CSOs from all over Africa and the Forum on Statistical Development in Africa (FASDEV). It was then endorsed by the Conference of African Ministers of Finance, Planning and Economic Development in 2007.

The RRSF recommended, *inter alia*, that “*an in-house training center with adequate manpower, equipment and scholastic materials should be established as an integral part of the national statistical office. As much as possible, experienced statistical personnel should teach in the*

training centers. Where establishment of a national training centre is not feasible, facilities already available in the country, sub-region or region should be used”⁷. The in-service training programme will be invaluable in building capacity across the NSS and in contributing to further professionalization of the office mainly in these areas:

- **professional skills** such as GIS, sampling methods, etc.;
- **use of technical tools** such as data analysis packages, etc.;
- **management skills** among all management and supervisory staff at different levels of the office;
- **communication skills and other soft skills** including report writing, presentation preparation and delivery.

4.3.5 Mentoring young statisticians

In their recent article in the African Statistical Journal, Lehana Thabane *et al*⁸ make a strong case for mentoring young statisticians. They argue that while the curricula in many training programs all over the world may vary from program to program, there is some consensus on the key skills that all statistics training programs should endeavour to deliver. However, there is little on how to help young statisticians to develop their careers once they join the work force. Once they join the workforce, many young statisticians are left to learn important career skills by trial-and-error. Mentoring can greatly shorten the learning period and improve the process of acquiring skills that are important for career development. Bruce Alberts (from the US National Academy of Science) states that, “*The Future of Science... so important that the health and prosperity of the worlds depends on skillful mentoring of the new generation by the one that precedes it*”. It is, therefore, crucial that the young generation of statisticians is mentored appropriately to help them acquire the skills needed for the responsibilities they will take on in the future.

Being a mentor is an important role with serious responsibilities. Thabane *et al* give the roles of a mentor as including:

- opening doors – providing opportunities for the mentee. These would normally be opportunities that would not normally be available without a mentor’s intervention or help;
- acting as a coach – providing guidance on how to define career goals, where to get resources, helping with networking, etc;
- acting as an advisor – providing specific advice on how to achieve the mentee’s stated career goals, providing alternatives and realistic measures of success;

⁷ UN Economic Commission for Africa, *et al*, Reference Regional Strategic Framework for Statistical Capacity Building in Africa: Better statistics for improved development outcomes, Addis Ababa, Ethiopia, 2007

⁸ Lehana Thabane, Marroon Thabane and Charles Harry Goldsmith, Mentoring young statisticians: facilitating the acquisition of Important Career Skills, The African Statistical Journal, Vol.2, May 2006

- acting as a protector - protecting the mentee from internal system or organizational politics;
- providing honest and timely feedback – providing personal time and meeting regularly with the mentee to provide feedback or supportive criticism on issues as requested by the mentee; and
- acting as a guide – looking after the mentee’s interest and guiding him/her to a successful career. It is important to remember that the mentor is not a supervisor, but an advisor whose primary role is to nurture the mentee.

4.3.6 Peer-to-peer learning

Study tours should be organized to give the staff an opportunity to study statistical systems and methods used elsewhere and learn from the experiences of other countries especially those with similar socio-economic conditions. For instance, the StatsBots staff can learn a lot from Statistics South Africa about its IT applications and databases, GIS and poverty mapping; Zimbabwe, Zambia and Malawi on in-service training; Tanzania with an advanced socio-economic database; Uganda on establishment of an autonomous statistical agency and in fostering inter-institutional coordination mechanisms; etc.

Where possible, the peer-to-peer learning experience should be extended to countries like Canada and Germany which have advanced statistical systems.

4.3.7 Strengthening library services

The hallmark of scientists and true professionals is that they read extensively to stay abreast with new developments in their areas of work in addition, of course, to generating new knowledge and sharing it. This makes library services an essential infrastructural component of a CSO. And yet in many CSOs across Africa, library services are not developed. They do not have up-to-date repository of textbooks and other reference materials; many do not receive statistical journals which staff need to read for professional growth and development; and there are CSOs where books and other reference materials in the library are not on the shelves but are locked up in drawers, negating the whole concept of a library.

The Library at CSO is small with a staff complement of three people. It does not subscribe to international journals and has sitting space for only 8 people. That the library services need to be improved cannot be over-stated. It should be emphasized that times demand that libraries as we have known them in the past be turned into computerized **Information Resource Centres** where not only one can access books and reference materials but also electronically access the data holdings in the database as well as global resources from the Internet.

It will be necessary to create more reading space in the library, for the office to order for new books and journals and periodicals and most importantly, to encourage professional staff to use the library.

4.3.8 Integrating professional staff into the international professional community

International statistical associations have a very important role to play in individual countries. Basically, they were established to nurture the development of the discipline of statistics such as the integrity of the profession, promote the sound application of statistics especially for evidence-based policy development and decision-making, further statistical education (for instance, the Royal Statistical Society has a very active professional training programme) and to provide high quality services to the members of the associations including networking and conferencing facilities, newsletters, journal, etc.

Professional growth of staff can be enhanced when they subscribe to and participate in international statistical work including joining international statistical associations (such as the International Statistical Institute and the Royal Statistical Society), writing and publishing scientific papers in their scientific journals and actively attending their meetings such as conferences, workshops, etc. It will, therefore, be crucial to encourage professional staff to join international statistical associations.

4.3.9 Re-establishing the statistics newsletter

A Statistics Newsletter is an important tool for reporting on statistical activities and a forum for dialogue and sharing knowledge, experience and best practices among stakeholders in the NSS. The CSO stopped producing its own newsletter and instead contributes to a Ministry-wide newsletter. The CSO Newsletter will need to be re-established. If it can also be published on-line, it can be an important medium for sharing experience with the rest of Africa and the world. Statistics Botswana can learn from Statistics South Africa and a few other CSOs in Africa which publish their newsletters on-line.

Once the newsletter has been re-established, statisticians in the NSS should be encouraged to actively contribute to exchange of ideas, by initiating stimulating discussions, and by sharing information about past and upcoming events and activities of interest to the statistical user and producer community.

4.3.10 Refining the career path

It is essential that a CSO has a well defined career path to facilitate career advancement/progression for all cadres of staff – professional, technical and artisan. And there should be no confusion about **professional progression** vis-à-vis **managerial posts**. It is, therefore, important that the career path is not only well defined but it should be understood by all staff.

A CSO is a knowledge centre very much like a University. When one joins the University as an academic, he/she sets his/her sight on becoming a Professor and not a Head of Department or Dean of a faculty. The career path for academicians is well defined and known. We need to

come up with a professional and also sub-professional career path where one's sight is set at a professional grade rather than a managerial post such as departmental head or Government Statistician.

The Government scheme of service for statistics has well defined career path for three categories of statistical cadre, namely professional, technical and artisan cadres. The Public Service Management Directive No. 20 of 1994 provides clear objectives for revising a Scheme of Service for Statistics Cadre, the composition of the Statistics Cadre, grades and duties as well as method of entry and progression within the cadres.

In the case of the professional cadre, it has the following model that starts with an Assistant Statistician post and ends with the post of Government Statistician:

- Assistant Statistician
- Statistician II
- Statistician I
- Senior Statistician
- Principal Statistician II
- Principal Statistician I
- Chief Statistician
- Deputy Government Statistician
- Government Statistician

This is a good model which has the advantage of providing a longer career path. This can be made even more so by introducing the post of Assistant Chief. It is suggested that to enhance the professionalism of the office, professionals, technical and artisan cadres should aim at becoming Chiefs (equivalent to a University Professor or Consultant in the medical profession). At professional level, we can have a Chief in Methodology, a Chief in Agricultural Statistics, a Chief in Economic Statistics, etc. The Chiefs should be **gurus** in their fields with regional and international recognition. The qualifications to become a Chief should, therefore, be stringent indeed. One should not become a Chief just because he/she has been sitting at the office longest. At University, you do not become a Professor just because you have been teaching in a department for a long time. In addition to teaching, you must do research, write and publish papers in professional journals. **You must generate new knowledge** – that is what sustains knowledge centres. And one is assessed by external peers for promotion. The following presents the consultants thoughts on a career path for a typical CSO.

Professional Staff

- Chief Statistician
- Assistant Chief Statistician
- Principal Statistician I
- Principal Statistician II
- Senior Statistician

- Statistician I
- Statistician II
- Statistician III

Sub-professional staff

- Chief Statistical Assistant
- Assistant Chief Statistical Assistant
- Principal Statistics Assistant
- Senior Statistical Assistant
- Statistical Assistant

Sub-professional staff (now called technicians) have diplomas. Those with certificates should enter the scale at Statistical Assistant level and will not reach the Principal Statistical Assistant level unless they have obtained a diploma.

The advantages of this model are that it:

- increases the stages in the career path by establishing the post of Assistant Chief;
- excludes managerial posts from the professional career path. In many a Statistics Office, managerial posts are often confused with professional posts and this tends to undermine professionalization of the office;
- makes the starting point for professional cadre Statistician III rather than Assistant Statistician which, I guess, is the lowest grade for professional statisticians in other organizations.

Using this as a standard, similar career paths can be developed for economists, sociologists and personnel managers. Because of its nature, the arrangements for a career in IT at StatsBots will be different and should focus more on requirements for particular posts such as:

- System administrators
- Database administrators
- Network administrators
- Business Systems analysts
- Programmers
- Webmaster/website administrators
- IT managers

Managerial posts

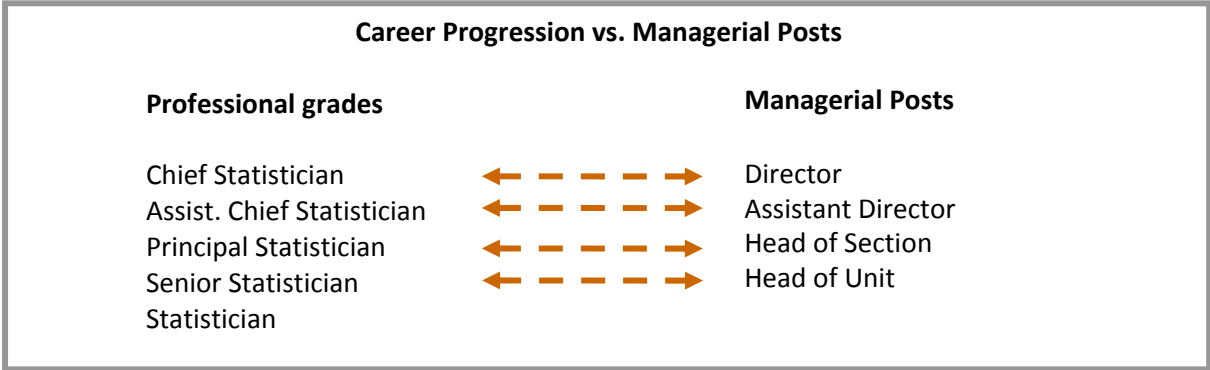
Some of the Chiefs will become Heads of Departments (Directors) and Divisions (Assistant Directors) while others will not want to be bothered with managerial responsibilities, choosing instead to concentrate on professional work. In Universities, there are many professors who are not interested in heading departments and faculties. They just want to concentrate on teaching, research and writing professional papers.

However, to qualify to head a department or division, one will have to be at a certain rank. The following figure presents managerial posts and the professional rank at which one can be appointed to each of the managerial posts. For instance, to head a Department, one should have attained the rank of Chief Statistician, to head a division, one will have attained the rank of Assistant Chief Statistician, to head a section, one will need to be at the rank of Principal Statistician, etc.

Staff recruitment

The Statistics Bill is clear on how staffing of StatsBots will be handled vis-à-vis current staff of CSO. The staff of CSO are civil servants and will be seconded to StatsBots until StatsBots has recruited its own staff. This is a smart provision that ensures continuity of statistical work and activities during the transition period. Those CSO staff who are not offered appointment in StatsBots in the first 6 months from the coming into operation of the Statistics Act will revert to civil service.

Figure 2: Recommended career progression and managerial posts



It is proposed that all posts be advertised and selection of staff for StatsBots be competitive and meritocratic. This recruitment method takes time but achieves best results. It also gives the new organization a good opportunity to recruit staff from different backgrounds and work experiences. Those who come into the organization with private sector experiences may set the pace for change and new work ethics.

One comment should be made about the 6 months stipulated in the Bill for staff to revert to civil service if during that time they will not have been offered appointments by StatsBots. This time scale may not be realistic if the process of recruitment is going to be open as proposed above.

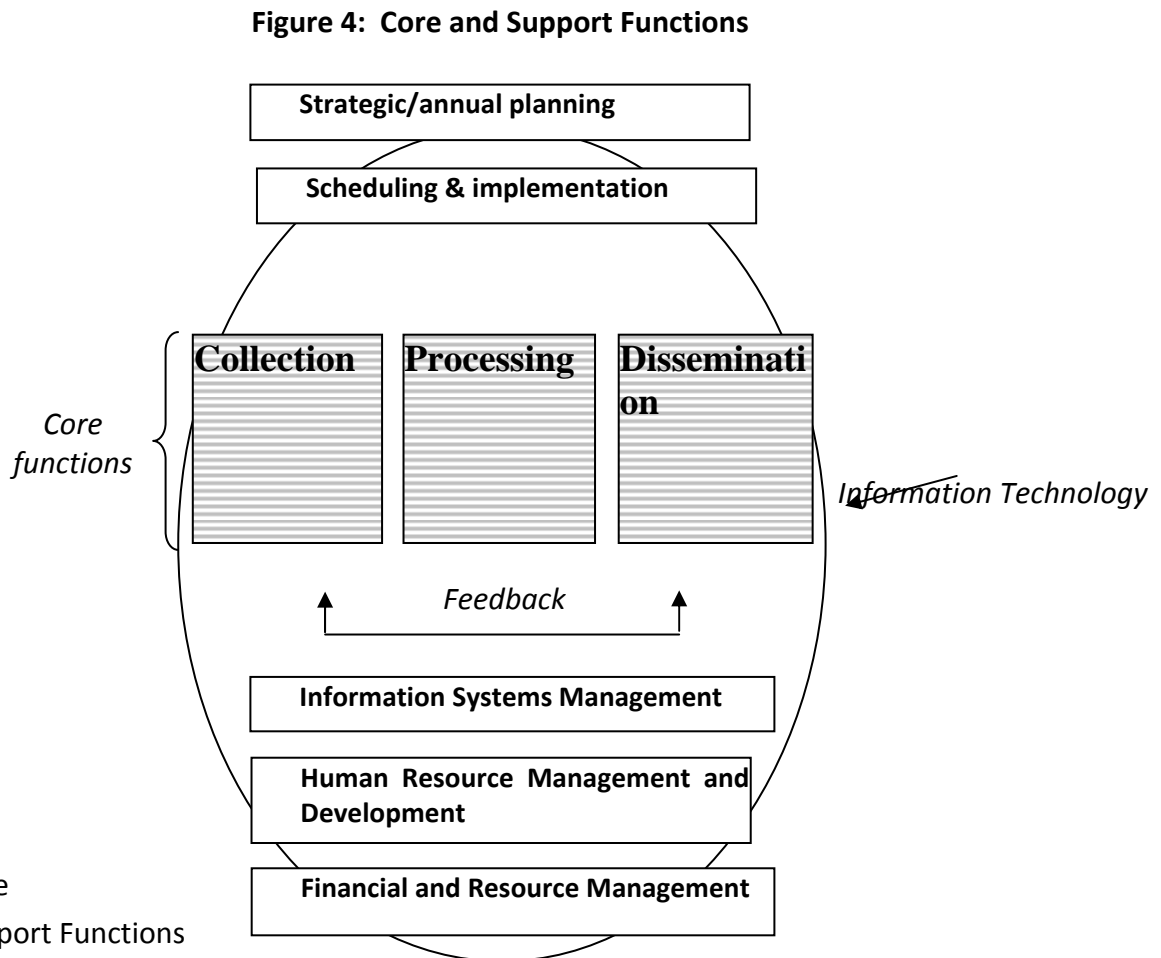
SECTION 5

Work Programme Management

5.1 Introduction

In order for the CSO to discharge its mandate efficiently and effectively, it must undertake both core functions and support functions. The **core functions** represent the production cycle of data collection, archiving, analysis and dissemination. However, in order to execute these, it has to also undertake **support functions** which are the processes necessary to create an efficient and effective environment that supports the organization's core activities.

Figure 4 presents a model showing the functions that must be carried out in order for the organisation to deliver its mandate in a timely and effective manner. It is adapted from Kathleen White⁹



⁹ Institutional appraisal of the Uganda Bureau of Statistics, 2003

5.2 Core functions

As pointed out earlier, the core functions of the CSO represent the production cycle of data collection, processing, analysis and dissemination of statistical data and information. This process is a value chain that started with establishing user needs. The statistical production programmes must be such that at the end of the day, it delivers required statistical data and information in the way users want them and in the specified timeframe. This necessitates mainstreaming key data users into the data production processes and encouraging them to play proactive roles in determining what data to collect, when to collect them, how to report them, etc.

StatsBots will need to build expertise and skills in many areas than has hitherto been the case. This will require both general training and training in specialized areas such as sampling, GIS, national accounts, etc. This will be necessary to enhance the statistics value chain.

5.3 Support functions

The support functions include strategic and annual planning, scheduling and implementation, information systems management, human resources management and development, financial and resource management and Information Technology (IT).

5.3.1 Strategic Planning

Strategic planning is a management tool that is used to help organizations do a better job – focus their energies to ensure that members of the organizations are working toward the same goals and to assess and adjust the organization’s direction in response to a changing environment. It is about disciplined efforts to produce fundamental decisions and actions that shape and guide what an organization is, what it does, and why it does it, with a focus on the future.

Strategic planning is essential for statistical organizations and systems whether or not they are doing well. Where statistical organizations and systems are weak and under-performing as is the case in much of Africa, strategic planning will help to reengineer them to perform better and to set long-term objectives for improved performance and prioritized use of limited resources among different activities. And those statistical organizations and systems which are doing well especially in developed countries, also need strategic planning to achieve improved performance in specific areas e.g. quality enhancement, innovation, enhanced IT application, etc.

The strategic planning function should be carried out by the senior management team, under the guidance of the Board of Directors. The Strategic Plan provides the guiding framework for:

- the Annual Report;
- the Annual Budget;

- annual work plans; and
- specific policy and guideline policies and strategies (IT, Human Resource Management and Development, Finance).

Annual work plans and budgets should be developed by heads of departments, with guidance from senior management and the Board which will review, consolidate and adopt them. And the Annual Report is an essential tool for communicating with all users and other stakeholders and should be widely disseminated.

In the short run, there will be a need to develop a **minimum work programme or corporate plan** that will identify the core areas of production and the strategies for undertaking them. This will be a basis for getting resources from government. In the medium-term, however, StatsBots will need to design a National Strategy for the Development of Statistics (NSDS) covering all sectors and stakeholders. Specific recommendations have been made on this by a consultant with the AfDB. PARIS21 (Partnership in Statistics for Development in the 21st Century) has issued NSDS documentation that includes “**NSDS Essentials**” and “**NSDS Design Guide**” which set out key principles deemed important for the success of an NSDS. The four principles are that the NSDS should¹⁰:

- be integrated into national development policy processes and context, taking account of regional and international commitments,
- be developed in an inclusive way, incorporating results-based management,
- be comprehensive and coherent and provide the basis for the sustainable development of statistics with quality (i.e., “**fit for purpose**”), and
- show where the statistical system is now, how it needs to be developed and how to accomplish this.

StatsBots will need technical assistance to prepare its NSDS.

5.3.2 Scheduling and implementation

It has been observed that many effectively formulated strategies and plans fail because they are not successfully implemented; and “*strategies formulated but not implemented serve no purpose*”¹¹. On the basis of their study of portfolio managers and studies done by others, Robert S. Kaplan and David P. Norton conclude that “*the ability to execute strategy is more important than the quality of the strategy itself*”¹². Thus implementation of strategies is seen as “*the most important factor shaping management and corporate valuations*”¹³.

¹⁰ National Strategy for the Development of Statistics (NSDS) Documentation, PARIS21 Secretariat, 2004 Version, Paris, France

¹¹ The Strategy-focused Organization by Robert S. Kaplan and David P. Norton, Harvard Business School Press, Massachusetts, 2001

¹² *Ibid*

¹³ *Ibid*

Each Division and section will be required to develop its own annual objectives and a business plan, with detailed business objectives that are linked to the overall organizational plans and objectives. These should serve as guidelines for action and represent the basis for allocating resources; guidelines for establishing priorities for the organization, divisions, sections and units; and standards of performance and are the major instrument for monitoring progress towards achieving long-term objectives of the organization.

It is crucial that the plans compiled outline the specific actions to be taken, when and by whom in order to achieve the organization's objectives within a budgetary and resource framework and monitored through periodic reports. The successful completion or progress towards achieving the objectives should ensure that the organization's strategic objectives are being achieved.

StatsBots will need technical assistance to build organization-wide capacity in work planning, scheduling, implementation, monitoring and evaluation.

5.3.3 Information systems management

Information Systems (IS) refer to the interaction between people, processes, and technology. This interaction can occur within or across organizational boundaries. An information system is not only the technology an organization uses, but also the way in which the organization's people interact with the technology and the way in which the technology works with the organization's business processes. Information systems are distinct from information technology in that an information system has an information technology component that interacts with the people and processes components.

The Information Systems consist of five parts which include: people, procedures, software, hardware and data. There are various types of information systems, for example: transaction processing systems, office management systems, decision support systems, knowledge management systems, database management systems, and office information systems. Critical to most information systems are information technologies, which are typically designed to enable humans to perform tasks for which the human brain is not well suited, such as: handling large amounts of information, performing complex calculations, and controlling many simultaneous processes. Information Technologies required to enable information systems are discussed below.

StatsBots will need to develop the information systems on the following, among others:

- Terms and conditions of service
- Human resources management and development
- Financial management and control
- Assets management

Leveraging these systems in support of both core and non-core functions of the organization will be critical.

StatsBots will need services of a management consultant to design these systems and train staff on how to use them.

5.3.4 Human Resource Management and Development

Human resources are the most important asset of any organization. Professional management and development using modern management systems of human resources is certainly critical to maintaining a healthy organization. In the past, organizational supervisors simply instructed workers what tasks to perform in exchange for their pay and benefits. A personnel department would deal with wages and benefits and that was, in a nut shell, the limits of the personnel department's responsibility. Human resources management and development (HRMD) goes well beyond that limited scope.

Modern HRMD requires managers and supervisors of organizations to make clear what the goals are to all of the stakeholders in the organization and to provide all of the resources necessary to efficiently complete all organizational tasks. Thus the HRMD is now much bigger in scope, responsibility and authority. It deals in human asset management in the best interest of the organization and each of the individual employee. This is done, *inter alia*, by selecting the proper people for the organization, making sure they have all the necessary resources, continuing to improve skills and ensuring the employees stay with the organization in a highly productive fashion for a long time. Thus the division responsible for HRMD must be a strategic business partner, a change agent and an employee champion.

The main functions of the HRMD include, among others:

- organizational planning - ensuring that human assets are considered in the planning and that planning includes providing the resources for people to function within the plan,
- undertaking job descriptions that lead to results-oriented corporate culture with performance indicators (PIs) including creating performance objectives for each employee,
- designing a performance appraisal system at all levels,
- designing a HR information system (a formal database system with complete information on each employee),
- career planning and pathing systems,
- remuneration system,
- determining required skills levels
- recruitment procedures that ensure transparency and merit in the recruitment process.
- recruitment of employees best suited for the organization,
- skills development including training based on a training needs assessment,
- traditional personnel administration
- administering employee wages and benefits
- time management

- employee cost management
- performance review and appraisals
- industrial relations
- labour relations

Some of these functions have been handled for the CSO by various government departments. StatsBots will need to put structures and systems in place to handle these functions. It is important that personnel recruited to handle HRMD are highly professional and experienced in HRMD matters. Further, there should also be some emphasis on developing (and applying) good procedures for staff objective-setting and performance evaluation. This has important implications for both staff morale and product delivery in the organization.

One of the failures of many a CSO is that they have tended to focus on getting the “right” staff in place. However, it is important that HR management policies and practices be geared to monitoring and encouraging high levels of performance. Responsibility for carrying out these practices should reside with each head of department with guidance and support from the centre.

Finally, it is important that attractive Terms and Conditions of Service are put in place in order to attract and retain staff. The salary scales should be determined taking into account the pay structures in other autonomous agencies.

5.3.5 Financial and resource management and control

All organizations have at least four types of resources that can be used to achieve desired objectives. These are financial, physical, human and technological resources. Allocation of these resources is a central management activity that allows for plan implementation. Every effort should be made to minimize the factors that commonly prohibit effective resource allocation including too much emphasis on short-run financial criteria, organizational politics, vague strategy targets, a reluctance to take risks and a lack of sufficient knowledge¹⁴.

As an autonomous body, StatsBots will need to develop capacity for good budget allocation; conservation of resources and assets; and accountability for spending. This will require development of:

Financial Regulations	To provide general guidelines for the management of financial resources of the office
Accounting Guidelines	These will lay down procedures for managing accounts records
Procurement Guidelines	These will lay down the procedure to be used in procuring goods and services for the office

¹⁴ David, F.R. (1996), Concepts of strategic management, Prentice Hall International, Inc., New Jersey, USA

Payroll system	Covering all regular wages and compensations
Assets management system (including transport management)	These will guide how the assets are managed

StatsBots will need technical assistance to develop these documents and to train staff on using the systems. These responsibilities and skills for budgeting and financial management and control will need to be shared between Finance and HR divisions on the one hand and the heads of departments on the other.

5.3.6 Payroll System and Assets management System

Both the Payroll and Assets Management Systems will be developed as separate modules of an electronic Financial Management System (FMS).

Payroll System

The term '**payroll**' encompasses every staff of an organization who receives a regular wage or other compensation. Some staff may be paid a steady salary while others are paid for hours worked or the number of items produced. All of these different payment methods are calculated by the payroll system and the appropriate pay cheques are issued. Organizations often use objective measuring tools such as timecards or timesheets completed by supervisors to determine the total amount of payroll due each pay period.

Processing payroll can be one of the most complex tasks facing an organization. Issues that need to be considered in the design of the payroll system include the following:

- Salary structure
- Base pay (basic salary)
- Other pay benefits like overtime, housing allowance, medical allowance if paid in cash, transport allowance, lunch allowance etc
- Statutory deductions (taxes, contributions to recognized trade unions, etc)
- Salary advance deduction
- Salary loan deductions
- Sort pay roll by departments
- Sort by pay category e.g. main establishment, project, etc.
- Printing individual pay slips
- Calculation of salary increments
- Sorting by bank of payment
- Multi currency

Salary structure

Botswana has an elaborate system for establishing salary structures for the entire public service including the civil service. The **Public Enterprises and Evaluation Privatization Agency (PEEPA)**

is, among other things, responsible for determining public service grades, terms and conditions of service and salaries for all public institutions.

It will, therefore, be the work of PEEPA to determine terms and conditions of service for the staff of StatsBots. For PEEPA to start this process, it will be necessary to provide it with the profile of the Statistician General as a basis for determining grades in StatsBots. Unfortunately, the profile of the Statistician General is one of the main omissions in the Statistics Bill. The consultant has drafted the profile of the Statistician General which may be improved upon before it is discussed with PEEPA.

Assets Management System

According to the Statistics Bill, all assets held by CSO will be vested in the StatsBots. Physical assets (buildings, infrastructure and equipment) form a significant proportion of the total assets of the organization. It is crucial that a professional asset management system that leverages existing personnel, resources and infrastructure is established to streamline asset management operations. This will enable active control of the planning, acquisition, tracking, maintenance and retirement of capital assets.

As a sub-system of the Financial Management System (FMS), an Asset Management System (AMS) will be established. The system will capture the following information:

- Type of asset
- Cost of asset at acquisition
- Expected life span
- Depreciation factor (formula)
- Identification number of each asset
- User - management
- Location
- Service/maintenance schedule, if applicable
- Source of funding to acquire the asset
- Replacement policy (optional)

5.3.7 Information Technology

Underlying and enabling both core and non-core functions of any modern statistics office is Information Technology (IT) which can be looked at as the use of electronic computers and computer software to convert, store, protect, process, transmit, and securely retrieve information as necessary. IT personnel perform a variety of duties that range from installing computer applications to designing complex computer networks and information databases. They also engage in data management, networking, engineering computer hardware, database and software design, as well as the management and administration of entire systems of organizations.

In order to perform the complex functions required of an IT Division in a modern organization, it would use computers, servers, database management systems, and cryptography. The Division would, therefore, be made up of several System Administrators, Database Administrators and at least one Information Technology Manager. It helps if these have solid education and specific specialty certifications. The more popular information technology certifications include Information Security Certifications, Oracle DBA Certifications, Microsoft Certifications, Cisco Certifications and PMP Certification.

The IT section will need to be increasingly concerned with data storage and management, and will find that **information security** will continue to be at the top of the priority list.

The IT functions at CSO are the responsibility of the Computing Services Unit (CSU). Its mandate is to ensure that:

- CSO users have access to all IT resources they need (networked systems and data, Internet and e-mail),
- systems are running on suitable computer equipment and older equipment are boarded off or replaced,
- system development is done, etc.

Currently, the SCU is thin on the ground. Of the ten staff of SCU, three are away on training (two for first degree in IT and one for Masters degree in IT), one was previously a data entry operator but acquired a diploma in IT last year and one joined CSO last year. SCU is supported by the government **Department of Information Technology (DIT)** which endeavours to ensure that all computer users in government are provided with a very good level of support service (irrespective of their physical location in Botswana) using contracted IT firms in the country. In this connection, DIT supports CSU, seconds staff to CSO and the CSU unit receives maintenance services and software support for its computers and the LAN. Currently, there are six DIT staff seconded to CSO.

As CSO becomes autonomous, there will be a need to discuss with DIT how best StatsBots can continue to be supported by DIT until such a time as it is able to operate on its own. There will also be a need to develop an IT strategy to provide overall and long-term development needs in IT to make the StatsBots an IT-focused organization. The strategy should cover a number of areas including infrastructure and equipment, systems (statistics, management and administration) and human resources development. The strategy will aim to standardize and guide acquisition and maintenance of computer hardware and software, computer replacement, virus protection, use of computers and Internet resources. In particular, the strategy should address issue related to a coherent IT infrastructure with a standardized platform of basic hardware, network and office automation applications. It is important that the strategy should be consistent with the general guidelines set by DIT and the national ICT policy.

In designing an IT strategy, the following will be considered:

- use of IT to strengthen and standardize work processes especially in methods design and development,
- development of inter-linked statistical production process where data and information are collected, shared, processed, stored and disseminated in a uniform manner across the National Statistical System,
- a Wide Area Network (WAN) providing connectivity with Francistown and other Regional Statistics Offices and key line Ministries and institutions,
- Internet and Intranet connectivity,
- Improvement of own web site,
- development of standardized hardware platform and software,
- training in IT as part of human resource development, and
- increased use of IT in administrative systems.

The Statistics Bill provides for the development and maintenance of a comprehensive national socio-economic database. Up till now, the practice in data management at CSO has been that datasets are stored in different units of CSO in heterogeneous formats (Excel, dbase, IMPS, CPro and SPSS). These units are spread out in CSO compasses and in various ministries. There is no integrated database or **data warehouse** and that means that data users are inconvenienced and sometimes confused when they are redirected to different offices. It also makes integrated data analysis difficult.

Already efforts are underway to establish an **Integrated Statistical Database (ISDF)** that will comprise a portal and data warehouse whereupon all CSO data sets will be imported into a centralized data warehouse with multi-user access provided through a web portal. Phase I of the **Integration of Systems and Establishment of Data Warehouse Project** which comprised the production of statement of user requirements was completed in August 2009. Some countries in the sub-region have done this, so there are many opportunities for peer-to-peer learning how to do this.

SECTION 6

Main Recommendations

On the basis of discussions held with key stakeholders, the following are main recommendations:

6.1 Outsourcing

The transition process requires expertise in non-core areas of CSO – areas such as strategic planning, human resources management and development, information systems management, etc. It also requires knowledge of government procedures, civil service regulations and the employment act. It should also be mentioned that the transition is coinciding with arrangements for the 2011 population and housing census which tends to demand attention and time from most staff of the CSO.

For these and related reasons, it is recommended that:

- (j) the Permanent Secretary in the Ministry of Finance and Development Planning establishes a high-level Transition Unit of 2-3 people who will assist CSO with the transition process on a full-time basis. The Unit should be based at CSO, work with the Government Statistician and report directly to the Permanent Secretary.
- (k) The Transition Unit should be established in the 1st quarter of 2010 as there will be a lot of activities requiring its attention.
- (l) services of consultants be procured to design management and IT systems

6.2 Statistics Act

It is expected that Parliament will be debating the Statistics Bill when it resumes in November 2009. It is, therefore, recommended that at the Committee stage in the process of reviewing the Bill, omissions that have been identified are brought to the table for further considerations by the Committee. While some of these may find their way into the Regulations that accompany the Act, it is better if some of them are explicitly stated in the Bill.

These include:

- spelling out in more details the responsibilities of the Board of Directors,
- the need to provide for a Secretary for the Board of Directors,
- profiling the post of Statistician General, tenure and how it can be terminated (*providing for safeguards against arbitrary dismissal*) as well as the need for competitive appointment to this post,
- functions of the Statistician General,

- giving the new organization more than 6 months in which to select staff from the current CSO staff.

6.3 Sensitization of Members of Parliament

Parliament will be discussing the Bill again in November/December 2009. The expectation is that it will be passed by the end of the year. When Parliament resumes, it may help if CSO can organize a seminar for key members of Parliament on official statistics.

Such a seminar was done by the consultant for the Parliaments of Mauritius and Tanzania to great effect.

6.4 Statistician General

It is recommended that as soon as the profile for the Statistician General is finalized, it should be passed on to PEEPA for grading the post of Statistician General and other posts of StatsBots. This is necessary to determine the resource requirements of StatsBots.

The post of the Statistician General should be competed for and the successful candidate should be appointed on a 5-year performance contract (renewable).

6.5 Deputy Statistician General

After looking at possible scenarios, it is recommended that StatsBots should have one Deputy Statistician General appointed by the Board on a competitive basis and on a 4-year performance contract (renewable).

6.6 Transition period

With regard to the transition period in as far as staffing of StatsBots is concerned, it is recommended that StatsBots is given up to one (1) year instead of six(6) months to recruit staff. This recommendation is based on the fact that not all CSO staff should walk into the new organization. The posts in the new organization should be opened up and competed for.

6.7 Office accommodation

While in the short run StatsBots can be housed in the premises currently used by CSO, it will be necessary for StatsBots to have its own offices away from the Ministry. This is part perception and part reality.

The perception will linger in some quarters that statistics produced are influenced by the political leadership of the ministry if physically StatsBots continues to occupy the same building complex as the parent Ministry.

The reality is that even now, CSO is facing serious shortage of space. As a result, it now occupies three campuses. The main campus with CSO headquarters is next to the Ministry of Finance and Development Planning. The biggest campus which houses six (6) sections is a few kilometres away and the third campus houses the census office. Scattering the CSO has created problems of supervision, information sharing, costs of moving to and fro both in terms of time and money, and building a corporate culture. The other reality is that StatsBots will need to embark on an in-service training programme to re-tool and re-skill staff, build capacity in areas which have suffered because of staff attrition, etc. For this, it will need ample space for classrooms, seminar rooms, and a conference room. The current library is too small and has no sitting space. This discourages CSO staff and other users from using library services. Moreover, StatsBots will need to upgrade its library services into an **Information Resource Centre** and ample space is needed for this. The other reality is that in terms of economics, government will in the long run save a lot of money by having all staff of StatsBots under one roof away from the Ministry complex.

Although the idea of building a home for statistics has been under discussion for many years, the new reality is that a home has to be found for StatsBots for the reasons given above.

6.8 Formal evaluation

Usually restructuring of the CSO in Africa is done in context of a wider review of the NSS leading to the design of the NSDS. A well designed NSDS provides for implementation, monitoring, evaluation and reporting at different points in time. The mid-term review is usually a more formal process undertaken after 2-3 years to ensure that the NSDS is still relevant and for agreeing on changes in both the strategy and work programmes, where these are needed and justified. In addition, the mid-term review can recommend reallocation of resources according to performance and needs.

Since the restructuring of CSO is not being done in context of the NSDS design process, it is recommended that a formal review of the restructuring be undertaken after 2-3 years to assess progress made and advise on changes that may be deemed necessary to enhance performance. Among other things, the structures established for StatsBots should be reviewed with regard to their effectiveness.

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ANNEX I

Terms of Reference

Transitional Process for the Central Statistics Office – Botswana

Background

The Central Statistics Office (CSO) was established with an act of Parliament in 1967 (Cap: 17-01) under the Laws of Botswana. This act has been a guiding principle to all issues relating to the collection, compilation and analysis, publication and dissemination of all official statistical data. The CSO has all along been operating as a Department under the Ministry of Finance and Development Planning (MFDP).

However in 2008, the Government of Botswana took a decision to turn the CSO into a semi autonomous organization. This was followed by the drafting and revision of the Statistics Bill to facilitate the process of moving from a Government Department to a semi-autonomous organization. The Bill has gone through different processes and has been approved by Cabinet and has also been circulated to the different stakeholders before it can be tabled in Parliament. It is expected to be debated by Parliament in June 2009. The CSO has embarked on a preparatory process to start the transition of the CSO as a Government Department to a semi autonomous organization and is seeking technical assistance.

Duties

The different activities that are under consideration for which CSO seeks assistance are the following:

- Determine the ideal CSO structure on the basis of consultations with CSO staff and reference to Mission Reports on earlier work done by the GDDS consultants
- Determine the different stages critical for the transitional process
- Advice on the issues for consideration in dealing with Human Resource issues
- Pay structures
- Payroll systems
- Assets management
- Management of work programs
- Draft a roadmap for the implementation of the transitional process
- Advice on other issues critical to the transitional process

Deliverables

- Draft ideal CSO structure

- Outline of the different stages critical for the transitional process
- Human Resource issues for consideration
- Draft pay structures
- Issues for consideration for the development of a payroll system
- Issues for consideration regarding assets management
- Draft roadmap for the implementation of the transitional process
- CSO advised on other issues critical to the transitional process

Skill requirements

An expert with a qualification of Masters in Statistics or related field that has worked in a statistical organization and has experience in transforming a national Statistical Organization into a semi or autonomous organization is required.

Duration

Two to six weeks

Timing

August - September 2009

ANNEX II

Transition Process for the Botswana Central Statistics Office

Consultant's Schedule Of Work

Period	Activity	Narrative	Deliverables	
1-4 Sept.	Briefings	Government Statistician/Deputy Senior Management	<ul style="list-style-type: none"> • General briefing • Agreement on TOR and deliverables 	
		The Permanent Secretary	Enhanced government commitment to statistical reforms	
	Literature review	Documents to be reviewed:		
		<ul style="list-style-type: none"> • Reports of previous consultancies (World Bank, AfDB, etc) 	Distillation of key issues to be further addressed	
		<ul style="list-style-type: none"> • Statistics Bill 	Identification of areas not covered to include in Administrative Regulations to be made by Minister	
		<ul style="list-style-type: none"> • Current functional structure of CSO 	A new structure for Statistics Botswana proposed	
	<ul style="list-style-type: none"> • Scheme of Service/Career path 	A new career path proposed		
Presentation	<i>Preliminary thoughts on gaps in the Statistics Bill, new structure for StatsBots and career path</i>			
7-11 Sept.	Consultation with relevant organizations	This will be for purposes of benchmarking: <ul style="list-style-type: none"> • Identify the organizations • Learn from their organization structures • Learn from their pay structures (benchmarking) • Learn from their payroll systems 	<ul style="list-style-type: none"> • More refined organizational structure for StatsBots • Key issues to consider in development of pay structure • Key issues to consider in development of payroll system 	
	Management systems	These are needed to ensure that the StatsBots is run in a scientific, transparent and efficient manner.	<ul style="list-style-type: none"> • Advice on HR management • Initial recommendations on work programme management 	

			<ul style="list-style-type: none"> Initial recommendations on key issues to consider in development of asset management system
	Presentation	<i>Tentative proposals (to be further discussed) on key issues relevant to development of pay structure, payroll system, HR management, management of work programme & asset management</i>	

14-18 September	Refinement of structures and recommendations on systems	The refinement will be based on discussions held with staff and relevant organizations	<ul style="list-style-type: none"> Ideal structure for StatsBots Recommendations on HR management Key issues for consideration in development of pay structure Key issues for consideration in development of assets management Management of work programme New home for StatsBots
	Transition process	Identify stages critical for the process	<ul style="list-style-type: none"> Stages critical to the process identified and described Roadmap for the implementation of the transitional process prepared
		Identification of other issues critical to transition process	<ul style="list-style-type: none"> Other issues critical to the transition process
	Debriefing	<i>Key issues: structure of StatsBots, HR management, pay structure, assets management, work programme management, stages critical to implementation of transition process, roadmap for transition process, other issues</i>	

ANNEX III

List of Officials Met

Official	Designation	Institution
Key stakeholders		
1.	Mr. Kelapile Ndozano	Deputy Secretary, Macroeconomic Policy
2.	Dr. N.H. Fidzani	Executive Director
3.	Freddy Modise	Commissioner General
4.	Ackim Jere	Head of Statistics Unit
Central Statistics Office (CSO)		
5.	Anne Majelantle	Government Statistician
6.	Malebogo P. Kerekang	Deputy Government Statistician
7.	Prof. Bob Kandeh	Chief Technical Advisor
8.	Guest Charumbira	Interim National Census Coordinator & former Government Statistician
9.	Kwenagape K. Mogotsinyane	Chief Statistician
10.	Ketso K. Makhumalo	Chief Statistician
11.	Moffat Malepa	Chief Statistician
12.	Kebonyethebe Johane	Chief Statistician
13.	Thapelo T. Maruatona	Chief Statistician
14.	Esther W. Wanjohi	IT Manager
15.	Diemo Motlapele	Chief Statistician
16.	Ruth K. Mothibi	Chief Statistician
17.	Phetogo Zambezi	Chief Statistician
18.	Olebile J. Sekgantsho	Principal Statistical Officer
19.	Phaladi Labobedi	Principal Statistician I
20.	Susan Thobega	Chief Statistical Officer
21.	Royal Chalashika	Principal Statistician II