

**Institutional, organisational and legal advice with respect to  
the system of official statistics of Namibia**

**Mission for the World Bank to Namibia, May/June 2007**

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## **Structure of the report**

### **Summary of Conclusions and Recommendations**

- 1. Terms of reference of the mission**
- 2. History and current organisation of official statistics in Namibia**
- 3. Proposed structure for the system of official statistics of Namibia**
- 4. Proposed organisational structure for CBS Namibia**
- 5. Coordination of the system of official statistics of Namibia**
- 6. Proposed legal framework**

**Annex 1 Agreed policies and plans**

**Annex 2 Sources of documentary information**

**Annex 3 Statistics Law – Layman’s draft 2 (revised version)**

**Annex 4 Persons and organisations consulted**

## Summary of Conclusions and Recommendations

- Over the last several of years, an impressive amount of intellectual input has been invested in identifying and formulating the vision, the mission and the strategic directions and objectives for the national statistical system of Namibia. Key policy documents have already been endorsed. Now the time has come for further decision making and implementation of the recommendations.
- The main objective for Namibian official statistics is to produce relevant, accurate, timely and accessible statistics, meeting the needs of the users within and outside the Government, and satisfying the requirements of international and regional organisations.
- The Central Bureau of Statistics should become and be recognized as the standard-setter and coordinator of the National Statistical System, the lead agency for the production of official statistics, and the custodian and authoritative source of official statistics in the country.
- The Central Bureau of Statistics should be restructured, become more visible, more professional and better resourced. Among other issues, it should have its own Information and Communication Technology (ICT) services. A proposed specific organisation structure and tentative staffing levels are part of this report.
- The Central Bureau of Statistics should become a semi-autonomous, self-accounting agency.
- The respective roles of the Director General of the National Planning Commission and of the Government Statistician need to be clarified, with a view on compatibility with the Fundamental Principles of Official Statistics and enhanced credibility of official statistics.
- The role of the Director General should be: political accountability for the system of official statistics of Namibia ('Minister for Statistics'). The Director General appoints the members of the Statistics Advisory Council, makes a recommendation for the appointment of the Government Statistician, issues regulations in the framework of the Statistics Act, approves statistical work programmes, causes the annual reports of the Bureau and the Council to be tabled at Cabinet and Parliament, and enters into agreements with regional and international organisations and other national governments on matters which have statistical implications.
- The role of the Government Statistician should be: professional and executive responsibility for the system of official statistics of Namibia. The Government Statistician is the Chief Executive Officer of the Central Bureau of Statistics, the Secretary of the Statistics Advisory Council, the coordinator of the National Statistical System, the administrator of the Common Statistical Service and the principal adviser of the Government on statistical matters.
- The current Statistics Act should be revised taking account of the Fundamental Principles of Official Statistics and best practices in statistical organization and management. A proposed text (a revision of the so-called Layman's draft 2) is part of this report.

## **1. Terms of reference of the mission**

Over the last several of years, an impressive amount of intellectual input has been invested, both by external consultants, by the civil service of Namibia itself, and by other national and international stakeholders, in identifying and formulating the vision, the mission and the strategic directions and objectives for the national statistical system of Namibia. Several key documents have already been endorsed by the National Planning Commission and by Cabinet.

Now the time has come for further decision making and implementation of the recommendations.

In that context, the purpose of the current mission is specific and straightforward. Building on the results of the inputs (i.e. the existing documentation in the form of reports and agreed policy documents) and on further discussions with important stakeholders, the consultant was supposed to provide expert advice to the Government Statistician and the Government of Namibia on the following issues:

- An optimal organisational structure for the system of official statistics of Namibia
- Within that system, an optimal organisational structure for the Central Bureau of Statistics (CBS)
- A staffing and resources structure for the CBS that would enable it to meet current and future demands for official statistics
- Mechanisms to ensure better coordination of the system of official statistics, including instruments fostering a fruitful and ongoing dialogue between users and producers of official statistics
- Legislation to underpin the system of official statistics of Namibia and the role of the CBS in that system

Parts of the texts of relevant earlier documents about the issues are summarised in this report (Annex 1). A list of these documents can be found in Annex 2.

## **2. History and current organisation of official statistics in Namibia**

Prior to Independence, no official statistics organisation existed in Namibia. A local section of the South African Central Statistical Service was responsible for the collection of statistics. After Independence, a Central Statistics Office, CSO (now Central Bureau of Statistics, CBS) was established within the National Planning Commission, NPC. Its work is regulated by an inherited Statistics Act (Act. no 66 of 1976 as amended in 1986). Budgetary and skilled human resources have kept the CBS fairly small, and statistical activities were, and are, also undertaken within several other Government ministries/agencies.

The state of statistics in Namibia in the last few years has been of considerable concern, particularly with reference to timeliness, standardisation and (in) ability to respond quickly to new data needs. The issue of timeliness cannot be divorced from that of quality. The need to review the statistical legislation in force to bring it in line with modern statistical practices has been identified amongst key required policy intervention to improve the National Statistical System (NSS). In 1993, the CBS organised a User-Producer Workshop, which was attended by about 100 representatives from various ministries, other Government organisations and NGOs. A set of general recommendations for the development of official statistics was adopted. The recommendations focused on

- Identifying and satisfying the most pressing need for statistics
- Co-operation and co-ordination among the various producers and users of statistics
- The role of the CBS in this system.

The National Planning Commission appointed a Statistics Advisory Committee in 1997 to spearhead the process of developing a statistical policy for Namibia to serve as the basis for a statistics legislation review. The Committee has a mandate to further advice the commission on any matter related to the development of statistics in the country. By 1998 the first draft statistics policy was formulated and shared with stakeholders. The advisory committee has concluded its work in 2002 and submitted its findings to the Director General of NPC in 2003. Users-Producers Workshops were conducted by CBS between 1999 and 2005. All these workshops have afforded opportunities to stakeholders to deliberate on, and contribute to the formulation of the statistical policy for Namibia. Without exemption they have highlighted the urgent need to finalise the policy, review the obsolete statistical act and ultimately restructure the CBS.

### **Characteristics of Namibia's system of official statistics**

In essence, the system of official statistics of Namibia is currently decentralised. The Central Bureau of Statistics (CBS) is part of the National Planning Commission and is relatively small. It is directly responsible for some important data collections, including censuses of the population, of agriculture holdings and surveys of establishments in other sectors of the economy, as well as for price statistics, national accounts and a number of other topics. Other data collections are the direct responsibility of ministries, the Bank of Namibia and other Governmental organisations. The CBS is in theory responsible for the coordination of official statistics, as well as for the use of data collected by others (either by surveys or in the form of administrative data sets) in publications for public use.

Although decentralised statistical systems are not necessarily inferior to centralised systems, practice shows that most of the national statistical systems that are internationally seen as ‘leading’ (e.g. Australia, Canada, the Scandinavian countries), both by peers and by key national and international users, are centralised systems. This is not to say that decentralised systems cannot produce high quality statistics, but decentralised systems require more elaborate and stringent coordination mechanisms. An agreed advantage of decentralised systems is that they ensure closer links between statisticians and policy makers. A disadvantage is that in decentralised systems there is an imminent risk that statistics are seen by the public as ‘politically influenced’. In some cases, the decentralisation of the statistical system is an unavoidable consequence of the overall Government structure, e.g. in a federal state like Germany. In other cases, decentralisation has been a deliberate choice, e.g. in the case of France. In both countries, coordination is a major concern, albeit through very different mechanisms. Other countries, including The Netherlands, started out with a decentralised system, but with the express aim to move towards centralisation. In this particular case, achieving full centralisation has been a long and difficult process, which took about 50 years to completion.

*This report is based on the assumption that Namibia has made a deliberate choice to keep its system of official statistics decentralised.*

### **Some comments on the Namibian statistical system**

One of the implications of the Fundamental Principles of Official Statistics is that a National Statistical Office (NSO) should be professionally autonomous, in order to be perceived as credible, objective and impartial. In this regard it is enormously helpful if the NSO is somehow positioned ‘at arm’s length’ from the Government.

This does not mean that any NSO is ever fully ‘independent’. All NSOs are mainly financed from public funds and there is always a Minister of the Government (‘Minister for Statistics’) who is politically accountable whenever Parliament raises questions about the functioning of the statistical system. In practice, most NSOs are an integral part of the Government apparatus, whether they are a directorate, a directorate-general, an ‘agency’ or an ‘institute’. The important thing is that the Statistics Law and other arrangements should protect the NSO against undue political interference.

The way the statistical system of Namibia is currently organised is both confusing and not in accordance with the Fundamental Principles.

The National Planning Commission (NPC), the mother organisation of the CBS, was set up through Article 129 (1) of the Namibian Constitution. The National Planning Commission Act of 1994, Article 3 (1) e, stipulates that the NPC is responsible for ‘the collection and organisation of statistics and other data required for planning and other related purposes’.

The Director General of the NPC is a member of the Cabinet, but his status is extra-ordinary. According to the Constitution, the President of Namibia appoints a Cabinet out of Members of Parliament. The Director General of the NPC, however, is not necessarily a Member of Parliament, but strictly speaking a -politically appointed- civil servant with the rank of Minister. The situation would be less ambiguous (though not better) if the Director General were the Minister of Planning (and a Member of Parliament), head of the Ministry of Planning, as it exists in some other countries. Now, when the Namibian Parliament wishes to

discuss statistical matters, one of the other Ministers (a Member of Parliament) will have to speak on behalf of the Government.

The Director General of the NPC being both a Cabinet Member *and* the ‘CEO of Namibian statistics’, seems to put the CBS under direct political control, which is unfortunate and undesirable.

An different issue is that current organisation charts suggest that there are no less than three management levels above the statistics producing entities of the CBS: the Director General, the Government Statistician and the Director. It should be noted here that the role of the Director General so far has often been more than just ‘nominal’: all main statistical reports used to bear his signature. It is imperative that the future organisation structure of the CBS be clearer, leaner and more straightforward, in two respects:

- The Director General of the NPC should no longer be part of the organisation chart of the CBS
- There should be only one management layer above the statistics producing entities (directorates) of the CBS: the Government Statistician (jointly with a Deputy Government Statistician)

More about the future role of the Director General will be suggested in following parts of this report, but in essence his role should be:

- Political accountability for the system of official statistics of Namibia (‘Minister for Statistics’). The Director General appoints the members of the Statistics Advisory Council, makes a recommendation for the appointment of the Government Statistician, issues regulations in the framework of the Statistics Act, approves statistical work programmes, causes the annual reports of the Bureau and the Council to be tabled at Cabinet and Parliament, and enters into agreements with regional and international organisations and other national governments on matters which have statistical implications.

On the other hand, the role of the Government Statistician should be:

- Professional and executive responsibility for the system of official statistics of Namibia. The Government Statistician is the Chief Executive Officer of the Central Bureau of Statistics, the Secretary of the Statistics Advisory Council, the coordinator of the National Statistical System, the administrator of the Common Statistical Service and the principal adviser of the Government on statistical matters.

### **3. Proposed structure for the system of official statistics of Namibia**

The proposed structure for official statistics in Namibia consists of the following elements:

- The Director-General of the National Planning Commission
- The National Statistics Advisory Council
- The Government Statistician
- The Central Bureau of Statistics
- The National Statistical System
- The Common Statistical Service

#### **Director-General**

The responsibilities and functions of the Director General of the NPC are to:

- Formulate Namibia's statistics policy in accordance with the Fundamental Principles of Official Statistics and on the advice of the Government Statistician and the National Statistics Advisory Council;
- Appoint members to the Statistics Advisory Council;
- Make a recommendation regarding the appointment of the Government Statistician by the President of Namibia;
- Determine that a Population Census be taken every ten years, and any special surveys intermittently;
- Approve the overall (5-year, 1-year) work programmes of the Bureau as well as the statistical work programmes of other Ministries;
- Issue regulations in terms of the Statistics Act;
- Cause the annual reports of the Bureau and the Council to be tabled at Cabinet and Parliament; and
- Enter into agreements with regional and international organisations and other national governments on matters which have statistical implications.

#### **National Statistics Advisory Council**

The Council shall have 9 members appointed by the Director General. The members shall be appointed from among outstanding experts in statistics, economics, management, information technology and related fields, and be appointed as follows:

- Chairperson
- A representative of the National Planning Commission
- A representative of the Ministry of Finance
- A representative of the Bank of Namibia
- A representative of the organized private sector
- A representative of the civil society
- A representative of research institutions
- A representative of training institutions
- Government Statistician, who will be the Secretary to the Council.

Members will be appointed for a period of five years, with a possible extension of one term, but may be reappointed to the Council after at least one term break.

The Council may establish such committees and sub-committees, as may be efficient for the function of the Council. It is recommended that the Council set up a fairly large number of committees, in which users and producers of official statistics discuss important issues, first and foremost issues of better coordination.

The Council shall:

- Provide advice to the Director General and to the Government Statistician on any matter relating to national statistical policy or statistics use and production as covered by the Statistics Act. The Council shall also monitor implementation of policies and programmes aimed at the orderly and coordinated development of official statistics in the country;
- Advise the Director General and the Government Statistician on any matter related to national statistics policy or to any specific survey or census;
- Promote and protect the credibility, integrity and impartiality of official statistics as well as the professional independence of the Bureau;
- Monitor compliance with international recommendations and best practices in the production of official statistics;
- Monitor the development of coordination in the National Statistical System, and advice on issues that may reduce overlap or respondent burden or increase the comparability of official statistics;
- Review and advice on strategies to promote uniform standards and methodology among the various data producing agencies;
- Advice on the general priorities and direction of the development of statistical programmes;
- Advice on annual work plans and budgets of the National Statistical System, and
- As soon as possible after 31 March each year provide the Director General with an annual report on its activities.

*It should be noted here that a Council has never been constituted, even though this would already have been possible under the old Statistics Act of 1976/1986.*

### **Government Statistician**

The responsibilities and functions of the Government Statistician are to:

- Embody the status, image, integrity and professionalism of the Bureau, the National Statistical System and the statistical profession;

*As Member of the Council the Government Statistician shall*

- Act as the Secretary to the Council and in this capacity attend all meetings of the Council;
- On the advice of the Chair, convene any meetings of the Council; and
- Keep or cause to be kept the minutes of every meeting.

*As Chief Executive Officer of the Central Bureau of Statistics, the Government Statistician shall*

- Advise the Government on all matters related to statistical development;
- Supervise generally the administration of the Statistics Act and control the operations and staff of the Bureau;
- Be accountable to the Director General on the administration of this Act;
- Conduct the Population and Housing Census every ten years and any other censuses and surveys as the Director General may determine;
- Cause particulars and other data required for planning and related purposes to be collected and compiled into statistics;
- Cause registers or lists of use in producing statistics to be developed and maintained;
- Cause user-charge work in the field of statistics to be performed on demand, and advise the Treasury on the pricing and prices of such work;
- Annually present to the Director General and to the Council annual and multi-annual work programmes, human resource development programmes and any other programmes to develop national statistics;
- Perform any functions and duties as may be assigned by the Director General under the Statistics Act;
- In writing, delegate to any officer of the Bureau any of his/her powers and duties under this Act;
- In writing, appoint any person as an Authorized Officer for the purpose of this Act and may in like manner revoke such appointment in writing as the situation may demand; and
- Appoint such committees as may be required under the Statistics Act.

*As coordinator of the National Statistical System the Government Statistician shall*

- Advise the Director General and the Council on matters related to the management of the National Statistical System;
- Administer the Common Statistical Service;
- Advise line Ministries, agencies and regions on issues relating to the development of official statistics, on appropriate methods for collecting and processing of official statistics and on the timing and form of dissemination of these statistics;
- Formulate quality criteria and establish and promote standards, classifications and certifying procedures for official statistics;
- Promote and monitor compliance with best practices and international recommendations in official statistics;
- Approve (certify) and designate as official statistics, statistics produced by the Bureau and other public bodies and agencies;
- Generally promote co-ordination among producers of official statistics in order to advance comparability and avoid unnecessary duplication; and
- Liaise with other countries and their statistical agencies and represent Namibia in international meetings or designate one or more staff from the National Statistical System to do so.

## Central Bureau of Statistics

- Subject to the provisions of the Statistics Act, and in accordance with international recommendations, the Central Bureau of Statistics is a professionally and administratively autonomous body;
- The Bureau is the main national body in charge of the development and management of official statistics. It is the authoritative source and custodian of official statistics in the country, and it shall:
- Collect, compile, store, analyse, publish and disseminate statistical information, alone or in collaboration with other Ministries or other public or private bodies;
- Establish and maintain registry documentation and library services in the field of statistics;
- Develop and maintain a Central Business Register;
- Develop and maintain a Master Sample Frame;
- Develop and maintain a comprehensive, user-friendly and accessible National Data Bank; and
- Provide a focal point of contact with international agencies on statistical matters.
- The Bureau shall be fully funded, self-accounting and produce statistics as a public good.
- The Bureau shall, in consultation with the Ministry of Finance establish and maintain a Statistical Development Promotion Fund into which monies from the Treasury and other sources shall be deposited. Any funds which may become payable to the Bureau from the sale of publications and other statistical products, or from the provision of services incidental to its functions under this Act, shall be paid into the Development Fund.

*Note: There are a few different options to position the Central Bureau of Statistics.*

1. *The CBS could be made a 'stand-alone institution', directly reporting to either the President or to Parliament. An analogy with the Elections Commission has been suggested. However, careful analysis of the Electoral Act of 1992 (Act No. 24, 1992) shows that this analogy is problematic. The Electoral Commission, established by the Electoral Act, is basically a supervisory body. It has an executive arm in the form of the Directorate of Elections (Electoral Act, Part II, Article 11), which is a Division in a Ministry as defined in the Public Service Act, designated by the President. The Director of Elections serves as the Secretary of the Elections Commission. To elaborate the analogy for statistics: this would mean that a 'Statistics Commission' would have to be established, with a Directorate for Statistics in a Ministry as its executive arm. The problem is that, in a sense, there already exists a Commission that is responsible for statistics, namely the National Planning Commission.*
2. *Option 1 has been considered, but is not being proposed as the preferred solution. Alternatively, it is proposed that the CBS becomes semi-autonomous, but remains loosely attached to the Secretariat of the National Planning Commission, for the following reasons:*
  - *As mentioned, the NPC has a legal responsibility for official statistics in Namibia;*

- *The Director-General of the NPC will be the ‘Minister for Statistics’;*
- *For the next several years at least, the CBS will keep using several of the facilities of the NPC Secretariat, in particular office space.*

## **National Statistical System**

Official statistics are part of a nation’s information infrastructure, providing quantitative information about the situation in the country and in what direction trends are moving. In most countries, in addition to the central statistics office, there are other producers of statistics as well; other ministries/agencies/offices, the central bank, and private survey institutes, which can be regarded as partners or co-producers. But there are also many other players to consider, including;

- Users, ranging from Government ministries to research institutes to news media;
  - Respondents, be they private individuals or households, undertakings, or national, regional or local Government units;
  - Training bodies, e.g. universities and colleges;
  - Funding agencies, such as the government, international assistance organisations, and users willing to pay for customer-designed statistics;
  - Computing centres, Government and other printing houses, information brokers etc;
  - The official statistics offices of other countries, useful for exchange of experiences;
- and
- International and regional bodies that issue recommendations and standards which assist in developing and shaping national statistics.

The objectives of the System are to:

- Build a coordinated, sustainable capacity for the production and use of coordinated quality statistical data in the country;
- Minimise overlap, reduce duplications, minimise respondent burden, share best practices and international standards;
- Protect the confidentiality of the data provided by the respondents; and
- Produce and use statistics at all levels for evidence-based policy design, monitoring and evaluation, and planning and decision-making processes.

The role of the Government Statistician and the Bureau shall be to liaise with and involve all the players in the National Statistical System, with the aim to enhanced advocacy for statistics, collective ownership of official statistics, coordinate statistical activities and generally to continuously improve the quality of official statistics.

## **Common Statistical Service**

There shall be established a Common Statistical Service, including career paths, training requirements and opportunities, and common utilization of expertise, to which all statistical personnel in government ministries shall belong. The Government Statistician is the Administrator of the Common Statistical Service. In this quality he shall:

- Advise the Government, line Ministries, agencies and regions on issues relating to the development of official statistics, on appropriate methods for collecting and

processing of official statistics and on the timing and form of dissemination of these statistics;

- Advice the Government and line Ministries on recruitment, selection, promotion and mobility of statistical personnel;
- Organise training activities for statistical personnel across Government institutions;
- Promote and monitor the use of best practices in official statistics.

## **4. Proposed organisational structure for Central Bureau of Statistics**

Although National Statistical Offices across countries may have a variety of organisational forms, there are also many common characteristics. Reference is made to the UN Handbook of Statistical Organisation, edition 2003.

### **Principles of organisation**

Most NSOs have a branch (directorate) for Economic Statistics and a branch for Demographic and Social Statistics.

Economic Statistics usually cover:

- Macro-economic Statistics (sometimes there is a separate branch for this area);
- Production Statistics (structural surveys of establishments, short-term statistics on turnover, supply and use);
- International Trade;
- Energy & Utilities;
- Construction;
- Domestic Retail and Wholesale Trade;
- Commercial Services;
- Price Statistics. In some cases the Consumer Price Index is the responsibility of the Social Statistics Branch;
- Agricultural, Fisheries and Forestry Statistics are normally also part of the Economic Statistics Branch;
- Environment statistics, often, but not necessarily, combined with Agriculture.

It should be noted that various alternative combinations of topics in organisational units are possible, e.g. Construction and/or Energy and Utilities with other production statistics and Domestic Trade with Commercial Services.

One of the elements these statistical areas have in common is that the information is largely (though in the case of e.g. Environment not only) collected from (or about) establishments and other productive entities (e.g. self-employed persons and public institutions).

Demographic and Social Statistics usually cover:

- Statistics about the population (demography, civil registration, migration);
- Statistics about health;
- Welfare;
- (Un)employment;
- Income and consumption;
- Poverty and social exclusion;
- Government services provided to the population (education, health care, cultural and other social services);
- Crime, justice and security.

Again, different combinations occur. What these statistical areas have in common is that the information is largely collected through surveys of households on the one hand and administrative registrations on the other.

In addition, most NSOs have supportive branches (divisions), usually for Statistical and Technical Services and for Administrative and Management Services.

Statistical and Technical Services cover:

- ICT;
- the Business Register;
- Methodology and Standards (advice on statistical methodology, including sampling; management of classifications and definitions, metadata systems etc.);
- Field Operations (including oversight of regional offices);
- Documentation (including Library Services) and Dissemination.

The branch for Administrative and Management Services obviously covers, among other areas, financial and human resources management.

Some functions are in some cases under the immediate supervision of the CEO (Government Statistician), because they are crucial to support his unique role. These functions may include:

- Auditing and Quality Management;
- Communications and Public Relations (liaising with the media and important other stakeholders);
- International Relations;
- Secretariat of a Statistics Council;
- Coordination of the National Statistical System
- Legal Affairs.

Whether or not all these separate functions are organised in separate organisational units or combined in various ways, is mostly a matter of choice and practicality.

Obviously, it takes several years, as well as financial and human resources to develop an organisational structure to its optimal form. In a situation like that, it is better to start off with a limited number of organisational units, combining different functions, and split these up when this is deemed necessary, rather than with a more fragmented structure. As a rule of thumb, managers at any level should have a span of control (staff directly reporting to them) of no more than 6.

The above principles have been used to devise an organisational structure for CBS Namibia, as illustrated in the charts below. In addition, a tentative staffing table and an indicative grading table are presented on the pages thereafter.

### **Some comments and explanations on the proposed organisation structure and staffing plan**

1. The size (number of staff) of a National Statistical Office (NSO) is basically a function of the following factors:

- Size (population) and complexity/level of socio-economic development of the country involved
  - Degree of (de)centralisation of the National Statistical System; in centralised systems the NSO is relatively bigger than in decentralised systems
  - Coverage of National Statistical Work Plans; the more comprehensive the Work Plans, the more staff is needed
2. While international comparisons between National Statistical Offices across countries are therefore difficult, practice shows that there is a rule of thumb that can be applied to make a realistic projection for what the necessary size of a particular NSO should be. Most National Statistical Systems have a size (i.e. staff number; professional and general service staff combined) that corresponds to between 100 and 150 staff per 1 million of the population. For bigger countries, there are usually some 'economies of scale'. For Namibia, the above rule of thumb would amount to 200-300 staff in total. Assuming that the ratio between central and decentralised statistical activities is about 2:1, the CBS should have a staff of 150-200. Obviously, in view of current staffing levels, this cannot be achieved in the short run. A 'growth path' of 5-10 years is perhaps a realistic scenario. The staffing table in this report is based on a number of just over 150 staff (of which 30+ in regional offices), possibly to be achieved over roughly a 5-year period.
  3. NSO's are fairly large and complex professional organisations. Therefore a top management consisting of a CEO and a Deputy CEO is usually considered necessary. In the case of Namibia this would be a Government Statistician (GS) and a Deputy Government Statistician (DGS). The division of responsibilities between the GS, who remains, of course, ultimately accountable for the entire CBS, and the DGS is a matter of choice and agreement. Apart from being an alternate for the GS in case of absence, the role of the DGS may be that of a Chief Operating Officer (COO), who is primarily responsible for statistical operations. In the case of Namibia this would mean that the DGS would focus primarily on oversight of the two Statistical Directorates (Economic and Financial Statistics, and Demographic and Social Statistics). The GS obviously has to deal first of all with the Division for Management Support, supporting him in the areas of general management, planning and administration and on corporate relations. The three other divisions of the Directorate for Statistical, Technical and Office Services could be seen as 'joint GS/DGS responsibilities'. Alternatively, the divisions for Methods etc. and for Surveys etc. could be put under the supervision of the DGS, and the ICT division under the GS.
  4. It is useful to briefly explain the responsibilities of some of the proposed organisational units of the CBS, except where they are obvious and self-explanatory.

#### *Economic and Financial Statistics*

- The unit for Financial statistics will be responsible for statistics on the financial sector (banking, insurance, financial services, stock exchange), as well as for government finance statistics and probably Balance of Payments statistics (in cooperation with the Bank of Namibia).
- The proposal is to create 5 organisational units for Production statistics, each taking care of structural and short-term statistics of sectors of the economy that have common characteristics. (Construction statistics may also be combined with Manufacturing, Mining and Quarrying.)

### *Demographic and Social Statistics*

- The unit for Vital and Migration Statistics will be responsible for statistics compiled on the basis of civil registrations (mainly those under the responsibility of the Ministry of Home Affairs and Immigration).
- A unit for Population and Housing Censuses has been created to deal with these decennial censuses. It will expand when Censuses are being prepared and processed, and contract again in the trough period between Censuses.

### *Statistical, Technical and Office Services*

- This very important Directorate serves four main purposes:

#### 1. Providing *statistical* support functions across the CBS, in particular:

- Methodological support and advice, including advice on sampling, maintaining important classifications, maintaining a meta-data system, maintaining the Master Sample Frame and the GIS database, as well as providing cartographic and GIS-support.
- Maintaining the Central Business Register.
- Maintaining a documentation centre of important documents (printed and in electronic formats), including national and international statistical publications, a library for internal and external use, and assuming responsibility for the design and production of general publications (and oversight of the production of specialised publications, including standard setting), as well as the maintenance of the CBS website.

#### 2. Organisation and oversight of *field operations*, in particular:

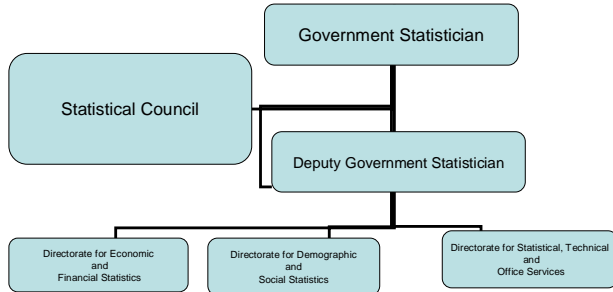
- Management of large and complex data collection exercises (it is assumed that day-to-day, smaller and less complicated data collections are run by the subject matter units themselves).
- Oversight of the regional offices.
- Maintaining central data processing facilities for large surveys (it is assumed that routine, small-scale data processing is done by the subject matter units).

#### 3. Providing *IT services* for the entire CBS.

#### 4. Providing *management support* to the GS (and other managers), in particular with regard to:

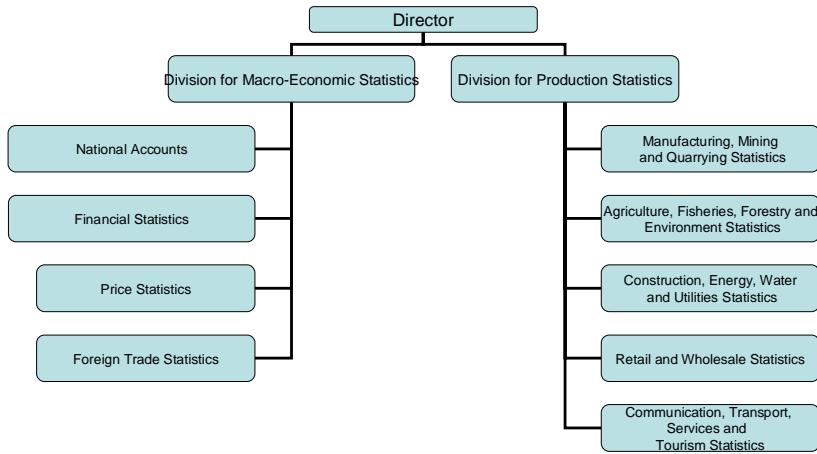
- Financial management and control.
- Human Resources Management.
- Statistical auditing, quality management and coordination (both internally for the CBS and externally for the entire National Statistical System).
- Public relations (including media relations) and international relations.
- The Secretariat of the Statistical Council (and its committees).
- Legal affairs.

Proposed organisation structure for CBS Namibia  
**Main structure**

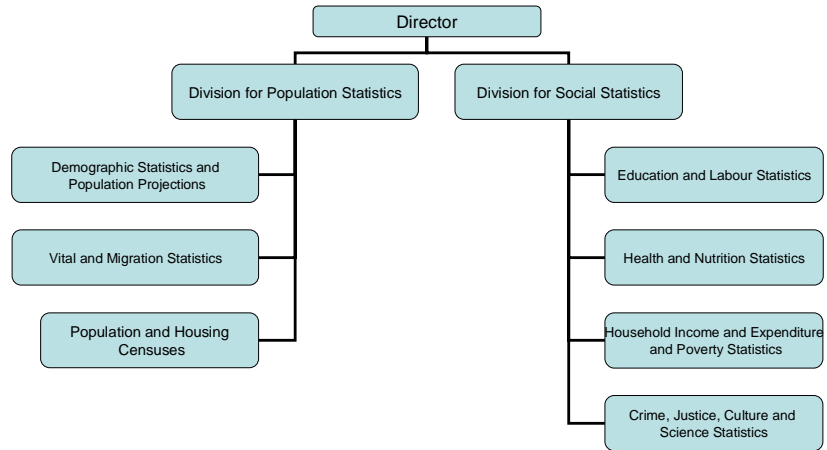


Note: The Director-General, who is also part of the main structure, is not explicitly mentioned in the above chart.

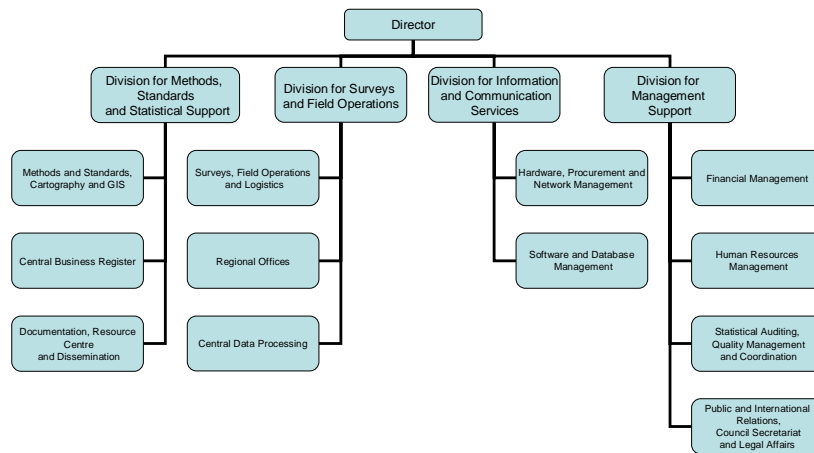
Proposed organisation structure for CBS Namibia  
**Directorate for Economic and Financial Statistics**



Proposed organisation structure for CBS Namibia  
**Directorate for Demographic and Social Statistics**



Proposed organisation structure for CBS Namibia  
**Directorate for Statistical, Technical and Office Services**



CBS Namibia Staffing Table

Directorate	Division	Sector	Prof	Gen	Total
Gov.Stat.			1	1	2
Dep.Gov.Stat.			1	1	2
	Ec. & Fin. Stats		1	1	2
		Macro-econ.Stats	1	1	2
		Nat. Accounts	4		4
		Fin. Stats	2		2
		Price Stats	4	1	5
		Foreign Trade Stats	2		2
		Production Stats	1	1	2
		Manufacturing Stats	3		3
		Agricultural Stats	4		4
		Construction Stats	2		2
		Retail/wholes Stats	3		3
		Comm.Transp. Serv	3		3
	Dem & Soc.Stats		1	1	2
		Pop. Stats	1	1	2
		Demogr. Stats	3		3
		Vital & Migr. Stats	3		3
		Pop. & Housing C.	2		2
		Soc. Stats	1	1	2
		Educ.&Labour Stats	2		2
		Health & Nutr. Stats	2		2
		HIE & Pov. Stats	3		3
		Crime, Just. Etc.	2		2
	Stat.Tec.Off.Serv		1	1	2
		Meth.Stand.etc.	1	1	2
		Meth.Stand.Cart.etc	5	1	6
		Central Bus.Reg.	4	1	5
		Doc. Dissem.etc.	3	1	4
		Surveys and Field	1	1	2
		Surveys, Field etc.	5	2	7
		Regional Offices	24	12	36
		Central data proc.	4	5	9
		ICT Services	1	1	2
		Hardware etc.	4	1	5
		Software etc.	7	2	9
		Management support	1	1	2
		Financial	2	1	3
		Hum. Resources	2	1	3
		Audit, Qual. Coord.	3	1	4
		PR, Secr. Legal	3	1	4
Total			123	34	157

For full names of organisational units, see the organisation charts.

## Grading of CBS staff

<i>Namibian Grade</i>	<i>Functional level</i>	<i>Corresponding UN-grade</i>	<i>CBS position</i>
1 A	Unskilled	G1	Cleaning staff
1 B	Unskilled/Semi-skilled	G2	Driver
1 C	Semi-skilled/Skilled	G3	Enumerator
2 A	(Semi)Skilled/Technical	G4	Secretary/Senior Enumerator
2 B	Skilled Technical	G5	Private secretary/Survey Supervisor
2 C	Skilled Technical + Experience	G6	Assistant statistician
3 A	Skilled Technical/Professional Junior/Management (routine supervision)	G7	Senior assistant statistician
3 B	Skilled/Technical/Professional/Junior Management (supervision of small group)	P2	Statistician/ Economist
4 A	Specialist/Middle Management	P3	Head of sector (e.g. Manufacturing and Construction statistics)/Senior statistician/Senior economist
4 B	Specialist/Middle Management	P4	Head of Division (e.g. Labour and education statistics)
5 A	Specialist/Senior Management	P5	Head of directorate (e.g. Economic and Financial Statistics)
5 B	Specialist/Senior Management	D1	Deputy Government Statistician
6 A	Policy making	D2	Government Statistician
6 B	Policy making		

The above table is a tentative, *relative* correspondence table between the Unified pay structure of the Namibian Civil Service (Wage and Salary Commission Report 1995, pages 60-61), the generic grading system of positions in the United Nations Secretariat and the proposed job levels in the new organization structure of the Namibian Central Bureau of Statistics.

## **5. Coordination of the national statistical system of Namibia**

In a decentralised statistical system, strong coordination mechanisms are of the essence.

The following coordination mechanisms should be put in place:

- In order to establish and maintain public confidence in all official statistics and analyses, the Government Statistician shall issue a Code of Practice that sets out professional standards and ethics to be followed by all bodies producing official statistics.
- In order to enhance the comparability of various statistics, and to minimize unnecessary overlapping or duplication, government institutions wishing to carry out statistical surveys and censuses shall be required to first obtain the approval, at the recommendation of the Government Statistician, of the Director General for the appropriateness of such surveys and the methods to be used. At the end of the surveys and censuses, the institutions shall provide the Government Statistician with the datasets and copies of the report on the collected data, free of charge.
- Any international, private or foreign institution wishing to conduct statistical surveys beyond market studies, will be required to first obtain the approval, at the recommendation of the Government Statistician, of the Director General for the appropriateness of conducting such surveys and the methods to be used. These institutions shall be required to provide the Government Statistician with the datasets and copies of the report on the collected data, free of charge.
- Various government ministries and other public institutions collect data as part of their responsibilities (administrative records). In many instances these data are aggregated into statistics. In order to be recognised as official statistics, they shall conform to the standards, classifications and procedures as shall be determined by the Government Statistician. The ministries and institutions shall provide the Government Statistician with the datasets and copies of the report on the collected data, free of charge.
- In the case such administrative records are not used for statistics but could be so used, or be used to establish statistical registers or provide auxiliary information for official statistics, the ministries and institutions shall, on request, provide the Government Statistician with access to such data, free of charge.
- The Government Statistician shall formulate the criteria and draw up and implement the appropriate procedures for providing approval and for certifying statistics as official statistics.
- All statistical personnel in government ministries shall belong to the Common Statistical Service. The Government Statistician shall be the Administrator of the Service.

## **6. Proposed legal framework**

The current obsolete statistical legislation [(Statistics Act 1976 (nr. 66 of 1976), as amended by Statistics Amendment Act 1986 (nr. 25 of 1986)] should be replaced by a proper Statistics Act as soon as possible. The Statistics Act Layman's Draft 2 (March 2005) + Annexes provides an adequate basis to move forward. However, some changes to the draft are proposed. For details, see Annex 3 of this report.

## **Annex 1 Agreed policies and plans**

The following are abstracts from documents that reflect agreed policies and plans for the development of official statistics in Namibia, in particular **Evaluation** and **NPS3**; see Annex 2.

### **Aims, objectives and strategies for official statistics in Namibia**

The preparatory work to formulate a vision, mission, core values and strategic objectives for official statistics of Namibia and its Central Bureau of Statistics (CBS) has benefited greatly from institutional, technical and financial support provided to the National Planning Commission (NPC) by the Government of Sweden through Statistics Sweden, IMF's GDDS project, the World Bank and SADC. In addition, the contributions of UNDP to the initial stages of this process in the early 1990-ties should be recognised.

#### *Mission statement*

***The main objective for Namibian official statistics is to produce relevant, accurate, timely and accessible statistics, meeting the needs of the users within and outside the Government, and satisfying the requirements of international and regional organisations.***

While the key role of the CBS to achieve this objective cannot be overstated, the fundamental concept underlying the statistical policy of Namibia is the 'system of official statistics'. This system covers not only the CBS, but also the producers of Government statistics in other ministries, and in a sense also the users and respondents. Co-ordination and co-operation within the system are crucial. The professional autonomy of the CBS and other statistics producers is an essential element of the system, in order to comply with the Fundamental Principles of Official Statistics, as adopted by the United Nations Statistical Commission, the world's 'High Authority' on official statistics.

### **Concepts and definitions**

#### *National Statistical Service*

This concept refers to the totality of units of Central Government engaged in statistical work (planning, collection, analysis and dissemination).

#### *Central Bureau of Statistics*

This refers to the National Statistical Office, formerly CSO, established formally within the National Planning Commission Secretariat in October 1992.

#### *Official Statistics*

This concept denotes the statistics provided by a national statistical system for public use. It does not include statistics produced by a Government agency for its own use only and which have no interest or are not accessible to other users or agencies.

## *Autonomy of the Central Bureau of Statistics*

This refers to the degree of professional autonomy of official statisticians regarding the production, processing, analysis and dissemination of official statistics and co-ordination thereof. This autonomy depends first and foremost on proper institutional arrangements and an enabling legal framework. Autonomy also includes dedicated budgeting for official statistics and accountability thereof.

### **Aims, objectives, strategies**

#### *Aims*

The Government's aims are to support the development of a good National Statistical System, to promote the credibility of official statistics and enhance the integrity of the National Statistical Office. These aims cover four overlapping aspects of official statistics:

- Legitimacy
- Credibility
- Quality

#### *Legitimacy*

The statistics shall aim to provide an accurate and representative picture of the country, mirroring not only the concerns of, for instance, big business or a population group (as was the case in pre-Independence time), but rather the concerns and conditions of all regions, sectors and population groups. The official statistics shall be *relevant* to and assist the Government in the formulation and monitoring of its policies. Similarly, they shall inform research institutes, international community, cooperating partners, news media and the general public about the economic and social situation and trends. If the statistics are not seen, or cannot be explained, as relevant to the respondents' situation, the respondents will make little effort to provide correct answers. The conviction and acceptance of the community that the official statistical system works in the interest of the country and that it serves a useful purpose is crucial. It is the basis for public funds being allocated to the production of statistics. It informs and guides the statistics office, particularly when choosing which items to give priority attention to, or when balancing the conflicting claims of protecting privacy and providing statistical information to society.

#### *Credibility*

The professional objectivity and impartiality of the statistics-producing Government departments and agencies shall be assured. This implies that the production, presentation and dissemination of official statistics shall be free from unsolicited pressure and interferences. Furthermore, it means that the privacy of respondents shall not be unnecessarily invaded, and that the submitted data shall be kept confidential.

The credibility concept is about the value of the statistical information to the users. Statistical information that is not believed cannot be used, and as few users themselves can validate the data released by the statistics office, they have to rely on the reputation of the office. The integrity of the statistical office can constantly be challenged, mainly on two grounds; whether the statistics are produced by means of appropriate methodology, and whether they

are independent of unsolicited influences. The first issue is a matter of the professional and technical skill of the office. As the statistics office constantly has to make decisions involving questionnaire and sampling design, choice of software, etc., it is crucial that the office strives to make these decisions and processes transparent. The second issue is more difficult to pin down, but is often seen as a matter of the relationship between the Government and the statistics office. It is frequently a delicate one. The statistics office has to be observant of the wishes and needs of the users, of which the main ones are the national, regional and local Governments and their ministries and agencies. Yet the office should at all times remain impartial and neutral. It has to remain professionally independent from, yet be responsive to, the political debate, and its output has to serve all its users equally.

The ability of the central statistics office to resist pressures depends to a large extent on the institutional and legal framework, including a legal requirement to publish statistical results. Other instruments are a transparent planning and production process and an arm's length relationship between the Government Statistician and his/her political masters in professional statistical matters.

### *Quality*

Official statistics shall be sufficiently comprehensive, accurate and reliable for the purposes for which they are required. The quality shall be achieved within what is affordable, both in terms of the direct cost to Government, and in terms of minimising the burden on respondents and other data suppliers.

### *Objectives*

The objectives of the Government include:

- To produce statistics that are relevant, comprehensive, timely, accessible and focused on meeting the needs of Government, Parliament, research, business and the public at large;
- To produce dependable statistics according to professional standards, i.e. statistics designed and produced according to accepted state-of-the-art statistical theory, and according to internationally well-regarded methods and practices;
- To ensure continuous adaptation to international and regional standards, practices and procedures, and synchronisation with international and regional protocols;
- To ensure co-ordination and co-operation among the Government offices/ministries/agencies that produce statistics;
- To ensure a high regard for the professional autonomy of those who collect, process, analyse and present statistics;
- To prevent abuse of respondents and minimise respondent burden; and
- To maintain strict protection of the personal and corporate privacy of respondents, and strict confidentiality of the data they supply.

### *Strategies*

In order to realise the Government's aims and objectives, the following strategies must be applied:

- Formulating short, medium and long-term statistics programmes and comprehensive statistical strategic plans, targeting the needs of the public and private sectors, including

research, and ensuring the full and active participation of the various stakeholders in this work;

- Providing adequate budgetary support and resources to implement the statistical programmes, including the technical capacity;
- Formulating and implementing comprehensive short and medium-term human resource development programmes in the field of statistics;
- Establishing a Common Statistical Service to promote professionalism of the statistical cadre and to enhance career opportunities for statisticians;
- Minimising respondent burden by encouraging co-operation and data-sharing among Government departments, and by utilising survey and sampling designs and practices that facilitate the work of the respondents;
- Enhancing the use of statistics by establishing contractual agreements with research institutions, allowing them access to micro-data under conditions of strictly stipulated secrecy and confidentiality clauses;
- Utilising available technical assistance to meet technical and professional needs in the statistics activities of the country;
- Establishing regional and international co-operation in the field of statistics;
- Undertaking research in regional and international statistics in order to be able to apply best practices to Namibia;
- Updating the statistical legislation;
- Striving to adhere to international recommendations and protocols on official statistics.

### ***Systems approach and delineation of official statistics***

#### ***Systems approach***

Official statistics are part of a nation's information infrastructure, providing quantitative information about the situation in the country and in what direction trends are moving. In most countries, in addition to the central statistics office, there are other producers of statistics as well; other ministries/agencies/offices, the central bank, and private survey institutes, which can be regarded as partners or co-producers. But there are also many other players to consider, including;

- Users, ranging from Government ministries to research institutes to news media;
  - Respondents, be they private individuals or households, undertakings, or national, regional or local Government units;
  - Training bodies, e.g. universities and colleges;
  - Funding agencies, such as the government, international assistance organisations, and users willing to pay for customer-designed statistics;
  - Computing centres, Government and other printing houses, information brokers etc;
  - The official statistics offices of other countries, useful for exchange of experiences;
- and
- International and regional bodies that issue recommendations and standards which assist in developing and shaping national statistics.

#### ***Official statistics***

Official statistics denotes statistics produced in accordance with statutory requirements, and/or meeting certain quality criteria (survey population, methodology, choice and definition

of variables, standards of processing etc.) including a central coordinating authority and mechanism of certification and quality checks. Official statistics should be accurate and comprehensive in the sense that together they should provide a true and non-biased picture of the country's economic, social and cultural life as possible within the available budgetary resources. Additionally, the processes of producing the statistics should be documented and transparent.

These processes are complex, both in a technical sense and because they involve many players, frequently with widely differing aims - users, producers, funding agencies, and respondents. The technical skill of the statistics office is perhaps the most important ingredient (professionalism), but the work can only be carried out with the consent and co-operation of the Government and the respondents.

### *Statistical capacity*

The capacities and capabilities of an official statistics office largely depend on the powers and mandate conferred on it by the legislative framework. Other fundamental issues are the general state of the public finances and the professional capacity of the service.

### *Statutory capacity*

In Namibia, the Statistics Act provides for a central statistics office, with a mandate to collect data and produce statistics 'on economic, financial, demographic and social matters and any other matter determined by the Director General from time to time'. It makes all information requests by the statistics office compulsory. This strong power to collect information is counter-balanced by a guarantee of confidentiality. All employees of the office have to take an oath of confidentiality, and not even the courts can have access to individual statistical returns without the consent of the respondents.

Many other Government units on the national, regional and local levels and other public-sector organisations and agencies also collect data for statistical purposes within their fields of interest. Internationally, such a decentralisation is very common. However, although the current Statistics Act provides a fair range of coordination, in practice it is very poorly applied due to a variety of historical circumstances.

### *Resources*

Building a system of official statistics is a long-term process, requiring large components of long-term investment. It takes time, stable and substantial human, financial and material resources to build up good relations with users, co-producers, respondents and other stakeholders; to build a technically and professionally sound, efficient and good planning and production system; and to build good dissemination, administrative and meta-data systems. Well-trained and experienced staff, adequate office premises, and relevant transport and IT-equipments are vital ingredients in such a process. If the funding is insufficient, long and medium-term ambitions may not be realised.

In some countries, central statistics offices can supplement their budget funds by raising revenue from activities such as the selling of their publications, providing consultancy services and conducting 'user-charge' surveys. The latter two activities provide a useful mechanism by which the office can expand its work programme without drawing directly on

the national budget resources. The skills, experience and data available at the statistics office can be utilised, and more statistics may be produced in this way than would otherwise be the case. The user-charge schemes also introduce a valuing mechanism. The users pay for the statistics they want, and can assess the marginal value of the statistics compared to other goods or services.

### *Professional capacity*

The capacity of national statistics offices ultimately depends on the quality and quantity of its human resources and the available infrastructure; together these form the knowledge base of the office. Its professional rating is related to its ability to attract, recruit, deploy and retain well-trained staff. This in turn is related partly to its legal and financial framework and partly to the human resource base available in the country. In some countries, as in Namibia, this base is very narrow. Many statistics offices therefore maintain a close liaison with universities and other tertiary training institutions, both to influence the curricula in accordance with their needs and to market themselves as attractive places of work.

### *Common Statistical Service*

For countries with decentralised statistical systems, there are various approaches to increase co-ordination and improve skills and career path for statisticians. One frequently used design is to consider all statisticians in the various ministries as members of the Government Statistical Service, recruited on the recommendation of the Central Bureau of Statistics, subject to same conditions of service, and professional standards. Statistical cadre outside the CBS are professionally deemed as if seconded from the CBS and will be enabled to undergo certain centrally organised training, or certain tests or performance appraisals procedures as the CBS may determine from time to time. The CBS also has the responsibility to prescribe certain procedures regarding documentation of files or the use of specific statistical software. In Namibia, in the current central statistical services such a system is rather loosely administered, but a similar system exists e.g. for Government librarians under the Ministry of Education.

*Note: It is understood that the approach described above cannot be fully implemented before the CBS itself will be better established. Some elements, however, may be implemented at shorter notice (e.g. training).*

### *Co-operation and co-ordination*

#### *Co-operation*

In many countries, as in Namibia, statistics are produced not only by one central statistics office, but also by several other ministries/agencies/offices, and other public-sector and private organisations. Then co-operation and co-ordination become important issues. One of the most important aspects is to ensure an efficient division of labour among the statistics-producing units, both to prevent duplication of work and to avoid important issues from being neglected because they fall into a grey area.

Sometimes the units in question perform surveys in the same or a similar way as the central statistics office, i.e. they collect data from other organisations, households or individuals for the express purpose of compiling statistics. More often, the statistics are generated from an

administrative process. Vital registration data yield population statistics, data on pupils, schools and teachers yield educational statistics, and customs documents are used for foreign trade statistics. The statistics production costs are then relatively low as there are no extra fieldwork and data-entering costs incurred, and no extra burden on the original supplier of the data. If similar data were to be collected by the central statistics office from (a sample of) the households or undertakings involved, the resultant statistics would not provide the same degree of detail or geographical breakdown, and the costs would be higher.

However, administrative records cannot simply be tabulated and termed statistics. Some of the problems encountered relate to the coverage of the records, the point or period in time to which they refer, and to the definition and classification of variables. Many of these items are frequently of little concern to the core business of the administrative unit; for instance, if the primary purpose of customs documents is to ensure that excise duties are paid, the industrial classification of an undertaking may be of little significance. Yet erroneous or inconsistent coding would impact negatively on the foreign trade statistics.

Apart from promoting efficiency, such co-operation and co-ordination schemes have other advantages. By regarding the various units producing statistics as not solely the servants of their specific commissions or ministries, but also as parts of a system of Government statistics, the planning and work orientation of the units become more outward looking. They spend more time with users outside their own ministry and with other producers of statistics to harmonise definitions and classifications, reduce overlaps, fill gaps, explain and document differences in methods and practices. More time is also spent on various ways of making the statistics more accessible, and on compiling user-friendly meta-data, i.e. documentation and presentation of lists of statistics, classifications and methods. The statistics become more co-ordinated with other statistics and hence more useful.

### *Co-ordination tools*

The previous sections touched on the significance of co-ordination in official statistics. Increasingly, users are asking not just for the results from a single survey to address their problems, but for a range of results from various surveys, preferably co-ordinated as to definitions, classifications, measurement periods, software etc. As more and more countries are becoming part of international and regional networks, it is also becoming more and more important that the methods, definitions, and classifications used in the official statistics adhere to regional and international standards and protocols (e.g. SADC, ILO, and UN). Care must be taken to ensure that when adapting to such standards, the specific statistical requirements of the country's development programmes are not lost. A balance will have to be found between these sometimes conflicting demands.

Some tools to enhance co-ordination are the promulgation of standards and classifications, including standardised geographical areas; joint lists of undertakings for e.g. sampling purposes; and joint collections in which information is shared between two or more Government units. Some other tools are the increased use of administrative data, the development of 'thematic' publications that pull together statistics from various Government units, and the development of metadata-bases that describe the statistics produced within the system. Common training of public service statisticians and the secondment of statisticians from the central statistics office to line ministries are further means.

### *Good official statistics*

So far, reference was mainly made to the system of official statistics as a whole. There is also the question of the quality of the statistics as such, whether regarded as an inter-related body of quantitative information or in the form of a specific survey or presentation. Statistics are of many types and they are put to many different uses. Obviously, statistics that are adequate for certain uses might be inadequate for other uses. What, then, constitutes ‘good’ official statistics?

To be deemed of good quality, the official statistics should be:

- Relevant to the needs and issues of the various users;
- Objective and comprehensive. This implies that the survey population, the choice and definition of the survey variables, the sampling, coding and estimation processes, and the form of presentation should be designed to present a true picture of the field surveyed. For the system as a whole, there is an obligation to make the entire society visible;
- Continuously developed and adapted/assessed against Government and community needs;
- Designed to limit and simplify the response work;
- Based on censuses or on sample surveys of a size commensurate to the details of the tables presented;
- Designed, processed and presented in conformity with international, regional and national norms and standards, and in ways to facilitate comparisons with other statistics. This involves definitions, scope, measurement period, frequency, and presentation format;
- Scrutinised and checked before they are published; and finally
- Well documented, to permit potential users to assess the strengths and weaknesses of the data and decide whether a certain set of statistics is suitable for the intended use.

In addition to these general requirements which more or less aim to ensure that the body of Government statistics are relevant, objective and comparable, there are various schemes for defining and measuring the quality of individual data sets. Apart from relevance, which only can be decided by the actual end-user, these schemes are usually concerned with:

#### *Content*

The concept is obviously related to relevance and the responsiveness of the statistics office to user demands. It covers the delimitation of the survey population, and the choice and definition of survey objects, variables, statistical measures, categories and groups for which the statistics are reported. It also covers comparability with other statistics;

#### *Time*

This covers various time-related concepts, such as measurement period or date, processing period (timeliness), punctuality (actual publication time in relation to planned publication time), and frequency (how often the statistics are produced and published);

#### *Accuracy*

It is usually very difficult or impossible to describe total reliability, but it is possible to discuss how, in what direction, and to what extent at least some error sources might have

influenced the statistics. Some such error sources are a high non-response rate, definitional ambiguities, language/translation shortcomings in the questionnaire, imperfections in the formulation and order of the questions in the questionnaire, imperfections in coverage, sampling, measurement and processing methods;

### *Consistency*

Consistency relates to how well different sets of statistics can be used together, how comparable they are. One aspect is whether or not surveys that are repeated over time in fact estimate 'the same thing' in the 'same way'. The problems concern both whether the used variable definitions, methods etc. have remained the same, and whether the 'reality', e.g. the national industry structure, has remained the same. Another consistency aspect refers to sets of statistics covering different domains (e.g. income, expenditure, housing rents) which the user wants to use together (e.g. to assess changes in taxation). In that case, similarity in variable definitions, measurement times, geographical divisions etc. are then desirable;

### *Accessibility and availability*

Statistics must be published and distributed in forms that make them easy to find, easy to understand and easy to use. On release, the statistics should in principle become available to all user groups at the same time, preferable at a pre-set time. More and more users demand statistics in electronic form to be able to insert them into reports and memos or to transform them into other formats and combinations. Graphs, diagrams, explanatory texts are other ways to make statistics accessible. For researchers, documentation of definitions and methods can be of almost as great import as the statistics themselves. Accessibility would also cover enquiries service, information about who is responsible for the statistics, lists of official statistics that have or will be published etc.

### *Capacity of respondents*

A central statistics office cannot avoid imposing burdens on those who have to submit the particulars. To reduce the burden and prevent respondent fatigue, it usually endeavours to utilise administrative data sources as mentioned above. It also attempts:

- To inform the respondents of the purpose of the survey/census and about how the statistics are to be used;
- To evaluate critically the demands of the users to ensure that the information needed cannot be supplied by already available statistics or administrative records or by some other means than official statistics;
- To co-ordinate, as far as is feasible its data collection with that of other Government units;
- To keep data collection efficient through the use of e.g. multi-purpose household surveys, efficient sampling and estimation methods, and the use of already available auxiliary data;
- To formulate the questions in such a way that the respondents really understand them and do not lose the meaning, and in the case of undertakings, are able to answer without time- and resource-consuming adjustments of records; and
- to arrange for the data to be reported in a way that provides the least amount of work for the respondent, be it by fax, mail, e-mail, or enumerator.

### *Confidentiality and privacy principles*

The respondents -households, businesses and individuals alike, carry some burden in one way or another, in providing data to the statistical office or delegated agency. They are mostly concerned that the information they provide may be accessed by e.g. tax authorities, business competitors, courts or neighbours. Respondents are very often particularly concerned the information they provide may be used against them in a court of law. Similarly the respondents may feel that the statistics office is violating their privacy unduly by the questions asked. These issues involve legal safeguards, how micro-data are stored, linked and shared, which questions a statistics office may legitimately ask, and how and on what level of breakdown the statistics are published.

International experience indicates that it is possible to at least alleviate the respondents' fears. The most important matter is to observe a clear and strict statutory confidentiality protection. No particulars should be released for any other purpose than statistical processing and then in anonymous format. This refers to releases to other national, regional and local Government bodies, as well as to courts of law, NGOs and non-profit organisations. Usually, though, specific provisions are made to permit research institutes to perform longitudinal or comparative studies.

Disclosure occurs when identifying information (e.g. name and address) is disclosed (direct disclosure), or when the type or range of information that is released is sufficient to permit identification (indirect disclosure). In other words, statistics must not be published in a way that makes it possible to derive from a cell value or by a combination of cell values in a table, what undertaking or household the values refer to. Techniques have been developed to make such 'backstairs identification' difficult, and in some countries legislation forbids such attempts, but there are obvious problems. For instance, when an undertaking entirely dominates a specific industry or a specific region, (e.g. uranium or diamond mining) the statistician has to make a very careful evaluation about what and how to publish, in consultation with the undertaking in question.

Another important aspect is the physical security of forms and entered data as they are processed and stored. Unauthorised persons should not have access to the premises where forms are processed or stored. Even Statistics office staff should not have access to files on which they are not working. All staff should also sign a pledge of secrecy, forbidding them to discuss or in any way inform other persons or institutional bodies about particulars they have been working on or about results yet to be published. In some countries such as Malaysia, in order to promote absolute confidentiality, statistical service is closed.

### **Actions to be undertaken to achieve the aims and objectives**

In order to improve the National Statistical System of Namibia and make it more responsive to the requirements for evidence-based policy design, planning and decision-making, the following main recommendations have been made.

#### *Statistical awareness and advocacy*

- There is a need to proactively create greater awareness about the role, importance and the potency of statistics to society, enlist the cooperation of data suppliers in providing needed information and create demand for statistical products and services.

- There should be greater statistical advocacy such as direct public relations campaigns and outreach directed at top decision-makers in the public and private sectors, heads of ministerial departments, service and agricultural enterprises, heads of associations and unions, researchers and analysts, academicians through meetings, newsletters and press releases.
- The media, especially the press and television play a big role in disseminating news and views. It should be used for creating statistical awareness.

#### *Organizational and institutional development*

- The current Statistics Act should be revised taking account of new realities and developments in the country and also modern trends in statistical organization and management.
- There is a need for better coordination, collaboration, networking and information sharing in the National Statistical System.
- Technical coordination should be fostered to ensure that data from different sources do not conflict.
- Donor assistance to various data producing institutions should also be coordinated.
- Arrangements for coordination should be formal and ongoing.
- The Central Bureau of Statistics should become and be recognized as the standard-setter and coordinator of the NSS, the lead agency for the production of official statistics, and the custodian and authoritative source of official statistics in the country.
- The Central Bureau of Statistics should be restructured and revitalized, become more visible, more professional and better resourced.
- The Central Bureau of Statistics should be made a semi-autonomous agency.
- A performance-oriented culture based on modern management principles should be developed and mainstreamed in the management of CBS and the NSS.

#### *Infrastructure development*

- There is a need for CBS to establish a Permanent Field Organization to make field data collection more cost-effective and better quality.
- CBS should establish a statistical library for use by statisticians and other users of statistics in the NSS.
- There is an urgent need to create and promote the use of a Central Business Register among different data producers.
- There are many institutions which lack IT infrastructure including computers and personnel to use them; those institutions with IT infrastructure should optimize its use for communication, data analysis, dissemination and information sharing.
- IT standards and policies should be formulated to provide guidelines on such things as: computer hardware and software, computer replacement, virus protection, use of computers and Internet resources and electronic mail.
- Local Area Networks (LANs) and Wide Area Networks (WANs) should be established and there should be Internet connectivity.
- A national socio-economic databank should be established at CBS as an umbrella database and repository of all official statistics in the country.

#### *Human Resource development*

- There should be a human resource development policy and strategy, and a comprehensive training programme.
- In the meantime, need-based training should be undertaken to build competences in management, technical skills (e.g. sampling and data analysis), and soft skills (communication, report writing, etc).
- Training should be undertaken on an ongoing basis.
- CBS should take advantage of training opportunities provided by various SADC programmes.
- There should be training for key data producers especially in line ministries on how to use data e.g. for policy analysis.
- Teaching of official statistics at Universities should be promoted.
- Staff motivation should be made a priority for data producing agencies.
- There should be a well-defined career path for statistical personnel.

#### *Data development*

- There should be effective machinery for identifying user needs and responding to these needs in a robust way.
- The United Nations Fundamental Principles of Official Statistics should be the overarching guiding principles for the development of the NSS in order for the public to have trust in official statistics.
- Periodic statistical audits should be undertaken among data producers.
- The NSS should subscribe to the international statistical community position that data quality enhances their credibility and usability; and that data quality is multi-dimensional and goes beyond the traditional view that equates quality with accuracy.
- CBS should take the lead in the development and promotion of statistical standards and appropriate methodologies.
- All national censuses and surveys, and all methodologies and instruments for collection of official statistics including administrative data, should be cleared by CBS and the reports and datasets produced should be deposited with the CBS.
- Resources required undertaking censuses and surveys should be made available in time so that activities are carried out as scheduled.
- Administrative data collection should be improved through training, provision of equipment and other forms of support to institutions that collect them.
- There is a lot of unprocessed data in some institutions. These data should be processed and disseminated as a matter of priority.
- A policy on data quality should be developed on such things as acceptable error rate and non-response rates

#### *Data management, Dissemination and Access*

- Data analysis should be improved.
- There should be improved protection of physical premises and data holdings. Off-site storage of data backups should be encouraged.
- A data dissemination policy providing for such things as advance publication of a release calendar and simultaneous release of data to all stakeholders should be developed.
- Different media should be used to disseminate data including reports, electronic media, press releases, Internet, etc.

- Data storage and retrieval should be improved.

*Third National Statistical Plan*

- The NSP3 should provide for data collection to fill existing gaps and maintenance of current data series,
- Emphasis should be placed on building a sustainable capacity for data production and management,
- The Plan should indicate required inputs, outputs and targets, performance indicators, and advocate for establishment of performance-oriented culture based on modern management principles,
- Plan implementation, monitoring and reporting and eventual evaluation should be provided for,
- Once designed, all nation-wide data collections should be done within the Plan framework. In particular, ad hoc data collections should be avoided.
- Development partners should subscribe to the Plan as a vehicle for delivering assistance to the NSS and for capacity building.
- Once formulated, the plan should be popularized among stakeholders.

## **Annex 2 List of documentary information**

- Statistics Act 1976 (nr. 66 of 1976), as amended by Statistics Amendment Act 1986 (nr. 25 of 1986) (**SAA**)
- National Planning Commission Act, 1994 (**NPCA**)
- Report of Wage and Salary Commission (23 November 1995) (**WSC**)
- Statistics Act Layman's Draft 2 (March 2005) + Annexes (**Layman**)
- Report on the Evaluation of the Namibian National Statistical System (**Eval**) + Annexes (2005)
- Recommendations of NPC Statistics Advisory Committee (23 August 2006) (**Recom**)
- Draft Third National Statistical Plan of August 2006 (**NSP3**) + Annexes 1-10 (as approved by NPC)
- Statistics Policy for Namibia, February 2007 (**Policy**) (as approved by NPC) including
- Letter of Mr. Hangula to Mr. Hansohm (Chairman of NPC Statistics Advisory Committee) (**Letter**)
- Provision of technical assistance as a lead expert for the topic Management of Statistical Systems, General Data Dissemination System, (GDDS phase 2), Socio-Demographic Statistics Project for Anglophone Africa, Workshop Report, Windhoek Namibia, 16-20 April 2007, by Mary Strode (**Workshop**)
- Letter of Bank of Namibia on **Policy** and **NSP3**, 10 May 2007

## Annex 3 STATISTICS ACT

Layman's Draft 2 (as revised by W. de Vries, June 2007)

*Apart from editorial points, the main purpose of the proposed revisions is:*

- *To clarify the position of the Director General of the NPC, who is politically accountable for the system of official statistics of Namibia. The Director General ('Minister for Statistics') appoints the members of the Statistics Advisory Council, makes a recommendation for the appointment of the Government Statistician, issues regulations in the framework of the Statistics Act, approves statistical work programmes, causes the annual reports of the Bureau and the Council to be tabled at Cabinet and Parliament, and enters into agreements with regional and international organisations and other national governments on matters which have statistical implications.*
- *To clarify the position of the Government Statistician, who is professionally responsible for the system of official statistics of Namibia, is the Chief Executive Officer of the Central Bureau of Statistics, the Secretary of the Statistics Advisory Council, the coordinator of the National Statistical System, the administrator of the Common Statistical Service and the principal adviser of the Government on statistical matters.*

### Introduction

Statistical activities in Namibia are currently covered by the South African Statistics Act of 1976. For some years, a review of the statistics legislation has been going on. The objective of the review is the passage through Cabinet and Parliament of a revised legislation that reflects the independent situation of Namibia and international thought on the organisation of a national statistical office, in particular the UN Fundamental Principles of Official Statistics and the forthcoming SADC Protocol on Statistics. This second Layman's Draft of such a revised Statistics Act is based on the Policy Paper discussed by the Statistics Advisory Committee, and on the work papers relating to the Third National Statistical Plan (NSP3), in particular to its Annex VI.

The draft presupposes the concept of a 'national statistical system', and it is further assumed that the Director-General (NPC) will be overall responsible for statistics, the Central Bureau of Statistics (CBS) will be headed by a Government Statistician, and that a Statistics Advisory Council will be established. Special attention is given to legitimacy and credibility issues, as confidence are the roots of good statistics.

### STATISTICS ACT 2007

(BILL NO. ---- 2007)

To provide for the development of a National Statistical System; to establish the Central Bureau of Statistics as the main government body responsible for the collection, compilation, analysis, storage, archiving and dissemination of official statistics and as the main coordinator

of government statistical activities and the custodian of official statistics; to provide for the appointment of a Statistics Advisory Council; to establish a Common Statistical Service; to provide safeguards to protect the confidentiality of individual records; to provide for budgetary and other financial arrangements; to provide for incidental matters; and to repeal the current Statistics Act (No. 66 of 1976).

## ARRANGEMENT OF SECTIONS

### PART I PRELIMINARY

Short title and commencement

Definitions

### PART II DESCRIPTION, COMPONENTS AND OBJECTIVES OF THE NATIONAL STATISTICAL SYSTEM

Description of the National Statistical System

Components of the National Statistical System

Objectives of the National Statistical System

### PART III ROLE AND FUNCTIONS OF THE DIRECTOR GENERAL

Responsibility and functions of the Director General

Appointment of the Government Statistician

### PART IV ROLE AND FUNCTIONS OF THE GOVERNMENT STATISTICIAN AND THE CENTRAL BUREAU OF STATISTICS

Responsibility and functions of the Government Statistician

Role and functions of the Central Bureau of Statistics

### PART V THE NATIONAL STATISTICAL ADVISORY COUNCIL

Establishment of a Statistical Council

Composition of the Council and Tenure of Office

Role and functions of the Council

Meetings of the Council

### PART VI COORDINATION OF THE NATIONAL STATISTICAL SYSTEM

### PART VII POWERS TO OBTAIN STATISTICAL INFORMATION

### PART VIII CONFIDENTIALITY AND DISSEMINATION OF INFORMATION

Confidentiality

Dissemination and access

### PART IX OFFENCES AND PENALTIES

Authorised persons

Other offenders

### PART X MISCELLANEOUS

Regulations

Repeal of the Statistics Act No. 66 of 1976

## SCHEDULES TO THE ACT

Schedule I: Matters Concerning Which Statistical Information May be Collected, Compiled, Analyzed, Abstracted and Disseminated

Schedule II: Oath of Office and Secrecy

### PART I PRELIMINARY

Short title and commencement

1. This Act shall be cited as the Statistics Act No. \*\*\* of 2007 and shall come into force on the date of publication.

Definitions

2. In this Act, unless the context indicates otherwise:

Authorized Officer means staff appointed in relation to any function under this Act and in terms of the Public Service Act (1975: xx).

Council means the National Statistics Advisory Council established under article xx.

Bureau means the Central Bureau of Statistics established under article xx.

Census and surveys: Census means a statistical survey/investigation covering all relevant units in the country, i.e. establishments or households. Survey means a statistical investigation covering a part or a sample of all relevant units.

Data confidentiality means that any information acquired under the provisions of this Act is not to be disclosed to a ministry, department, authority, private firm or individual for non-statistical purposes such as taxation or criminal prosecution; that the statistics which are calculated from them must not permit the identification directly or indirectly of the units concerned; and that data producers and staff processing the data are prohibited to disclose information of an individual nature obtained in the course of their work.

Director General means the Director General of National Planning Commission

Government Statistician means the Chief Executive Officer of the Central Bureau of Statistics and the Coordinator of the National Statistical System

Document means any form, questionnaire, letter, memorandum, report, computer printout, microfiche, microfilm or electronically stored file.

Government body means any national, provincial or local government institution, agency or Ministry.

Official Statistics means quantitative, qualitative, aggregate and representative information relating to any matter contemplated in Schedule I of this Act, which are produced by the Bureau, line Ministries and public authorities: and which have been approved by the Government Statistician.

Particulars (microdata) mean data/information provided by a household, business, government body or other legal or natural person as input to statistics.

Person means a natural or legal person.

Respondent means household, business, government body or other legal or natural person who provides information/particulars as input for official statistics.

## PART II

### DESCRIPTION, COMPONENTS AND OBJECTIVES OF THE NATIONAL STATISTICAL SYSTEM

#### Description of the National Statistical System

3. The National Statistical System includes the main actors and their interrelations in the provision of data; in the design, compilation and dissemination of official statistics; in the use of statistics; in research and development of statistical methods and techniques; and in training statisticians.

4. The purpose of the National Statistical System is to produce, publish and use official statistics on the socio-economic status and trends in Namibia, and thus assist organs of state, businesses, other organisations and the public in planning, decision-making, monitoring or assessment of policies, and in other activities.

5. There shall be established a Common Statistical Service, including career paths, training requirements and opportunities, and common utilization of expertise, to which all statistical personnel in government ministries shall belong

6. The confidentiality of the information provided by the respondents for official statistics is protected by specific secrecy regulations.

#### Components of the National Statistical System

7. The National Statistical System covers five categories of actors:

- a) Producers of statistics, including the Central Bureau of Statistics which is also the coordinating agency of the System, line Ministries and public agencies such as the Bank of Namibia which produce statistics;
- b) Users of statistics, including policy and decision-makers in Ministries and other public sector agencies and in private firms; researchers; and international and regional organisations;
- c) Data suppliers, including businesses and households, as well as Ministries and other public agencies (administrative records);
- d) Research institutions, including the University and private research institutions; and

- e) Training institutions, including the University and other institutions providing tertiary education.

#### Objectives of the National Statistical System

- 8. The objectives of the System are:
  - a) To build a coordinated, sustainable capacity for the production and use of coordinated quality statistical data in the country;
  - b) To minimize overlap, reduce duplications, minimize respondent burden, share best practices and international standards;
  - c) To protect the confidentiality of the data provided by the respondents;
  - d) To produce and use statistics at all levels for evidence-based policy design, monitoring and evaluation, and planning and decision-making processes; and
  - e). To follow internationally agreed statistical standards and classifications, if necessary duly adapted to national needs.

### PART III ROLES AND FUNCTIONS OF THE DIRECTOR GENERAL

#### Responsibility and functions of the Director General

- 10. The Director General has the responsibility to
  - a) Formulate Namibia's statistics policy in accordance with the Fundamental Principles of Official Statistics and on the advice of the Government Statistician and the Statistics Advisory Council;
  - b) Appoint members to the Statistics Advisory Council in terms of Section IV;
  - c) Make a recommendation regarding the appointment of the Government Statistician;
  - c) Determine that a Population Census be taken every ten years, and any special surveys intermittently, as may be necessary in terms of this Act;
  - d) Approve the overall (5-year, 1-year) work programmes of the Bureau as well as the statistical work programmes of other Ministries;
  - e) Issue regulations in terms of this Act;
  - f) Cause the annual reports of the Bureau and the Council to be tabled at Cabinet and Parliament; and
  - g) Enter into agreements with regional and international organisations and other national governments on matters which have statistical implications.

### PART IV ROLES AND FUNCTIONS OF THE GOVERNMENT STATISTICIAN AND THE CENTRAL BUREAU OF STATISTICS

#### Role and functions of the Government Statistician

11. There shall be a Government Statistician appointed by the President on the recommendation of the Director General on a five-year fixed term (renewable) and on such terms as laid down in the Public Service Act.

12. The Government Statistician shall embody the status, image, integrity and professionalism of the Bureau, the National Statistical System and the statistical profession.

Any person to be appointed as Government Statistician shall have good knowledge of statistics, be conversant with information management, and have proven managerial ability.

13. On his/her appointment, the Government Statistician shall become a full Member of the Council, Chief Executive Officer of the Bureau, and Coordinator of the National Statistical System.

14. The Government Statistician may resign by written notice to the Director General.

15. As Member of the Council, the Government Statistician shall

- a) Act as the Secretary to the Council and in this capacity attend all meetings of the Council together with such other officers as he/she may deem fit;
- b) On the advice of the Chair, convene any meetings of the Council; and
- c) Keep or cause to be kept the minutes of every meeting.

16. As Chief Executive Officer, the Government Statistician shall

- a) Advise the Government on all matters related to statistical development;
- b) Supervise generally the administration of this Act and control the operations and staff of the Bureau;
- c) Be accountable to the Director General on the administration of this Act;
- d) Conduct the Population and Housing Census every ten years and any other censuses and surveys as the Director General may determine;
- e) Cause particulars and other data required for planning and related purposes to be collected and compiled into statistics;
- f) Cause registers or lists of use in producing statistics to be developed and maintained;
- g) Cause user-charge work in the field of statistics to be performed on demand, and advise the Treasury on the pricing and prices of such work;
- h) Annually present to the Director General and to the Council annual and multi-annual work programmes, human resource development programmes and any other programmes to develop national statistics;
- i) Perform any functions and duties as may be assigned by the Director General under this Act;
- j) In writing, delegate to any officer of the Bureau any of his/her powers and duties under this Act;
- k) In writing, appoint any person as an Authorized Officer for the purpose of this Act and may in like manner revoke such appointment in writing as the situation may demand; and
- l) Appoint such committees as may be required under this Act.

17. As coordinator of the National Statistical System, the Government Statistician shall

- a) Advise the Director General and the Council on matters related to the management of the National Statistical System;
- b) Administer the Common Statistical Service,
- c) Advise line Ministries, agencies and regions on issues relating to the development of official statistics, on appropriate methods for collecting and processing of official statistics and on the timing and form of dissemination of these statistics;
- d) Formulate quality criteria and establish and promote standards, classifications and certifying procedures for official statistics;
- e) Promote and monitor compliance with best practices and international recommendations in official statistics;

- f) Approve (certify) and designate as official statistics, statistics produced by the Bureau and other public bodies and agencies;
- g) Generally promote co-ordination among producers of official statistics in order to advance comparability and avoid unnecessary duplication; and
- h) Liaise with other countries and their statistical agencies and represent Namibia in international meetings or designate one or more staff from the National Statistical System to do so.

#### Roles and functions of the Bureau

18. Subject to the provisions of this Act, and in accordance with international recommendations, the Central Bureau of Statistics (the Bureau) is a professionally and administratively autonomous body.

19. The Bureau is the main national body in charge of the development and management of official statistics. It is the authoritative source and custodian of official statistics in the country, and it shall:

- a) Collect, compile, store, analyse, publish and disseminate statistical information, alone or in collaboration with other Ministries or other public or private bodies;
- b) Establish and maintain registry documentation and library services in the field of statistics;
- c) Develop and maintain a Central Business Register;
- d) Develop and maintain a Master Sample Frame;
- e) Develop and maintain a comprehensive, user-friendly and accessible National Data Bank; and
- f) Provide a focal point of contact with international agencies on statistical matters.

20. The Bureau shall be fully funded, self-accounting and produce statistics as a public good.

21. The Bureau shall, in consultation with the Ministry of Finance establish and maintain a Statistical Development Promotion Fund into which monies from the Treasury and other sources shall be deposited.

22. Any funds which may become payable to the Bureau from the sale of publications and other statistical products, or from the provision of services incidental to its functions under this Act, shall be paid into the Development Fund.

#### PART V

#### THE NATIONAL STATISTICS ADVISORY COUNCIL

#### Composition of the National Statistics Advisory Council and Tenure of Office

23. There shall be a National Statistics Advisory Council (the Council) to advise the Director General and the Government Statistician.

24. The Council shall have nine (9) members appointed by the Director General. The members shall be appointed from among outstanding experts in statistics, economics, management, information technology and related fields, and be appointed as follows:

- Chairperson
- A representative of the National Planning Commission
- A representative of the Ministry of Finance
- A representative of Bank of Namibia
- A representative of the organized private sector
- A representative of the civil society
- A representative of research institutions
- A representative of training institutions
- Government Statistician, who will be the Secretary to the Council.

25. Every appointment to the Council shall be by name and by notice in the Gazette and shall, except for that of the Government Statistician, be for a period of five years, with a possible extension of one term.

26. A member may be reappointed to the Council after at least one term break.

27. An appointment of a member of the Council shall cease if he/she

- a) Ceases to be employed in the institution he/she represents; or
- b) Is convicted of a criminal offence with a penalty of three months imprisonment or more; or
- c) Is incapacitated by prolonged physical or mental illness from performing his/her duties as a member of the Council; or
- d) Conducts himself/herself in a manner deemed by the appointing authority to be inconsistent with the membership of the Council.

28. A member of the Council who is not in full-time employment of the government shall receive such remuneration (and allowances) as decided by the Director General.

29. The Council may establish such committees and sub-committees, as may be efficient for the function of the Council.

#### Roles and functions of the Council

30. The Council shall provide advice to the Director General and to the Government Statistician on any matter relating to national statistical policy or statistics use and production as covered by this Act. The Council shall also monitor implementation of policies and programmes aimed at the orderly and coordinated development of official statistics in the country. Specifically the Council shall

- a) Advise the Director General and the Government Statistician on any matter related to national statistics policy or to any specific survey or census;
- b) Promote and protect the credibility, integrity and impartiality of official statistics as well as the professional independence of the Bureau;
- c) Monitor compliance with international recommendations and best practices in the production of official statistics;
- d) Monitor the development of coordination in the National Statistical System, and advice on issues that may reduce overlap or respondent burden or increase the comparability of official statistics;

- e) Review and advice on strategies to promote uniform standards and methodology among the various data producing agencies;
- f) Advice on the general priorities and direction of the development of statistical programmes;
- g) Advice on annual work plans and budgets of the NSS; and
- h) As soon as possible after 31 March each year provide the Director General with an annual report on its activities.

#### Meetings of the Council

- 31. The Council shall meet at least once every quarter and/or as often as may, at the discretion of the Chair, be necessary,
- 32. The Chair, or in his/her absence, the Government Statistician, may summon an extraordinary meeting of the Council upon a written request by not less than three members of the Council.
- 33. Except for the Government Statistician, all Members of the Council shall attend the meetings of the Council and, whenever relevant, its sub-committees, in person.
- 34. The Chair shall preside over all meetings of the Council. In the absence of the Chair, the members present shall appoint one of the members to preside at the meeting.
- 35. Five members of the Council shall form a quorum at any meeting of the Council.
- 36. A question proposed at any meeting of the Council shall be determined by a simple majority of the members present and voting. Where there is an equality of votes, the person presiding at the meeting shall have the casting vote.
- 37. The Council may co-opt any person who is not a member to attend any of its meetings and that person may speak at the meeting on any matter in relation to which his/her advice is sought, but shall not have the right to vote on any matter put to a vote at the meeting.
- 38. The Council Secretary shall keep or cause to be kept the minutes of every meeting of the Council.
- 39. Except as otherwise explicitly stated in this Act, the Council may regulate its own procedure.

#### PART VI COORDINATION OF THE NATIONAL STATISTICAL SYSTEM

- 40. In order to establish and maintain public confidence in all official statistics and analyses, the Government Statistician shall issue a Code of Practice that sets out professional standards and ethics to be followed by all bodies producing official statistics.
- 41. In order to enhance the comparability of various statistics, and to minimize unnecessary overlapping or duplication, government institutions wishing to carry out statistical surveys and censuses shall be required to first obtain the approval, at the

recommendation of the Government Statistician, of the Director General for the appropriateness of such surveys and the methods to be used. At the end of the surveys and censuses, the institutions shall provide the Government Statistician with the datasets and copies of the report on the collected data, free of charge.

42. Any international, private or foreign institution wishing to conduct statistical surveys beyond market studies, will be required to first obtain the approval, at the recommendation of the Government Statistician, of the Director General for the appropriateness of conducting such surveys and the methods to be used. These institutions shall be required to provide the Government Statistician with the datasets and copies of the report on the collected data, free of charge.

43. Various government ministries and other public institutions collect data as part of their responsibilities (administrative records). In many instances these data are aggregated into statistics. In order to be recognised as official statistics, they shall conform to the standards, classifications and procedures as shall be determined by the Government Statistician. The ministries and institutions shall provide the Government Statistician with the datasets and copies of the report on the collected data, free of charge.

44. In the case such administrative records are not used for statistics but could be so used, or be used to establish statistical registers or provide auxiliary information for official statistics, the ministries and institutions shall, on request, provide the Government Statistician with access to such data, free of charge.

45. The Government Statistician shall formulate the criteria and draw up and implement the appropriate procedures for providing approval and for certifying statistics as official statistics.

46. All statistical personnel in government ministries shall belong to the Common Statistical Service.

## PART VII POWERS TO OBTAIN STATISTICAL INFORMATION

47. Subject to the provisions of this Act, the Bureau, or any other public body which is mandated to do so, can collect data throughout the country or in any part thereof concerning any matter set out in Schedule I of this Act.

48. The Government Statistician may, for the purpose of this section of the Act:

- a) By interviewing a person, require the person to furnish particulars relating to any of the matters specified in Schedule I of this Act;
- b) By notice in writing, require a person, including Ministries and other public bodies, to complete a form with particulars relating to any of the matters specified in Schedule I to this Act and to return it in such manner and within such time as may be specified in the notice.

49. A notice referred to in paragraph 48 b):

- a) Shall state that it is served in exercise of the powers conferred on the Government Statistician by this Act;

b) Shall include a general statement of the purpose for which the information, estimate, return or particular is required.

50. Under this Act, every person must to the best of his/ her knowledge and belief furnish all such information pertaining to all questions put to him/her orally or in writing, in accordance with the instructions and not later than the date specified in that document. He/she shall not be required to answer questions relating to his/her religious belief or denomination or his/her political conviction, if he/she does not want to.

51. An Authorized Officer may for the purpose of obtaining information under this Act, at reasonable times and with reasonable notice, enter any land, building, vehicle, vessel or private dwelling and make such inquiries and take such measurements as may be necessary.

52. Upon request by any person from whom information is being sought in terms of this Act, the Authorized Officer shall present an identification of himself/herself.

## PART VIII

### CONFIDENTIALITY AND DISSEMINATION OF INFORMATION

#### Confidentiality

53. No particular or other information collected directly by the Bureau or any other body authorised by the Government Statistician for the purpose of official or other statistics or indirectly from administrative records and that relates to an individual, household, public body, business or any other organisation, may be disclosed to a third party. Nor may any particular or its contents

a) Be admitted as evidence in legal proceedings, except for purposes of criminal proceedings in terms of this Act; or

b) Be disclosed to a ministry, department or authority for non-statistical purposes, such as e.g. taxation.

54. The statistics compiled in terms of this Act may not be published or disseminated in a manner which permits the identification of a specific individual, business or other organisation, unless that person, business or organisation has consented to the publication or dissemination in that manner.

55. The confidentiality does not apply to information about an enterprise or establishment already published or available on a database accessible to the public or to information for whose publication the enterprise or establishment has given written permission.

56. Any person employed in carrying out any of the provisions of this Act shall take the Oath of Office and Secrecy prescribed in Schedule II, before a Magistrate, Commissioner of Oaths, or the Government Statistician, before commencing the duties relating to the provisions of this Act.

57. Dissemination and Access

58. Data producers collecting and compiling statistics under this Act using public funds shall be required to process, disseminate and make them available and accessible to users as a public good.

59. All data producing bodies including the Bureau will formulate a data release policy, to be made publicly available. Each year, the Bureau will publish in advance a list of the official statistics to be produced.

60. Statistics producing bodies shall be required to provide information on the methods and procedures used to compile official statistics and to update this as and when changes and improvements are introduced.

61. Data dissemination and access shall be subject to the confidentiality clause of this Act.

62. Data producers may release micro-level data sets to researchers for further analysis, with suitable provisions on confidentiality, on the condition that

- a) The data sets do not include names, addresses or any other means by which the respondents may be identified;
- b) The person(s) who are to use that information or data first take an oath of secrecy similar to the one provided for in Schedule II of this Act; and
- c) The Government Statistician is satisfied that the confidentiality of the information or data will not be impaired.

## PART IX OFFENCES AND PENALTIES

### Authorized Persons

63. Any person employed in carrying out any of the provisions of this Act who:
- a) By virtue of such employment comes in possession of any information which might exert an influence upon or affect the market value of any share, property, product or article and who before such information is made public directly or indirectly discloses such information or uses such information for personal gain;
  - b) Without lawful authority publishes or communicates to any person, any information acquired by him; or
  - c) In the execution of any other purpose or duty under this Act fails to comply with or contravenes any other terms or condition of his/her oath under Schedule II, shall be guilty of an offence and shall, on conviction, be liable to a fine or to imprisonment for a term specified by the regulations accompanying this Act.

### Other Offenders

64. Any person who:
- a) Represents himself/herself as making an inquiry under the authority of this Act when that person is not an authorized officer,
  - b) Wilfully hinders or obstructs the Government Statistician or any authorised officer in the performance of any function under this Act, or
  - c) Wilfully refuses or neglects to supply within such time as may be specified, the particulars required, or to answer any question or inquiry put to him/her under this Act, or

- d) In any answer to any question or inquiry put to him/her under this Act, makes any statement which is untrue in any material respect, or
- e) Wilfully destroys, defaces or mutilates any schedule form or other document containing information obtained in pursuance of the provisions of this Act, or
- f) Publishes or communicates to any person information, which to his or her knowledge has been disclosed in contravention of this Act, shall be guilty of an offence and liable, on conviction, to a fine or to imprisonment for a term specified by the regulations accompanying this Act.

65. Whenever any person is required in terms of this Act to furnish any particulars or information relating to his/her religious belief or denomination or political convictions, he/she shall, notwithstanding any other provisions of this Act to the contrary, not be guilty of any offence if he/she does not comply.

## PART X MISCELLANEOUS

### Regulations

65. The Director General shall make regulations for giving effect to this Act within twelve months after being passed by Parliament, including:
- Prescribing penalties in respect on any contravention of the provisions of this Act.
  - Amending any item in Schedule I of this Act.

### Repeal of Statistics Act No. 66 of 1976

66. The Statistics Act No. 66 of 1976 is hereby repealed in whole. Anything done under any provision of that Act, which could have been done under any provision of the new Act, shall be deemed to have been done under the last-mentioned provision.

67. The Statistics Act shall be the principal Act on statistical matters and shall supersede all other existing laws on statistical matters.

68. This Act shall be called the Statistics Act No. \*\*\* of 2007, and shall come into operation on the date of its publication in the Gazette.

## SCHEDULE I

### MATTERS ON WHICH STATISTICAL INFORMATION MAY BE COLLECTED, COMPILED, ANALYSED, ABSTRACTED AND PUBLISHED

*It is proposed that the original list of Schedule I be replaced by the following, more comprehensive and systematic list of statistical domains, based on UN agreements..*

#### 1 General statistics

#### 2 Demographic and social statistics

##### 2.1. Demographic statistics

##### 2.2. Population statistics

###### i. Population censuses

###### ii. Statistics on population groups of special interest

##### 2.3. Housing statistics

###### i. Housing Censuses

###### ii. Other housing statistics

##### 2.4. Labour statistics

##### 2.5. Education and training statistics

##### 2.6. Culture statistics including mass communication

##### 2.7. Statistics of household incomes and expenditures and their distribution

##### 2.8. Social security statistics

##### 2.9. Health statistics

##### 2.10. Gender statistics

##### 2.11. Other social, demographic and related statistics

#### 3. Economic statistics

##### 3.1. National accounts

##### 3.2. Agriculture statistics

##### 3.3. Forestry and fishery statistics

##### 3.4. Industrial statistics

##### 3.5. Energy statistics

##### 3.6. Construction statistics

##### 3.7. Distributive trade statistics

##### 3.8. International trade statistics

###### i. Trade in goods

###### ii. Trade in services

##### 3.9. Transport statistics

##### 3.10. Communication statistics

##### 3.11. Tourism statistics

##### 3.12. Statistics of services not included elsewhere

##### 3.13. Money, finance and insurance statistics

##### 3.14. Fiscal statistics

##### 3.15. Balance of payments statistics

##### 3.16. Prices statistics

###### i. Consumer price statistics

###### ii. Producer price statistics

3.17. Statistics of science, technology and patents

3.18. Other economic statistics

4. Natural resources and environment statistics

4.1. Natural resources and environment statistics

4.2. Natural resources and environment accounting

4.3. Meteorology statistics

4.4. Land use statistics

SCHEDULE 2

Oath of Office and Secrecy

I, ..... do swear that I will faithfully and honestly fulfil my duty as ..... in conformity with the requirements of the Statistics Act ..... and that I will not otherwise than in ordinary course of my employment as such, without the authority in writing of the Government Statistician, ever disclose or make known any matter or thing which comes to my knowledge by reason of my said employment.

SO HELP ME GOD

SWORN TO AND SIGNED THIS .....DAY OF .....200..

AT .....

SIGNATURE .....

## **Annex 3 Persons and organisations consulted**

### *National Planning Commission*

Mr. H. Angula, Director General  
Ms. J. Nujoma, Chair, National Statistical Advisory Committee

### *Central Bureau of Statistics*

Mr. F.S.M. Hangula, Government Statistician  
Mr. S. Mbangi, Director  
Ms Ndamona Kali, Deputy Director, Economic Statistics  
Ms Liina Kafidi, Deputy Director, Demographic and Social Statistics  
Mr. A. Sindano, head of National Accounts  
Mr. A. Tsheehama, head of Prices and Trade Statistics  
Ms A. Kamhula, National Accounts  
Ms. H. Ampweya, Prices and Trade Statistics  
Mr. J. Swartz, Demographic Statistics  
Ms. O.M. Mwazi, Demographic and Social Statistics  
Mr. M. Kruger, Agricultural and Industrial Statistics

### *Ministry of Home Affairs and Immigration*

Ms. Lydia Kandetu, Deputy Director  
Ms. Helen Shaduka, Civil Registration statistician

### *Bank of Namibia*

Mr. P. Hartmann, Deputy Governor  
Mr. J. Steytler, Director, Research Department  
Ms. E. Haiyambo, Deputy Director, Statistics and Publications

### *Namibian Agricultural Trade Forum*

Mr. J. Hoffmann, Trade Advisor