



THE AFRICA-EU PARTNERSHIP  
LE PARTENARIAT AFRIQUE-UE



## REPORT ON THE **PAN-AFRICAN STATISTICAL INSTITUTE**

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## List of acronyms

AACB	Association of African Central Banks
AAPA	Addis Ababa Plan of Action for Statistical Development in the 1990s
ACBF	African Capacity Building Foundation
ACS	African Centre for Statistics
AfDB	African Development Bank
AEC	African Economic Community (AEC)
AFRITAC	Africa Regional Technical Assistance Centres
AFRISTAT	L'Observatoire Economique et Statistique d'Afrique Subsaharienne [Economic and Statistical Observatory of sub-Saharan Africa]
AGSHa	African Group on Statistical Harmonisation
AGNA	African Group on National Accounts
AGROST	African Group on Statistical Training and Human Resources
AIA	African Integration Agenda
AMU	Arab Maghreb Union
ASCC	African Statistical Coordination Committee
ASI	African Solidarity Initiative
Assembly	Assembly of Heads of State and Government
AU	African Union
AUC	African Union Commission
CAADP	Comprehensive Africa Agriculture Development Programme
Charter	African Charter on Statistics
CoDG	Committee of Directors-General of National Statistics Offices
COMESA	Common Market for Eastern and Southern Africa
CRVS	Civil Registration and Vital Statistics
DFID	Department for International Development (UK)
DG	Director-General
EAC	East African Community
EASTC	Eastern African Statistical Training Centre
ECA	(United Nations) Economic Commission for Africa

ECCAS	Economic Community of Central African States
ECOWAS	Economic Community of West African States
ENSEA	Ecole Nationale Supérieure de Statistique et d'Economie Appliquée
EU	European Union
EUROSTAT	Statistical Office of the European Union
FAO	Food and Agriculture Organisation
FTA	Free Trade Areas
ICP	International comparisons Program
IGAD	Inter-Governmental Agency on Development
INS	Institut National de la Statistique (INS) of Côte d'Ivoire
ILO	International Labour Organisation
INS	L'Institut National de la Statistique (STATISTIQUES TUNISIE) de Tunisie
Institute	African Union Institute for Statistics (STATAFRIC)
ISAE	Institute of Statistics and Applied Economics, Makerere University, Kampala, Uganda
ISIC	Industrial Classification of All Economic Activities
ISSEA	Institut Sous-Régional de Statistique et d'Economie Appliquée
LC	Lead Country
M&E	Monitoring and evaluation
MIP	Minimum Integration Program
MOU	Memorandum of Understanding
MS	Member State
NEPAD	New Partnership for Africa's Development
NSO	National Statistics Office
NSDS	National Strategy for the Development of Statistics
NSS	National Statistics System
OAU	Organisation of African Unity
OECD	Organisation for Economic Cooperation and Development
PAO	Pan-African Organisation
PAS	Pan-African Statistical Programme
PIDA	Programme for Infrastructure Development in Africa



REC	Regional Economic Community
RRSF	Reference Regional Strategic Framework for Statistical Capacity Building in Africa
SADC	Southern African Development Community
SHaSA	Strategy for the Harmonization of Statistics in Africa
SLA	Service Level Agreement
STATAFRIC	African Union Institute for Statistics
StatCom	Statistical Commission of the United Nations
StatCom-Africa	Statistical Commission of the United Nations Economic Commission for Africa
STC	Specialised Technical Committee
STG	Specialised Technical Group
TOR	Terms of Reference
UBOS	Uganda Bureau of Statistics
UK	United Kingdom
UN	United Nations
UNECA	United Nations Economic Commission for Africa

# Part 1

## The African Statistics Problematic

### Purpose

The purpose of the report is to provide an update on the situation of the African Union Institute for Statistics. The update, funded by the EU under the Pan African Programme, is preceded by the integration of four standalone reports into a single comprehensive report. The four source reports were a result of a consultancy sponsored by DFID during 2014-15 to support the establishment of an AU Institute for Statistics.

### Problem setting

This section outlines both the state of statistical development in Africa, which includes a general overview of statistical organisation in African countries, as well as the structural nature of the statistics challenge in these countries.

### Role of statistics in African development

There are two major roles official statistics are designed to play in non-command economy countries. The first is to inform and monitor development. The second is to facilitate good governance. Informing and monitoring development result from four main activities: allocation of resources, design of interventions, monitoring of progress (or lack thereof), and reporting on outcomes. Optimal allocation of resources requires statistical information for a detailed analysis in respect of development programmes and planning. Interventions are designed to reorient programmes and projects to be more effective and efficient. Statistical information is also needed for tracking (monitoring) the performance of programmes and projects to ascertain value for money through effective and efficient use of budgets and to maintain focus on pre-set targets. In addition, statistics are involved in evaluation of programmes and projects to improve efficiency or to find better ways of doing things. The last main activity of the role of official statistics is reporting on outcomes. In this regard statistical information is needed to assess the impact of policies and programmes. The overall outcome of this role is socioeconomic development.

The second major role of official statistics as an enabler of good governance assumes a level of literacy such that the majority of the population are in a position to make use of statistical information. Statistical literacy is essential for the population to understand policies, strategies, targets and decisions that affect their socioeconomic well-being. In so doing they are enabled to advocate their own positions, which promote participation through informed debate in the development and governance of their country. High levels of participation promote in government transparency and accountability. Facilitation of good governance promotes social debate and results in democracy.

### Background

This section provides an outline of statistical organisation in Africa, the current state of African statistics, the nature of statistical challenges, and efforts at energising the African Statistics System.

## Statistical organisation

At national level production, use and development of statistics are organised within national statistics systems (NSS); at regional level by statistics units within Regional Economic Communities (RECs); and at continental level by statistics units of continental and international organisations. We briefly outline these organisational levels below.

### At national level

Allowing for country variations in nomenclature, statistical organisation at national level is trending towards creation of statistical systems consisting largely of government agencies that produce statistics within the frameworks of their mandates. The statistical systems are generically referred to as national statistics systems (NSS) and are often coordinated by legally established national statistical offices (NSOs). The effectiveness of the coordination varies from country to country, however, the coordination is generally weak. The NSS is intended to produce *official* or *national statistics*, again allowing for country variation in nomenclature. In this report we refer to them simply as statistics. As previously indicated, they are intended to be used to inform, monitor and evaluate planning; development policies; development programmes, projects and interventions; and decision making

While levels of development of NSSs vary from country to country and coordination is generally weak, there is general intent to strengthen these systems by strengthening the coordination aspects of statistical legislation and policies. Accordingly some national statistical laws have recently been reviewed or are under review in favour of statistical development including transformation of the status of NSOs to be professionally and/or even organisationally autonomous. The intent to strengthen NSSs is demonstrated by the development of statistical plans and National Strategies for the Development of Statistics (NSDSs) to improve coordination, production and use of statistics.

However, while the efforts to strengthen NSSs and NSOs are noteworthy, they are not sufficient for the production of reliable statistics. First, the profile of statistics in most countries is still low, characterised by low budgets and insufficient infrastructure, inadequate human capacity and minimal political support. In some countries institutional and legal reforms are still insufficient. Second, statistical quality, adoption and adaptation of international standards or development of peer-agreed standards, and integration and harmonisation of data take second place to churning out numbers, coverage, frequency and disaggregation with minimum quality concerns. In addition, statistical planning in AU member states is not always aligned to the African Statistics Programme as indicated in the Strategy for the Harmonisation of Statistics in Africa (SHaSA) (AUC, AfDB, UNECA, 2010) and the African Charter on Statistics (Assembly, 2009).

### At regional level

Regional Economic Community (REC) organisations are the organs that are mandated to strengthen the statistical capacity of their member states, harmonise statistics (after or before they happen), and assemble, compile and disseminate quality statistical information to inform decision-making at regional level. Statistical activities by the RECs are supplemented by statistical capacity building organisations, especially AFRISTAT and AFRITAC. The ultimate integration level for member states was defined in the 1991 Abuja Treaty as the establishment of an African Economic Community (AEC) linked by a single currency. And the creation of regional economic blocs, RECs, free trade areas (FTAs) and customs unions for each REC was seen as the appropriate process of establishing the AEC.

Against this backdrop RECs are potential optimal regional partners of the Institute, and feature as such in SHaSA. However, at the moment the contribution of the RECs to statistical coordination, regulation and harmonisation at continental level is relatively minimal for four reasons. First, only a

half of RECs have established relatively advanced statistical capabilities - the Economic Community of West African States (ECOWAS), the Common Market for Eastern and Southern Africa (COMESA), Southern African Development Community (SADC) and the East African Community (EAC). The other half - Economic Community of Central African States (ECCAS), the Community of Sahel-Saharan States (CEN -SAD), the Intergovernmental Authority for Development (IGAD) and the Arab Maghreb Union (AMU) – have embryonic or non-existent statistical capacity. Second, their statistical programmes including their medium and long term statistical development strategies and plans in support of the regional integration process are aligned neither with each other nor with the continental statistics agenda including the African Charter on Statistics (ACS) and SHaSA. Third, approaches to statistical harmonisation vary among RECs. Fourth, member states' multiple membership of several RECs lead to the multiplicity of data requests that come in different forms depending on the priorities and activities of each REC.

#### At continental level

In terms of organisation statistics is perhaps weakest at continental level. While there are substantive Pan-African institutions like the AfDB and UNECA, among others, statistical coordination is at its weakest. None of these organisations was accountable to Africa as a whole until a Statistics Division was established at the AU. Even then the Division has no statistical capacity to speak of. There is a miniscule capacity of 6 statisticians of whom only 3 are on permanent appointment. The other 3 are paid by support partners on a yearly or two-yearly basis; and they are expected to carry out coordination, programme, and administrative work on a continental scale. On the assumption that the Division will provide the nucleus of the staffing process for the Institute, development of statistical capacity within the AU Statistics Division is a critical factor to successful leadership and coordination of the African Statistics System and furtherance of the African Integration Agenda. Staff numbers in the Division are just too small to be effective in implementing a statistical plan of continental proportions, developing regulation frameworks for standards, and coordinating statistical development and production in the African Statistics System. Within the framework of the 2017-2020 proposed Action Plan, the Institute will need coordinators in the following areas: regulatory frameworks, statistical planning, training, statistical programmes, data harmonisation, statistical advocacy, funding, Charter implementation, monitoring and evaluation, technical assistance, information technology, and information dissemination.

Lack of statistical capacity in the AUC gives rise to Recommendation 1 below.

#### **Recommendation 1**

*Irrespective of the level or location of the Institute, staff numbers in the Statistics Division ought to be drastically increased to a level commensurate with the requirements of the 2017-2020 Action Plan; and that a capacity building programme should be put in place for staff development for the Division*

#### At international level

Organisations of the United Nations (UN) system as well as multilateral and bilateral institutions assemble and harmonise data for their own use from AU member states. They also collect data mostly on one-off projects usually on a bilateral basis. Quite often they resort to imputations to fill in data gaps. Imputation is the reason why in certain instances published imputed data bear no resemblance to the reality on the ground.

Very often these organisations and institutions finance extensive statistics development programmes, provide technical support towards statistics capacity building and work with members of the African Statistics System to improve statistical development in Africa. The main shortcoming

with international efforts is lack of coordination of interventions and the sustainability of the projects they finance.

### Current state of African statistics

With the attainment of political independence, at an individual level, every African country has formulated development policies, implemented development programmes and projects, and undertaken interventions where programmes have been seen to falter. At the same time energies have been expended on regional and continental integration. Since the formation of the Organisation of African Unity (OAU) in 1963, African countries have strived to integrate their economies as well as their diverse social and cultural entities within a single overarching political framework. However, while these efforts can be said to have reached various levels of success, Africa is still the least developed continent.

One of the main reasons for Africa's slow pace of development is a lack of management skills especially a culture of managing for results, which has been characterised by hazy accountability and limited transparency in development programme definition, planning, implementation and management. The hazy accountability<sup>1</sup> and limited transparency are due to the low profile of statistics throughout practically all African countries. The problem is the dearth of reliable statistical information with sufficient coverage and quality to guide planning and decision-making, and to measure the performance of development programmes.

It is well established that African countries are short on statistics and that African statistics are beset with constraints on availability, quality and capacity (AUC, AfDB and UNECA, 2010; Klugman, 2002). Practically all African countries have weak statistics systems which, due to ineffective coordination and adequate resourcing, are mostly fragmented, resulting in the low profile of statistics in the public service environment. One immediate reason for the weak systems is ineffective legislation which, in most cases, is about NSO rather than the NSS. Where legislation includes the NSS, it grants the NSO, which is the usual coordinating authority, oversight responsibility but no power to coordinate production and dissemination of statistics. As a result, the coordinating authority has no control over how other agencies in the NSS produce and disseminate statistics. Another reason, not publicised but presumably constrained by political correctness, is the discomfort caused to political principles when statistics tell an unfavourable story. This is more so the case when the coordinating authority reports to a minister or other cabinet functionary.

The low profile of statistics in the public service environment continues to this day due to a low usage of statistics associated with exclusion from the national development plan and low prioritisation in state funding. Statistics budgets are perennially insufficient, being traditionally underfunded by the government and reliance on donor funding. Statistical links with the national plan are usually tenuous and unidirectional from the NSO to the plan. In the majority of cases the NSDS is not organically developed but donor driven, and may be aligned but not integrated with the national plan. Participation in the NSDS by agencies other than the NSO is limited to the preparatory and design phases as there is limited participation during the implementation phase. As already indicated, substantive programme funding is donor-driven. Even then allocation of donor funding among competing needs is not balanced. Only 2 percent of donor funding is allocated to statistics on the basis of donor preferences. Of the 2 percent, most goes to health issues and household surveys. As a result, very little funding is available to do the bulk of statistical work (Trayler-Smith, 2015). In

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<sup>1</sup> "Hazy accountability" refers to a general lack of performance audits relative to cost and yet staff are given bonuses (author's experience)

addition, national budgets are mostly decentralised, with only NSO budgets being regarded as budgets for statistics.

The low profile of statistics in the public service environment has resulted in the following:

- patchy production resulting in insufficient stock of statistics (information gap) (Kahimbaara, 2008);
- poor or unknown quality of available and yet-to-be produced data due to lack or non-application of internationally acceptable quality frameworks (quality gap) (Kahimbaara, 2008);
- insufficient human resources and infrastructure (capacity gap) (Kahimbaara, 2008);
- limited role of statistics in national development agendas (low profile) (Kahimbaara, 2008);
- externally driven demand for statistics (Trayler-Smith, 2015);
- nationally underfunded statistical production (Trayler-Smith, 2015);
- high levels of dependency on donor funding (Trayler-Smith, 2015);
- under- and over-reporting of phenomena (e.g. education statistics) (Trayler-Smith, 2015); and
- issues of legitimacy, reliability and trust (Ehling and Korner, (eds.), 2007).

Because statistics have a low profile in practically all the member states of the AU, the role of official statistics as informer and monitor of development can also be said to be generally minimal. This applies equally to the lack of transparency, accountability, and social debate that have as yet to reach threshold levels for democracy.

The current international debate on the quality of African Statistics leads to confusion. The state of African statistics is seen as poor and misleading (Jerven, 2013) to some; it is tragic to others (Devarajan, 2013); and it is transitional to yet others (Kiregyera, 2014). Each of the three positions contains certain truths but not the whole truth. What is important is that they are expressions of mistrust in and illegitimacy of African statistics. What needs to be done is to move African statistics to a position of legitimacy and trust.

### Nature of the statistical challenge

In recent years, the African Statistical System has undergone significant developments and made some noteworthy strides in the production of quality statistics designed to shed light on the choices of public policies. However, these initiatives notwithstanding, there is still a huge gap between supply and demand of statistical information for purposes of informing development policies as well as monitoring of progress (or lack thereof) of the African integration process. Statistics are produced according to methodologies which do not always reflect African realities and are still not comparable from one country to the other. National statistical systems, the primary sources of statistical data mostly use concepts, definitions and methodologies which differ from one country to the other, thus making comparisons difficult and generating aggregates without great relevance from the regional and/or continental point of view. As already indicated, statistics harmonisation programmes of the RECs vary from one region to the other and hardly meet the demand for harmonised statistics. This reality constitutes a handicap in the monitoring and evaluation of regional or continental integration.

The challenge facing policy implementation has been the inability of policy makers to gauge the success or failure of development policies. A major constraint to successful policy implementation

has been a dearth of reliable statistical information with sufficient coverage and quality to guide planning and decision-making, and to measure the performance of development programmes.

The state of statistics systems at national, regional and Africa-wide is characterised by three gaps, namely;

- an information gap;
- a quality gap; and
- a capacity gap.

### Statistical information gap

The statistical information gap refers to an absolute shortage of statistics at all levels of the African Statistics System. The gap is between users' needs for statistical information and what is both available and usable. At national level a shortage of statistics constrains effective monitoring and evaluation (M&E) of development policies, interventions, programmes and projects at subnational level. Availability of statistical information at local government levels is a critical success factor for development programmes because it is at these levels that investment in social capital and interventions in development programmes actually takes place. Quite often there is a mismatch between statistical output and user needs because users' needs are not adequately assessed.

### Statistical quality gap

A statistical quality gap is characterised by inadequate or unknown quality of available data as well as of data in the production pipeline. The following are a characterisation of the quality gap:

- Data items on the same subject collected in the same time period across the same geographic and temporal space are not comparable. Data incomparability occurs even in series from the same producer.
- Available data are not tailored to the needs of users.
- There is no way of pronouncing on the accuracy of the data because they lack metadata as well as detailed and consistent documentation on how the data were collected.
- Data are not available at the time they are needed; what data are available are outdated and in any case they were not collected for the particular use under consideration.
- Data are not assessed for quality against a statistical quality assessment framework.

Statistical quality, defined as "*statistics fit for use*" or "*fit for purpose*", is key to the legitimacy of statistics. Most data are of questionable quality because they are not produced against a common standard. Lack of standards is a result of lack of coordination.

The main outcome of poor quality data is the cost of misinformation to development efforts and the society. For example, poor quality data costs planning and decision-making dearly by establishing bogus baselines from which currently to monitor. When good quality data become available, there may be clashes with existing trends, which could have both political implications and implications for resource allocation.

### Statistical capacity gap

The statistical capacity gap refers to a lack of skills and the presence of an uncommunicative infrastructure. In particular, statistical capacity refers to a combination of three things:

- human resources with particular reference to technical skills and experience which, when combined, give rise to expertise or lack thereof;

- infrastructure or physical structures, especially information technology instruments and networks and organisational structures, especially institutions, that make the production and use of statistics possible through proper handling and management; and
- the application of expertise and infrastructure to produce and use statistics.

Availability of statistical capacity is essential for the removal of the first two gaps – the information and quality gaps. In fact, it is a sufficient and necessary condition for statistical development in any country. There is a general lack of technical and managerial skills essential for statistical development across AU member states.

### Efforts at energising the African Statistics System

Notwithstanding the unsatisfactory current state of African statistics, there are initiatives in place or being put into place to improve the quality and stock of the statistics. For example: the African Charter on Statistics (provision of an overarching framework for quality development), SHaSA (defining the African statistics programme), NSDS (for comprehensive planning for national statistics), the ICP programme (to improve national accounts), capacity building by Pan-African organisations, African Data Consensus (for demand-driven and open data, harnessing data to impact on development decision-making and on building a culture of usage, to grant independence to NSOs), etc. Indeed one major initiative is the establishment of an AU Institute for Statistics.

### AU Institute for Statistics

The establishment of the African Union Institute for Statistics (STATAFRIC) is a result of a Decision of the 20th Ordinary Session of the Heads of State and Government in Addis Ababa, Ethiopia, on 28 January 2013. The Government of Tunisia is to host the Institute in Tunis. The purpose and mandate of the Institute are outlined below:

- Assemble, harmonise and provide African statistics on the socioeconomic and demographic outlook of Africa in the fields of National Accounts, international trade, labour, migration, and Post-2015 indicators in order to shed light on the decisions of African institutions and educate African citizens accordingly;
- Promote the production of official statistics of the African Union mainly by collecting, harmonising and aggregating data published by the National Statistics Institutes of African countries;
- Develop and promote statistical standards and procedures, concepts and definitions, methods, and classifications;
- Lead and coordinate the African Statistics System; and
- Develop and coordinate the development and production of statistics within the African Statistics System in order to:
  - Optimise existing statistical information; and
  - Manage and consolidate stakeholder relations, partnerships, communication and technology.

The main outcome of the establishment of STATAFRIC is accurate reporting on the state of the African Integration Agenda (AIA) in terms of the economy of the continent and life circumstances of the continent's inhabitants. The main objective of STATAFRIC is to facilitate strengthening national statistics systems of member states and production and use of good quality statistics to inform development initiatives in the political, economic and social and cultural areas constituting the African Integration Agenda (AIA). The outcome of the AIA will be the African Economic Community (AEC). The statistics will play their traditional roles; first, of establishing programmes and



intervention baselines, setting performance targets, identifying indicators for monitoring progress (or lack thereof) made by programmes and/or projects, and assessing impact and outcomes; and, second, enabling populations to effectively participate in the affairs of their own countries.

### Context for the Institute

As previously stated, with the advent of political independence in the early 1960s, African Heads of State and Government sought to integrate African peoples politically, economically, socially and culturally. Although not so specifically worded, the African integration agenda provided the overall objective of the Organisation of African Unity (OAU). In order to make the OAU more effective, it was subsequently transformed into the present-day African Union (AU) in Lomé, Togo, in 2001.

Initiatives were taken to facilitate implementation of the integration agenda over the years. These include the New Partnership for Africa's Development (NEPAD), the Comprehensive Africa Agriculture Development Programme (CAADP), the African Solidarity Initiative (ASI) and the Programme for Infrastructure Development in Africa (PIDA), among others. However, their impact on growth and integration has not been established due to a lack of reliable statistics. This is a situation Heads of State and Government have always been aware of because the issue of building statistical capacity has been a common thread that has linked the various integration initiatives.

Building of capacity for the production and use of statistics has been one of the recurrent themes starting with the 1990 *Addis Ababa Plan of Action (AAPA) for Statistical Development in the 1990s*; through both its evaluation in 2000 and the subsequent evaluations of national statistics systems of member states; development of the Reference Regional Strategic Framework for Statistical Capacity Building in Africa (RRSF) in 2006; development of National Strategies for the Development of Statistics (NSDS); development in 2009 of the African Charter on Statistics (ACS); and development in 2010 of the Strategy for the Harmonisation of Statistics in Africa (SHaSA). The Charter provides a framework for development of policies and good practices for the development, production and use of statistics. SHaSA was developed to guide the process of harmonisation of statistics in the areas of: concepts and definitions, adaptation of international or peer-agreed good practices (such as quality frameworks) and use of common methodologies for the production and dissemination of statistics. The purpose of SHaSA is to facilitate comparisons of statistics of AU member states across time through coordination and collaboration of national, regional and international stakeholders.

Implementation of the provisions of SHaSA and the Charter are in progress albeit quite slowly relative to the implementation plan. The Institute is an outcome of SHaSA's Strategic Objective 2 (To establish an effective coordination mechanism) of Strategic Theme 2 (To coordinate the production of quality Statistics for Africa).

The establishment of the Institute forms part of the process of implementing the Decision of the Assembly of Heads of State and Government. The Pan-African Statistics Programme is part of the wider Pan African Programme, which is a realisation of a partnership between the European Union and the AU to support institutional capacity building in the latter.

## Part 2

### Institutional arrangement and structural organisation of the Pan-African Statistical Institute

#### Introduction

The objective of this section is to outline the arrangements at institutional level of the relations the Institute should have with other institutions or agencies as well as the options available on the structure from which a selection will be made to enable the Institute to be established and to effectively deliver on its mandate.

#### Methodology

For scenarios 1, 2 and 3 the process recommended for institutional arrangements involved

- Identifying factors that influence the arrangements; and
- Defining at a generic level the relations that should determine interactions between the Institute, on the one hand, and the other institutions and/or agencies, on the other.

There were no specifically-detailed institutional arrangements for scenario 4 given that the Institute would not be in a position to make independent decisions. This applied equally to the method of work for scenario 4.

With regard to structural organisation the recommended methodology involved

- Identifying what influences the structures; and
- Proposing options for a structure for the Institute.

Organograms and other charts are provided to enhance clarity.

#### Analysis

The analysis is in two parts. The first part covers institutional arrangements. The second part outlines all the four scenarios of the organisational structure of the Institute.

#### Institutional Arrangements of the Institute

We start with a generic definition of the concepts, starting with the “institutional arrangements” concept.

Institutional arrangements are the policies, systems, and processes that organisations use to legislate, plan and manage their activities efficiently and to effectively coordinate with others in order to fulfil their mandates. In this respect institutional arrangements for the Institute are influenced by the following factors, among others:

- the purpose for existence in terms of strategic objectives;
- roles/functions in the African Statistics System;
- scale of operation;
- assigned tasks; and
- source(s) of legitimacy (authority or power).

In practice the main role of the Institute is to translate into action the objectives of the AU Statistics Division. These define the purpose for establishing the Institute whose objectives, role/functions, scale of operation, tasks, source(s) of legitimacy, and entities with which it will interact, are indicated in [Table 1](#).

Table 1: Objectives and determinants of institutional arrangements for the AU Institute for Statistics

Objective  (Purpose for existence)	Determinants of institutional arrangements				With whom?
	Roles/Functions	Operational scale	Tasks	Source of legitimacy (recommended by stakeholders)	
1. Generate timely, reliable and harmonised statistical information, covering all aspects of political, economic, social and cultural integration for Africa	Data harmonisation	Supra-national	<ul style="list-style-type: none"> <li>• Receipt of data from member states and other producers (instruments of association - MOUs, SLAs, protocols)</li> <li>• Harmonisation of data for storylines on the continent</li> </ul>	Assembly of Heads of State and Government  **Economic Affairs Department**	<ul style="list-style-type: none"> <li>• AU member states</li> <li>• AU Strategic and support partners</li> <li>• RECs</li> </ul>
2. Identify specific statistical data related to all AU and its Organs' activities, formulate policies for statistical development and capacity building for the AU and its member states	Policy development	Supra-national	<ul style="list-style-type: none"> <li>• Identification of data related to the AU and its Organs</li> <li>• Formulation of policies for statistical development and capacity building for the AU and its member states</li> </ul>	Assembly of Heads of State and Government  **Economic Affairs Department**	<ul style="list-style-type: none"> <li>• AU Organs,</li> <li>• AU member states</li> <li>• RECs</li> </ul>
3. Coordinate the implementation of the African Charter on Statistics as regulatory continental framework for statistics development and capacities building of members of the African Statistics System	Coordination Regulation	Supra-national	Coordination of the implementation of the African Charter on Statistics across the African Statistics System	Assembly of Heads of State and Government  **Economic Affairs Department**	<ul style="list-style-type: none"> <li>• AU member states</li> <li>• Strategic and Support partners</li> <li>• RECs</li> </ul>

Objective  (Purpose for existence)	Determinants of institutional arrangements				With whom?
	Roles/Functions	Operational scale	Tasks	Source of legitimacy (recommended by stakeholders)	
4. Coordinate the implementation of a Statistical Peer Review Mechanism of the African Charter on Statistics in collaboration with partners	Coordination	Supra-national	Coordination of Peer Review Mechanism for African Charter on Statistics	Assembly of Heads of State and Government  **Economic Affairs Department**	<ul style="list-style-type: none"> <li>• AU member states</li> <li>• Strategic and Support partners</li> <li>• RECs</li> </ul>
5. Coordinate the implementation of the Strategy for the Harmonisation of Statistics in Africa (SHaSA) and its follow ups	Coordination	Supra-national	<ul style="list-style-type: none"> <li>• Adoption and implementation of the Charter</li> <li>• Adoption and implementation of SHaSA</li> </ul>	Assembly of Heads of State and Government  **Economic Affairs Department**	<ul style="list-style-type: none"> <li>• NSOs</li> <li>• Regional statistical</li> </ul>

\*\*Economic Affairs Department\*\* Source of legitimacy for scenario 4

## Method of work of the Institute as an expression of institutional arrangements

Roles/functions and tasks combine to constitute the method of work for the Institute. Against the backdrop of the source of the legitimacy of the Institute, institutional arrangements would be centred on its general method of work (Table 2), and may include the following:

- A clear well-publicised set of its core functions, e.g. coordination, data harmonisation and framework development and promotion;
- Procedures for working with member states, on sourcing data or providing support in respect of building capacity;
- Formal agreement on collaboration with the host country, Tunisia;
- The principle of subsidiarity – distribution of responsibilities to structures where they are most effectively handled; for example, implementation of quality measures may be best effected at the level of NSOs or regional institutions such as AFRISTAT;
- Development of protocols, memoranda of understanding (MOU), or service level agreements (SLA), with institutions in a position to collaborate with the Institute.
- Development of adequately publicised procedures concerning ratification and implementation of frameworks such as quality assurance frameworks;
- Formalisation of relationships (e.g. through MOUs, SLAs) with strategic and other partners;
- Development of policies regarding interaction with the public (e.g. policy on information dissemination);
- Invitations to training courses and publication of prospectuses;
- Invitations to collaborate on developing programmes, instruments, etc.

Table 2: The Institute's institutional arrangements expressed in terms of stakeholder category, relationship and method of work.

Stakeholder category / entity	Relationship	Method of work
Hosting government	Premises	Formal agreement on collaboration with the host country, Tunisia
	Funding (administration, overheads)	Sharing information on costs
Pan-African Statistical Training Centre	Provision of statistical training	Service level agreement on statistical training services to the Institute
Strategic partners (ECA, AfDB, ACBF, AUC)	Technical support (strategy, advice, synergy) Overlaps	Defining non-overlapping areas of work and areas of collaboration
		A clear statement of core functions, e.g. coordination, data harmonisation, and framework development and
		Protocols, memoranda of understanding, or service level agreements
Support partners (EU, World Bank, AfDB, ACBF)	Funding Technical support	Formalisation of relationships (e.g. through MOUs, SLAs) with strategic and other partners for commitment and consistency
AUC commissions	Consumer of Institute's services	Development of data dissemination protocols
Member states / NSOs	Providers of data	Procedures for working with member states on sourcing data
	Consumer of Institute's services • Capacity building	Procedures for providing support in respect of building capacity

Stakeholder category / entity	Relationship	Method of work
	<ul style="list-style-type: none"> <li>Implementation of African Charter on Statistics and quality regulation frameworks</li> </ul>	Development and implementation of adequately publicised procedures concerning ratification and implementation of frameworks
Regional Economic Communities	Providers of data	Procedures for working with RECs on sourcing data
	RECs with no statistical capacity	Procedures for providing technical support in respect of building capacity
Regional statistical training schools	Sourcing students	Invitations to training courses and publication of prospectuses
	Collaboration on development of training programmes and curricula	Invitations to collaborate on developing programmes, instruments, etc.
	Overlaps	Protocols, memoranda of understanding, or service level agreements
	Centres of excellence	Subsidiarity
Universities	Sourcing students	Invitations to training courses and publication of prospectuses
International organisations/agencies	Consumption of Institute's products	Development of data dissemination protocols
Civil society organisations	Consumption of Institute's products	Development of data dissemination protocols
Public	Consumption of Institute's products	Development of policies regarding interaction with the public, e.g. policy on information dissemination
Media	Consumption of Institute's products Reporting on the Institute	Instruments and programmes for training the media on statistical training

## Positioning the Institute

From [Table 1](#) two factors stand out among all the factors that will largely determine institutional arrangements. They are:

- the Institute's scale of operation; and
- the source of its legitimacy (or who grants the Institute the legitimacy/authority/power) to operate at the particular scale.

The Institute's scale of operation stands out because it subsumes objectives, role/function, and tasks. It is an indicator for the positioning of the Institute within or relative to the structure of the AUC. The positioning within or relative to the structural hierarchy of the AUC determines the level of interaction with other institutions as well as those of the AUC itself. However, the causally derived positioning will require legitimisation for it to hold. Accordingly the scale of operation and the source of legitimacy work jointly to determine institutional arrangements.

As already indicated, positioning of the Institute is a deciding factor of the level of institutional arrangements for the Institute because it invokes the issue of legitimacy and the authority that grants it. It is an issue that links up in the roadmap in Part 4 of the Report with Phase 1 (Preparation for the Institute) Activity 1.1 (Preparation of a technical document on the Institute – institutional arrangements) and Activity 1.3 (Adoption of the statute of the Institute by the Assembly of Heads of

State and Government and official launch of the activities of the Institute). According to [Table 1](#) the roles/functions of the Institute are:

- data harmonisation;
- policy development;
- regulation; and
- coordination.

Every one of these roles/functions is *supranational*. For the Institute to be effective it will require an acceptance of its role by the statistics agencies in member states. The scale of operation is a given because it is already happening to some extent. Whatever the case, it would not be advisable for the Institute to remain at the division level with six or so staff, as is the case at the moment. Currently the source of legitimacy is the AUC. It will need to be reviewed and reassessed to ascertain the effectiveness of the Institute.

### [Guiding principles for the positioning of the Institute](#)

Stakeholders (NSOs and strategic partners) advanced guiding principles for positioning the Institute. They are outlined below, with comments where relevant:

1. **Convening power** – The Institute should be empowered to directly call upon high level leaders and political actors to meetings to discuss or to resolve issues and to effectively play its supranational role (e.g. developing standards and norms to be applied by all statistical organisations on the continent).
2. **Connection to the African Integration Agenda** – The main reason for the establishment of the Institute is to advance the African Integration Agenda by developing capacity to provide comparable good quality statistical information on the political, economic, social and cultural activities to inform African development priorities, and to help monitor and evaluate progress made on regional integration. Therefore it should be part of the AUC.
3. **Organisational autonomy and professional or scientific independence** – The Institute should be empowered to carry out its mandate without being influenced, as stipulated in the AU Charter on Statistics. In most African countries statistics are undervalued practically because they are accommodated in departments or ministries with mandates that do not prioritise statistics even when these very departments ought to use statistics to inform, monitor and evaluate their work. Where a statistics unit is under a user department, its professional independence is not guaranteed. This explains the current trend, even in AU member states, for statistical production to be organisationally autonomous. In fact, locating the statistics function in one department is somewhat unfair to the other departments that also need statistics, and they are usually not few.
4. **Organisational independence** – This is a logical extension of the principle of professional or scientific independence. In the case of organisational independence a statistics agency is accountable to the people's representatives, usually parliament. This emphasises statistics' role as a public good. It is also positioned to treat public institutions and agencies equally, prioritising its programmes and activities in line with national planning.
5. **Connection to the African Integration Agenda** - by producing statistics to inform African development priorities; to inform and educate Africans about their institutions; and to help monitor and evaluate progress made on regional integration;
6. **Resource (especially financial) realities** – to establish the Institute with resource constraints in mind;
7. **Legal framework** – to work within the established legal parameters of the AU; and



- 8. Dynamics on the ground** – to build upon on existing initiatives (such as the premises already being paid for)

### Structural organisation of the Institute

In this section we present the four scenarios from which to choose a structure for the Institute. The choice could involve a combination of structures.

#### Definition

In this section we define “structural organisation”, present principles behind the structures we are going to present, and, lastly, present the structures.

A *structural organisation* for the Institute may be defined as a mapping of the hierarchical arrangements of lines of authority, communications, rights and duties to positions and tasks of the Institute. The structural organisation will determine how roles, power and responsibilities are assigned, controlled and coordinated; and how information will flow between the different levels of management depicted in the structure.

#### Principles behind structural organisation

Standard principles behind structural organisation are outlined below:

- Unity of objectives

Objectives of an organisation influence its structure. Accordingly the objectives for the Institute should be taken into account in drawing up the structures as organisations are tools for achieving the objectives.

- Division of work and specialisation

Activities are categorised or grouped to benefit from efficiencies from interdependence and specialisation. The groupings of activities influence structure. As a result, a specialised function should constitute a department in the Institute. However, specialisation is not intended to work against integration of the Institute’s systems.

Coordination must be established between the departments and activities. Functions given to a department in the Institute should be of only one category or closely related categories. Allocation of duties to employees should be according to their qualifications, qualities, etc.

- Delegation of authority

Delegation of the power to make decisions to lower levels of management in the Institute should be catered for. The authority given to an individual should be adequate to the task assigned.

- Coordination

Division of work leads to specialisation which, in turn, leads to departmentalisation. Left on its own departmentalisation is likely to promote the silo phenomenon in an organisation, which points to the need for coordination among departments and staff. Coordination is important because:

- it facilitates achievement of the overall objectives of an organisation;
- it brings integration into the basic functions of management; and
- it brings unity of action in the organisation.

However, coordination is not automatic; it has to be deliberately established.

- Chain of command

The line of authority from the executive head of the Institute should be clearly defined to avoid confusion regarding reporting and other line functions. It should be kept as short as is practicable.

### Structure of the Institute

With regard to the structure, four scenarios are proposed. This section presents their organograms and descriptions. Scenario uniqueness is a product of emphases on different guiding principles for positioning the Institute. The section concludes with comparisons among the scenarios and additional information to better inform decision-making.

Scenarios 1 and 2 are based on the guiding principles for positioning the Institute outside and within the AUC structural hierarchy. They reflect the spirit behind the Decision of Heads of State and Government. Scenarios 3 and 4 are scaled down versions of Scenario 2 taking into account legal and financial constraints of the AUC.

In all the scenarios the structure of the Institute has three major levels. Level names change with the scaling down but the mapping remains the same. Differences occur at leadership levels, the fourth level in the mapping. Starting at the bottom of the hierarchy and going upward, the levels are indicated below:

- Divisions/Sections whose number should be determined by circumstances on the ground later, based on practical considerations;
- Departments/Divisions;
- Administration; and
- The Accounting Officer

Structure options follow

### Scenario 1: Institute as an organisationally independent agency of the African Union

Scenario 1 is a product of the consultancy undertaken during 2014-15. It was dialogued at an Independent Experts Meeting held in Tunis on 1-7 November 2014. The meeting was specifically convened to review technical documents for the Institute. As illustrated in [Figure 1](#), organisational independence refers to the ability of the Institute to make decisions without being restricted by any rules set by the AUC or any other agency below the Assembly of Heads of State and Government. The objective is to foster superior performance of African statistical development, which has as yet not been and is unlikely to be realised by the current Statistics Division under the management of the Economic Affairs Department. Given the complex environment of the African Statistics System, delegation to an independent agency of the statistics function out of the AUC appears to be an imperative. In this respect the Institute should be a specialised agency and a strategic organ of the AU with its own legal identity. For this reason it should be established by the Pan-African Parliament. The Institute's level of autonomy would not be primarily funded by the AUC.

### Scenario 2: Institute as a Commission of the AUC

Scenario 2 is also a product of the 2014-15 consultancy. It is an option for positioning the Institute at Commission level within the organisational structure of the AUC. It also evolved from the Independent Experts Meeting held in Tunis on 1-7 November 2014. It was the preferred structure of the CoDG/StatCom-Africa outside of the legal constraints of the AUC at a meeting in Tunis on 8-12 December 2014. This is because at the level of a Commission the Institute's positioning and its institutional arrangements and method of work would enable its executive head, a Union

Statistician, to interact with accounting officers of NSOs, RECs and PAOs to raise the profile of statistics in AU member states easier than is the case at the moment.

As a Commission, the Institute would be basically funded through budgetary allocations from the AUC. However, other ways of raising funds for the Institute, such as fund-raising activities outside of the AUC, would have to be found for the Institute to supplement its budget to satisfactory levels. The organisational structure for scenario 2 is shown in the [Figure 2](#).

### Scenario 3: Institute as a Directorate of the African Union Commission

Scenario 3 is a product of a workshop held in Addis Ababa on 29-30 March 2016, convened by the AU's Economic Affairs Department, and attended by 12 representatives of the NSOs, 4 representatives of regional statistical training centres, and 9 staff of the Statistics Division in the Department of Economic Affairs at the AUC, plus the Director and the Commissioner. The objectives of the scenario were to "validate the technical documents for the establishment process of the Pan-African Institute for Statistics ..." and to "exchange views on the content of the technical documents (on) ... the Institute and agree on the process format of establishing ... (its) activities"<sup>2</sup>.

This is a fall-back option from scenario 2 by the meeting due to legal constraints currently in place on the structure of the Institute. The level of Commissioner in the previously preferred structure (Scenario 2) was scaled down to that of Director ([Figure 3](#)). With regard to funding the meeting recommended that the Institute be treated as any other Specialised Technical Institute of the AU, funded by the AU.

### Scenario 4: Two-Division Option - Institute as a "back room" Division of the Economic Affairs Department

Scenario 4 was also developed in 2016 and arose from discussions with the AUC ([Figures 4, 5, and 6](#)).

In this option there would be an Institute at Tunis at the level of a Division, headed by a Coordinator reporting to the Director of the Economic Affairs Department. In the same breath the current Division, also reporting to the Director, would be retained in Addis Ababa. The delineation of tasks between the two entities needs further clarification.

The Division in Tunis would provide a "back office" for the Department of Economic Affairs, handling technical (statistical) work and research while the Division in Addis Ababa would provide a "front office", handling politics and policy. In particular the "back office" would collect, compile and analyse data from member states and disseminate statistics. Unlike the other three scenarios, the Division at Tunis does not include sections on the Environment and Geography, although the omission can always be corrected.

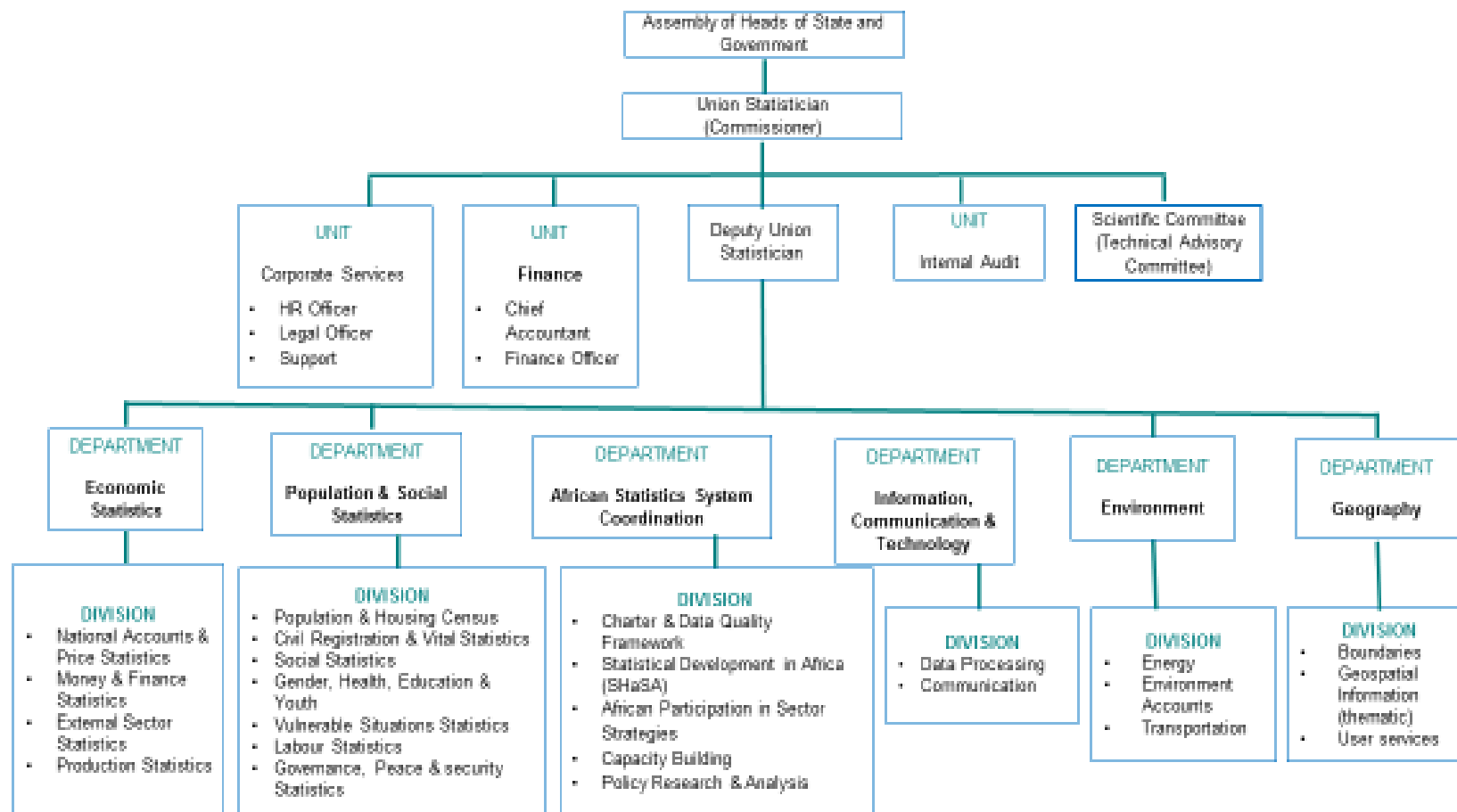
Both Divisions would remain small in order to create an environment of cooperation with PAOs, especially AfDB and UNECA. This would therefore be in line with the Assembly's view of promoting institutional development of slim bodies for reasons of efficiency and cost effectiveness. A slim Institute would allow for recognition of the statistical work of existing institutions – PAOs and even international organisations such as IMF. The objective would be to build on them, interface with them and to work with them, rather than to assume their tasks.

Under scenario 4, convening powers would remain with the Economic Affairs Department following the pattern of institutions (answerable to the AUC) already in existence, with the budget of the

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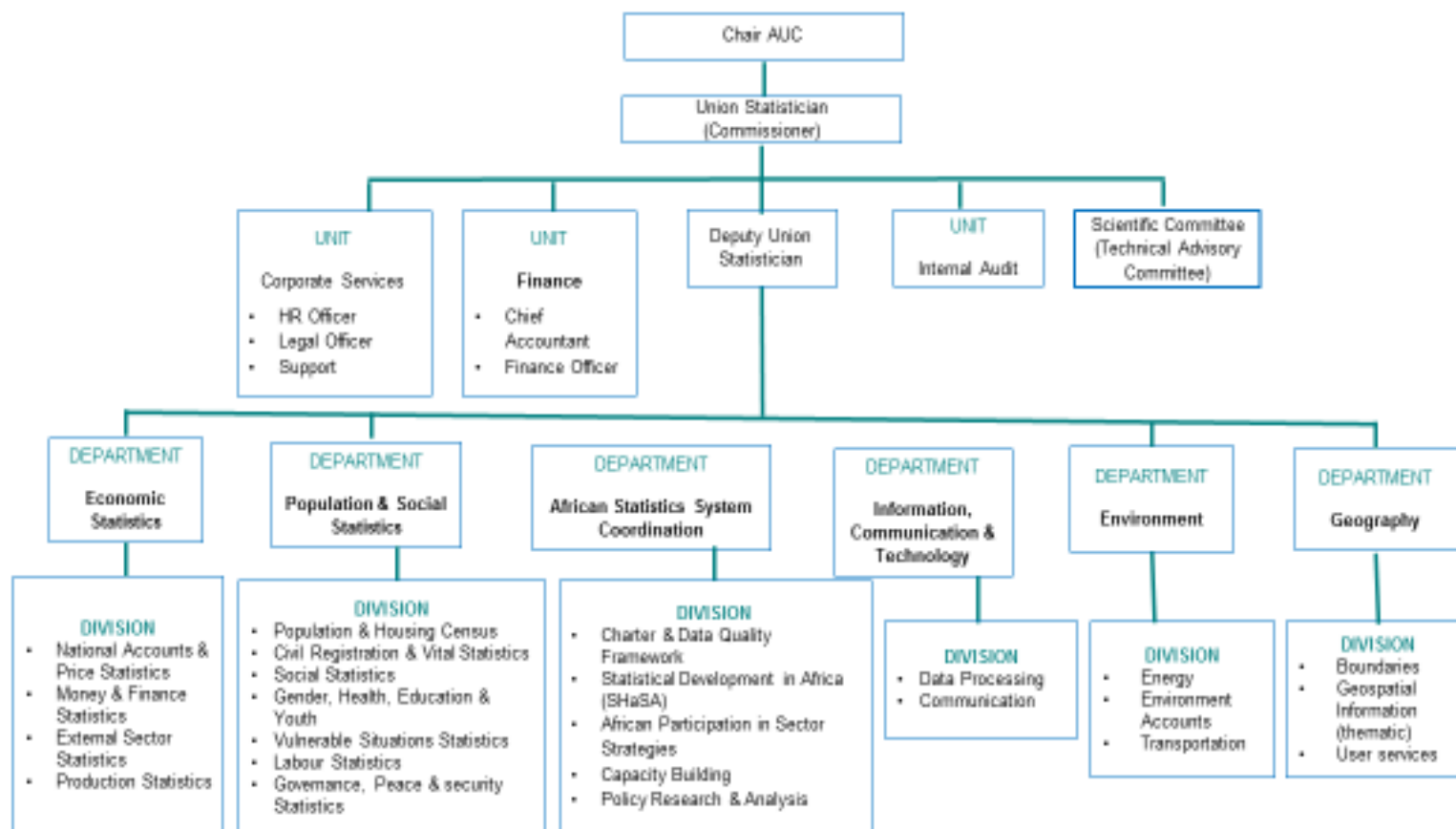
<sup>2</sup> Minutes of the meeting

Institute, staff rules, etc., being that of the Economic Affairs Department. An internal audit unit would not be required since the audit function could easily be outsourced.



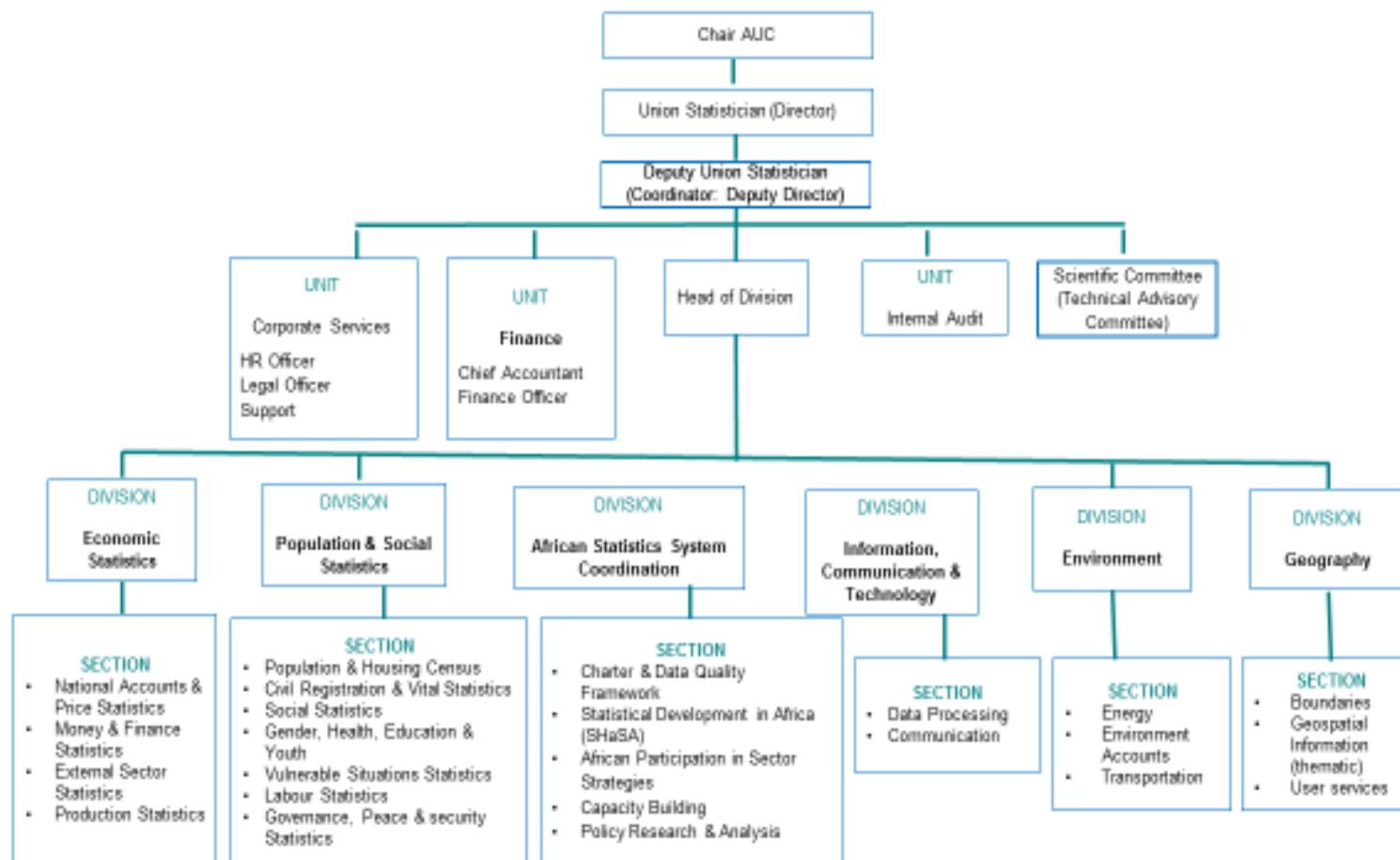
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Figure 1: Scenario 1 - Institute as an independent agency of the African Union



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Figure 2: Scenario 2 – Institute as a Commission of the African Union Commission



2

Figure 3: Scenario 3 - Institute as a Directorate of the African Union Commission

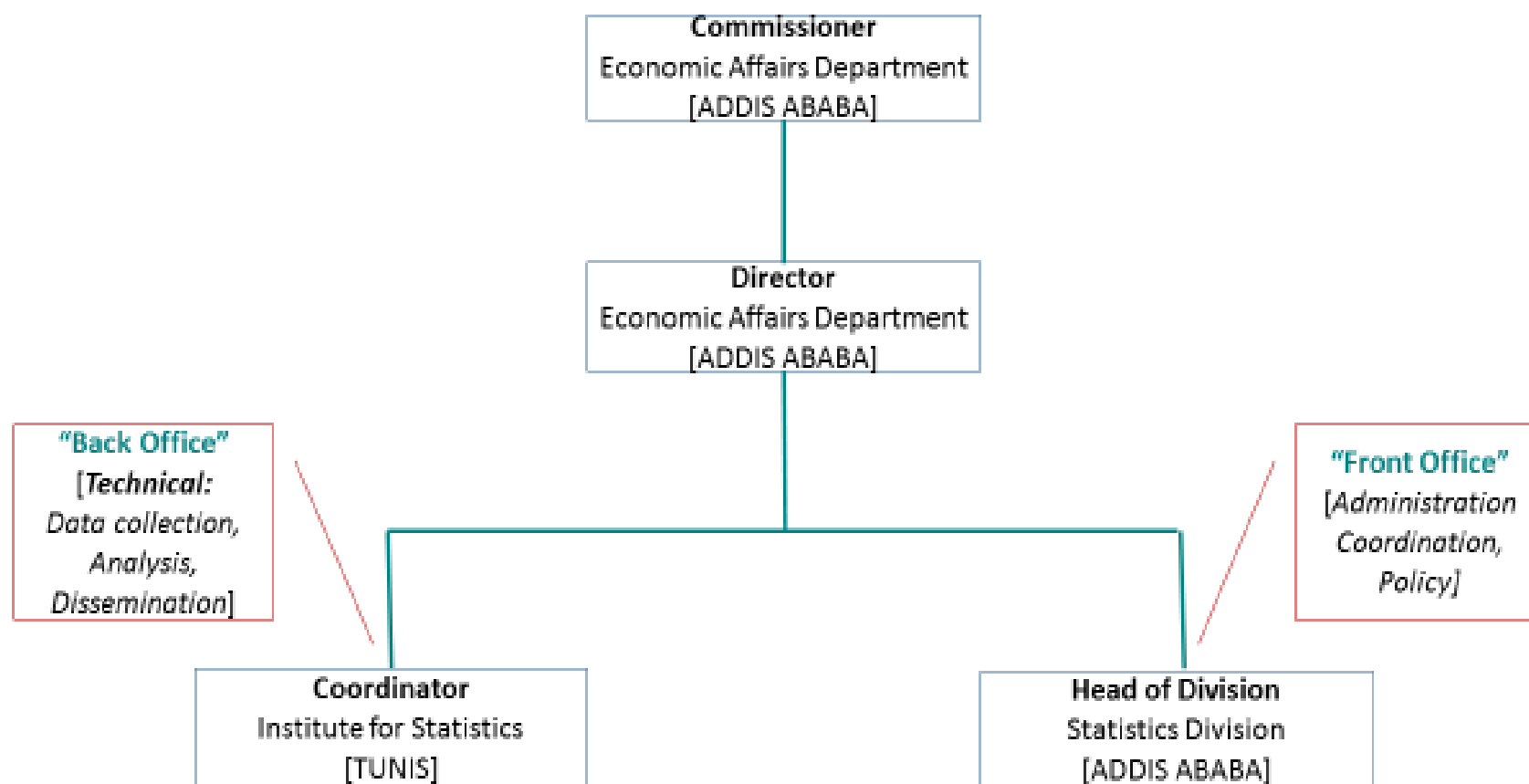
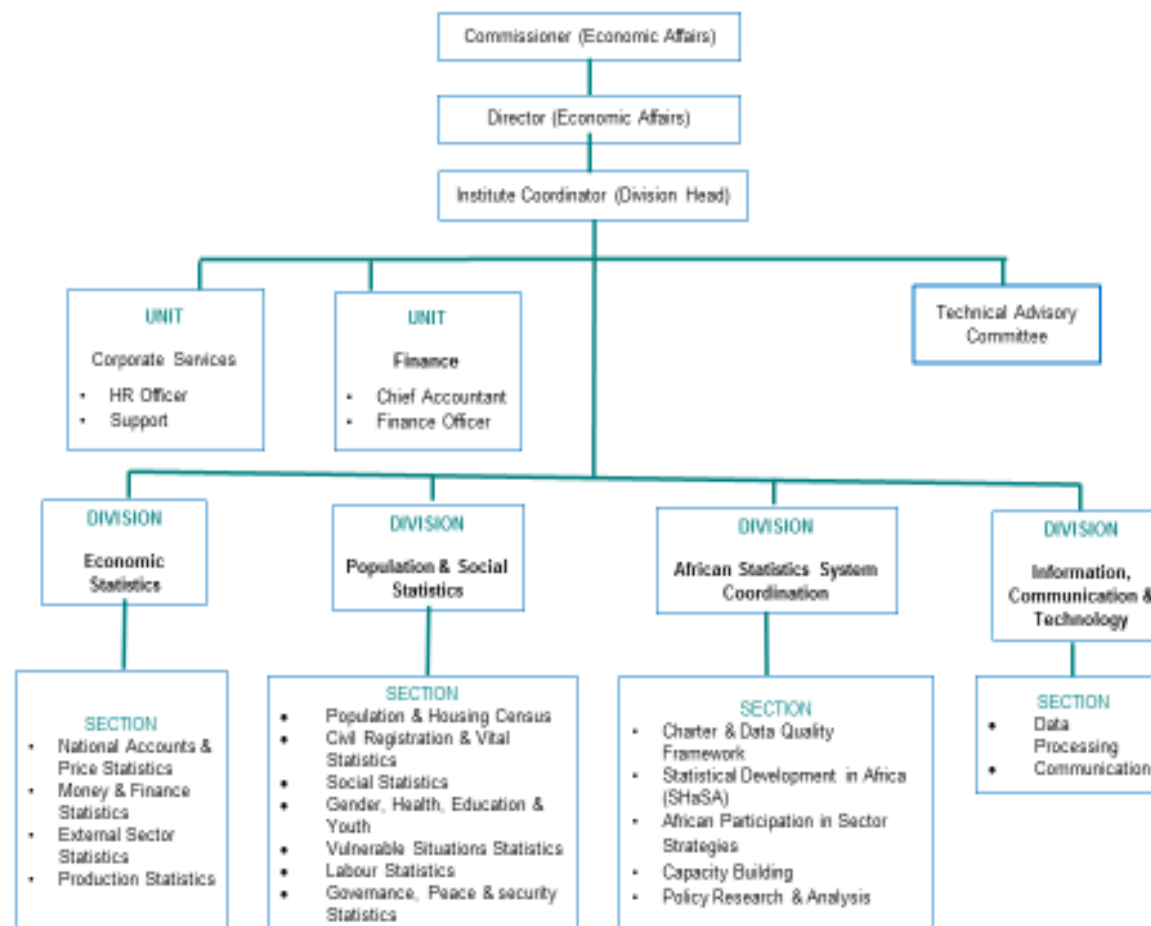


Figure 4: Scenario 4 - Two-Division option





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Figure 5: Scenario 4 – Institute as a “back room” Division of Economic Affairs Department

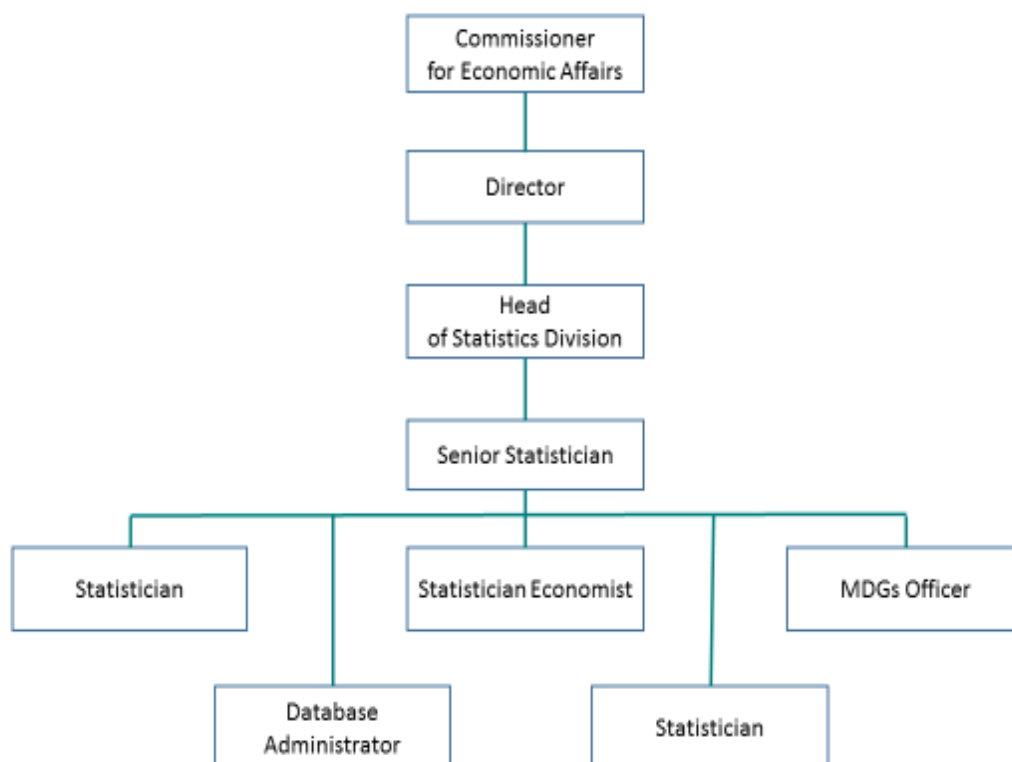


Figure 6: Scenario 4 – Current Division as a “front room” Division of Economic Affairs Department

#### Line function reporting for the Institute

Line function reporting occurs within a hierarchical administrative structure whereby authority increases upwards within the structure, and the direction of accountability is also upwards within the structure. Figure 7 shows the key line function levels of the four options for the structure of the Institute as well as the direction of accountability.

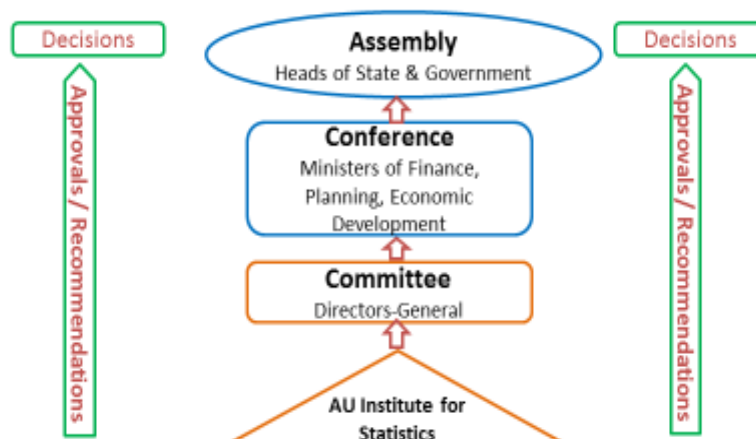
LEVEL 6	Pan-African Parliament	AUC Chair	AUC Chair	AUC Chair
LEVEL 5	Commissioner	Commissioner	Commissioner	Commissioner
LEVEL 4	Deputy Commissioner	Deputy Commissioner		
LEVEL 3	Department Head	Department Head	Department Head	Department Head
LEVEL 2	Division Head	Division Head	Division Head	Division Head
LEVEL 1	Section Head	Section Head	Section Head	Section Head
	SCENARIO 1	SCENARIO 2	SCENARIO 3	SCENARIO 4
Institute Structure Options				
Head of Institute				

↑ Accountability

Figure 7: Line function reporting for the Institute relative to options for the structure

### The flow of decision-making on the Institute's programmes and activities

Reporting on programmes, initiatives, and activities of the Institute will take a different route from that of administration. These go as recommendations and approvals through the CoDG, then to the Conference of Ministers of Finance, Planning and Economic Development, and finally to the Assembly of Heads of State and Government for decisions as shown in Figure 8 below.



20

Figure 8: The flow of decision-making on the Institute's programmes and activities

### Functions of departments/Divisions/Sections

The functions are listed under each department/division/section according to the option of structure for the Institute.

- Economic Statistics
  - Compile comparable economic statistics on the economic outlook of Africa;
  - Set and/or adopt statistical standards and methodology to harmonise economic statistics in Africa;
  - Coordinate the economic statistics system through technical working groups;
  - Mobilise technical and financial support to member states to build technical capability in economic statistics;
  - Conduct methodological and/or operational research to deepen the science of statistics on new and emerging themes in various fields;
  - Observe statistical practice in member states; and
  - Establish a statistical Business Register programme to set a framework and guidelines for compiling a business register.
- Population and Social Statistics
  - Compile comparable demographic and social statistics on Africa;
  - Set and/or adopt statistical standards and methodology to harmonise demographic and social statistics in Africa;
  - Coordinate the demographic and social statistics system through technical working groups;
  - Mobilise technical and financial support to member states to build technical capability in demographic and social statistics;

- Conduct methodological and/or operational research to deepen the science of statistics on new and emerging themes in various fields;
- Oversee statistical practice in member states; and
- Establish a statistical geographic and spatial information programme to set a framework and guidelines for compiling a spatial information frame;
- African Statistics System Coordination
  - Regulate the African Statistics System by driving the review and implementation of the African Charter on Statistics;
  - Drive the strategic direction of statistical development in Africa (ShaSA);
  - Monitor, report and evaluate performance of the African Statistics System;
  - Provide and mobilise technical and financial support for the development, implementation, monitoring and evaluation of NSDSs;
  - Provide strategy development support to African working groups in the development of sector strategies;
  - Develop and monitor the implementation of an African annual statistical programme; and
  - Observe the compilation and implementation of NSDSs in member states.
- Information, Communication and Technology
  - Build relations within the political environment and users;
  - Collaborate with key partners at continental level to drive the implementation of the African Statistics System;
  - Manage and strengthen relations with regional organisations;
  - Manage and strengthen relations with member states;
  - Collaborate with the Statistics Training Centre to identify statistical training needs, harmonisation of training programmes and building the technical capacities of statistical structures at national and regional levels;
  - Establish and drive an awareness and advocacy programme to increase use of statistics for evidence-based decisions;
  - Mobilise technical and financial support to strengthen countries' capacity in the use of new technologies for data collection and dissemination;
  - Manage and update the data portals and website; and
  - Undertake research to facilitate data exchange between countries, the RECs and the Institute.
- Environment
  - Promote compilation of energy statistics, environmental accounts and transportation statistics among member states;
  - Set and/or adopt statistical standards and methodology to harmonise energy statistics, environmental accounts and transportation statistics in Africa;
  - Coordinate energy statistics, environmental accounts and transportation statistics through technical working groups; and
  - Report on energy statistics, environmental accounts and transportation statistics in Africa.
- Geography
  - Working together with national geographic systems of member states compile and maintain an integrated boundary database of the statistical themes or domains;
  - Assemble, harmonise, analyse thematic geospatial data from member states;
  - Provide spatial information to enhance thematic reports on Africa; and
  - Maintain a user service on spatial data on Africa.

## Governance arrangements for the Institute

Governance arrangements for the Institute are divided into three areas, namely:

- Collaborative structures;
- Line function reporting arrangements; and
- The flow of decision-making on the Institute's programmes and activities.

### *Arrangements with collaborative structures*

Structures with which the Institute has to interact or collaborate with on an expected basis during the normal course of its operations include:

- Strategic Partners;
- Statistical Technical Groups (STGs) and Lead Countries (LCs);
- Statistical Technical Committees (STCs);
- African Statistical Coordination Committee (ASCC);
- Committee of Directors-General (CoDG)/Statistical Commission for Africa (StatCom-Africa);
- Regional Economic Communities (RECs);
- Member states; and
- Pan-African Statistical Training Centre
- Eurostat

Areas of the Institute's interaction with the above structures are identified below.

- **Strategic Partners**

As mandated by the Assembly of Heads of State and Government, the strategic partners responsible for facilitating the establishment of the Institute are the AfDB, the AUC and UNECA. However, all three partners are operating in the same statistical space, all involved to some extent in the same activities, namely:

- Coordination of statistical activities among member states;
- Data harmonisation;
- Development of statistical quality frameworks and processes to regulate statistical production and to improve comparability of data;
- Provision of technical assistance to member states;
- Provision of support for statistical capacity building; and
- Use and development of statistics in general.

While there is promising synergy among the three operators, there is also potential for overlapping responsibilities that is likely to lead to inefficiencies in the use of scarce resources for statistics in Africa. UNECA and AfDB have been in the field for some time while the AUC is a latecomer. Statistics have acquired a culture and relatively high profiles in AfDB and UNECA even though at some point UNECA's statistics function declined before it was re-established in the form of the African Centre for Statistics (ACS) concurrently with the establishment of the AU Statistics Division. The AU Statistics Division remains poorly resourced with low capacity, and a fairly low profile within the AUC.

Each of the three partners is aware of the potential for an inefficient overlap of tasks between them. Notwithstanding the existence of areas of overlap, ACS makes a distinction between its role and that of the Institute. ACS is proposing that the role of the Institute should be *innovation* or *adoption* of good practices such as the adaptation of regulatory frameworks (e.g. the Charter), while the role of ACS should be the application of methodologies and good practice. On the other hand, AfDB

acknowledges the need for the partners that are directly involved in statistical activities on the continent to collaborate effectively and reduce overlap by jointly deciding to agree on areas of individual operations and areas of collaboration that can tap into and indeed optimise the prospective synergies.

As a recommendation, the Institute should play the role of a unifying factor for statistical development in the continent by leading the process of rationalising statistical operations with its partners.

- **Specialised Technical Groups (STGs) and Lead Countries (LCs)**

Within SHaSA fourteen statistical areas, shown in [Table 3](#), were identified for coordination by 20-25 member Specialised Technical Groups (STGs) selected from member states. STGs were designed to coordinate:

- development, adaptation, and monitoring implementation of, and reporting on the harmonisation of standards and methods in the continent;
- identification of data requirements for the integration agenda and designing actions/programmes for their provision; and
- addressing new statistical issues in Africa and discussing and validating statistics from countries in line with adopted common African standards.

Members are voluntarily selected on the basis of being specialists with practical experience in the statistical areas they are selected for. They are sourced from member states, RECs, and representatives of specialised, regional and international agencies.

All STGs report to one STG responsible for overall coordination and integration, the African Group on Statistical Harmonisation (AGSHA). The STGs are mostly led by the three strategic partners except for the Association of African Central Banks (AACB) and AFRISTAT.

Each of the STGs is supposed to be under a Leading Country selected for its capability to champion the STG. However, it is unclear whether this stage of Institutional Arrangements for Strategy Implementation and Monitoring and Evaluation has ever been implemented. Even if it were implemented, it is not clear how the lead country would organise others as the statistical areas would be found in practically every country. This is one of the weak links in the implementation and monitoring and evaluation strategies of SHaSA.

[Table 3: Specialised Technical Groups](#)

No.	Specialised Technical Group	Leader	Leading Country (some to be determined)	Composition (Other members)
1	<b>STG-GPS:</b> Governance, Peace & Security	AUC	Kenya	ECA, AfDB, ACBF, RECs, Member States (MS)
2	<b>STG-ES:</b> External Sector (External Trade & Balance of Payments)	AUC	Rwanda	ECA, AfDB, ACBF, RECs, AFRISTAT, AFRITAC, MS
3	STG-MF: Money & Finance	AACB		AUC, ECA, AfDB, ACBF, RECs, AFRITAC, MS
4	STG-NA&P (AGNA): National Accounts & Price Statistics	ECA	South Africa	AUC, AfDB, ACBF, RECs, AFRISTAT, MS
5	STG-II&T: Infrastructure, Industries & Tourism	AfDB	Algeria	AUC, ECA, ACBF, RECs, MS
6	STG-PFPS&I: Public Finance, Private Sector &		AfDB	AUC, ECA, ACBF, RECs,

No.	Specialised Technical Group	Leader	Leading Country (some to be determined)	Composition (Other members)
	Investments			AFRISTAT, AFRITAC, MS
7	STG-STE: Science, Technology & Education	AUC	Nigeria	AUC, ECA, ACBF, RECs, MS
8	STG-So: Demography, Migrations, Health, Human Development, Social Protection & Gender	ECA	Ghana	AUC, AfDB, ACBF, RECs, AFRISTAT, MS
9	STG-Env: Agriculture, Environment & Natural Resources	AfDB	Mozambique	AUC, ECA, ACBF, RECs, FAO, MS
10	STG-CB (AGROST): Statistical Training	ECA	ENSEA	AUC, EAC, RECs, MS
11	STG – Labour Market & Informal Sector	AFRISTAT	Cameroon	AUC, AfDB, ECA, RECs, MS
12	STG – Classification	ECA		AUC, AfDB, AFRISTAT, RECs, MS
13	STG - Civil Registration and Vital Statistics	ECA	Senegal	AUC, AfDB, AFRISTAT, RECs, MS
14	AGSHa – African Group on Statistical Harmonisation (overall coordination and integration)	AUC	South Africa	AUC, AfDB, ECA, RECs, MS

**Source:** African Union, 2012, *Statistics for Transparency, Accountability, Results and Transformation (START): START for a better Africa in a better world*, AU Statistics Division, Addis Ababa, Ethiopia

- **Specialised Technical Committees (STCs)**

In SHaSA the Integration Agenda is divided into three dimensions - political integration and regional and continental governance, economic integration, and social and cultural integration. These are also the dimensions around which statistical priorities are organised. The fourteen statistical areas for which STGs are responsible are allocated among these three dimensions, each dimension under a Specialised Technical Committee (STC). There are thus three STCs each responsible for a dimension:

- STC-Pol: STC on Political Integration and Regional and Continental Governance;
- STC on Economic Integration; and
- STC-So: STC on Social and Cultural Integration.

STGs submit their work (standards, methodologies, norms) to the STCs for scrutiny. On approval the work is submitted to the ASCC for further scrutiny and approval or disapproval.

- **African Statistical Coordination Committee (ASCC)**

The African Statistical Coordinating Committee (ASCC) was established to coordinate statistical capacity-building work in Africa. Because of its coordination function the ASCC plays a pivotal role in the implementation of the programme of the African Statistics System. It is tasked with the coordination of technical and other forms of assistance to countries in the following areas, among others:

- statistical advocacy;
- statistical planning;
- data management; and
- data dissemination.

In addition, the ASCC provides a secretariat for the implementation of SHaSA in order to ensure the monitoring and evaluation of all strategic initiatives. It is expected to provide the coordination

required to implement SHaSA as well as to see to monitoring technical and administrative reports and to follow-ups on implementation according to statistical area.

The African Statistical Coordination Committee (ASCC) should provide general coordination for the implementation of the Strategy. It should ensure the regular monitoring of reports (technical and administrative) and follow up on the implementation in each statistical area. The ASCC should draw up a comprehensive report assessing the implementation of the Strategy to the competent authorities of the AUC.

In essence the ASCC is tasked to implement the Reference Regional Strategic Framework for Statistical Capacity Building in Africa (RRSF). The RRSF is a continental statistical development framework developed to address weak capacity and the minimal use of data in the majority of African countries. It was designed to provide strategic directions and appropriate mechanisms for guiding countries as to how to build capacity, improve their statistics, and increase their use in policy-making and decision-making. The National Strategy for the Development of Statistics (NSDS), a strategic plan for development of a country's NSS, constitutes the overall strategy of the RRSF.

Membership of the ASCC consists of representatives of AUC, ACBF, AfDB, AFRISTAT and RECs. The Committee's effectiveness is demonstrated by the joint coordination of the African Statistical Yearbook by AfDB, AUC and ECA. The yearbook is a demonstration of data harmonisation and integration in Africa. The ASCC is also in the process of establishing a joint African Statistical Database to be replicated in each organisation. AfDB, AUC and ECA also happen to be the strategic partners for the Institute.

The ASCC is a Committee which demonstrates the synergy of a strategic partnership which the Institute should promote.

- **Committee of Directors-General (CoDG) / Statistical Commission for Africa (StatCom-Africa)**

The membership of the Committee of Directors-General (CoDG), which also constitutes the membership of the Statistical Commission for Africa (StatCom-Africa), is constituted from NSOs and therefore represents the foundation of the African Statistics System.

With regard to the Institute, the CoDG should play three roles. Firstly, because it is the highest structure in charge of statistics on the continent, it acts as the Steering Committee for SHaSA and the African Charter on Statistics. In other words, CoDG provides overall guidance of the implementation of SHaSA and the Charter. It is the vehicle for implementing statistical programmes and initiatives for statistical development such as the Charter and the NSDS, among other initiatives, which calls for coordination by the ASCC. Because it is the Steering Committee for SHaSA and the Charter, the CoDG reviews projects submitted by STGs and approved by the STCs and, on approval, submits them to the AU's governing bodies for adoption.

Secondly, the committee reports to the joint AU-ECA Conference of African Ministers of Finance, Planning and Economic Development. In so doing it will advance initiatives from the Institute as well as the Institute's programmes for approval by the conference.

Thirdly, as is currently the case, CoDG will monitor the overall implementation of SHaSA and recommend improvements where required.

- **Regional Economic Communities (RECs)**



Regional Economic Communities are established by Treaties and Agreements. Accordingly the statistical activities they undertake are mandated by these Treaties and Agreements. In general the statistical activities the RECs are mandated to undertake include:

- building statistical capacity in their member states;
- harmonising statistics (ex-post and ex-ante) across their member states; and
- compiling and disseminating harmonised quality statistical information to inform decision-making at the regional level.

The establishment of RECs is a positive development in the furtherance of the African Integration Agenda. The 1991 Abuja Treaty recommends the RECs to undertake inter-regional integration as a first step towards full integration at continental level. The RECs are expected to achieve inter-regional integration through harmonising macroeconomic and sectoral policies. Clearly the RECs' efforts at inter-regional integration leverage the AU's Integration Agenda. The 2010 AUC's Minimum Integration Program (MIP) was designed to take advantage of the RECs' efforts at inter-regional integration. The MIP is structured around key sectors that RECs consider as priorities for accelerating continental integration. In each of these areas, activities and concrete actions have been identified, to accelerate the integration process in the regions.

As indicated in the introduction to the report, RECs have the potential for being optimal partners with the Institute. They are in a position to undertake coordination, regulation and harmonisation of data and statistical activities of member states at regional level for the benefit of the Institute. In this context RECs should play a key role in ensuring that the Institute achieves the expected results. To reduce the respondent burden on NSOs and other data-producing national agencies the Institute should get all data from RECs. In turn international agencies such as the Organisation for Economic Cooperation and Development (OECD) and the family of United Nations agencies should get all data from the Institute, except where the Institute doesn't have the competency to collect certain data or where data are not of interest to the AU.

The mechanism for institutional arrangements for the Institute should be in the form of MOUs and/or SLAs between the Institute and the RECs. In addition, an annual meeting should be institutionalised between the Institute and RECs to develop a joint programme of activities with clear responsibilities for each year. The AUC together with Eurostat organised a first such meeting with RECs in November 2015, in order to present the PAS programme, to discuss the Institute and to harmonise the programmes. The objective is to have a joint AUC/RECS statistics programme.

Again, as indicated in the introduction, notwithstanding the potential for synergy between the integration agendas of the RECs and the AU, there are shortcomings associated with the RECs, which have to be overcome. With regard to building statistical capacity, none of the RECs has reached the scope of its mandate, their statistical capacity being at best minimal. The shortcomings are listed in the introduction; they are listed here for ease of reference:

- overlaps in their territorial coverage; resulting in multiple membership of the RECs by countries;
- multiple data requests in various forms and varying levels of detail creating a burden on respondents;
- relative lack of coordination among the RECs, with their harmonisation programmes varying by region; and
- dichotomous availability of statistics units among the RECs whereby half of the RECs have relatively advanced statistics units while the other half does not.

The Institute stands to gain by:

- strengthening of the ASCC to support the RECs' inter-regional coordination initiatives by increasing the size of the ASCC, keeping in mind that the ASCC is able to deliver results because the results coincide with the mandates of its membership;
- establishing statistics units in RECs without statistical capacity through technical assistance; and
- making AFRISTAT a strategic partner because it collaborates closely with several RECs and international organisations to implement harmonisation programmes; for example the EAC (interventions in Burundi), and ECOWAS.

- **Member States**

Through their NSOs and other data-producing agencies, member states will serve as the Institute's primary source of data for harmonisation as well as the main target for the Institute's regulatory frameworks and coordination. While the Institute can bilaterally deal with each one of the 54 states, it would save time and logistics to access them through their RECs whose membership they constitute.

As is the case with Eurostat, it might be advisable for the Institute not to impose on member states with NSOs and other statistics-producing agencies a process of coordinating statistics at national level. All countries should be free to identify entities to provide the data to the Institute.

- **Pan-African Statistical Training Centre**

The Training Centre is to be established to operate in conjunction with the Institute on issues of the development of statistical skills both for the Institute, member states, and RECs. The Training Centre should report to the Institute where decision-making is involved. Accordingly their relationship should be established by statute, MOU or SLA or all of the above.

- **Eurostat**

Eurostat is important to the establishment of the Institute in two ways. First, it can provide valuable advice from its role and experience as leader and coordinator of the European Statistical System (ESS). Second, it has committed itself to assist AUC in the establishment of the Institute by providing technical support under the Pan African Statistics (PAS) Programme.

Eurostat is a Directorate-General of the European Commission with the unique competence for the production of EU official statistics and of experience in coordinating the European Statistical System which comprises a large network of national statistical systems. On behalf of the European Commission, Eurostat implements the PAS programme, a sub-programme of the broader EU Pan-African Programme in partnership with the AUC. (See Part 1 item 2.4 of the roadmap for the Institute).

Although particularities of the African context have to be taken into account for the establishment of STATAFRIC, Eurostat can be seen as one possible path for the Institute as a living example of a successful continental-level statistics institute. Several aspects of its context are similar to those of the Institute while others are not. Eurostat spans many different countries with different national priorities, cultures, languages, and education systems, just like the AU Institute does. However, there are different levels of awareness of the value of statistics in development between Eurostat and the

Institute, which explains why Eurostat plays such a central role in the life-circumstances of European communities, while the Institute in Africa does not, where the profile of statistics in socioeconomic development is very low. Taking all this into account, it would be advisable for the AU Institute to benefit from Eurostat's experience in terms of its evolution and operations.

Eurostat has taken over 60 years to reach the stage that it is at now, and it has developed in line with the integration of countries through policies of the European Union. Since its first establishment, as a tiny entity in the 1950's, it has been the only EU wide institution with the mandate to produce official statistics for the regional integration process.

Provision of seed money and technical support from the European Commission were a subject of a consultative meeting held between the AU Statistics Division and Eurostat during 23-24 October 2014. Some €7.5 million have been allocated to the PAS through the EU Statistics Capacity Building Programme for the period 2016-2019 to cover the following areas: Economic Statistics including National Accounts, Trade Statistics, Migration Statistics, Labour Statistics, and statistics on the Post-2015 Development Agenda. On the basis of the result of the first phase of the Statistics Capacity Building Programme, €10 million would be made available for the period 2019 to 2021. The funds are intended to facilitate technical support in the priority areas just mentioned. For example to support the coordination of the regulation and harmonisation of statistical production in these areas by ensuring smooth coordination between the actors involved in AU wide statistical production of the relevant STGs in order to develop standards and norms that NSOs implement to produce comparable statistics. The AUC, and if set up the Institute, should also encourage the development of clear methodologies and frameworks, and provision of technical assistance to countries. Criteria for membership of STGs should be appropriately defined.

### Comparisons of the potential positioning options against the spirit of the Decision of the Assembly of Heads of State and Government

In this section we assess the potential for each of the options to satisfy the intention behind the Decision of the Assembly of Heads of State and Government to establish the Institute. We refer to the intention as the *spirit* behind the Decision of the Assembly. There are four perspectives to the assessment. The first perspective is the concept of *organisational autonomy* (hereinafter simply referred to as autonomy) on which the options for selection of the structure of the Institute hinges. It is a concept variously interpreted or oftentimes not understood by policy makers and decision-makers. Verhoest et al (2004) presents taxonomy of autonomy consisting of six dimensions and four levels or degrees. With reference to the Institute the six dimensions are:

- Management autonomy – the extent to which decision-making capacity concerning the choice and use of resources (financial and human) is devolved to the Institute;
- Policy autonomy – the extent to which the Institute is enabled to take ultimate decisions on issuance of general regulations, definition of instruments, processes and procedures it has to use to carry out its mandate with regard to objectives, outputs (goods and services), outcomes and target groups;
- Financial autonomy – the extent of complete or partial withdrawal of the Institute from the budgetary system of the AUC; or the degree to which the agency is responsible for finding its own sources of finance;
- Legal autonomy – the extent to which the Institute is enabled to become its own legal person responsible for statistical work set apart from the legal person of the AUC as an entity;

- Structural autonomy – the extent of the removal of statistics completely from the AUC to the Institute or removal of statistics from the Economic Affairs Department (within the AUC) to a dedicated organisation (Commission, Department) still within the AUC; or the extent to which the agency is shielded from influence by the AUC through lines of hierarchy and accountability; and
- Interventional autonomy – the extent to which the Institute is free from reporting requirements on decisions it takes and their outcomes ex-post to pre-set norms of the AUC and to the extent that the agency is free from possible threats from AUC sanctions or interventions in the event of deviation

Table 4 below is an adaptation of Table 2 of Verhoest et al (2004, pp 10 and 11). It maps the dimensions of organisational autonomy against the associated levels of autonomy of the four levels outlined, Verhoest et al (2004) name only the minimum and the maximum. The intervening levels – medium and low – have been given labels in this report.

The second perspective, outlined in Table 5, is on advantages and disadvantages of the options for the structure of the Institute against desired attributes (or objectives) for the Institute. The attributes include:

- Effective professional and strategic leadership of statistical development of the African Statistics System;
- Advocacy for raising the profile of statistics among member states and RECs;
- Strengthening of NSSs;
- Leadership of the promotion of statistical reforms in member states to enhance statistical capacity and development;
- Enhancement of the credibility and impartiality of African statistics;
- Raising of funds for the Institute;
- Coordination of development partner support to promote more effective use of donor funding; and
- Fostering of effectiveness and efficiency.

The third perspective is about the extent to which options for the structure of the Institute meet the objectives arising from the Decision of the Assembly of Heads of State and Government. It is mapped into Table 6. The objectives of the Institute are to:

- Generate timely, reliable and harmonised statistical information, covering all aspects of political, economic, social and cultural integration for Africa;
- Identify specific statistical data related to all of the AU and its organs' activities, formulate policies for statistical development and capacity building for the AU and its member states;
- Development a generic statistical quality assurance framework and domain-specific frameworks (e.g. national accounts); provision of technical support for their adaptation in member states; and development of other standards to regulate statistical production and dissemination for the African Statistical System;
- Coordinate the implementation of the African Charter on Statistics as regulatory continental framework for statistics development and capacity building of members of the African Statistics System;
- Coordinate the implementation of a Statistical Peer Review Mechanism of the African Charter on Statistics in collaboration with partners; and

- Coordinate the implementation of the Strategy for the Harmonisation of Statistics in Africa (SHaSA) and its various sectorial strategies

The fourth perspective is shown in [Table 7](#). It is on comparisons of options for the structure of the Institute against guiding principles for positioning it. To recap<sup>3</sup> the guiding principles are:

- Convening power;
- Connection to the African Integration Agenda;
- Professional or scientific independence; and
- Level of organisational autonomy

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<sup>3</sup> See section on “Guiding principles for positioning the Institute”

Table 4: Dimensions of organisational autonomy with associated levels of autonomy

Level of autonomy (options)	Dimensions of autonomy					
	Management autonomy	Policy autonomy	Structural autonomy	Financial autonomy	Legal autonomy	Interventional autonomy
Maximum level of autonomy ( <i>Institute is independent of the AUC</i> )	Institute makes decisions on all aspects of its management such as general principles, procedures and transactions (i.e., high strategy management autonomy)	Institute makes decisions on all aspects of policy such as objectives, policy instruments, and processes, and issuance of general regulations (high strategic policy autonomy)	The head of the Institute (Union Statistician) is appointed and evaluated by a supervisory Body (board) in which representatives of third parties have a majority vote	The Institute is financed exclusively through income from other sources the AUC (central governing body) (e.g. tariffs, contributions and prices). The agency has to cover all deficits itself	The Institute has a legal personality under private law	The Institute has no reporting requirements to the AUC (central governing body) and is not subjected to evaluation of audits commissioned by the AUC (central governing body). There is no threat of sanctions or intervention by the AUC (central governing body)
Medium level of autonomy ( <i>Institute is a Commission of the AUC</i> )	The Institute may set the procedures for (e.g. financial transactions) itself within general principles concerning the use of inputs set by the AUC (central governing body)	The Institute may decide upon which policy instruments to use and output norms within the objectives and effect norms set by the AUC (central governing body). The Institute head (Union Statistician) may decide on individual applications of general regulations	The head of the Institute (Union Statistician) is appointed and evaluated by a supervisory body (board) in which the representatives of the AUC (central governing body) have a majority vote. The representatives could be changed by the AUC (central governing body) at any time	The Institute is financed primarily through income from other sources than the AUC (central governing body). The Institute has to cover most of the deficits itself (e.g. by the imposition of a hard budget constraint)	The Institute has a legal personality under public law and is created by the Constitutive Act of the AU (parliamentary act)	The agency has only limited reporting requirements on a general level to the AUC (central governing body) and is only subject to evaluation or audits commissioned by the AUC (central governing body) ad hoc. The norms are neither explicit nor strict. Sanctions and interventions are only possible after consultation of the Institute and there is only a limited threat

Level of autonomy (options)	Dimensions of autonomy					
	Management autonomy	Policy autonomy	Structural autonomy	Financial autonomy	Legal autonomy	Interventional autonomy
Low level of autonomy <i>(Institute is a Directorate of the AUC)</i>	The Institute may take managerial decisions concerning (e.g. financial transactions) within strict procedures set by the AUC (central governing body) (high operational management autonomy)	The Institute may take decisions concerning the structure and content of the production processes within the lines of the policy instruments, output norms, objectives and effect norms set by the AUC (central governing body) (high operational policy autonomy)	The head of the Institute (Union Statistician) is appointed by the AUC (central governing body). He/she is accountable to the AUC (central governing body) and to a supervisory board in which the majority of the members represents the AUC (central governing body). The representatives of the AUC (central governing body) in the supervisory board can be changed by the AUC at any time	The Institute is financed primarily through the AUC (central governing body), but a small proportion of funding stems from budget allocations of other AUC departments (other agencies of the central governing body), product sales, etc. The Institute itself has to cover only a minor portion of deficits	The Institute has no own legal personality different from that of the AUC (central governing body). It has only a separate status within the AUC (central governing body) based on delegation acts based on the executive or commissioner.	The Institute has rather extensive reporting requirements on a quite detailed level against explicit norms. Deviations result in substantial sanctions and possible interventions and possible intervention by the AUC

Level of autonomy (options)	Dimensions of autonomy					
	Management autonomy	Policy autonomy	Structural autonomy	Financial autonomy	Legal autonomy	Interventional autonomy
Minimum level of autonomy ( <i>Institute as a Division of Economic Affairs Department</i> )	Decisions concerning managerial actions are taken externally by the AUC (central governing body) without prior advice of the Institute (no management autonomy)	Decisions concerning the structure and content of primary production process, policy instruments and outputs, objectives and effects are taken by the AUC (central governing body) without prior advice of the Institute. The Institute may not decide on individual applications of general rules and has no authorisation to set general rules	The head of the Institute is appointed and evaluated by the AUC (central governing body). There is no advisory or supervisory board involved	The Institute is fully funded by the AUC (central governing body), does not have to cover deficits itself and has no ability to extend its funding by product sales or loans on the capital market	The Institute is part of the AUC (central governing body) with no own status different from classical bureaus	The operations of the Institute are supervised directly by the AUC (central governing body) against strict norms. Deviations result in severe sanctions and immediate intervention by the AUC (central governing body)



Table 5: Advantages and disadvantages of the options for the structure of the Institute against desired attributes for the Institute

Desired Institute attributes	Options			
	Scenario 1 (Institute as an independent agency of the AU)	Scenario 2 (Institute as a Commission of the AUC)	Scenario 3 (Institute as a Directorate of the AUC)	Scenario 4 (Institute as a Division of the Economic Affairs Department)
Effective professional and strategic leadership of statistical development of the African Statistics System <ul style="list-style-type: none"> <li>Quality assurance frameworks</li> <li>Other standards (reporting, etc.)</li> </ul>	<b>Advantage</b> The Institute would have the highest potential for leadership of the African Statistics System as it would have the technical capacity and the standing to interact with high powered institutions with best practices	<b>Advantage</b> The Institute would have the potential for leadership of the African Statistics System	<b>Disadvantage</b> At the level of a Directorate the Institute would at best have low potential for leadership of the African Statistics System partly because of a relatively small size and low standing within the African Statistics System	<b>Disadvantage</b> Contemporary experience shows that, where the impact of the current Statistics Division is not “felt” by member states, the Institute would have uncertain potential for leadership at best or no capacity for leadership or no capacity at all
Advocacy for raising the profile of statistics among member states and RECs	<b>Advantage</b> The Institute <ul style="list-style-type: none"> <li>would deliberately put in the forefront the case for raising the profile of official statistics through advocating for mainstreaming statistics into the national development strategies to inform, monitor and assess the African development agenda; and</li> <li>be in a position to effectively advocate for adequate investment in statistical development to build statistical capacity in member states, statistics being a cross-cutting strategic resource that should be developed as a sector</li> </ul>	<b>Advantage</b> While the level of autonomy of the Institute would not be at the same level as organisational independence, the Institute <ul style="list-style-type: none"> <li>would also have the potential to effectively advocate for mainstreaming statistics into the national development strategies to inform, monitor and assess the African development agenda; and</li> <li>be in a position to effectively advocate for adequate investment in statistical development to build statistical capacity</li> </ul>	<b>Disadvantage</b> Despite the reality of the legal constraints on the structure of the AUC, the positioning of the Institute at Director level would most likely be perceived as not being as highly regarded as the rest of the departments in the AUC. In other words, statistics would remain with a low profile within the AUC albeit relatively better positioned than is the case at the moment. Accordingly the likelihood of this option raising the profile of statistics among member states and RECs would remain low.	<b>Disadvantage</b> The Institute – regardless whether “back” or “front” office - needs to be led by a professional statistician or someone with extensive statistical experience to provide leadership of an international standard. The position of Head of Division would not support this requirement. The fact that this option promotes a small statistics establishment at the lowest level in the admin. hierarchy of AUC disqualifies this option to effectively advocate for raising the profile of statistics in the ASS.

Desired Institute attributes	Options			
	Scenario 1 (Institute as an independent agency of the AU)	Scenario 2 (Institute as a Commission of the AUC)	Scenario 3 (Institute as a Directorate of the AUC)	Scenario 4 (Institute as a Division of the Economic Affairs Department)
Strengthening of NSSs	<b>Advantage</b> The Institute would be best positioned to support strengthening of NSSs by <ul style="list-style-type: none"> <li>advocating among member states production of data not produced by NSOs for meeting AU needs, and developing policies on how such data would be organised and disseminated;</li> <li>developing procedures providing leadership in the development and adaptation of quality frameworks and other standards</li> </ul>	<b>Advantage</b> At the level of a Commission of the AUC the Institute would have the potential to support strengthening of statistics institutions in member states. It would have the potential to support strengthening of NSSs in a manner similar to that of the Independent Institute	<b>Disadvantage</b> The Institute would not have the necessary standing to influence change in member states. Development of advocacy instruments by consultants would not be a solution either because consultants would be unlikely to implement them	<b>Disadvantage</b> The Division would not have the capacity to advocate for development of national statistical coordination and provision of leadership in the development and adaptation of quality frameworks and other standards
Leadership of the promotion of statistical reforms in member states to enhance statistical capacity and development	<b>Advantage</b> Three main statistical areas in need of reform are legislation, quality and organisation (inclusive of coordination). Engendering change in the statistical systems of member states would involve <ul style="list-style-type: none"> <li>legislative reform is required to that enhance administrative autonomy and professional independence to the coordination authority (NSO) of NSSs in line with the provisions of the Charter and demands of SHaSA;</li> <li>quality assurance frameworks (inclusive of quality assessment)</li> </ul>	<b>Advantage</b> Although constrained by being under the bureaucracy of the AUC: with access to extra resources from outside the AUC, the Institute would be in a position to promote statistical reforms in member states	<b>Disadvantage</b> At a relatively junior level, the Institute would not have the necessary influence or resources to promote statistical reforms in member states	<b>Disadvantage</b> This option appears not to encourage statistical leadership and innovation for the African Statistics System as it emphasises only data collection, analysis and dissemination. It is therefore most unlikely at the Division level for the Institute to have the necessary influence and capacity to promote statistical reform in member states

Desired Institute attributes	Options			
	Scenario 1 (Institute as an independent agency of the AU)	Scenario 2 (Institute as a Commission of the AUC)	Scenario 3 (Institute as a Directorate of the AUC)	Scenario 4 (Institute as a Division of the Economic Affairs Department)
	<p>are an essential ingredient in the reform package; and</p> <ul style="list-style-type: none"> <li>institutional reorganisation inclusive of sound management practices at agency level and coordination at system level</li> </ul> <p>The option of an independent Institute would have the capacity, access to international best practices, and the necessary influence to support statistical reform in member states</p>			
Enhancement of the credibility and impartiality of African statistics	<p><b>Advantage</b></p> <p>It is generally acknowledged that the reputation of a producer is a key factor in establishing and maintaining trust in the producer's product. In this respect data assembled, harmonised, analysed and disseminated by the Institute would be perceived free from political influence (lobby groups) more than would be the case with the other organisational options</p>	<p><b>Advantage</b></p> <p>At the level of a Commission at the AUC the Institute would have the necessary standing for the data it disseminates to be accepted as being free from political interference</p>	<p><b>Advantage</b></p> <p>Provided the Institute reports directly to the Chair of the AUC, its statistical products should be perceived as being free from political interference</p>	<p><b>Disadvantage</b></p> <p>Statistical releases from the Institute would not always be perceived as being free from political influence</p>
Raising of funds for the Institute	<p><b>Advantage</b></p> <p>This scenario would have the most opportunities of all the options to raise funds outside bureaucratic constraints of the AUC. Member states would make contributions to the Institute without associating</p>	<p><b>Advantage</b></p> <p>This option would receive guaranteed funding from the AUC although the amounts may not be always be sufficient for the Institute's programmes. Opportunity to access other</p>	<p><b>Advantage</b></p> <p>There would be a guaranteed allocation of funds from the AUC</p> <p><b>Disadvantage</b></p> <p>However, it is unclear in this</p>	<p><b>Disadvantage</b></p> <p>Because of its low positioning in AUC, fundraising would have to be done by the hierarchy, which is unlikely</p>

Desired Institute attributes	Options			
	Scenario 1 (Institute as an independent agency of the AU)	Scenario 2 (Institute as a Commission of the AUC)	Scenario 3 (Institute as a Directorate of the AUC)	Scenario 4 (Institute as a Division of the Economic Affairs Department)
	<p>them with their contributions to the AUC, which association might discourage them to contribute “more” funds to the Commission. In addition, a trust or capitalisation fund could also be set up for the Institute. Commissioned work would also be a possibility for raising funds</p> <p><b>Disadvantage</b> The programme of the Institute could be hijacked by the interests of donors (support partners)</p>	<p>sources of finance outside the AUC would also be available to the Institute</p>	<p>option how an AUC directorate could raise funds outside of the AUC to supplement its allocation from the AUC.</p>	
Coordination of development partner support to promote more effective use of donor funding	<p><b>Advantage</b> As part of its institutional arrangements and method of work, the Institute would be in a position to interact with member state and support partners to align partner support with the statistical activities of member states in a holistic manner</p>	<p><b>Advantage</b> Institutional arrangements and method of work would, at Commission level, be in a position to interact with member state and support partners to align partner support with the statistical activities of member states in a holistic manner</p>	<p><b>Disadvantage</b> The Institute would be below the level where the director would negotiate directly with a support partner</p>	<p><b>Disadvantage</b> Coordination of development partner support would be at the level of the Commissioner rather than at the level of Division</p>
Fostering of effectiveness and efficiency	<p><b>Advantage</b> The Institute’s work programme and its management would be under the complete control of the head of the Institute; that is, there would be no waiting for approvals on what to do and how from managers of another profession</p>	<p><b>Advantage</b> Provided that management of the Institute has extensive experience from working in a statistical environment, the Institute would foster effectiveness and efficiency with regard to its work programme</p>	<p><b>Advantage</b> As long as management of the Institute has extensive experience from working in a statistical environment, this option has the potential for the Institute to foster effectiveness and efficiency with regard to its work programme</p>	<p><b>Disadvantage</b> In this option the Head of Division would lack the authority to make executive decisions regarding the work programme of the Institute</p>

Desired Institute attributes	Options			
	Scenario 1 (Institute as an independent agency of the AU)	Scenario 2 (Institute as a Commission of the AUC)	Scenario 3 (Institute as a Directorate of the AUC)	Scenario 4 (Institute as a Division of the Economic Affairs Department)
Adherence to the UN Fundamental Principles of Official Statistics, particularly Principles 1 (availability on an impartial basis); 2 (retention of trust in official statistics); and 8 (coordination) by extension to an international scale*	<b>Advantage</b> The potential for an independent Institute <ul style="list-style-type: none"> <li>to be impartial on data dissemination;</li> <li>to be seen as impartial to any lobby group and therefore to be trusted; and</li> <li>to be the most suitable coordinating body of the statistical agencies of member states and the RECs</li> </ul> would be at the highest level	<b>Advantage</b> The potential for the Institute as a Commission <ul style="list-style-type: none"> <li>to be impartial on data dissemination; and</li> <li>to be the most suitable coordinating body of the statistical agencies of member states and the RECs</li> </ul> would be high. However, and although unlikely, the potential to be seen as impartial to any lobby group and therefore to be trusted could be occasionally questioned on the basis of regional participation in the activities of the Institute	<b>Advantage</b> On the assumption that the Institute would be headed by someone with relatively adequate experience in official statistics, the Institute would be impartial on data dissemination  <b>Disadvantage</b> However, the Institute's potential to lead statistical production and development in Member states and RECs would be low due to its relative positioning within the African Statistics System. As a result, the Institute's potential <ul style="list-style-type: none"> <li>for a coordinating body would be low; and</li> <li>potential to be seen as impartial to any lobby group and therefore to be trusted could be occasionally questioned</li> </ul>	<b>Advantage</b> On the assumption that the Institute would be headed by someone with relatively adequate experience in official statistics, the Institute would be impartial on data dissemination  <b>Disadvantage</b> The likelihood that the Institute would be overlooked would be quite high. This would negatively affect its level of trust and coordination ability

\*See Annex 2

Table 6: Extent to which options for the structure of the Institute meet the objectives arising from the Decision of the Assembly of Heads of State and Government

Objectives (Purpose for the Institute)	Options for the structure of the Institute			
	<b>Scenario 1:</b> Institute as an independent agency of the African Union <i>[Source of authority – Pan-African Parliament]</i>	<b>Scenario 2:</b> Institute as a Commission of the AUC <i>[Source of authority – AUC]</i>	<b>Scenario 3:</b> Institute as a Directorate of the AUC <i>[Source of authority – AUC]</i>	<b>Scenario 4:</b> Institute as a Division of the Economic Affairs Department at AUC <i>[Source of authority – Economic Affairs Department]</i>
1. Generate timely, reliable and harmonised statistical information, covering all aspects of political, economic, social and cultural integration for Africa	<b>Ideal setup:</b> There would be no structural constraints such as intermediaries regarding method of work (e.g. approving instruments of association such as formal agreements – MOUs, SLAs, Protocols) to get in the way of the Institute meeting the objective	<b>Competent:</b> Most likely to meet to objective albeit within the parameters of the AUC method of work that might require intervention at the level of the AUC Chair	<b>Capable:</b> Likely to meet the objective against bureaucratic delays by seeking approval from the AUC for interaction with high ranking accounting officers of national, regional and international organisations	<b>Unlikely:</b> Bureaucratic delays due to seeking approval from the Director, Commissioner and the AUC Chair are most likely to work against timeliness
2. Identify specific statistical data related to all of the AU and its organs’ activities, formulate policies for statistical development and capacity building for the AU and its member states	<b>Ideal setup:</b> <ul style="list-style-type: none"> <li>The Institute would be in a position both to identify and to collect data relevant to the AU and its organs because there would be no restrictions on its interaction with any organisation (local and international)</li> <li>The Institute would also be best positioned to formulate policies for statistical development and capacity building for the AU because it would access best practices worldwide without bureaucratic delays</li> </ul>	<b>Competent:</b> <ul style="list-style-type: none"> <li>The Institute would be in a position to identify and have to work within the collect data relevant to the AU although it would be rather constrained by operating under the procedures and protocols of the AUC</li> <li>The Institute would be in a positioned to formulate policies for statistical development and capacity building for the AU albeit with constraining protocols and procedures from the</li> </ul>	<b>Capable:</b> <ul style="list-style-type: none"> <li>At the level of a directorate within the AUC organisational hierarchy, the Institute might not be in a position to extensively interact with all AU organs to assess their needs for statistics in order to identify and specify the needs</li> <li>The Institute would also find it quite challenging to formulate policies for statistical development and capacity building in the AU at large</li> </ul>	<b>Unlikely:</b> <ul style="list-style-type: none"> <li>As a Division within the organisational structure of the AUC, the Institute would not have the necessary independence to identify the specific statistical data for the activities of the organs of the AU</li> <li>The Institute would certainly not be in a position to formulate policies for statistical development as well as for capacity building</li> </ul>

Objectives (Purpose for the Institute)	Options for the structure of the Institute			
	Scenario 1: Institute as an independent agency of the African Union <i>[Source of authority – Pan-African Parliament]</i>	Scenario 2: Institute as a Commission of the AUC <i>[Source of authority – AUC]</i>	Scenario 3: Institute as a Directorate of the AUC <i>[Source of authority – AUC]</i>	Scenario 4: Institute as a Division of the Economic Affairs Department at AUC <i>[Source of authority – Economic Affairs Department]</i>
		AUC		
3. Development a generic statistical quality assurance framework and domain-specific frameworks (e.g. national accounts); provision of technical support for their adaptation in member states; and development of other standards to regulate statistical production and dissemination for the African Statistical System	<b>Ideal setup:</b> <ul style="list-style-type: none"> <li>Adoption and adaptation of a common quality assurance framework by member states and RECs would facilitate production of comparable statistics across member states and RECs as well as data harmonisation by the Institute. An independent Institute would be in a position to develop the capacity to develop standards internally rather than rely on external sources</li> <li>An independent Institute would also be in a position to develop internal capacity to provide technical support to member states and RECs to adapt and implement quality and other standards needed in the African Statistics System</li> </ul>	<b>Limited:</b> <ul style="list-style-type: none"> <li>Because of legal controls on the size a Commission of the AUC, the Institute may not have sufficient human resources to develop adequate internal capacity to develop quality standards and to provide technical support to member states and RECs</li> <li>Instead the Institute is likely to resort to outsourcing such a critical service resulting in the provision of limited technical support to member states and RECs</li> </ul>	<b>Unlikely:</b> <ul style="list-style-type: none"> <li>At a directorate level the Institute is unlikely to develop internal capacity to develop quality frameworks and other standards due to size limitations arising from legal constraints of the AUC</li> <li>The Institute would also not have internal capacity to provide technical support to member states and RECs</li> <li>Dependence on outsourcing development of frameworks and other standards as well as technical support would have its limitations</li> </ul>	<b>Unlikely:</b> <ul style="list-style-type: none"> <li>Due to limited human resources and scarcity of senior (experienced) staff, the likelihood for the Statistics Division developing internal capacity to develop frameworks and other standards as well as to provide technical support to member states would be very low</li> <li>Seeking approval for interaction with external stakeholders would also work against timeliness</li> </ul>

Objectives (Purpose for the Institute)	Options for the structure of the Institute			
	<b>Scenario 1:</b> Institute as an independent agency of the African Union <i>[Source of authority – Pan-African Parliament]</i>	<b>Scenario 2:</b> Institute as a Commission of the AUC <i>[Source of authority – AUC]</i>	<b>Scenario 3:</b> Institute as a Directorate of the AUC <i>[Source of authority – AUC]</i>	<b>Scenario 4:</b> Institute as a Division of the Economic Affairs Department at AUC <i>[Source of authority – Economic Affairs Department]</i>
4. Coordinate the implementation of the African Charter on Statistics as regulatory continental framework for statistics development and capacity building of members of the African Statistics System	<b>Ideal setup:</b> The Union Statistician would have the clout to interact directly with the high ranking political principals responsible for statistics in member states on the matter of implementing the Charter	<b>Competent:</b> Even though the Institute would not be organisationally independent, the Union Statistician would have sufficient clout to interact with high ranking political principals responsible for statistics in member states	<b>Unlikely:</b> A director, even if reporting directly to the AUC Chair, would not have sufficient positional standing to interact directly with high ranking political principals responsible for statistics in member states	<b>Unlikely:</b> <ul style="list-style-type: none"> <li>At the level of a Division the Institute would not have the necessary standing to interact with the high ranking political principals responsible for statistics in member states</li> <li>This appears to be the main reason why it is taking so long to sign and ratify the Charter by member states. The Charter has not been championed by high-ranking AUC officials as their first priority</li> </ul>
5. Coordinate the implementation of a Statistical Peer Review Mechanism of the African Charter on Statistics in collaboration with partners	<b>Ideally positioned:</b> The Institute would have the standing to collaborate with partners (ECA, AfDB, etc.) to coordinate the Statistical Peer Review Mechanism of the African Charter on Statistics	<b>Capable:</b> At the level of Commissioner and leveraged by involvement of the AUC Chair, the Union Statistician would be able to collaborate with partners (ECA, AfDB, etc.) to coordinate the Statistical Peer Review Mechanism of the African Charter on Statistics	<b>Possible:</b> Without strong support from the AUC Chair or a Commissioner, the Union-Statistician would not have the standing necessary to effect coordination of the implementation of the Peer Review Mechanism	<b>Unlikely:</b> The Head of Division would have insufficient standing to coordinate implementation of the Peer Review Mechanism



Objectives (Purpose for the Institute)	Options for the structure of the Institute			
	Scenario 1: Institute as an independent agency of the African Union <i>[Source of authority – Pan-African Parliament]</i>	Scenario 2: Institute as a Commission of the AUC <i>[Source of authority – AUC]</i>	Scenario 3: Institute as a Directorate of the AUC <i>[Source of authority – AUC]</i>	Scenario 4: Institute as a Division of the Economic Affairs Department at AUC <i>[Source of authority – Economic Affairs Department]</i>
6. Coordinate the implementation of the Strategy for the Harmonisation of Statistics in Africa (SHaSA) and its various sectorial strategies	<b>Ideally positioned:</b> Coordination of the implementation of SHaSA would involve coordinating the work of high level stakeholders – ASCC, RECs, member states, STGs, support partners, etc. It would also require innovation and a good grasp of the programme of the African Statistical System. These would require a leader with vision and unfettered independence to undertake statistical development for the African Statistical System	<b>Capable:</b> At Commissioner level the Union Statistician would be able to effectively coordinate implementation of SHaSA though his/her ability to innovate could be constrained by the financial and line function requirements of the AUC	<b>Possible:</b> At the level of Director the Union Statistician would be quite challenged to coordinate implementation of SHaSA. It would not be easy to innovate and provide leadership to the high ranking stakeholders involved in implementing SHaSA.	<b>Unlikely:</b> The position Head of Division would be too low positioned to coordinate implementation of SHaSA. Innovation, subject to hierarchical approval could be stifled. Provision of leadership to high ranking official involved in the implementation of SHaSA would be impossible.

Table 7: Comparisons of options for structure of the Institute against guiding principles for positioning the Institute

Guiding principles for positioning the Institute	Options for the structure of the Institute			
	Scenario 1: Institute as an autonomous agency of the African Union	Scenario 2: Institute as a Commission of the AUC	Scenario 3: Institute as a Directorate of the AUC	Scenario 4: Institute as a Division of the Economic Affairs Department at AUC
1. Convening power	<b>Unrestricted:</b> The Union Statistician has positional authority and standing to directly interact with high ranking accounting officers (such as directors-general of NSOs and heads of international organisations)	<b>Sufficient:</b> Here the Union Statistician has less clout than in Scenario 1 but sufficient to directly interact with high ranking accounting officers (such as directors-general of NSOs and deputy accounting officers of international organisations within the parameters of set by the AUC)	<b>Constrained:</b> The Union Statistician has much less clout than in Scenario 1 as he/she would be lacking in political power.	<b>None:</b> The accounting officer would be a Head of Division without authority to liaise with other high ranking accounting officers
2. Connection to the African Integration Agenda	<b>Very strong:</b> Because of clout, has the greatest potential for collecting data to inform the various programmes of the Integration Agenda from the widest spectrum of sources. Also in the best position to offer technical support	<b>Strong:</b> Although associated with the bureaucracy of the AUC, it will be sufficiently positioned to interact with a relatively wide range of data providers	<b>Limited:</b> Due to the hierarchical structure the head of the Institute will have limited influence over data sources for data collection when required.	<b>Weak:</b> The Head of Division will be subjected to bureaucratic delays
3. Professional or scientific independence	<b>Ideal setup:</b> There is very little likelihood that the Institute's professional approaches to data assemblage, analysis, and dissemination will be externally influenced	<b>Safe:</b> At Commission level, external influence on what data are assembled and how they are analysed and disseminated would be expected to come from the Chair of the AUC, which is very unlikely	<b>Safe:</b> Because the Director would be reporting directly to the Chair of AUC, the risk of interference with the data collection and dissemination processes is very low	<b>Limited:</b> Because the Head of Division's interaction with data sources will need the hierarchical approval

Objectives (Purpose for the Institute)	Options for the structure of the Institute			
	Scenario 1: Institute as an independent agency of the African Union <i>[Source of authority – Pan-African Parliament]</i>	Scenario 2: Institute as a Commission of the AUC <i>[Source of authority – AUC]</i>	Scenario 3: Institute as a Directorate of the AUC <i>[Source of authority – AUC]</i>	Scenario 4: Institute as a Division of the Economic Affairs Department at AUC <i>[Source of authority – Economic Affairs Department]</i>
4. Level of organisational autonomy	<b>Ideal setup:</b> Because its interaction with stakeholders would not be externally influenced as the Institute would be positioned to independently raise funds for its operations. The downside to this is the potential risk of undue influence from donors which might not be in the interest of the AU	<b>Constrained:</b> The Institute's interactions with stakeholders would be required to take place within the legal framework of the AUC whereby relations with high ranking institutions (such as the World Bank) would have to be vetted by the AUC Chair. However, the Institute would be guaranteed a basic income from the AUC budget	<b>Restricted:</b> The Institute's level of autonomy as an organisation would be restricted to professional (methodological) autonomy (data collection, analysis and dissemination) because of its relatively low institutional clout. It would also have income guaranteed by the AUC	<b>Limited:</b> The Institute would not be in a position to independently interact with stakeholders. However, it would also be part of the budget of the AUC

### Key considerations underlying the choice of a structure for the Institute

There are three issues that ought to be taken into account when making the choice on the level of positioning and on an appropriate structure for the Institute. First and foremost is the intent (or spirit) behind the Decision of the Assembly of Heads of State and Government to establish the Institute. Second is affordability in terms of resources, especially finance. Third is the dynamics on the ground. Fourth is a legal constraint.

#### *Intent behind the Decision of the Assembly of Heads of State and Government to establish the Institute*

The Decision specifically mentions:

- first, the role and importance of the Institute as
  - promoting the production of official statistics of the AU;
  - shedding light (providing information) on the decisions of African institutions; and
  - educating African citizens
- second, the activities of the Institute as
  - collecting, harmonising and aggregating data published by NSIs of African countries; and
  - publishing the data at the African (continental) level
- third, priority areas for the Institute as Labour Market, Migration, National Accounts, International Trade and Sustainable Development Goals

As already indicated, the Institute's role of promoting production of statistics in 54 countries, of providing information on the decisions of African institutions, and of educating African citizens is one of leadership. Second, all the activities are of a supra-national scale, and are therefore immense in size and responsibility. Third, at the root of the priority areas is the question whether the data would be "fit for purpose", which is the definition of statistical quality. Again as already indicated African statistics are known for being contentious in the area of quality. Accordingly, if the Institute is to publish good quality data on the African continent on the priority areas specified, it will have to take leadership of improving the quality of statistics in the AU's 54 member states.

In summary, the intent behind the Decision of the Assembly the establishment of an Institute with a leadership role of statistical production and development on a continental scale

#### *Affordability of the Institute*

As indicated in Part 3, the resource base of the AUC is narrow, resulting in insufficient funds, and giving rise to a dependence on foreign partners. In addition, contributions from member states are unpredictable. In reality this is the resource environment within which the Institute is to be established. This is a challenge the Assembly needs to address. Sustainable funding, whether for the AUC or the Institute, will have to be the responsibility of member states whether in terms of direct contributions, fundraising initiatives such as a Statistical Fund, or both. As a solution, the current search for a long-term source for sustainable funding for the AUC should also cover the Institute.

The resource constraint has featured as a main input into the option for the Institute to remain a Division of the AUC (Scenario 4), which is unlikely to address the intent of the Decision of the Assembly. The Assembly is faced by a choice: whether to retain the status quo (where statistics do not play a significant role in African development initiatives) or, as it were, to think outside the box (where statistics are treated as a strategic resource). Thinking outside the box requires *a long term strategic vision for the Institute*. It involves starting small, with an Institute even at the equivalent of an AUC Division level, but growing in phases over the long-term until it becomes a viable continental institution. The danger is limiting the Institute's growth at a relatively ineffective small size.

In summary, a phased in growth of the Institute due the reality of a small resource base but against a backdrop of a long-term strategic vision would ultimately realise the intent behind the Decision of the Assembly to establish an Institute with a leadership role of statistical production and development on a continental scale.

#### *Dynamics on the ground*

The main dynamic currently affecting the establishment of the Institute is that the host country, Tunisia, acquired premises for the Institute for which it is paying rent. Paying rent for unoccupied premises renders urgent establishment of the Institute, which, in turn, is pushing for a decision on the structure of the Institute and immediate occupation of the premises.

#### *Legal constraint*

Establishment of the Institute based either on Option 1 (Independent Institute), Option 2 (Commission level), or Option 3 (Directorate level) of the structure of the Institute has legal constraints in the Constitutive Act of the African Union. According to Article 5 section 2, these options can be established only by the Assembly. Options 2 and 3 are further constrained by Article 20, section 3.

Because of the dynamics on the ground, the options with the potential to satisfy the intent of the Decision of the Assembly are not immediately realistic. However, they are realistic in the medium-to-long-term because the Constitutive Act can be amended by the Assembly and ratified by member states within a minimum period of 2-3 years as indicated in Article 30 of the Act. The period the amendments to the Constitutive Act would take would be in line with the strategic vision of the Institute in the long term.

Goal: a long term vision: the spirit of the Decision of the Assembly of Heads of State and Government (independent institute)

Pragmatic (practical) approach governed by

- Intent behind the decision
- Resource availability (funding (exit strategy after donor funding) strategy , human resources)
- Dynamics on the ground

## Part 3

# Mobilisation of sustainable resources for the establishment of the African Union Institute for Statistics

## Introduction

This section provides an advocacy strategy to facilitate the mobilisation of sustainable resources for the establishment of the African Union Institute for Statistics. It initially sketches demand for the two institutions; establishes the resource gap in terms of required budgets; and develops an advocacy strategy to facilitate what needs to be done to fill the resource gap.

## Identifying sustainable sources of funding the African Union

This section outlines the dynamics of funding the AU, which has a bearing on the establishment of the Institute.

### Sources of revenue for the AU

There are three main sources of revenue for the AU; namely,

- contributions by member states arising from assessments;
- funds from external partners;
- an AU Foundation Fund, a very recently setup-fund, still relatively inconsequential, that depends on voluntary contributions.

AU revenue is divided into two parts – an operational budget and a programme budget. Member state contributions are prioritised for the operational budget although they are also meant to fund programmes. On the other hand, contributions from partners go to the programme budget. It is not yet stated how the Foundation Fund is to be allocated.

There are four issues concerning the funding of the AU and the use of available resources by the Union. The first issue is that revenue is usually insufficient to cover the programmes of the Union. The reason is the narrow base AU revenue is divided into two parts – an operational budget and a programme budget. Member state contributions are prioritised for the operational budget although they are also meant to fund programmes. On the other hand, contributions from partners go to the programme budget. It is not yet stated how the Foundation Fund is to be allocated.

There are four issues concerning the funding of the AU and the use of available resources by the Union. The first issue is that revenue is usually insufficient to cover the programmes of the Union. The reason is the narrow base for resource mobilisation – member states are assessed on the basis of their GDP. For example, in 2011 and 2012 member states contributed just around 7 percent of the Programme Budget.

The narrow resource base gives rise to the second issue - increasing dependence on funding by external partners. For example, member state contributions to the programme budget has progressively declined from 27 percent in 2007 to 3.3 percent in 2013 while partner contributions in the same period progressively increased from 73 percent to 96.7 percent. For the combined budget (programmes together with operations) member state contributions declined from 71 percent to 44 percent while contributions from partners increased from 29 percent to 56 percent. The other face

of dependence is the dominance of contributions from the Big Five - Algeria, Egypt, Libya, Nigeria, and South Africa – to the tune of 66 percent of the total member state contributions. The problem here is what happens when for some reason (such as political instability) some members of the Big Five become uncertain about meeting their commitments, as is currently the case with Egypt, Libya, and Nigeria.

The third issue is unpredictability of contributions from member states throughout the year despite approval of budgets at the beginning of every year. Contributions are known to trickle in during the year, with some at the very end of the year. In addition, many states are in arrears, some for several years. For example, in September 2013 59 percent of the member states were in arrears. Taking the above three issues into account one can say that of the three sources, only one, external partners, can be said to be substantive and, ironically, “sustainable”.

The fourth issue is the relatively weak resource absorption capacity of the AU. For example, in 2012 the actual expenditure of the AUC was 66 percent of the funds released to the AUC. In the AU as a whole in the same year only 41 percent of the programme budget was spent compared to the 94 percent of the operational budget; and only 65 percent of the total AU budget was spent. Of course under-absorption of funds must be mapped against delays in the release of funds by member states as well as meeting partner requirements before funds can be released. Even when delays are taken into account, under-absorption is still substantial, as was the case in 2012 when only 67 percent was absorbed.

### The search for alternative sources of revenue for the AU

The AU is heavily dependent on external partners to implement its programmes as well as to carry out its operations. This state of affairs is clearly unsustainable in the medium and long term. Even if all the assessments were honoured as scheduled, current internal sources would not cover its operational and programme costs. Lack of sustainable resources has been a problem long recognised, originally by the OAU and subsequently by the AU. Since 2001 decisions were made on several occasions either by the Executive Council or the Assembly to undertake studies on Alternative Sources of Funding the AU. Notable of these early efforts were the relatively comprehensive set of proposals made in 2006 by the former President of Senegal, Abdoulaye Wade. However, it was the setting up in 2011, by the 17th Ordinary Session of the Assembly of Heads of State and Government, of a High Level Panel of Eminent Persons, chaired by the former President of Nigeria, Olusegun Obasanjo, on Alternative Sources of financing the AU that resulted in the adoption, in principle, of two alternative funding sources. These were:

- a US\$2.00 hospitality levy per stay in a hotel; and
- a US\$10.00 levy on flight tickets for flights originating from Africa or with destinations in Africa or for flights between African countries.

Despite the retention in 2013 of the Obasanjo High Level Panel by the Assembly of Heads of State and Government, member states have either directly rejected or shelved these proposals through a decision in March 2014 by Finance Ministers during the Seventh AU-ECA Joint Annual Meetings in Abuja.

### Methodology

Development of an advocacy strategy for mobilising sustainable resources for the Institute assumes that we know the nature and size of the demand for it. The *nature* of the demand refers to whether or not the Institute is *wanted* or *needed*. Potential beneficiaries consist of a spectrum of users of statistics – AU member states, RECs, AUC, the private sector, civil society, regional organisations,

international organisations, and support partners. These potential beneficiaries are grouped twofold – those that *want* the Institute and those that *need* it. In economics *wants* are elemental to demand analysis and the price system; *needs* are not. Thus potential beneficiaries with wants for the Institute are those that are prepared to participate in its costing (classically: pricing) on a sustainable basis. Those with needs for the Institute are not prepared to participate in its costing on a sustainable basis; they include those that may participate in the pricing on a short-term basis. Accordingly the group with wants includes member states, RECs and AUC. The rest of the potential beneficiaries constitute the second group that has needs for the Institute; they include support partners.

One of the tasks in the methodology is to establish a rough approximation of the extent to which the Institute is wanted by soliciting the views of some member states, RECs and AUC departments. This is not to question the Decision of the Assembly Heads of State and Government. It is to draw attention to the risk that potential lack of or non-committal support for the Institute by key constituencies may pose to its establishment, and to highlight the need for an advocacy strategy to mitigate the risk.

The second task in the methodology is to establish the size of the demand to be met by estimating the resource gap - the difference between the resources required and those currently available. The resource gap is expressed in terms of estimates of the budget required for the establishment of the Institute. Budget estimates are based on the Institute's capacity in terms of institutional arrangements, organisational structure and basic infrastructure translated into respective budgets.

The third task is to develop a strategy for what needs to be done to fill the resource gap.

The methodology involved consultations with stakeholders via face-to-face meetings and questionnaires. Stakeholders consulted included the host government and representatives of available NSOs, RECs, and strategic and support partners of the AUC. Because of resource and time constraints, the number of stakeholders visited was very limited. Questionnaires were sent via email. Preparations for the visits included alerting targeted respondents on the information being sought from them by emailing the relevant questionnaire to them before the visits.

Face-to-face meetings took place with the following stakeholders:

- Hosts of the institutions – Government of Tunisia for the Institute and Government of Côte d'Ivoire for the Training Centre;
- National Statistics Offices:
  - Central Statistical Agency of Ethiopia;
  - Institut National de la Statistique (INS) de Tunisie;
  - Uganda Bureau of Statistics (UBOS);
  - L'Institut National de la Statistique (STATISTIQUES TUNISIE) of Tunisia (French-speaking); and
  - Statistics South Africa.
- Regional Statistical Training Schools:
  - Makerere University School of Statistics and Planning (MUSPP) (formerly Institute of Statistics and Applied Economics (ISAE)) at Makerere University, Kampala, Uganda; and
  - National School of Statistics and Applied Economics (ENSEA); Abidjan, Côte d'Ivoire.
- Strategic partners:
  - African Union Commission;
  - United Nations Economic Commission for Africa;



- African Development Bank; and
- African Capacity Building Foundation.

Filled-in questionnaires were returned by the following stakeholders:

- National Statistics Offices:
  - Office national des Statistiques of Algeria;
  - Statistics Botswana;
  - Institut National de Statistique of Cameroon;
  - Institut National de Statistique of Togo;
  - Institut National de la Statistique (INS) of Côte d'Ivoire;
  - National Statistics Institute Office of Egypt;
  - Central Agency for Public Mobilisation and Statistics – National Centre for Statistical Training of Egypt;
  - Institut National de Statistique of Guinea-Bissau;
  - National Bureau of Statistics of Nigeria;
  - Liberian Institute of Statistics and Geo-Information Services.
- Regional Statistical Training Schools:
  - National School of Statistics and Applied Economics (ENSEA); Abidjan, Côte d'Ivoire;
  - Ecole Nationale de Statistique et de l'Analyse Economique of Senegal;
  - Makerere University School of Statistics and Planning (MUSP) (formerly Institute of Statistics and Applied Economics (ISAE)) at Makerere University, Kampala, Uganda; and
  - Institut Sous régional de Statistique et d'Economie Appliquée (ISSEA).
  - Regional Economic Communities:
    - East African Community (EAC);
    - Economic Community of Central African States (ECCAS); and
    - Southern African Development Community (SADC).

## Findings

Findings on the three key tasks identified in the methodology section are presented below. To recap the issues are:

- to establish a rough approximation of the extent to which the institutions are wanted by stakeholders;
- to estimate the resource gap in terms of budget estimates for the two institutions; and
- to develop a strategy to facilitate what needs to be done to fill the resource gap.

## Demand for the Institute

The three tasks are addressed sequentially.

Demand for the Institute is expressed in terms of stakeholder understanding of the Institute's functions, role, decision-making process for its establishment, positioning, and funding. Information from stakeholders is presented according to the stakeholder categories previously provided.

### *Consultations with the host Government of Tunisia*

Two consultative missions were made to Tunisia to discuss matters concerning the establishment and hosting of the Institute. The first mission pre-dated the project; the second was part of the project.

- First mission – August 2014

The first mission was high-powered, led by the Commissioner for the Department of Economic Affairs, Dr Mothae Maruping, to meet with the Tunisian Secretary of State for Development and International Cooperation, Secretary of State for African Affairs, the Minister of Economy and Finance, the Tunisian National Statistics Office, the African Development Bank's Department of Statistics, and representatives from the Tunisian Ministry of Foreign Affairs. The mission held three principal meetings.

The first and main meeting was with the Tunisian Secretary of State for Development and International Cooperation, the Secretary of State for African Affairs, and the Minister of Economy and Finance. During this meeting the Tunisian Government showed its commitment to host the Institute and to provide the necessary resources to speed up the establishment process of the Institute. The Tunisian delegation stated that Tunisia was ready to take all the necessary arrangements to host the Institute. In particular:

- Tunisia was committed and stood ready to take all the necessary steps, including the necessary resources both technical and financial, to establish, support and host the Institute in 2015;
- the Institute would be instrumental to the implementation of Agenda 2063 and the Post-2015 Development Agenda;
- Tunisia had already made available office space, two floors and additional space if necessary, in a suitable building, to be allocated to the Institute; and
- Tunisia was committed to allocating resources for the operationalisation of the Institute.

In turn the AUC delegation:

- Expressed approval of the premises that the Government of Tunisia had made available to the Institute; and
- called upon Tunisian Authorities to speed up establishment of the Institute by making available adequate resources for the start-up of the Institute.

A technical team composed of representatives from the AUC, the NSO of Tunisia, the Tunisian Ministries of Economy and Finance and of Foreign Affairs was set up to prepare a technical document on the structure, budget requirements, core activities of the Institute and the different phases of its setting up.

A second meeting of the same mission was with representatives from the Tunisian National Statistics Office, and the Department of Statistics of the African Development Bank to explore possible support AfDB could give to the Institute. AfDB representatives indicated that the Bank:

- could second staff members to the new Institute;
- could jointly organise activities with the Institute, in line with the collaboration they had had on statistical development together with UNECA during the past eight years; and
- could donate equipment such as computers and printers needed for the start-up of the Institute.

It was then agreed that the AUC should send a request to AfDB Management for the donation of equipment including computers, printers, etc., needed for the start-up of the Institute.

A third meeting of the same mission was with representatives from the Tunisian Ministry of Foreign Affairs. The meeting discussed the draft Host Agreement within the context of Tunisian law, addressing such issues as the definition of the Institute in the preamble, specification of the diplomatic status of the staff of the Institute (regarding especially immunity), and an article on the

Entry into Force of the Host Agreement, among others. It was agreed that AUC and the Tunisian Ministry of Foreign Affairs would finalise the draft Host Agreement before the end of the month (August 2014) and that the AUC would harmonise the text with other AU host agreements with other countries.

- Second Mission – November 2014

The second consultative mission with the host was held jointly with the Independent Expert Meeting specially convened by the AUC to analyse the already-mentioned technical documents for the African Union Institute for Statistics during 3-7 November 2014 in Tunis. The meeting was hosted by the National Institute of Statistics of Tunisia represented by the Director-General, the Director of Statistical Coordination and International Cooperation, and the Central Director of Dissemination, Information and Coordination. The AUC delegation was led by the Head of the Statistics Division, accompanied by the Senior Statistician and the consultant on the project.

There were four main outputs from the meeting:

- The Tunisian delegation was part of the consensus of the meeting on the functions and roles of the Institute. Briefly, the functions are: (1) to assemble, harmonise and provide African statistics on the socioeconomic and demographic outlook of Africa; and (2) to develop and promote statistical standards and procedures, concepts and definitions, methods, and classifications. Secondly, the roles are: (1) to promote the production of official statistics of the African Union mainly by collecting, harmonising and aggregating data published by the National Statistics Institutes of African countries; and (2) to lead and coordinate the African Statistics System to produce quality and timely official statistics on Africa.
- The Tunisian delegation reaffirmed the commitments made in the August meeting.
- The Tunisian delegation demonstrated Tunisia's readiness for the establishment of the Institute by conducting a tour of the two large empty floors reserved for the Institute. The space was awaiting a floor plan from the AUC for office partitioning to take place. A tentative floor plan by Tunisian authorities was already available.
- The meeting established that the Institute was not separately budgeted for. Instead, the Tunisian portion of the Institute's budget would come from the budget of the National Institute of Statistics of Tunisia; that is, the Institute would be funded through the National Institute of Statistics. However, the budget was as yet to be made available in hard figures.

In summary, Tunisia totally supports the functions, role and decision-making process for the establishment of the Institute, its positioning and funding.

#### *Consultations with NSOs*

In order to preserve confidentiality, information from NSOs is thematically grouped without associating it with a particular NSO. Actual feedback on the consultations came from 12 DGs. All the respondents supported the establishment of the Institute mainly because they saw the need for a body to report on Africa as a continent as the AU Statistics Division was seen as being too small to effectively report on the continent. Member states said they were not feeling the presence of AU Statistics Division. However, of the 12 respondents one strongly questioned the location of the Institute to the extent that he was prepared to oppose it. Another one was dissatisfied with the location but would go along with the Assembly's Decision anyway. The second respondent was also concerned about what value the Institute would add over and above that provided by the current

system of RECs, the AfDB and UNECA; that it would be best if the value-added were demonstrated before the Institute was established. The same two respondents felt they were left out of the decision-making process to establish the Institute. In this respect the principle of establishing the Institute was less in question than the transparency of the process leading to the decision for its establishment. They wished for more time to examine the intricacies and implications of the decision in order to further inclusiveness. Several respondents expressed concern about new institutions being developed perhaps in competition with the proposed Institute. They cited the statistics institute the EAC was in the process of establishing, which would be similar to the proposed AU Institute. It was also said that ECOWAS and SADC were going the same route.

## **Recommendation 2**

*Concerns about the location of the Institute, transparency of the decision-making process, and the likelihood of overlaps/frictions between new regional institutions being established should be seen as a potential risk. To mitigate the risk, an advocacy strategy will be required to galvanise support from the NSOs that feel somewhat left out.*

- Functions of the Institute

By function we mean the specific activity an entity is designed to perform in order to produce a specific output. It refers to the action for which the entity has been established. Below are the functions of the Institute as perceived by NSO representatives:

- The Institute should collect what data exist and analyse them at continental level; it should build a database that is accessible to member states, partners, international organisations, and other interested parties. The point is to tell an African story based on African data.
- The Institute should solve the problem of inconsistencies of data from different focal points (such as NSOs) both within member states and across member states. The solution would be for the Institute to develop a generic statistical quality assurance framework to be adapted by NSOs and other state agencies that produce statistics.
- The Institute should start a journal in which member states can publish their research.

- Roles of the Institute

By role we mean the part to be played in the African Statistics System by the Institute in order to produce statistics of comparable quality from which to build statistical profiles of the African continent. The role should subsume more than one function. The views on the actual roles the Institute should play were qualified by potential risks of overlaps, competition or reservations on geographical location. The first four bullets below state the roles of the Institute while the last two bullets are the associated potential risks:

- The Institute should add value to the development of statistics in Africa by solving problems at country level; for example by creating an “equalisation facility” to uplift member states lagging behind in capacity development through funding or technical assistance.
- The Institute should play a unifying role in terms of standards and procedures with regard to the way statistics are produced, disseminated, and used. In addition, the Institute should be a unifying factor by playing a coordinating role of rationalising its own work with the work of AfDB and UNECA.

- The Institute should focus on statistical organisation to establish trust in the African Statistics System. The first step in data harmonisation should be to coordinate the work of the RECs as RECs have to come together in order that continent-wide data harmonisation can happen. An advocacy strategy should be developed for the coordination of RECs. This is one way to implement SHaSA and the Charter.
- The Institute should play a strong advocacy role raising the profile of statistics in member states.
- The Institute might be seen to add little value to the enhancement of capacity building in the light of current regional efforts at building statistical capacity. For example, EAC is in the process of establishing a regional statistics office to handle data harmonisation, coordination and regulation matters. In addition, ECOWAS and SADC are thinking along the same lines.
- The geographical location of the Institute in Tunis might also influence the effectiveness of the Institute because it is seen as being not optimal but isolated, which will affect its accessibility. It should be near the AUC and RECs. It should also be represented in regions, and ultimately in member states.

### **Recommendation 3**

*The recommended advocacy strategy on mitigating the risk posed by feelings of exclusion in the decision-making process of the establishment of the Institute (Recommendation 2) should also include promotion of the Institute among DGs, coordination of RECs and logistics for meetings and conferences acceptable to the majority of NSOs.*

- Positioning the Institute

With regard to positioning the Institute there was consensus among representatives of NSOs that the Institute should meet certain requirements as indicated below:

- It should be a high level body, professionally autonomous or independent, in order to avoid being influenced by partisan interests and being bogged down by internal operations of the AUC.
- It should serve the statistical agenda of the AUC and be answerable to the Executive Council of the AUC and managed by a policy-making organ such as a Board. The Board could be constituted by NSO representation through RECs on a rotational basis.
- It should be a department preferably at the level of a Commission within the organisational structure of the AUC so that it has the power to convene high level political and other structures.
- It should have a structure directly linked to the Chairperson of the AU because of the importance of statistics in decision-making, and should replicate itself at regional level.
- Decision-making process to establish the Institute

This is a main area where some of the respondents of the NSOs said that they remained unclear. All the representatives were aware of the Institute; however, it was not clear how the decision to locate it in Tunis had been arrived at, especially in view of the inconclusive discussions on the subject by the Directors-General at Yamoussoukro, Côte d'Ivoire, in 2012. There were some unanswered questions of relevance raised by Directors-General. For example, they missed out on contributing to the definition of what the Institute was being established for, or on its value-added.

Nevertheless there was consensus on the need to phase in implementation of the Institute.

- Funding the Institute

All the representatives of NSOs consulted based their suggestions on sustainable sources and models of funding for the Institute on the principle that the Institute cannot be funded independent of the AU agenda. And as the background section on alternative sources of funding for the AU indicates, representatives of NSOs had rather limited ideas on sources and models of financing the Institute. Below, their views are itemised, beginning with constraints that generate an unclear picture of sustainable funding (first bullet), and ending with proposals for sources of sustainable funding (last four bullets).

- As already indicated, the main sources for funding the AU are member states and partners. However, 98 percent of the AU budget comes from partners. The overwhelming dependence on partners is not sustainable, and has implications on the sustainability of funding the Institute. Finding sustainable sources of funding will be difficult because most member states are in arrears with their contributions; the 65 percent share contributions from the Big Five has become unpredictable due to instability; member state monetary contributions are likely to get even less as the number of regional and Pan-African institutions increase; and they have rejected or shelved all propositions of potentially sustainable alternative sources of funding.
- It is difficult to get a clear picture of funding sources; but perhaps there should be a three-year start with partner and member state contributions as the search for alternative sources of (sustainable) funding goes on.

All stakeholders at national, regional and continental levels should be engaged to mobilise more resources and to increase domestic resources through improved partnerships with the African private sector.

- The possibility of a Statistics Fund or even a Trust (Capitalisation) Fund for the Institute should be explored in terms of contributors and management. The Fund should fill in the funding gap during times of scarcity.
- Provision of technical support by member states better endowed with capacity would be easier to provide than financial contributions, and should be encouraged

#### **Recommendation 4**

*Development of two strategies is recommended. The first strategy on engaging all stakeholders at national, regional and continental levels to mobilise resources with emphasis on domestic resources including partnerships with the private sector. The second and more feasible strategy is on establishing a Statistics Fund or even a Trust (Capitalisation) Fund to be reverted to during times of shortages.*

#### *Consultations with RECs*

Three RECs responded to the questionnaire. The respondents were aware of the Decision to establish the Institute by the Assembly of Heads of State and Government. It would appear, however, that they did not have enough information on the Institute to make in-depth contributions. Of the three one did not expect his Community to benefit from the Institute because it has a regional institute poised to become a “centre of excellence in Africa and the world”.

- Functions of the Institute

- To Coordinate and harmonise statistics training and capacity building initiatives including statistics skills transfer to existing statistics training centres in Africa.

- Role of the Institute
  - To promote development and applications of relevant statistical standards and best practice for Africa.
  - To harmonise concepts and methodologies to produce statistics in Africa.
- Positioning the Institute
  - The Institute should resemble a regional organisation or institution with a stand-alone legal and regulatory framework to support its functions, but as one of the organs of the AUC.
  - The head of the Institute should be at the level perhaps equal to or higher than the present Commissioners at AUC and should report to the Head of the AUC.
  - The Institute should be a specialised agency attached to the AUC.
- Funding the Institute
  - A proportion of member countries' annual contributions to the AUC should be allocated to the institute. This should however be supplemented by support from international cooperating and development partners for specific needs as necessary.
  - A statistics fund could be created at AUC level to which member countries could make contributions.
  - Contributions from Partner States, Remittances from Development Partners and through own funds generated by research and other services.
- Decision-making process to establish the Institute
  - There were no views from respondents on how the process to establish the Institute had been reached, which might explain their apparent lack of in-depth information on the Institute.

### **Recommendation 5**

*AUC should prioritise a meeting with RECs to discuss their role in the Institute and harmonise the programmes. The objective would be to agree a joint AUC/RECS statistics programme.*

### *Consultations with a support partner: Eurostat*

A working visit to Luxembourg by an AU delegation to learn from Eurostat's experiences and to discuss future relations with the AU Institute for Statistics and the Pan African Programme was undertaken from 23 to 24 October 2014.

- Functions of the Institute

During the meeting of 23-24 October 2014 Eurostat took the functions of the Institute as a given. As a result, it made inputs into the role of the Institute in the African Statistics System and issues affecting its establishment.

- Role of the Institute

Against the backdrop of the activities of the Institute, the following roles for the Institute were discussed with Eurostat:

- regulation, harmonisation, and coordination of statistics production in the areas highlighted by the Assembly of Heads of State and Government: namely, Economic Statistics (especially National Accounts), Trade Statistics, Migration Statistics, Labour Statistics, and statistics on the Post-2015 Development Agenda;
  - provision of technical assistance to countries in the development of standards - clear concepts and definitions, methodologies and classifications as well as instruments such as questionnaires;
  - appropriate definition of criteria for membership of STGs (which are the entities responsible for deliverables in designated statistical areas) and their proper coordination in order to develop standards and norms that NSOs implement to produce comparable statistics; and
  - definition and implementation of coordination instruments (such as the Charter) and mechanisms (such as expert meetings).
- Positioning the Institute

The meeting also discussed the value:

- to advocate for the Institute to raise its profile so that it has convening power and professional independence from political entities to develop standards and norms to be applied by all statistical organisations on the continent;
  - to elevate the Institute to the same level as the other AUC departments in order for it to serve them adequately; and
  - for the Union Statistician to be able to talk to political authorities such as Ministers and Heads of State and Government in order to advocate for the development of statistics on the continent.
- Funding the Institute

With regard to funding the Institute Eurostat made two remarks based on its own experience. Firstly, it suggested that the Institute should have adequate resources (material, human and financial) to perform its tasks and to respond adequately to the data requirements of the African Integration Agenda. However, there is need to proceed progressively with the recruitment of staff based on the budget constraints of the AUC. Secondly, it pointed out that African statistics could be considered as a global good (given global interest in African statistics that can support inward investment, trade initiatives and development programmes). Therefore it is possible that there is international interest to financially support an institute that seeks to strengthen them. In addition, in the context of the Post 2015 Development Agenda, statistics should form part of the discussion on the financing mechanism for the Agenda.

In terms of the EU contribution for the PAS activities, all supporting in a broader sense the establishment of the Institute, Eurostat affirmed funding of a first phase of €7.5 million for the next three years (2016-2019) possibly renewable by approximately 10 million Euro for a second phase (2019-2021).



### *Consultations with strategic partners*

The three partners – AfDB, AUC and UNECA – were supportive of the Institute and acknowledged that they indeed had a role to play in its establishment considering the fact that they had been working together in the development and production of African statistics for several years. In one way or other they had been party to the idea of the Institute. They looked forward to building synergy amongst themselves. Thus the partners were quite aware of the functions of the Institute – harmonisation of data collected from African countries, using the data to report on Africa, developing standards and procedures for countries, developing frameworks to regulate statistical production, and providing technical support to build capacity in countries. However, their understanding of the role of the Institute in statistical production and development tended to differ somewhat.

Excepting the AUC departments that were consulted, AfDB's Statistics Department and UNECA's African Centre for Statistics advised that the relatively isolated location of the Institute in Tunis be regarded as a risk for which a mitigation strategy should be put in place. Tunis is rather isolated and far away from the AU headquarters in Addis Ababa; therefore it risks being put on the periphery in terms of financial and human resource allocation, which is co-ordinated at the headquarters.

Apart from the AUC, none of the other two strategic partners was keen to offer direct financial support to the Institute.

### *Consultations with strategic partners: AUC departments*

- Role of the Institute

The Institute was mostly perceived as the ultimate authority on data to be used for socioeconomic storylines on Africa. Partners were concerned mainly about the absolute lack of data as well as incomparability of the data that are available. They were also wary of the sometimes little productive cooperation among Pan-African statistical institutions. Below are the two items they emphasised:

- The Institute should resolve the relatively universal lack of data on Africa. Most of the data used to describe various aspects of the continent are obtained from open media sources - googled from databases of international organisations like the UN and agencies like the World Bank. Oftentimes such data are imputations from datasets that bear little or no resemblance to the reality on the ground. Therefore the advocacy strategy for funding the Institute should take into account the problem of lack of data. In addition, focal points (data producers) should collect data with sectoral needs in mind.
- The relevance of the Institute is yet to be established in view of the current repositioning of ECA to capitalise on the advantage of its regional presence by establishing regional offices to generate data on Africa for Africa.

- Positioning the Institute

With the exception of one respondent, there was a general consensus that the statistics function in the AUC needs to be much stronger than it currently is. Nevertheless they cautioned that the resource challenge within the Commission would most likely qualify the positioning. The tendency was towards making the Institute a department of the AUC. However, another view of the Institute as a specialised agency of the Commission was also expressed. The two views are listed below:

- The Institute is an integral part of the AUC. Accordingly the positioning of the Institute should be aligned with the reality of resource constraints in the AUC.
  - A statistics institute should be professionally governed so as to avoid being influenced by non-professional considerations. Accordingly, the Institute should be a strategic organ of the AU and therefore a specialised agency of the AU, with its own identity. For this reason it should be established by the Pan-African Parliament.
- Decision-making process for establishing the Institute

With the exception of one respondent, departmental representatives were aware of the process that led to the Decisions of the Assembly of Heads of State and Government; and some had directly contributed towards it.

- Funding the Institute

All the departmental representatives were aware of the previous unsuccessful efforts by the AUC to secure alternative funding for the Commission. Against this background they proposed the AUC through member state contributions and support from partners as the sustainable source of funding for the Institute.

#### *Consultations with strategic partners: AfDB*

The AfDB was represented by a representative of its Statistics Department. The Bank expressed unhesitating support for the Institute because of the need to strengthen the statistical function at the AUC for the benefit of the African continent.

- Role of the Institute

There is a need for partners that are directly involved in statistical activities on the continent – AfDB, ECA and the Institute – to avoid overlapping tasks and a sub-optimal use of scarce continental resources for statistics. The Institute should therefore be a unifying factor. Non-overlapping duties should be clearly allocated to UNECA, AfDB and the Institute.

- Positioning the Institute

The Institute should be part of the AUC, functioning at Commission level, such that the Head of the Institute should be in a position to pick up a phone and directly talk to the Chairperson. This level would also guarantee the Institute convening power. The positioning could be achieved in phases.

- Funding the Institute

It is well known that it has always been difficult to get resources for statistics in AU member states, RECs and other agencies in Africa. So, access to resources is going to be difficult. Notwithstanding the difficulty, the Bank proposes and would support the following:

- a joint approach to donors using a funding proposal (as was the case with the agricultural strategy). The Bank would assist with developing the proposal and fundraising through its Department of Resource Mobilisation as well as seconding some of its staff to the Institute on a joint programme agreed with the AUC;
- advocacy within the AU for the establishment and funding of the Institute; and
- a quick decision on the positioning of the Institute: “Let’s not wait for another two years for a proposal and a programme of resource mobilisation as well as visits to prospective donors”.

### *Consultations with strategic partners: UNECA*

Consultation was with representatives of the African Centre for Statistics.

- **Role of the Institute**

UNECA's African Centre for Statistics (ACS) and the Institute appear to share the same space for their activities, in which case they could be seen as rivals. First, they are both involved in coordination and data harmonisation beginning at continental level down the hierarchy through RECs to member states, especially NSOs. UNECA is physically present at regional level while the Institute (currently in the shape of the AU Statistics Division) plans to coordinate or work through other agencies at the subnational level. Harmonisation by UNECA involves:

- developing a corporate database into which data (various types of indicators) are assembled; the data are manipulated to enable comparisons over time and across administrative geography; and
- use of specific methodologies to effect data quality control; for example, promotion and demonstration of SNA 2008 in NSOs; or design of master sample frames.

Second, they are both involved in the promotion and implementation of statistical quality processes to improve comparability of data. Third, they each provide technical assistance to member states as well as support statistical capacity building in the same statistical areas.

However, notwithstanding the existence of areas of overlap, UNECA's African Centre for Statistics (ACS) made what appeared to be a clear distinction between its role and that of the Institute. The role of the Institute should be about *innovation* or *adoption* of good practices such as the adaptation of regulatory frameworks (e.g. the Charter), while the role of ACS was application of methodologies and good practices.

### **Recommendation 6**

*Notwithstanding the Decisions of the Assembly of Heads of State and Government to establish the Institute, appreciation of the indispensable role of statistics, especially its practical implications, in view of advancing the cause of the African Integration Agenda requires commitment at all levels of the AUC, as well as leadership from the senior levels. It is accordingly recommended that an advocacy strategy, preferably spearheaded by the ASCC, is developed and implemented to enhance internal commitment with a view to raising the profile of statistics in the African Statistics System in a practical sense.*

### **Recommendation 7**

*As a matter of priority, an urgent meeting of the executive heads of AUC, AfDB, and UNECA should be held (1) to familiarise themselves with the mandates of their institutions, (2) to rationalise the terms of reference of their institutions to avoid duplication, (3) to develop a framework for cooperation with emphasis on enhancing synergy among their institutions, (4) to agree on and recommend a structure for the Institute, and (5) to define a way forward by identifying milestones on the growth trajectory for the Institute.*

- **Funding the Institute**

UNECA has very limited financial resources to offer the Institute. Their preference is that it is funded by the AUC.

## Resource gap in terms of budget estimates for the Institute

This section paints a picture of the funding needs of the Institute. The host government has provided a budget for its part in providing premises for the Institute, maintaining it, and hiring local staff. The budget Tunisia is providing is indicated in [Table 8](#).

Table 8: Republic of Tunisia budget estimates in USD for the Institute for the period 2015-17

Items	Year 1	Year 2	Year 3	Total (Year 1-3)
Salaries and grants for Tunisian NSO staff to the Institute	47 312	49 677	52 161	<b>149 150</b>
Current expenditure	174 118	182 824	192 336	<b>549 278</b>
Facilities and equipment	223 529	12 353	12 353	<b>248 235</b>
<b>Total</b>	<b>444 959</b>	<b>244 854</b>	<b>256 850</b>	<b>946 663</b>

The exchange rate used was US \$1 = TD 1.7

**Note:** Due to translating item values in Tunisian dinars into US dollars and to rounding them to whole numbers, some totals may slightly differ from the ones in the submission from Statistiques Tunisie where on total dinars were translated into dollars.

A summary of the estimates for the Institute excluding contributions from Tunisia is provided in [Table 9](#).

Table 9: Indicative budget estimates in USD for the Institute for the period 2015-17

Items	Year 1	Year 2	Year 3	Total (Year 1-3)
Personnel	3 464 625	3 637 857	3 819 749	<b>10 922 231</b>
Programme	53 535 000	64 490 000	77 384 000	<b>195 409 000</b>
<b>Total</b>	<b>56 999 625</b>	<b>68 127 857</b>	<b>81 203 749</b>	<b>206 331 231</b>

Indicative budget estimates, especially those for personnel, were made with minimum sets of staffing in mind. [Table 10](#) is for the required personnel at the time of its establishment while [Table 11](#) is for programmes (see annex).

Because of financial constraints, establishment of the Institute should be implemented in phases, guided by the preferred structure. Establishment of the Institute in phases is emphasised in Recommendation 8 below.

### **Recommendation 8**

*It is recommended that establishment of the Institute is implemented in phases in line with the availability of funds.*

## Phasing in the Institute

Compared with Eurostat, for example, the budget estimates and the level of staffing the Institute is very conservative considering that Eurostat serves fewer countries (28) with much better organised statistics systems than is the case with the Institute (54). While Eurostat had a staff of 814 in 2012<sup>4</sup> the Institute is proposed to start with a staff of 46. With 611 professionals Eurostat had on the average 22 professionals per member state whereas the Institute has one professional for every 2 member states. Eurostat had 7 directorates and 40 units while the Institute has 4 departments and 18 units. At the current exchange rate (€1 for US\$1.08) the budget for Eurostat amounted to USD 94.8 million, the equivalent of €87.8 million. On the other hand, the budget for the Institute is

<sup>4</sup> EUROSTAT, September 2014, *Visit of the AU Delegation in Luxembourg*,

estimated at US\$57 million. The point is that the budget for the Institute fits its proposed staffing and programmes.

The Institute should be established in two phases. **Phase One** consists of *the Administration and Divisions* which implement programmes. Divisions are grouped into four clusters in terms of closeness of subject matter. A total of up to 24 Divisions have been proposed. The actual number established is flexible as there is room for mergers if required, provided the content is covered. It is also advisable to stagger establishment of the Divisions in order for the Institute to deliver tangible results, which would be unlike the present situation where a single Division of 6 individuals are expected to cover all the 24 areas. In the process they produce very limited tangible products because they spend most of their time organising and attending meetings and doing administrative work in an environment that might not be sensitive and alert to their burdens. However, the Institute should start with the current staff establishment in the AU Statistics Division.

**Phase Two** is constituted by the establishment of *Departments*. Departments should be established when there are sufficient Division groupings for the situation to demand improved governance. One would expect implementation of phases to be driven by demand for statistical services. However, in an environment where statistics have a low profile, phase implementation may have to be supply-driven and thus deliberately planned for. The latter would appear to be the better approach. Because the Institute is being established to inform the Integration Agenda, it is expected to be the coordination hub of the development, production and use of statistics on the African continent. As such, it has to be at the heart of statistical development in Africa, accountable to the AUC. It is because of its current fledgling nature that the Assembly of Heads of State and Government nominated the better-positioned Pan-African Organisations, particularly AfDB and UNECA, as its strategic partners to nurture it until it as it were becomes of age to take over most of the coordination responsibilities. In practice the nurturing by AfDB and UNECA translates into taking care of a lot of the content of the Division and handing it over to the Institute at the appropriate time. This requires an arrangement to be negotiated and formally recorded in a collaboration agreement between the three organisations.

In terms of its Action Plan, the Institute would be better off prioritising establishment of methodological infrastructure (such as quality frameworks and implementing the Charter) and organisational development (such as collaboration within the PAOs and strengthening NSSs strategic planning) than prioritising statistical production within the status quo.

In connection with the establishment of the Institute there are two choices the AUC faces: either it deliberately funds the Institute to the level where it can meet the statistical needs of the continent or it carries on with the status quo where statistics do not play a significant role in the development agendas of member states. Raising the profile of statistics from its current low level to a level where they are to effectively inform national and regional development agendas needs a dramatic shift in the vision and strategy for statistical development. The dramatic shift in vision and strategy requires an equally dramatic rise in the level of funding of statistical development. Raising user expectations and not being able to meet them, at least halfway, is a risk advisedly to be avoided if the Institute is to impact the African Integration Agenda in a positive way. The point is that effective establishment of the Institute is a necessary costly undertaking for the AUC.

#### **Recommendation 9**

*It is recommended that a Committee of Elders is constituted to play the role of primary messengers in an advocacy strategy to raise funds for the Institute in particular, and to raise awareness of member states and RECs to the need to raise the profile of statistics for development purposes.*

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Table 10: Budget estimates for personnel of the Institute (under scenario 1, exhaustive approach)

Department / Division	Units	Number	Grade	Annually Salary (Amount in USD)		
				Year 1	Year 2	Year 3
<b>Management Staff</b>				<b>968 010</b>	<b>1 016 411</b>	<b>1 067 232</b>
	<b>Union Statistician's Office</b>			<b>367 098</b>	<b>385 453</b>	<b>404 726</b>
	Union Statistician	1		238 770	250 708	263 244
	Personal Secretary	1	<b>P3</b>	83 965	88 163	92 571
	Secretary	1	<b>GSA4</b>	44 364	46 582	48 911
	<b>Deputy Union Statistician's Office</b>			<b>197 160</b>	<b>207 018</b>	<b>217 369</b>
	Deputy Union Statistician	1	<b>D1</b>	152 796	160 436	168 458
	Secretary	1	<b>GSA4</b>	44 364	46 582	48 911
	<b>Internal Audit</b>			<b>73 548</b>	<b>77 226</b>	<b>81 087</b>
	Internal Auditor	1	<b>P2</b>	73 548	77 226	81 087
	<b>Corporate Services</b>			<b>330 204</b>	<b>346 715</b>	<b>364 050</b>
	Senior Finance Officer	1	<b>P3</b>	83 965	88 163	92 571
	Senior Administrative Officer	1	<b>P3</b>	83 965	88 163	92 571
	Legal Officer	1	<b>P2</b>	73 548	77 226	81 087
	Administrative Assistant	1	<b>GSA4</b>	44 364	46 582	48 911
	Secretary	1	<b>GSA4</b>	44 364	46 582	48 911
<b>Economic Statistics</b>				<b>530 595</b>	<b>557 124</b>	<b>584 980</b>
	Head of Division	1	<b>P5</b>	108 073	113 477	119 151
	Senior Statisticians	1	<b>P3</b>	83 965	88 163	92 571
	Statisticians	4	<b>P2</b>	294 193	308 903	324 348
	Secretary	1	<b>GSA4</b>	44 364	46 582	48 911
<b>Population and Social Statistics</b>				<b>604 143</b>	<b>634 350</b>	<b>666 067</b>
	Head of Division	1	<b>P5</b>	108 073	113 477	119 151
	Senior Statisticians	1	<b>P3</b>	83 965	88 163	92 571

Department / Division	Units	Number	Grade	Annually Salary (Amount in USD)		
				Year 1	Year 2	Year 3
	Demographers	4	P2	294 193	308 903	324 348
	Statisticians	1	P2	73 548	77 226	81 087
	Secretary	1	GSA4	44 364	46 582	48 911
African Statistics System Coordination				<b>751 239</b>	<b>788 801</b>	<b>828 241</b>
	Head of Division	1	P5	108 073	113 477	119 151
	Senior Statisticians	1	P3	83 965	88 163	92 571
	Planners	2	P2	147 097	154 451	162 174
	Statisticians	2	P2	147 097	154 451	162 174
	Assist. Statisticians	3	P2	220 645	231 677	243 261
	Secretary	1	GSA4	44 364	46 582	48 911
				<b>610 638</b>	<b>641 170</b>	<b>673 229</b>
Information, Communication and Technology						
	Head of Division	1	P5	108 073	113 477	119 151
	Senior ICT	1	P3	83 965	88 163	92 571
	IT Policy Officer	1	P2	73 548	77 226	81 087
	IT Assistants	3	GSA6	138 413	145 334	152 601
	Communication Officer	1	P2	73 548	77 226	81 087
	Information Officer	1	GSA4	44 364	46 582	48 911
	Communication officer	1	GSA4	44 364	46 582	48 911
	Secretary	1	GSA4	44 364	46 582	48 911
<b>TOTAL</b>				<b>3 464 625</b>	<b>3 637 857</b>	<b>3 819 749</b>

Table 11: Programme budget estimates for the Institute

No.	Output / Activity	Budget			TOTAL
		Year 1	Year 2	Year 3	
<b>1</b>	<b>Implementation of African Charter on Statistics</b>	<b>870 000,00</b>	<b>1 296 000,00</b>	<b>1 555 200,00</b>	<b>3 721 200,00</b>
1,01	Advocacy for the signature, ratification and endorsement of the Charter	105 000,00	126 000,00	151 200,00	382 200,00
	Producing advocacy tools	35 000,00	42 000,00	50 400,00	
	Consultancy Fees	25 000,00	30 000,00	36 000,00	

No.	Output / Activity	Budget			TOTAL
		Year 1	Year 2	Year 3	
	<i>Printing of the materials</i>	10 000,00	12 000,00	14 400,00	
	<b>Advocacy mission to African Countries</b>	<b>35 000,00</b>	<b>42 000,00</b>	<b>50 400,00</b>	
	<i>Tickets for Chairperson, Commissioner, Directors and Senior Staff of AUC</i>	15 000,00	18 000,00	21 600,00	
	<i>DSA for Chairperson, Commissioner, Directors and Senior Staff of AUC</i>	20 000,00	24 000,00	28 800,00	
	<b>Side event during Summit, Conference of Ministers</b>	<b>35 000,00</b>	<b>42 000,00</b>	<b>50 400,00</b>	
	<i>Tickets for Chairperson, Commissioner, Directors and Senior Staff of AUC</i>	15 000,00	18 000,00	21 600,00	
	<i>DSA for Chairperson, Commissioner, Directors and Senior Staff of AUC</i>	20 000,00	24 000,00	28 800,00	
1,02	<b>Management framework for the implementation of the Charter on Statistics</b>	<b>765 000,00</b>	<b>918 000,00</b>	<b>1 101 600,00</b>	<b>2 784 600,00</b>
	<b>Peer reviews</b>	<b>275 000,00</b>	<b>330 000,00</b>	<b>396 000,00</b>	
	<i>Tickets for Assessors and Senior Staff of AUC</i>	100 000,00	120 000,00	144 000,00	
	<i>DSA for Assessors and Senior Staff of AUC</i>	150 000,00	180 000,00	216 000,00	
	<i>Conference facilities for the peer review exercise</i>	15 000,00	18 000,00	21 600,00	
	<i>Printing and dissemination of the report</i>	10 000,00	12 000,00	14 400,00	
	<b>Self-Assessment by African Countries</b>	<b>260 000,00</b>	<b>312 000,00</b>	<b>374 400,00</b>	
	<i>Consultancy Fees</i>	75 000,00	90 000,00	108 000,00	
	<i>Tickets for Consultants and AUC Staff</i>	75 000,00	90 000,00	108 000,00	
	<i>DSA for Consultants and AUC Staff</i>	100 000,00	120 000,00	144 000,00	
	<i>Printing and dissemination of the report</i>	10 000,00	12 000,00	14 400,00	
	<b>Training DGs of NSOs on leadership</b>	<b>90 000,00</b>	<b>108 000,00</b>	<b>129 600,00</b>	
	<i>Consultancy Fees</i>	15 000,00	18 000,00	21 600,00	
	<i>Tickets for Consultants, participants and AUC Staff</i>	25 000,00	30 000,00	36 000,00	
	<i>DSA for Consultants, participants and AUC Staff</i>	40 000,00	48 000,00	57 600,00	
	<i>Conference facilities for the training</i>	10 000,00	12 000,00	14 400,00	
	<b>Monitoring and evaluation framework for the Charter</b>	<b>140 000,00</b>	<b>168 000,00</b>	<b>201 600,00</b>	
	<i>Consultancy Fees</i>	15 000,00	18 000,00	21 600,00	
	<i>Tickets for Consultants, participants and AUC Staff</i>	40 000,00	48 000,00	57 600,00	

No.	Output / Activity	Budget			TOTAL
		Year 1	Year 2	Year 3	
	<i>DSA for Consultants, participants and AUC Staff</i>	75 000,00	90 000,00	108 000,00	
	<i>Conference facilities for the training</i>	10 000,00	12 000,00	14 400,00	
<b>2</b>	<b>Implementation of the Strategy for the Harmonisation of Statistics in Africa (SHaSA)</b>	<b>47 725 000,00</b>	<b>7 270 000,00</b>	<b>68 724 000,00</b>	<b>173 719 000,00</b>
<b>2,01</b>	<b>Informal Sector and Labour Market Information System</b>	<b>1 150 000,00</b>	<b>1 380 000,00</b>	<b>1 656 000,00</b>	<b>4 186 000,00</b>
	<b>Technical support to countries to implement LMIS-HCF</b>	<b>1 000 000,00</b>	<b>1 200 000,00</b>	<b>1 440 000,00</b>	
	<i>Consultancy Fees</i>	750 000,00	900 000,00	1 080 000,00	
	<i>Tickets for Consultants, participants and AUC Staff</i>	100 000,00	120 000,00	144 000,00	
	<i>DSA for Consultants, participants and AUC Staff</i>	150 000,00	180 000,00	216 000,00	
	<b>Meeting of African Working Group on Informal Sector and Labour Market Information System</b>	<b>150 000,00</b>	<b>180 000,00</b>	<b>216 000,00</b>	
	<i>Tickets for Directors and Senior Staff of AUC</i>	50 000,00	60 000,00	72 000,00	
	<i>DSA for Directors and Senior Staff of AUC</i>	75 000,00	90 000,00	08 000,00	
	<i>Refreshment for the participants of the meetings</i>	25 000,00	30 000,00	36 000,00	
<b>2,02</b>	<b>Agriculture, Environment &amp; Natural Resources</b>	<b>1 935 000,00</b>	<b>2 322 000,00</b>	<b>2 786 400,00</b>	<b>7 043 400,00</b>
	<b>Technical assistance to countries for conducting agriculture survey, census and analyse agriculture statistics data</b>	<b>1 000 000,00</b>	<b>1 200 000,00</b>	<b>1 440 000,00</b>	
	<i>Consultancy Fees</i>	750 000,00	900 000,00	1 080 000,00	
	<i>Tickets for Consultants, participants and AUC Staff</i>	100 000,00	120 000,00	144 000,00	
	<i>DSA for Consultants, participants and AUC Staff</i>	150 000,00	180 000,00	216 000,00	
	<b>Action Plan and Minimal list of indicators for Environment and Natural Resources</b>	<b>800 000,00</b>	<b>960 000,00</b>	<b>1 152 000,00</b>	
	<i>Consultancy Fees</i>	500 000,00	600 000,00	720 000,00	
	<i>Tickets for Consultants, participants and AUC Staff</i>	100 000,00	120 000,00	144 000,00	
	<i>DSA for Consultants, participants and AUC Staff</i>	200 000,00	240 000,00	288 000,00	
	<b>Meeting of African Working Group on Agriculture, Environment &amp; Natural Resources</b>	<b>135 000,00</b>	<b>162 000,00</b>	<b>194 400,00</b>	

No.	Output / Activity	Budget			TOTAL
		Year 1	Year 2	Year 3	
	<i>Tickets for Directors and Senior Staff of AUC</i>	50 000,00	60 000,00	72 000,00	
	<i>DSA for Directors and Senior Staff of AUC</i>	75 000,00	90 000,00	108 000,00	
	<i>Refreshment for the participants of the meetings</i>	10 000,00	12 000,00	14 400,00	
<b>2,03</b>	<b>National Accounts and Price Statistics</b>	<b>15 235 000,00</b>	<b>18 282 000,00</b>	<b>21 938 400,00</b>	<b>55 455 400,00</b>
	<b>Implementation of ERETES in all African Countries</b>	<b>5 500 000,00</b>	<b>6 600 000,00</b>	<b>7 920 000,00</b>	
	<i>Consultancy Fees</i>	3 000 000,00	3 600 000,00	4 320 000,00	
	<i>Tickets for Consultants, participants and AUC Staff</i>	1 000 000,00	1 200 000,00	1 440 000,00	
	<i>DSA for Consultants, participants and AUC Staff</i>	1 500 000,00	1 800 000,00	2 160 000,00	
	<b>Technical assistance to countries to implement SNA 2008</b>	<b>9 500 000,00</b>	<b>11 400 000,00</b>	<b>13 680 000,00</b>	
	<i>Consultancy Fees</i>	6 000 000,00	7 200 000,00	8 640 000,00	
	<i>Tickets for Consultants, participants and AUC Staff</i>	1 000 000,00	1 200 000,00	1 440 000,00	
	<i>DSA for Consultants, participants and AUC Staff</i>	2 500 000,00	3 000 000,00	3 600 000,00	
	<b>Meeting of African Working Group on National Accounts</b>	<b>235 000,00</b>	<b>282 000,00</b>	<b>338 400,00</b>	
	<i>Tickets for Directors and Senior Staff of AUC</i>	100 000,00	120 000,00	144 000,00	
	<i>DSA for Directors and Senior Staff of AUC</i>	125 000,00	150 000,00	180 000,00	
	<i>Refreshment for the participants of the meetings</i>	10 000,00	12 000,00	14 400,00	
<b>2,04</b>	<b>External Trade and Balance of Payments</b>	<b>3 510 000,00</b>	<b>4 212 000,00</b>	<b>5 054 400,00</b>	<b>12 776 400,00</b>
	<b>Produce technical document for Trade in Merchandises and Trade in Services</b>	<b>2 000 000,00</b>	<b>2 400 000,00</b>	<b>2 880 000,00</b>	
	<i>Consultancy Fees</i>	1 500 000,00	1 800 000,00	2 160 000,00	
	<i>Printing of the materials</i>	50 000,00	60 000,00	72 000,00	
	<i>Tickets for Directors and Senior Staff of AUC</i>	200 000,00	240 000,00	288 000,00	
	<i>DSA for Directors and Senior Staff of AUC</i>	250 000,00	300 000,00	360 000,00	
	<b>African Manual of Balance of Payments</b>	<b>500 000,00</b>	<b>600 000,00</b>	<b>720 000,00</b>	
	<i>Consultancy Fees</i>	250 000,00	300 000,00	360 000,00	
	<i>Printing of the materials</i>	50 000,00	60 000,00	72 000,00	

No.	Output / Activity	Budget			TOTAL
		Year 1	Year 2	Year 3	
	<i>Tickets for Directors and Senior Staff of AUC</i>	75 000,00	90 000,00	108 000,00	
	<i>DSA for Directors and Senior Staff of AUC</i>	125 000,00	150 000,00	180 000,00	
	<b>Training All African Countries on the various methodologies</b>	<b>800 000,00</b>	<b>960 000,00</b>	<b>1 152 000,00</b>	
	<i>Consultancy Fees</i>	500 000,00	600 000,00	720 000,00	
	<i>Tickets for Directors and Senior Staff of AUC</i>	100 000,00	120 000,00	144 000,00	
	<i>DSA for Directors and Senior Staff of AUC</i>	200 000,00	240 000,00	288 000,00	
	<b>Meeting of African Working Group on Trade Statistics</b>	<b>210 000,00</b>	<b>252 000,00</b>	<b>302 400,00</b>	
	<i>Tickets for Directors and Senior Staff of AUC</i>	50 000,00	60 000,00	72 000,00	
	<i>DSA for Directors and Senior Staff of AUC</i>	150 000,00	180 000,00	216 000,00	
	<i>Refreshment for the participants of the meetings</i>	10 000,00	12 000,00	14 400,00	
<b>2,05</b>	<b>African Group on Harmonisation of Statistics (AGHSA)</b>	<b>4 350 000,00</b>	<b>5 220 000,00</b>	<b>6 264 000,00</b>	<b>15 834 000,00</b>
	<b>Review the SHaSA</b>	<b>410 000,00</b>	<b>492 000,00</b>	<b>590 400,00</b>	
	<i>Consultancy Fees</i>	100 000,00	120 000,00	144 000,00	
	<i>Tickets for Directors and Senior Staff of AUC</i>	100 000,00	120 000,00	144 000,00	
	<i>DSA for Directors and Senior Staff of AUC</i>	200 000,00	240 000,00	288 000,00	
	<i>Refreshment for the participants of the meetings</i>	10 000,00	12 000,00	14 400,00	
	<b>New Guidelines for the NSDS ( Implementation of the revised SHaSA)</b>	<b>460 000,00</b>	<b>552 000,00</b>	<b>662 400,00</b>	
	<i>Consultancy Fees</i>	200 000,00	240 000,00	288 000,00	
	<i>Tickets for Directors and Senior Staff of AUC</i>	100 000,00	120 000,00	144 000,00	
	<i>DSA for Directors and Senior Staff of AUC</i>	150 000,00	180 000,00	216 000,00	
	<i>Refreshment for the participants of the Advocacy meetings</i>	10 000,00	12 000,00	14 400,00	
	<b>Training all African Countries on the New Guideline</b>	<b>1 000 000,00</b>	<b>1 200 000,00</b>	<b>1 440 000,00</b>	
	<i>Tickets for Directors and Senior Staff of AUC</i>	300 000,00	360 000,00	432 000,00	
	<i>DSA for Directors and Senior Staff of AUC</i>	600 000,00	720 000,00	864 000,00	
	<i>Refreshment for the participants of the meetings</i>	100 000,00	120 000,00	144 000,00	
	<b>Assistance to African Countries to develop NSDS</b>	<b>2 270 000,00</b>	<b>2 724 000,00</b>	<b>3 268 800,00</b>	
	<i>Consultancy Fees</i>	1 000 000,00	1 200 000,00	1 440 000,00	

No.	Output / Activity	Budget			TOTAL
		Year 1	Year 2	Year 3	
	<i>Tickets for Directors and Senior Staff of AUC</i>	500 000,00	600 000,00	720 000,00	
	<i>DSA for Directors and Senior Staff of AUC</i>	750 000,00	900 000,00	1 080 000,00	
	<i>Refreshment for the participants of the meetings</i>	20 000,00	24 000,00	28 800,00	
	<b>Meeting of African Working on Harmonisation of Statistics</b>	<b>210 000,00</b>	<b>252 000,00</b>	<b>302 400,00</b>	
	<i>Tickets for Directors and Senior Staff of AUC</i>	50 000,00	60 000,00	72 000,00	
	<i>DSA for Directors and Senior Staff of AUC</i>	150 000,00	180 000,00	216 000,00	
	<i>Refreshment for the participants of the meetings</i>	10 000,00	12 000,00	14 400,00	
<b>2,06</b>	<b>CRVS Programme</b>	<b>2 395 000,00</b>	<b>2 874 000,00</b>	<b>3 448 800,00</b>	<b>8 717 800,00</b>
	<b>Technical Assistance to countries (Implementation of APAI-CRVS)</b>	<b>2 260 000,00</b>	<b>2 712 000,00</b>	<b>3 254 400,00</b>	
	<i>Consultancy Fees</i>	1 000 000,00	1 200 000,00	1 440 000,00	
	<i>Tickets for Consultants, Directors and Senior Staff of AUC</i>	500 000,00	600 000,00	720 000,00	
	<i>DSA for Consultants, Directors and Senior Staff of AUC</i>	750 000,00	900 000,00	1 080 000,00	
	<i>refreshment for the participants of the Advocacy meetings</i>	10 000,00	12 000,00	14 400,00	
	<b>Meeting of African Working Group on CVRS Programme</b>	<b>135 000,00</b>	<b>162 000,00</b>	<b>194 400,00</b>	
	<i>Tickets for Directors and Senior Staff of AUC</i>	50 000,00	60 000,00	72 000,00	
	<i>DSA for Directors and Senior Staff of AUC</i>	75 000,00	90 000,00	108 000,00	
	<i>Refreshment for the participants of the meetings</i>	10 000,00	12 000,00	14 400,00	
<b>2,07</b>	<b>Demography, Migrations, Heath, Human Development, Social Protection and Gender</b>	<b>2 730 000,00</b>	<b>3 276 000,00</b>	<b>3 931 200,00</b>	<b>9 937 200,00</b>
	<b>Technical assistance to All African Countries</b>	<b>2 270 000,00</b>	<b>2 724 000,00</b>	<b>3 268 800,00</b>	
	<i>Consultancy Fees</i>	1 000 000,00	1 200 000,00	1 440 000,00	
	<i>Tickets for Consultants, Directors and Senior Staff of AUC</i>	500 000,00	600 000,00	720 000,00	
	<i>DSA for Consultants, Directors and Senior Staff of AUC</i>	750 000,00	900 000,00	1 080 000,00	
	<i>Refreshment for the participants of the Advocacy meetings</i>	20 000,00	24 000,00	28 800,00	
	<b>Meeting of African Working Group on Demography, Migrations, Heath, Human Development, Social Protection and Gender</b>	<b>460 000,00</b>	<b>552 000,00</b>	<b>662 400,00</b>	
	<i>Tickets for Directors and Senior Staff of AUC</i>	150 000,00	180 000,00	216 000,00	

No.	Output / Activity	Budget			TOTAL
		Year 1	Year 2	Year 3	
	<i>DSA for Directors and Senior Staff of AUC</i>	300 000,00	360 000,00	432 000,00	
	<i>Refreshment for the participants of the meetings</i>	10 000,00	12 000,00	14 400,00	
<b>2,08</b>	<b>Infrastructure, Industries and Tourism</b>	<b>2 725 000,00</b>	<b>3 270 000,00</b>	<b>3 924 000,00</b>	<b>9 919 000,00</b>
	<b>Technical Assistance to All African Countries</b>	<b>2 265 000,00</b>	<b>2 718 000,00</b>	<b>3 261 600,00</b>	
	<i>Consultancy Fees</i>	<i>1 000 000,00</i>	<i>1 200 000,00</i>	<i>1 440 000,00</i>	
	<i>Tickets for Consultants, Directors and Senior Staff of AUC</i>	<i>500 000,00</i>	<i>600 000,00</i>	<i>720 000,00</i>	
	<i>DSA for Consultants, Directors and Senior Staff of AUC</i>	<i>750 000,00</i>	<i>900 000,00</i>	<i>1 080 000,00</i>	
	<i>Refreshment for the participants of the meetings</i>	<i>15 000,00</i>	<i>18 000,00</i>	<i>21 600,00</i>	
	<b>Meeting of African Working Group on Demography, Migrations, health, Human development, Social Protection and Gender</b>	<b>460 000,00</b>	<b>552 000,00</b>	<b>662 400,00</b>	
	<i>Tickets for Directors and Senior Staff of AUC</i>	<i>150 000,00</i>	<i>180 000,00</i>	<i>216 000,00</i>	
	<i>DSA for Directors and Senior Staff of AUC</i>	<i>300 000,00</i>	<i>360 000,00</i>	<i>432 000,00</i>	
	<i>Refreshment for the participants of the meetings</i>	<i>10 000,00</i>	<i>12 000,00</i>	<i>14 400,00</i>	
<b>2,09</b>	<b>Science, Technology and Education</b>	<b>2 730 000,00</b>	<b>3 276 000,00</b>	<b>3 931 200,00</b>	<b>9 937 200,00</b>
	<b>Technical Assistance to All African Countries</b>	<b>2 270 000,00</b>	<b>2 724 000,00</b>	<b>3 268 800,00</b>	
	<i>Consultancy Fees</i>	<i>1 000 000,00</i>	<i>1 200 000,00</i>	<i>1 440 000,00</i>	
	<i>Tickets for Consultants, Directors and Senior Staff of AUC</i>	<i>500 000,00</i>	<i>600 000,00</i>	<i>720 000,00</i>	
	<i>DSA for Consultants, Directors and Senior Staff of AUC</i>	<i>750 000,00</i>	<i>900 000,00</i>	<i>1 080 000,00</i>	
	<i>Refreshment for the participants of the meetings</i>	<i>20 000,00</i>	<i>24 000,00</i>	<i>28 800,00</i>	
	<b>Meeting of African Working Group on Science, Technology and Education</b>	<b>460 000,00</b>	<b>552 000,00</b>	<b>662 400,00</b>	
	<i>Tickets for Directors and Senior Staff of AUC</i>	<i>150 000,00</i>	<i>180 000,00</i>	<i>216 000,00</i>	
	<i>DSA for Directors and Senior Staff of AUC</i>	<i>300 000,00</i>	<i>360 000,00</i>	<i>432 000,00</i>	
	<i>Refreshment for the participants of the meetings</i>	<i>10 000,00</i>	<i>12 000,00</i>	<i>14 400,00</i>	
<b>2.10'</b>	<b>Governance, Peace &amp; Security</b>	<b>3 240 000,00</b>	<b>3 888 000,00</b>	<b>4 665 600,00</b>	<b>11 793 600,00</b>
	<b>Training all African Countries on the harmonised tools</b>	<b>520 000,00</b>	<b>624 000,00</b>	<b>748 800,00</b>	
	<i>Consultancy Fees</i>	<i>100 000,00</i>	<i>120 000,00</i>	<i>144 000,00</i>	



No.	Output / Activity	Budget			TOTAL
		Year 1	Year 2	Year 3	
	<i>Tickets for Consultants, Directors and Senior Staff of AUC</i>	100 000,00	120 000,00	144 000,00	
	<i>DSA for Consultants, Directors and Senior Staff of AUC</i>	300 000,00	360 000,00	432 000,00	
	<i>Refreshment for the participants of the meetings</i>	20 000,00	24 000,00	28 800,00	
	<b>Technical Assistance to All African Countries</b>	<b>2 260 000,00</b>	<b>2 712 000,00</b>	<b>3 254 400,00</b>	
	<i>Consultancy Fees</i>	1 000 000,00	1 200 000,00	1 440 000,00	
	<i>Tickets for Consultants, Directors and Senior Staff of AUC</i>	500 000,00	600 000,00	720 000,00	
	<i>DSA for Consultants, Directors and Senior Staff of AUC</i>	750 000,00	900 000,00	1 080 000,00	
	<i>Refreshment for the participants of the meetings</i>	10 000,00	12 000,00	14 400,00	
	<b>Meeting of African Working Group on Governance, Peace and Security Statistics</b>	<b>460 000,00</b>	<b>552 000,00</b>	<b>662 400,00</b>	
	<i>Tickets for Directors and Senior Staff of AUC</i>	150 000,00	180 000,00	216 000,00	
	<i>DSA for Directors and Senior Staff of AUC</i>	300 000,00	360 000,00	432 000,00	
	<i>Refreshment for the participants of the meetings</i>	10 000,00	12 000,00	14 400,00	
<b>2,11</b>	<b>Money and Finance Statistics</b>	<b>2 725 000,00</b>	<b>3 270 000,00</b>	<b>3 924 000,00</b>	<b>9 919 000,00</b>
	<b>Technical Assistance to All African Countries</b>	<b>2 270 000,00</b>	<b>2 724 000,00</b>	<b>3 268 800,00</b>	
	<i>Consultancy Fees</i>	1 000 000,00	1 200 000,00	1 440 000,00	
	<i>Tickets for Consultants, Directors and Senior Staff of AUC</i>	500 000,00	600 000,00	720 000,00	
	<i>DSA for Consultants, Directors and Senior Staff of AUC</i>	750 000,00	900 000,00	1 080 000,00	
	<i>Refreshment for the participants of the meetings</i>	20 000,00	24 000,00	28 800,00	
	<b>Meeting of African Working Group on Money and Finance Statistics</b>	<b>455 000,00</b>	<b>546 000,00</b>	<b>655 200,00</b>	
	<i>Tickets for Directors and Senior Staff of AUC</i>	150 000,00	180 000,00	216 000,00	
	<i>DSA for Directors and Senior Staff of AUC</i>	300 000,00	360 000,00	432 000,00	
	<i>Refreshment for the participants of the meetings</i>	5 000,00	6 000,00	7 200,00	
<b>2,12</b>	<b>Public Finance, Private Sector and Investments</b>	<b>2 730 000,00</b>	<b>3 276 000,00</b>	<b>3 931 200,00</b>	<b>9 937 200,00</b>
	<b>Technical Assistance to All African Countries</b>	<b>2 270 000,00</b>	<b>2 724 000,00</b>	<b>3 268 800,00</b>	
	<i>Consultancy Fees</i>	1 000 000,00	1 200 000,00	1 440 000,00	

No.	Output / Activity	Budget			TOTAL
		Year 1	Year 2	Year 3	
	<i>Tickets for Consultants, Directors and Senior Staff of AUC</i>	500 000,00	600 000,00	720 000,00	
	<i>DSA for Consultants, Directors and Senior Staff of AUC</i>	750 000,00	900 000,00	1 080 000,00	
	<i>Refreshment for the participants of the meetings</i>	20 000,00	24 000,00	28 800,00	
	<b>Meeting of African Working Group on Science, Technology and Education</b>	<b>460 000,00</b>	<b>552 000,00</b>	<b>662 400,00</b>	
	<i>Tickets for Directors and Senior Staff of AUC</i>	150 000,00	180 000,00	216 000,00	
	<i>DSA for Directors and Senior Staff of AUC</i>	300 000,00	360 000,00	432 000,00	
	<i>Refreshment for the participants of the meetings</i>	10 000,00	12 000,00	14 400,00	
<b>2,14</b>	<b>Classification</b>	<b>2 270 000,00</b>	<b>2 724 000,00</b>	<b>3 268 800,00</b>	<b>8 262 800,00</b>
	<b>New methodologies for the harmonisation of Statistics in Africa</b>	<b>2 270 000,00</b>	<b>2 724 000,00</b>	<b>3 268 800,00</b>	
	<i>Consultancy Fees</i>	1 000 000,00	1 200 000,00	1 440 000,00	
	<i>Tickets for Consultants, Directors and Senior Staff of AUC</i>	500 000,00	600 000,00	720 000,00	
	<i>DSA for Consultants, Directors and Senior Staff of AUC</i>	750 000,00	900 000,00	1 080 000,00	
	<i>Refreshment for the participants of the meetings</i>	20 000,00	24 000,00	28 800,00	
<b>3</b>	<b>Data Management and Publications</b>	<b>1 320 000,00</b>	<b>1 584 000,00</b>	<b>1 900 800,00</b>	<b>-</b>
<b>3,01</b>	<b>Development of AUC statistical database on a web portal</b>	<b>910 000,00</b>	<b>1 092 000,00</b>	<b>1 310 400,00</b>	
	<i>Consultancy Fees</i>	500 000,00	600 000,00	720 000,00	
	<i>Tickets for Consultants, Directors and Senior Staff of AUC</i>	100 000,00	120 000,00	144 000,00	
	<i>DSA for Consultants, Directors and Senior Staff of AUC</i>	300 000,00	360 000,00	432 000,00	
	<i>Refreshment for the participants of the meetings</i>	10 000,00	12 000,00	14 400,00	
<b>3,03</b>	<b>Production of Yearbooks (ASY, KeyStats, Statistics in focus, etc.....)</b>	<b>410 000,00</b>	<b>492 000,00</b>	<b>590 400,00</b>	
	<i>Consultancy Fees</i>	100 000,00	120 000,00	144 000,00	
	<i>Tickets for Consultants, Directors and Senior Staff of AUC</i>	100 000,00	120 000,00	144 000,00	
	<i>DSA for Consultants, Directors and Senior Staff of AUC</i>	200 000,00	240 000,00	288 000,00	
	<i>Refreshment for the participants of the meetings</i>	10 000,00	12 000,00	14 400,00	

No.	Output / Activity	Budget			TOTAL
		Year 1	Year 2	Year 3	
<b>4</b>	<b>Research</b>	<b>2 540 000,00</b>	<b>3 048 000,00</b>	<b>3 657 600,00</b>	<b>9 245 600,00</b>
<b>4,01</b>	<b>Modelling</b>	<b>2 260 000,00</b>	<b>2 712 000,00</b>	<b>3 254 400,00</b>	
	<i>Consultancy Fees</i>	<i>1 000 000,00</i>	<i>1 200 000,00</i>	<i>1 440 000,00</i>	
	<i>Tickets for Consultants, Directors and Senior Staff of AUC</i>	<i>500 000,00</i>	<i>600 000,00</i>	<i>720 000,00</i>	
	<i>DSA for Consultants, Directors and Senior Staff of AUC</i>	<i>750 000,00</i>	<i>900 000,00</i>	<i>1 080 000,00</i>	
	<i>Refreshment for the participants of the meetings</i>	<i>10 000,00</i>	<i>12 000,00</i>	<i>14 400,00</i>	
<b>4,02</b>	<b>Economic Outlook</b>	<b>280 000,00</b>	<b>336 000,00</b>	<b>403 200,00</b>	
	<i>Consultancy Fees</i>	<i>100 000,00</i>	<i>120 000,00</i>	<i>144 000,00</i>	
	<i>Tickets for Consultants, Directors and Senior Staff of AUC</i>	<i>75 000,00</i>	<i>90 000,00</i>	<i>108 000,00</i>	
	<i>DSA for Consultants, Directors and Senior Staff of AUC</i>	<i>100 000,00</i>	<i>120 000,00</i>	<i>144 000,00</i>	
	<i>Refreshment for the participants of the meetings</i>	<i>5 000,00</i>	<i>6 000,00</i>	<i>7 200,00</i>	
<b>5</b>	<b>Agreed cooperation programmes with International Partners</b>	<b>500 000,00</b>	<b>600 000,00</b>	<b>720 000,00</b>	<b>1 820 000,00</b>
<b>5,01</b>	<b>Arrange cooperation forums with International Partners</b>	<b>500 000,00</b>	<b>600 000,00</b>	<b>720 000,00</b>	
	<i>Tickets for Consultants, Directors and Senior Staff of AUC</i>	<i>200 000,00</i>	<i>240 000,00</i>	<i>288 000,00</i>	
	<i>DSA for Consultants, Directors and Senior Staff of AUC</i>	<i>300 000,00</i>	<i>360 000,00</i>	<i>432 000,00</i>	
<b>6</b>	<b>Statutory Meeting</b>	<b>580 000,00</b>	<b>692 000,00</b>	<b>826 400,00</b>	<b>2 098 400,00</b>
<b>6,01</b>	<b>CoDGs/StatCom</b>	<b>370 000,00</b>	<b>440 000,00</b>	<b>524 000,00</b>	
	<i>Tickets for Consultants, Directors and Senior Staff of AUC</i>	<i>150 000,00</i>	<i>180 000,00</i>	<i>216 000,00</i>	
	<i>DSA for Consultants, Directors and Senior Staff of AUC</i>	<i>200 000,00</i>	<i>240 000,00</i>	<i>288 000,00</i>	
	<i>Refreshment for the participants of the meetings</i>	<i>20 000,00</i>	<i>20 000,00</i>	<i>20 000,00</i>	
<b>6,01</b>	<b>ASCC Meeting</b>	<b>210 000,00</b>	<b>252 000,00</b>	<b>302 400,00</b>	
	<i>Tickets for Consultants, Directors and Senior Staff of AUC</i>	<i>100 000,00</i>	<i>120 000,00</i>	<i>144 000,00</i>	
	<i>DSA for Consultants, Directors and Senior Staff of AUC</i>	<i>100 000,00</i>	<i>120 000,00</i>	<i>144 000,00</i>	
	<i>Refreshment for the participants of the meetings</i>	<i>10 000,00</i>	<i>12 000,00</i>	<i>14 400,00</i>	
<b>Total</b>		<b>53 535 000,00</b>	<b>64 490 000,00</b>	<b>77 384 000,00</b>	<b>195 409 000,00</b>

