



National Statistical Strategy

2008-2013

Contents (1st revised draft, WFMdV)

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1 Executive Summary

2 Structure of the document

The structure of this document about a National Statistical Strategy for Jordan 2007-2012 is as follows:

- After the Executive Summary and this chapter 2 about the structure of the document, chapter 3 presents a rationale for the strategy.
- Chapter 4 gives a detailed analysis of the current strengths and weaknesses of the Jordanian Statistical System. This analysis is based on preparatory work performed by a Technical Committee, gathering senior officials of the Department of Statistics and other statistics-producing entities in the Jordanian Civil Service, as well as representatives of the user community. Implicitly, parts of the analysis are based on the Fundamental Principles of Official Statistics. An extensive discussion of the Fundamental Principles can be found in Annex 3 of the document.
- Chapter 5 discusses the implementation of the strategy and sets out how the goals and objectives of the strategy can be achieved.
- Chapter 6 is about revision of the current statistical legislation of Jordan, in the light of the goals and objectives of the strategy. Again, reference can be made to Annex 3.

To avoid burdening the main document with theoretical and other general background information, such information is presented in Annexes. Reading these Annexes is not strictly necessary for comprehension of the main document, but may in some instances be instructive and helpful.

In particular, Annex 3 on the Fundamental Principles of Official Statistics is useful for the understanding of internationally agreed statistical principles and ethics. Annex 4 is important in its description of the process

of strategic planning in general and accepted statistical planning procedures in particular. Annex 5 is essential for understanding the current work programme of the Department of Statistics of Jordan. Annex 6 presents a proposed organization structure for the Central Statistical Office of Jordan (now: Department of Statistics). Annex7, finally, is a road map of activities performed and yet to be undertaken in designing and implementing the strategy.

3 Rationale of the strategy

Fast-changing circumstances

Fast-changing circumstances require a new approach to Jordanian official statistics. The fast-changing circumstances can be broken down into local/national, regional, international, and information technology variables.

Local/national variables

The Hashemite Kingdom of Jordan (for short: Jordan) is a small developing country that has witnessed, during the past three decades, fast-paced economic and social growth that is still ongoing, but has slowed down of late. Domestic Revenues, Government current expenditure, and the Gross Domestic Product have all doubled during the same period. This growth was accompanied by important changes in the different economic sectors, where the relative significance of the agricultural, construction, wholesale and retail trade, and the hotel and restaurant sectors, has decreased. The relative significance of the processing industries, electricity, water, transport and storage, and telecommunications sector, has on the other hand increased during the same period.

In addition, the significant increase in crude oil prices of the seventies, which continued throughout the eighties, has caused a surge in the economies of the oil-producing countries. This surge was accompanied by an increase in the demand for the Jordanian skilled labor, especially by the Gulf countries. On the other hand, the Jordanian demand for unskilled

labor has also increased, and it was fulfilled from neighboring countries, especially Syria and Egypt.

Despite all the development, Jordan still faces some main problems, such as the high level of public debt, the chronic trade deficit, and the unemployment that started in the middle of the eighties amongst the Jordanian labor force. The above changes and developments lead to the increase of demand of the statistical data to help measure and understand the economy, especially monitoring periodic and structural changes that affect growth.

In addition, the development and production of a variety of input/output indicators became more pressing, to enable the utilization of official statistics to correctly assess the impact of the government policies on the society and the national economy. Indicators, such as the average number of students for every teacher, for instance, describe the inputs of the education sector, while the average ability to read/write or the skills in mathematics are indicators of the achievements (output) of this sector.

Since the fruits of economic and social development are not justly distributed amongst the different communities of the Jordan, the calculation of indicators on the national level is insufficient for understanding the economic and social changes on the community level. Accordingly, a new need arises for the production of detailed economic and social data on the different geographic levels of the Kingdom. Such governorate-level detailed data are vital for the purposes of planning the development, developing the local communities (governorates), and reducing disparities between them.

In addition, the social changes and the government policies affect the various communities in different ways. This fact increases the demand for

group-level data, such as gender, age, and marital status, to meet the requirement of equality and fairness.

The Jordanian government is keen to solve problems of inter-governorate disparity, unemployment, poverty, and corruption, and to steadily march towards democracy and transparency. It is a government that takes pride in its efforts to found a stable democracy and to give the private sector the lead in driving the national economy. Achieving such goals requires the use of high-quality statistical data to implement policies and monitor their success.

Moreover, the ideology that mandates the use of information to support 'evidence-based policy-making' has further strengthened the importance of statistical data for the purposes of policy-analysis. Where cross-cutting issues (i.e. issues that involve overlapping policies that affect more than one aspect of society) exist, the statistics that cover different aspects of the same issue should be comparable.

Regional and international variables

The advances in regional and international cooperation, market liberalization, and globalization have created new demands for statistical data that enable the users to measure national performance and compare it to that of other countries. One of the vital requirements for the measurement of the national performance is the ability of the Jordanian statistical system to produce statistical data that are of high quality, timely, conforming to the basic guidelines, definitions and classifications adopted by the United Nations, and consistent with international best practices.

Despite the small area and population size of Jordan, and the scarcity of its resources, it is vital to build a national statistical system that deals with the needs and challenges on the regional and international levels. It is worth

mentioning that the past five years have witnessed extensive efforts on the part of the Department of Statistics to meet such challenges.

Further, because Jordan has an open economy that interacts, through foreign trade, with the rest of the world, and because a considerable number of Jordanians work in neighboring countries and because efforts are made to attract foreign investments into the country, the regional and international scopes are of great importance.

Jordan has exceptional abilities to survive within a volatile region such as the Middle East, where political unrest inevitably affects the economy and society of Jordan. Accordingly, it is important to continue developing its national statistical system.

Information Technology variables

The information age we live in has generated new statistical needs, and has put new burdens on the national statistical offices of the countries of the developed world. This has mandated a total revision of the role played by statistics. In Jordan, the Department of Statistics meets the needs of a limited number of data users, especially decision-makers. However, the data users have become more widespread. Many see the vital role of statistics in building a more liberal civil society, especially in the relationship between the society and the government. Therefore, re-orienting the national statistical system to meet the needs of a wide range of users has become a new priority for national statistical systems. An effective dialogue between data producers and data users has become a pre-requisite for any national statistical system to ensure production of data that are needed by the users, and to disseminate such data in a way that enhances their utilization.

There has been a significant increase in the quantity and diversity of statistical data that have become available to users in the past few years due to the developments in data publishing and dissemination. National statistical organizations have outgrown their classical role of producing data, and have taken on a new role of aiding users to better utilize the data, by analysis, by explaining trends, and by assessing the impact of policies. In general, national statistical organizations are better placed than data users or intermediaries to assess the strengths and weaknesses of the statistical product. This knowledge must be used to inform and direct the users and to enhance their ability to understand the basic messages sent through statistical data. One of the main challenges faced by national statistical organizations is to present the results of surveys in a way that enables the average user to comprehend and use such results.

The developments in Information and Communication Technology have also resulted in comprehensive changes in all statistical operations, starting with data collection, through classification and publishing, and ending with analysis. Printed statistical bulletins have lost much of their dominant importance, especially with the rapid increase of the number of users that utilize electronic means to acquire the data and to perform analysis of such data. Furthermore, to study more complex issues, data users are increasingly asking for individual and household data (without names or other characteristics that enable disclosure), in order to better understand the impact of certain changes or policies on certain groups or certain activities. This, in turn, has created the need to produce longitudinal datasets that enable the understanding of certain phenomena over time. Accordingly, a statistical system is needed that is able to deal with all users, especially those who deal with complex and important policy issues.

Main Challenges

Based on the above, the statistical operations in Jordan are expected to face a number of challenges during the coming decade. Such challenges must be overcome, in order to:

- A. Prove that Jordan is able to effectively and efficiently provide for the new needs of data and indicators.
- B. Ensure that all statistics produced in Jordan are in conformity with the best international standards; hence, enabling the comparison of such statistics with those of developed countries.
- C. Utilize all the data resources available from administrative sources, and minimize the data-collection burden on individuals and households.
- D. Build databases on individuals and households that are consistent, coherent, conforming to confidentiality standards, and analyzable over time.

The above challenges underline Jordan's need for a National Statistical Strategy that also includes all institutions of the public sector maintaining administrative records of potential statistical significance. This requires all public institutions to improve their administrative record systems to conform to the guidelines and standards set forth by the strategy, and that such administrative records are considered to be part of the national statistical information system.

National Statistical Development Strategy

For background information about general principles of (strategic) planning for statistics, reference is made to Annex 4.

Vision, Mission, and Goals

The National Strategy on statistics aims at developing the Jordanian statistical system to make it comparable to those of developed countries, through the adoption of the international best practices in the field of statistics. This will enable the statistical system to present a comprehensive and accurate picture of the Jordanian economic and social structure, contribute to the promotion of dialogue and scientific research, and improve decision-making. The strategy must aim at ensuring that produced statistical data are reliable, coherent, and effective in monitoring variables, measuring trends, and producing indicators according to the best international standards.

The first step in the process of formulating a strategy has to be defining the vision, the mission, and general goals that such a strategy aims to achieve. The vision encapsulates a picture of the desired future. It answers the question: “What do we want to be in the long run?” The mission, on the other hand, answers the questions: “What is our purpose? Why do we exist?” The mission also provides the foundation for defining the goals and objectives to be achieved. The goals and objectives are strategic in that they address the important issues specified in the analysis of strengths and weaknesses.

Strategy

By definition, strategy is about long-term planning. However, the strategy should also ensure that daily activities are focused on achievement of the long-term goals. This is particularly important because it is a well known fact that much of the executives’ time is spent on solving day-to-day problems. Further, the strategy to be followed to achieve the goals and objectives has to be creative, forward looking and also bear in mind secondary goals that lead to the achievement of the main ‘strategic’ goals.

To monitor the progress towards achieving the goals and objectives, performance indicators must be developed.

The Steering Committee for the strategy adopted the vision, mission, and general goals defined below, which provide the strategy with sufficient flexibility to enable data producers to meet the users’ current and evolving needs.

The Vision

A professional, efficient and effective Jordanian Statistical System.

The Mission

The Jordanian national statistical system must produce the statistical data that meet the current and evolving needs of national and international users in a transparent and timely fashion, using the best statistical practices.

The General Goals

- 1 Development and sustainability of a professional national statistical system.
- 2 Improvement of the quantity and quality of produced data.
- 3 Promotion of national statistical awareness.

The values of the Jordanian Statistical System are based on the Fundamental Principles of Official Statistics. For general information about the Fundamental Principles, see Annex 3.

The Values

The following values will rule the National Statistical System of Jordan:

1. Relevance of statistics for the different categories of users
2. Impartiality
3. Equal and user-friendly access to statistical data for all users
4. Professional choice of methods
5. Continuous enhancement of professional capabilities
6. Efficiency of data collection and processing.
7. Transparency of methods and meta-data
8. Prevention of misuse of statistics
9. Respect for privacy and confidentiality of data
10. Enhanced coordination of statistical activities within Jordan
11. Use of international standards
12. Continued international cooperation

How can the strategy help developing the statistical system?

1. The strategy provides a vision about where the statistical system should be in 5 or 10 years time, and the means to achieve that vision.
2. It also provides a framework for assessing the users' needs.
3. It aims at creating better awareness of the role of statistics.
4. It promotes the demand for statistical data, in order to support evidence-based policy making.
5. It promotes more effective administrative strategies, aiming at improving the use of administrative data for statistical purposes.
4. It calls for strengthening partnerships between the producers and users of statistics.
5. It enables evaluating development, and identifying needs for change.
6. It represents a framework for the mobilization of national and international resources.

The National Statistical Development Strategy must:

1. Be a strategy that is supported by all stakeholders, leading to partnerships and commitment amongst stakeholders.
2. Provide a vision for national statistics, set means and activities to attain this vision, identify any institutional and organizational constraints, and aim at the integration of all statistical activities in Jordan.
3. Include sub-strategies for leadership, administration, financial control, human resources management, communications, infrastructure, and dissemination.
4. Define some key domains of technical performance, such as National Accounts, Poverty Statistics, and Health Statistics.
4. Take into consideration the basics of administrative infrastructure.
5. Monitor implementation based on performance indicators that form the basis for reporting on achievement, control, and evaluation.
5. Build the capacities required for implementation.
6. Be realistic, effective, practical, and as easy to implement as possible.

The strategy must be 'national' in the sense that it must:

1. Result from real national cooperation efforts between all stakeholders, i.e. users, analyzers, producers, the government, the private sector, and civil society organizations. Consulting efforts must be transparent and must continue throughout the implementation period of the strategy.
2. Be demand-oriented and user-driven, in a way that enables the government to achieve its goals, mainly through meeting the national needs and priorities in terms of statistical products.
3. Be comprehensive in covering the whole statistical system, including all analysis, publishing, and utilization of data from censuses,

surveys, and administrative sources, and to also provide for consulting and cooperation mechanisms.

4. Develop statistics as a national public commodity.
5. Abide by and respect the related national legislation, and recommend amendments where applicable.
6. Build on the existing resources and ongoing activities, and operate within the national cultural and institutional structure.
7. Have political support, and be led and supported by high-level decision-makers.
8. Be oriented as an integral part of the national development strategy, including the design, implementation, control, and evaluation of poverty alleviation strategies, sector-based strategies, and other national development plans. It must also provide for the needs to evaluate achievement of the Millennium Development Goals.

The strategy must be 'statistical', in the sense that it must:

1. Provide a sustainable long-term programme for statistical development, but also addressing the immediate needs of data for the national development process.

3. Act as a resource for evidence-based decision-making, and be of a quality that suits the users' needs.
2. Work to transform statistical data into useful information through analysis, dissemination, promotion, and user-education.
3. Conform to quality standards and international guidelines, recommendations, and experiences to benefit from global know-how in order to produce statistics that are comparable to those of other countries.
4. Enable full evaluation of the statistical product, based on preset standards and specifications.
5. Build comprehensive statistical programmes defining time-sensitive priorities, providing (periodic) implementation plans, and being sufficiently flexible in responding to changes in needs and priorities and to the acquired experience.
6. Respect financial requirements, while meeting users' needs, but also being realistic and efficient in working within the limits of available resources, continuously prioritizing, and taking into consideration alternative data-collection sources such as administrative records and sample surveys.

4 Strengths/weaknesses of the Jordanian Statistical System

Strengths

1 Management issues

1. The most significant strength of the statistical system of Jordan is perhaps the existence of legislation that governs the statistical activities of data-producing institutions. Apart from the Department of Statistics, statistics are produced by a number of public institutions, as a by-product of their main activity. The most important institutions in this category are the Central Bank, the Ministry of Finance, the Ministry of Labor, the Ministry of Education, the Ministry of Health, the Ministry of Higher Education, the Department of Civil Service, the Civil Registry, the Department of Passports, the Land and Surveying Authority, the municipalities, and syndicates. The single most important piece of legislation related to the operation of the whole Jordanian statistical system is the Law of General Statistics (law Nr. 24 of 1950). In 2003, a new law was issued, Temporary Law Nr. 8 of 2003. The new law requires that respondents provide data as requested (article 9), and safeguards the confidentiality of individual data records (article 11). Furthermore, the regulations of many public institutions require that they provide statistical data. Such regulations also mandate collaboration in the statistical field, and the provision of statistics to users, as well as the establishment of databases maintained by such institutions.

2. The existence of statistical strategies, in many institutions, that mandate the development of performance in this area. Many provide clauses in their charters that require the production and use of statistical data. An example is the National Strategy of Agricultural Development, which mandates the formation in 2003 of a permanent expert committee to improve and develop agricultural statistics. Similarly, one of the axes of the Department of Civil Service's strategy is informatics.
3. The existence of the Department of Statistics, which is commissioned, by law, to collect, classify, store, analyze, and disseminate official statistics (article 4/a), and to coordinate and organize statistical activities with the different government institutions (article 4/c).
4. Many of the government institutions have departments, created by foundation charters or internal by-laws, for the collection/provision of statistics. The staff members of these departments are as a rule skilled and dedicated.

2 Data production issues

1. Some government institutions use sound methodologies, a well defined operation plan, and a specific time schedule for the production of statistical data, whether such production is through field surveys or administrative records. Many such institutions use modern technologies, and conform to international standards when producing data from field surveys or administrative records.

2. Many data-producing agencies have accumulated professional know-how, especially the Department of Statistics, and such know how can be utilized to further develop the national statistical system.
3. The Department of Statistics uses highly qualified interviewers.
4. Various institutions use computerized networks to transfer the data from regional offices, in order to guarantee the precision and timeliness of the data.
5. Several of the data-producing agencies and institutions apply quality control measures and auditing procedures.
6. Many of the data-producing agencies, in producing and publishing the data, behave with strict political neutrality. This applies in particular to the Department of Statistics, which enjoys full independence in the production and dissemination of its products.
7. Many of the data-producing agencies study the needs of the data users, and attempt to fulfill such needs.
8. Some cooperation and collaboration exist between a number of institutions in the area of data-production, especially with regard to the type of data produced, and the standards and guidelines applied.
9. The Jordanian statistical system has a wealth of statistical data, including historic data. Such data are regularly published using modern technologies, including electronic dissemination on the websites of a number of agencies and institutions.
10. There exists a certain degree of specialization in some data-producing agencies that produce specific types of data, such as land ownership data of the Land and Surveying Authority, and

data on births of the Civil Registry and Passport Authority, or fertility data of the High Population Commission.

11. Collected data is continuously updated in many of the data-producing agencies, and databases are updated accordingly.
12. Many government agencies establish databases on the local communities that they serve.

3 Data collection and analysis issues

1. Many of the government institutions have their own databases, related to their activities.
2. Some government establishments, whose activities are related, have established electronic links between their respective databases.
3. Data and other statistical commodities are provided to the users without any bias, transparently, and using simple and easy-to-use means.
4. Many data-producing agencies support and promote scientific research, intellectual independence, team spirit, and individual initiative.
5. There exists data exchange protocols between a number of local institutions, and regional and international organizations.
6. A few of the data-producing statistical units perform analysis of their data, and produce statistical indicators.
7. Some of the data-producing institutions possess GIS systems, where modern technology is utilized through the integration of digital mapping. The main goal of the use of GIS systems is to

give statistical data a geographic dimension, in order to better serve investors and decision makers.

Weaknesses

1 Management issues

1. The lack of a comprehensive statistical law. The current law (Temporary law Nr. 8 of 2003) mostly deals with the Department of Statistics, its tasks, and its responsibilities. The few articles in the law that have to do with the national statistical system are not enforced. These are the articles on the formation of a consultative council and on the collaboration between the Department of Statistics and other institutions. This regards institutions that are commissioned by other legislature to perform statistical tasks, such as the legislation that mandates reporting mortalities to the Civil Registry.
2. The failure of the Law to mandate financial and administrative independence of the Department of Statistics weakens the department's ability to retain its technical cadres and to attract new, much needed skills, because current legislation does not provide for any special incentives for the statistical staff. The lack of staff incentives negatively affects the quality of the produced statistics.
3. Neither the current law, nor the internal bylaws of government institutions provide for the establishment of statistical units within institutions to produce and provide statistical data. In addition, the government staffing charters do not list the profession

“statistician” as one of the recognized professions, nor does the related legislation.

4. Lack of statistical awareness, which is evident in many ways:
 - a. Policy-designers and decision-makers do not systematically utilize statistics and do not depend on statistics in running their institutions, hence compromising the quality of the policies and decisions made.
 - b. Price indices are rarely applied in financial contracts, causing the financial markets' non-response to the published economic statistical data.
 - c. Statistical data is rarely used by local authorities, or by legislators.
 - d. Insufficient funds are allocated for the production of statistical data that meet the users' needs.
 - e. Relatively high non-response rate are experienced, leading to the production of lower-quality data.
5. Many government institutions fail to comprehend and to meet statistical standards. Such failure is often caused by the lack of skilled staff in these institutions.
6. Non-existence of a Statistical Training Center to train the staff of the statistical units in the different government institutions.
7. Little collaboration and cooperation between data-producers exists. Personal rather than professional relations govern the cooperation activities between the different institutions. Further, there are usually no staff members whose responsibility it is to liaise between the data producers and the data users.
8. There exist a large number of establishments and research institutions collecting data in the field, using non-professional and

non-scientific methodologies, and without the officially required permits. Such activities also affect national security, particularly on the economic side, because many of those institutions collect data for foreign organizations.

2 Data production issues

1. Lack of a statistical strategy hinders the proper development of statistical operations, including those of the Department of Statistics.
 2. Many data-producing institutions do not abide by scientific principles, modern methodologies, and international statistical standards and good practices.
 3. There is not one central authority responsible for setting statistical standards, including harmonization of definitions, standards, and classification systems, in addition to monitoring the international developments in the field of statistics and updating national guidelines accordingly.
 4. Many of the data-producing agencies do not apply quality control standards in their operations, and do not document metadata, leading to:
 - a. Poor quality and non-comprehensive data
 - b. Inconsistencies in produced and published data
 - c. Data that do not meet users' needs
 - d. Withholding parts of the produced data from the users
 - e. Failing to produce data on a timely fashion, and
 - f. Failing to timely disseminating data
5. The lack of a national frame (listing) of economic establishments, including a national ID number for each establishment, and failing to monitor the 'demography of enterprises'. The existing weak sampling frame for economic surveys compromises the quality and reliability of the produced data.
 6. The current statistical activities do not cover many fields where users are in need of data, such as some economic activities of the informal sector, many aspects of the labor market, and many family and children issues. Also, produced data do not reflect users' needs because:
 - a. Data producers and users insufficiently communicate to ascertain the needs of the users.
 - b. Many institutions are unable to produce the data needed for their own purposes, mainly because of insufficient funding for statistical work, lack of skilled statistical personnel, and failure on the part of such institutions to analyze their data and statistical operations, and to determine their own data needs.
 7. Much of the significant wealth of data owned by the Jordanian statistical system lacks reliability, because of:
 - a. The scarce technical resources of the producers, particularly in the areas of data collection methodologies, documentation schemes, and the use of appropriate technologies and software.
 - b. The producers' lack of expertise in the field of statistics, especially on sampling, form design, and data analysis.
 - c. The existence of human errors, particularly in form-filling, auditing, coding, and data entry.

- d. Non-existence of a Statistical Training Center, and the inability on the part of the Department of Statistics to request the data-producing agencies to nominate staff of their statistical units for training seminars.
- e. Non-conformance, on the part of many data producers, to use proper statistical standards and methodologies causes many problems with the data produced, especially from field surveys. Such problems are related to sample design and size, lack of unified classifications, definitions, and standards that are based on international agreements about the classification and dissemination of data.
- f. The failure, on the part of the producers, to document the metadata related to the data they produce.
- g. Lack of statistical awareness on the part of the data providers (respondents), whether on the household level or on the establishment level, causes their unwillingness to cooperate and tempts them to provide inaccurate information.
- h. The informal sector is not covered by the economic survey system, and the Department of Statistics lacks the techniques and expertise to include it.
- i. Much of the produced data is not properly time-referenced.
- j. Multiple producers of data on the same issues (sectors) lead to duplication of efforts and conflicts in statistical figures.
- k. Data-producing agencies that have local units in the governorates suffer from weaknesses in their infrastructure. Such weaknesses include lack of internal

networks, computers, and software, hindering operations and affecting the quality and timeliness of the product.

- 8. Multiple sources of data and lack of collaboration between data producers weaken confidence and compromise quality. For instance, data on foreign labor and on foreigners in general is collected from multiple sources: censuses, border control, and work permits. Problems are caused by the lack of a unified methodology and classification system, and non-utilization of metadata to pin down the reasons of discrepancies.
- 9. Many of the government agencies lack any historical or time-series data.
- 10. Much of the produced data are of a descriptive rather than numeric form.
- 11. Many of the vital surveys are not conducted on a regular basis.
- 12. Statistical operations are often not bound by a preset time schedule for the production and dissemination of data. This means that data are not produced or published in a timely fashion, which leads to many indicators and estimates being based on such outdated data.
- 13. The Jordanian statistical system lacks a comprehensive integrated information system to compile and update databases according to effective and well designed procedures.

3 Data Dissemination and user access issues

- 1. There exists more than one authority announcing official statistical figures, causing duplication of efforts and contradiction in figures that confuse decision-makers.

2. Modern data dissemination techniques are not utilized:
 - a. Many data-producing agencies do not have a website to publish their product on the internet.
 - b. Databases of the many data-producing agencies are not interlinked.
 - c. Data published on the websites of some agencies are not time-referenced, nor is made clear when the next updating will take place.
3. Bureaucratic and routine measures in the production and publishing of statistical data hinder the timely production of such data. For instance, when a written request is forwarded to a data-producing agency, it takes much time to fulfill, is replied to with other than the requested data, or never replied to, especially if the request is for electronic versions of any datasets.
4. Most data-producing institutions practice a policy of monopolizing the data, and do not give access to the users.
5. Most data-producing agencies lack skills in data analysis.

Opportunities

1. The resolution of the Cabinet of Ministers, issued on July 12th, 2005, presents an opportunity for the preparation and implementation of a national strategy for the development of the national statistical system of Jordan. This will hopefully, lead to promoting statistical awareness. It will also set the stage for better statistical operations, and more cooperation between the producers and users of data. In addition, it creates the opportunity of developing better statistical legislation and raising the level

of compensation of the statistical staff. This opportunity can be utilized through issuing a modern law of statistics that resembles the laws of statistically-developed countries, and regulates the relations between the producers and between them and the users of the statistical product. Such a new law, however, must be effectively enforced, in line with the recommendations and the implementation plan set forth in this Strategy document.

2. The government's interest in administrative reform, and the design of a strategy for such reform, presents an opportunity that can be utilized, so that every government agency establishes a unit for the production and provision of statistical data needed for the agency's policy design and decision making. In this regard, the Cabinet of Ministers issued a resolution on Sep. 17th, 2002, to add a seventh article to the implementation plan of the Administrative Reform Strategy on 'structuring the economic activity', assigning a national ID for economic establishments.
3. The national agenda has given much attention to statistics, and set the preparation of a national strategy for statistics as a priority, allocating 2000,000 JD annually for this purpose, for the following three years.
4. The experience that the Department of Statistics has accumulated over 50 years, its modern and up-to-date infrastructure, the confidence and reliability it has gained, the positive reputation it has, and its good relations with the users and the local, regional, and international organizations, statistical and non-statistical alike, all represent a great opportunity that can be utilized in building the national statistical system. Further, the accumulated expertise of some other producers of statistics can add to that of the Department of Statistics, and can be utilized to improve the conduct of all members of the national statistical system.
5. The King Abdullah II Prize for Excellence in Conduct represents another opportunity for establishments, public and private alike, to each build a strategy dedicating one of its axes to informatics, abiding by total quality

control standards, which will positively affect the use of informatics for statistical purposes.

6. Another opportunity is the utilization of modern ideologies that have been adopted by the developed world, in particular the concept of 'Evidence-based Policy Making'.
7. Raising the decision-makers' awareness of the importance of the production of precise and comprehensive statistical data will lead to statistical capacity building based on:
 - a. The allocation of sufficient funding.
 - b. The adoption of appropriate mechanisms to gather information about the informal sector, and
 - c. Providing the statistical staff with better compensations and employment incentives, and training.

Threats

1. The most dangerous threat to the Jordanian statistical system is keeping the current situation unchanged, i.e. not designing the strategy, or not implementing it after it is designed. Further, the new strategy design could fall short of the mission and the goals set for the development of the statistical system to reach the effectiveness level of developed countries' statistical systems. The concerns in this area are raised because of the condition set forth in the Cabinet of Ministers' resolution of July 12th, 2005, calling for the design of a strategy without the establishing any new institutions or adding any financial burden to the government's budget. The adoption of a weak, or non-fulfilled strategy could mean the following:
 - a. Keeping legislation unchanged, especially the Law of General Statistics.

- b. Preserving the current unawareness of the importance of statistics amongst policy designers and decision makers.
 - c. Continuing the current state of scattered efforts and non-cooperation between producers and between the producers and users of the statistical product.
 - d. Retaining the current non-confidence amongst households and respondents on the confidentiality of the data they provide, negatively affecting the quality and reliability of the data as the respondents resort to providing inaccurate data.
2. Another threat is the decision makers' non-adoption of the concept of 'Evidence-based Policy Making'.
3. Yet another threat is adhering to classical ways of conduct, and non-inception of modern and scientific methodologies in data gathering, particularly in the areas of sample design, causing bias of results, and hence unreliable data. Further, the non-adoption of international guidelines related to classification, definitions, and statistical standards results in the production of data that is not comparable to that of other countries.
4. The non-existence of a national frame (listing) of economic establishments, meaning the lack of a sampling frame for economic surveys, leading to the production of inaccurate data.
5. Non-coverage of economic establishments of the informal sector is another threat. The informal sector consists of individuals and groups that are economically active, but are not registered and have no fixed business address. These represent a significant production volume, and no official attempt has so far been made to survey, license, or collect statistics on these activities.
6. Attempting multiple surveys at the same time represents another threat, increasing the burden on data providers, and causing higher non-response rates.

7. Inefficiency in updating published data and significant time gaps between the collection and production of data is another threat that leads to the calculation of indicators based on outdated data.
8. Another threat comes from non-awareness of the users' needs and the appropriate time frame for addressing these needs. This results in failures in the provision of much needed data and/or untimely provision of such data.
9. Insufficient funding for the data gathering activities is always a threat. In addition, dependence on non-national funding threatens the national economic and social security.
10. Finally, loss of skilled labor in the area of statistics is a major threat, especially to the Department of Statistics, which is caused by the weakness of incentives enabling the Department to retain such skills.

Summary of the current status of the Jordanian Statistical System

Strengths	Weaknesses
<p>1 Operational management</p> <ol style="list-style-type: none"> 1. The existence of statistical legislation 2. The existence of strategies for some of the data producers 3. The existence of the Department of Statistics 4. The existence of statistical units of some of the data producers <p>2 Data production</p> <ol style="list-style-type: none"> 1. Existence of methodologies and work plans for some data producers 2. Use of up-to-date methodologies and techniques 3. Availability of acquired know-how by the Department of Statistics 4. Existence of skilled staff at the Department of Statistics 5. Use of quality control measures by some data producers 6. Independence in producing and disseminating data 	<p>1 Operational management</p> <ol style="list-style-type: none"> 1. The lack of a comprehensive law for statistics 2. The Department of Statistics is not financially and administratively independent 3. Many of the data producers lack statistical activity 4. Lack of statistical awareness 5. Inability to meet user needs 6. Lack of a statistical training facility 7. Lack of cooperation/coordination between data producers, and between them and data users <p>2 Data production</p> <ol style="list-style-type: none"> 1. Lack of a strategy 2. Non-conformance with standard methodologies 3. Non-conformance with quality standards 4. Lack of a National Establishment Listing (frame) 5. Non-comprehensiveness of activities 6. Lack of credibility and precision

<ol style="list-style-type: none"> 7. Studying the needs of data users 8. The existence of cooperation and collaboration activities 9. The existence of a large wealth of data 10. The existence of data-production expertise 11. Continuous updating of data <p>3 Data analysis and dissemination</p> <ol style="list-style-type: none"> 1. The existence of databases of the data producers 2. Transparency and fairness 3. Support of scientific research 4. Data analysis by some producers 5. Existence of GIS systems 	<ol style="list-style-type: none"> 7. Outdated data 8. Lack of a time schedule for the production and dissemination of data <p>3 Data analysis and dissemination</p> <ol style="list-style-type: none"> 1. Existence of multiple producers of official data 2. Non-conformance with standard data-production methodologies 3. Use of routine data-dissemination techniques 4. Monopolizing statistical data 5. Shortages in skilled data analyzers
OPPORTUNITIES	THREATS
<ol style="list-style-type: none"> 1. Existence of a strategy 2. Government's interest in administrative reform 3. Utilization of the Department of Statistics' skills 4. King Abdullah II's Prize for Distinguished Government Administration 5. Utilization of modern methodologies of the developed world 6. Spread of statistical awareness 	<ol style="list-style-type: none"> 1. Non-existence of a strategy 2. Non-adoption of modern ideologies 3. Defensiveness against change and development 4. Lack of a National Establishment Listing (frame) 5. Lack of a mechanism for data collection of the informal sector 6. Excessive burdens on data providers (respondents) 7. Non-updated data, and lack of knowledge of users' needs 8. Non-provision of financial funding 9. Loss of skilled labor

5 Implementation of the strategy

1 Development and sustainability of the statistical system

A group of fundamental strategic goals must be achieved, in order to ultimately achieve the development and sustainability of the statistical system. These goals are:

1.1 Developing the statistics-related legislation

The legislation that governs the statistical activities in the Kingdom of Jordan must be improved, namely:

Improving the Law of General Statistics:

The Temporary Law of General Statistics Nr.8 of 2003 must be amended to a permanent law that regulates the whole statistical system of Jordan, starting with data-collection, through data classification and data analysis, to data dissemination.

The main amendments desired are:

- ✦ Establishing a new Central Statistical Office, to replace the current Department of Statistics, that is administratively and financially independent and under direct responsibility of the Cabinet of Ministers.

- ✦ Giving the newly established Central Statistical Office the required central role within the statistical system, commissioning it as the central custodian and reference center of official statistics, and equipping it adequately to perform its tasks, including right of access to administrative data collected by government institutions.
- ✦ Mandating all public and private data-producing institutions to acquire the CSO's approval prior to the publishing of their data products.
- ✦ Commissioning the CSO –in addition to the tasks already mandated by the temporary law- with the following roles:
 - Coordinating all statistical activities in Jordan.
 - Promoting statistical awareness, in cooperation with all related entities.
 - Establishing and administering a national data bank (data repository), and recommend the by-laws to create such an entity.
 - Establishing and administering a statistical training center and recommend the by-laws to create such an entity.
 - Licensing, organizing, and monitoring the operations of research houses that conduct data-collection activities through

field surveys, and recommend the related by-laws for such activities. (?)

- ✦ Mandating the establishment of a statistical unit in every government institution and public authority.
- ✦ Establishing a National Statistical Council, to replace the current Statistical Consulting Committee, and commissioning the new council – in addition to the tasks listed in the temporary law- with the following roles:
 - Defining general statistical policies, and monitoring their execution.
 - Supervising the coordination of statistical activities.
 - Approving methodological standards and unified codes of statistical conduct.
- ✦ Setting penalties on respondents (individuals, households, and establishments) refusing to provide the requested data, or providing inaccurate information.
- ✦ Setting penalties on statistical staff and data-collectors altering or forging data, breaching data

confidentiality guidelines, or abusing their positions in any way when dealing with respondents.

- i. Amending related clauses in the Law of Civil Service, so as to provide appropriate compensation and incentives to statistical personnel
- ii. Adopting new legislation that include the following:
 - ✦ Establishing an internal human resources charter for the staff of the CSO,
 - ✦ Establishing a financial charter for the CSO,
 - ✦ Establishing an internal charter for the Statistical Training Center.
 - ✦ Establishing bylaws for the licensing of statistical research houses.
 - ✦ Establishing an internal charter for the National Data Bank.
 - ✦ Establishing an internal charter for the National Establishment Register.

1.2 Institutionalizing statistical operations

To develop a sustainable national statistical system, all statistical operations must be institutionalized, abiding by the adopted vision and mission. According to the suggested amendment of legislation outlined above, and taking advantage of the government's orientation towards administrative development and reform, action must be taken to:

a. Building the capacities of all institutions that contribute to the statistical activities, through:

- ✦ Establishing statistical units within such institutions, or developing existing units in each ministry, government institution, and public organization, hence amending the internal charters of these institutions where needed. The main partner institutions in this respect are: the Central Bank, the Customs Department, the Department of Passports and Civil Register, the General Social Security Corporation, the Ministry of Industry and Trade, the Income and Sales Tax Authority, the Ministry of Labor, the Ministry of the Interior, the Ministry of Health, the Ministry of Education, the Ministry of Higher Education, the Ministry of Finance, the Land and Surveying Authority, the municipalities, and the labor syndicates.
- ✦ Establishing a National Register for Economic Establishments in the Ministry of Industry and Trade, based on a specifically created charter for this purpose.

- ✦ Determine the needs –in terms of skilled labor- of the statistical units.
- ✦ Training the personnel of such units, so as to enable them to use modern methodologies of statistical conduct, and to utilize modern technologies in the fields of data collection, classification, analysis, and dissemination.

b. Developing the Department of Statistics, through:

- ✦ Transforming the Department of Statistics into a financially and administratively independent Central Statistical Office, under direct responsibility of the Government's Cabinet of Ministers.
- ✦ Utilizing the King Abdullah II's prize for excellence in government performance as an incentive, and building a CSO-specific strategy.
- ✦ Providing the CSO with its financial, physical, and human-resources needs, to enable it to answer to the current and evolving needs of the users.
- ✦ Thoroughly revising the current organizational structure of the Department of Statistics, amending it to suit the new mission of the CSO, and its expected role in the development of the National Statistical System. Such revision includes:
 - Establishing an administrative unit to:
 - Coordinate the statistical activities between the Department of Statistics and its

partners, through the adoption of an integrated data production system, hence, promoting specialization in data production.

- Adopt standard codes that are binding to all data producers and are conforming to international recommendations.
- Supervise the standardizing of definitions used for the statistical operation's purposes, in accordance with international recommendations.
- Supervise classification and coding systems in accordance with the latest international statistical standards.
- Establish a Quality Control Unit.
- Establish a National Data Bank.
- Establish a new unit, dedicated to the promotion of statistical awareness amongst the public (households, establishments, or individuals).

- Establish a Legal Affairs Unit to monitor the implementation of the clauses of the Law of General Statistics, and attending to all other legal matters.

1.3 Institutionalizing statistical training, through

- ✦ Establishing a Statistical Training Center that will provide training opportunities for the statistical personnel of all partner institutions. Training must be inter-institutional to take advantage of the wealth of acquired experience of the personnel in the Department of Statistics and the other participating institutions.
- ✦ Recruiting staff for the Statistical Training Center.
- ✦ Allocating the necessary financial resources for the Statistical Training Center.

1.4 Developing strategies for all participating institutions, making the development of professional statistical conduct one of the main focuses of such strategies, and utilizing the King Abdullah II's prize for Excellence in Government Service as an incentive

1.4 Developing the statistical infrastructure

To build an efficient and effective National Statistical System, a suitable environment must be created. This entails:

a. Developing physical infrastructure, this includes:

- ✦ Building new headquarters for the CSO, as needed, or further developing the current premises.
- ✦ Building and/or developing (and renovating) the regional offices.
- ✦ Building and/or providing suitable space for the statistical units in participating institutions.
- ✦ Equipping the new CSO and all statistical units with all required needs to facilitate the best environment to perform tasks, including the provision of office supplies and equipment.

b. Developing the technical infrastructure of all participating institutions, this includes:

- ✦ Providing modern, state-of-the-art equipment for data-collection, including portable digital units for the collection of data in the field, such as PDAs and portable computers.
- ✦ Acquiring modern, state-of-the-art computers and software for data-entry and processing purposes, making sure that software is legitimately acquired.

- ✦ Acquiring optical character readers to perform data entry using Optical Character Recognition (OCR.)
- ✦ Providing the latest equipment for data publishing and dissemination, including updating of the CSO's printing and copying equipment.
- ✦ Continuously maintaining and updating all software and equipment.
- ✦ Updating the CSO's transportation fleet.

c. Developing and updating the information management systems of the participating institutions, including:

- ✦ Developing and updating the databases of participating institutions,
- ✦ Integrating and inter-connecting related databases,
- ✦ Linking all databases with the National Data Bank
- ✦ Establishing Geographic Information System databases (GIS) at all participating institutions,
- ✦ Building the capacities of the informatics staff.

1.4 Developing the human capacities

Skilled personnel must be recruited and trained in all areas of statistical operations, in order to accomplish all the objectives and activities required

by the strategy. This starts with sample design, through form design, and ends with data publishing and dissemination. It is important to build the capacities of all statistical personnel, through:

a. Listing the statistical personnel, through:

- ✦ Conducting a comprehensive survey of all the statistical personnel in all partner institutions, in order to gather information on the personnel's qualifications, specializations, posts, and training needs.
- ✦ Building and maintaining a database containing the collected data.

b. Determining the human-resource needs:

Based on the survey of the statistical staff, and in light of the strategy's implementation plan, the following must be achieved:

- ✦ The determination of human-resource needs of the CSO and the statistical units of the participating institutions, by specialization and profession.
- ✦ The recruitment of personnel to meet such needs.

c. Training the staff:

Based on the strategic goals and the adopted implementation plan of the strategy, the following must be achieved:

- ✦ The determination of training needs for the statistical personnel of different levels from short training sessions to Masters' and Ph. D. degrees.

- ✦ The provision of the needed training programmes through the Statistical Training Center. The center will provide short training sessions in all statistical areas to train personnel and build their professional and technical capacities. The main training subjects will include sample design, form design, field data collection, data auditing, data coding, data entry, data programming and tabulating, statistical analysis, data dissemination, and other related subjects.
- ✦ The provision of long-term training through scholarships to earn Masters' and Ph. D degrees in the areas of in-depth statistical analysis and scientific research.
- ✦ Exchange of expertise with other national statistical offices.
- ✦ Technical cooperation with specialized international organizations.

d. Providing the staff with occupational security

In order to produce high quality data, and in addition to building the capacities of the statistical staff, statistical staff must be provided with sufficient occupational security, through:

- ✦ Formulating a specific description of each statistical post,
- ✦ Building an internal charter for the statistical field that contains incentives and hence attracts skills,
- ✦ Improving the procedures for staff compensation and promotion, and
- ✦ Broadening the skill and expertise base.

e. Building a suitable environment for statistical operations, through:

- ✦ Appointing effective, decision-making leadership,
- ✦ Providing the physical infrastructure needed for the operation, and
- ✦ Adopting and promoting the concept of “achievement”, in conformance with modern administrative procedures of openness, participation, team work, and promoting creativity amongst the staff.

1.5 Promoting scientific research:

- a. Building the analytical and research capacities of the staff in participating institutions, especially the CSO.
- b. Utilizing the currently available wealth of data that has been produced by the statistical system, through:
 - Establishing dedicated statistical analysis units in the CSO,
 - Providing analytical support to the statistical units of the participating institutions, and
 - Establishing national centers for statistical studies and analysis.

1.6 Developing a concept of Statistical Governance, through:

- a. Focusing on the improvement of data quality,
- b. Utilizing technical support to the maximum extent,
- c. Developing knowledge management procedures,
- d. Improving data analysis methodologies,
- e. Improving data dissemination and publishing means.
- f. Achieving better data administration levels.

1.7 Improving the flow of resources, through:

- a. Mandating the government’s allocation of sufficient financial resources to carry out the statistical function in all participating institutions.
- b. Utilizing the recommendation of the National Agenda that mandates the allocation of 2 million JD annually for the development of the National Statistical System.
- c. Securing the skilled human resources that are able to produce and administer high quality statistics.

2 Improvement of the quantity and quality of data produced

2.1 On improving the quality of data produced:

One of the priorities of the national statistical strategy of Jordan is the improvement of the data quality, fostering public confidence in official statistics. This can be achieved through:

Homogenizing/ developing statistical methodologies:

This entails the adoption of standardized statistical methodologies, based on the international best practices, entailing:

2.1.1 The development of best methodologies and procedures to work with administrative data sources

This means utilizing the wealth of know-how and accumulated experiences of the participating public and private institutions, and improving the operational procedures in establishing and organizing the administrative registers of the participating institutions.

2.1.2 The improvement of statistical methodologies and procedures for data collection in the field:

This entails utilizing the wealth of know-how and accumulated experiences of the Department of Statistics, through the following:

- ✦ Determining and documenting all currently used methodologies and procedures for data collection in the field.
- ✦ Learning from the experience of more developed countries.

✦ Developing methodologies and procedures of field operations, in the following areas:

- Field equipment,
- Form design,
- Sample design and drawing,
- Licensed modern software,
- In-house software design for the purposes of data entry, checking, coding and tabulation.
- Data collectors' recruitment and training,
- Primary results' production,
- Data interpolation, and
- Final results' publishing and dissemination.

2.1.3 The detailed documentation of the field and/or administrative methodologies and procedures, in the form of metadata, through the establishment of a documentation unit in each data-producing institution. Such unit is to monitor and document all the stages of the data production process, starting with the sample design, and ending with the preparation of the final report.

2.1.4 Standardizing the definitions used in all statistical sectors. This requires:

- ❖ The adoption of standard codes for each sector, based on approved definitions.

- ❖ The updating such codes, in accordance with local and international developments.

2.1.5 Developing the codes used to classify the activities in the different sectors. This entails:

- ❖ The adoption of standard codes for each sector, based on approved classifications and codes, and the distribution of such codes to the participating institutions.
- ❖ The updating of such codes, in accordance with local and international developments.

2.1.6 Following local and international developments, and working on the improvement of the methodologies, procedures, and classification codes accordingly. This requires the establishment of a technical committee and/or a dedicated department in the CSO for this purpose.

2.1.7 Improving the data reliability and credibility:

a. Applying quality control standards on data production. This requires:

- ❖ Establishing quality-control units within the CSO,
- ❖ Adopting international best practices on data quality control,
- ❖ Providing regional statistical units (in the governorates) with the required financial, physical, and human resources, and electronically linking such units with the CSO to increase data precision and expedite data production at the same time.

b. Developing and updating the sample frames of the different surveys. This task requires:

- ❖ Performing regular economic, agricultural, and population censuses,
- ❖ Establishing a national establishment listing (frame) that assigns a unique ID code for all economic entities operating within the Jordanian economy.
- ❖ Utilizing the listing produced by the Housing and Population Census as the Master Sample Frame for all household-based surveys.
- ❖ Implementing the street and building naming and numbering project on all population centers of the Kingdom. This will provide a vital reference for dwelling-unit recognition, facilitating the drawing of the Master Sample.
- ❖ Implementing the postal coding project on all population centers of the Kingdom. This will also contribute to the building of the Master Sample.

c. Developing and modernizing operational procedures, to produce highly reliable data. This entails:

- ❖ The adoption of standards and specifications to apply to data in all participating institutions to ensure the data's precision, reliability, and conformance to adopted standards. Such activities include non-politicizing of the statistical product, and non-allowing of interference in the production of statistical figures.
- ❖ Relieving the burden on the data providers, through limiting the number of questions they have to reply to

in a single survey, and/or limiting the number of surveys they are subjected to, as an incentive for them to respond promptly and to provide accurate and reliable data.

- ❖ Enforcing the articles of the Law of General Statistics that are related to data quality and reliability. Such articles must be enforced on non-responding households and/or establishments, those who provide inaccurate information or the field staff that alter or forge the collected field data.

d. Developing an information technology policy that provides for:

- ❖ The use of modern technologies in data production, which lead to improving the production quality, starting with the collection process, through data processing, data entry, data storage, and ending with data publishing and dissemination. This will reduce the cost of data collection and the burden on the respondents, providing –in turn- for more accuracy and reliability of the produced data.
- ❖ The procurement of modern equipment being used by statistical systems of more developed countries, such as:
 - Equipment for Computer Assisted Telephone interviewing (CATI).
 - Equipment for Computer Assisted Personal Interviewing (CAPI).
 - Hand-held devices.
 - Software to operate the above equipment.

- Scanners to perform data entry through Optical Character Recognition, especially for censuses.

- e. **Developing an information management system and using information technologies to facilitate data management and retrieval, for data entry, transformation, storage, retrieval, control, and presentation. This includes management of data collected by administrative activities.**

2.1.8 The timeliness of data:

Providing statistical data to the users in a timely fashion is a crucial issue. This means:

- a. The provision of up-to-date data, through:
 - i. Reducing the time periods needed for data collection, data processing, data publishing, and data dissemination
 - ii. Producing data periodically (monthly, quarterly, annually) to meet the needs of the users for regularly updated statistics.
 - iii. Publishing and disseminating data on a preset timetable.

2.1.9 The serviceability of data:

Maintaining the highest level of professionalism in data production and provision requires:

- i. The production of comprehensive statistics that cover all sectors and activities.
 - ii. The open provision of data (non-monopolization)
- b. Using all available means to provide the users with data:
 - i. Adopting new policies to ensure the timely and user-friendly provision of data.
 - ii. Utilizing both traditional data dissemination methods (paper) and modern ones (CDs, E-mail, Website)
- c. Utilizing feedback to study the users' satisfaction with the statistical product and with the dissemination methods.

2.1.10 The consistency of data:

Non-conflicting, integrated and coherent data require coordination between the data producers, such that:

- Data are collected for standard time periods.
- Modern methodologies and procedures are standardized and used for data collection.
- A single, approved, reference source is adopted for the publishing of data for each sector.

2.2 Improvement of the quantity of data produced:

2.2.1 Comprehensiveness in data-production entails:

- Cooperation and coordination between the producers in order to:
 - i.** Produce comprehensive data that covers all sectors,
 - ii.** Produce data in conformance with adopted methodologies and procedures, and
 - iii.** Utilize administrative sources of data in an integral way with censuses and surveys to reduce costs.
- Giving participating institutions an integral role in the production of data, which requires:
 - i. Devising an integrated statistical operation plan that sets roles of the producers based on priorities and availability of funds.
 - ii. Adopting an annual, and a long term timetable.
 - iii. Establishing a database for each of the participating institutions.
 - iv. Establishing a National Data Bank that links all statistical databases.
- Reviewing data production of all participating institutions, such that:

- i. The production of non-used and/non-needed data is ceased.
 - ii. The frequency of data production is adapted to users' needs.
 - iii. The level of data representation is improved, based on users' needs.
 - iv. The geographic coverage of the data is widened, based on the users' needs.
- Producing detailed data on the informal sector. This requires utilizing a suitable mechanism for this purpose.
- Filling the gaps in the current production of data: The gaps have been determined through the strategy's implementation plan, using accumulated experience, utilizing the request of the users to the Department of Statistics, and in conformance with the research papers and the outcome of discussions of the Workshop to Evaluate the Jordanian Statistical System. Such gaps have been classified by sector as follows:
- In the finance sector: a central entity must be commissioned to lead the collection and publication of data on non-instituted banking activities, such as Microfinance, and leasing finance.
- In the economic sector:
 - i. All institutions that produce data related to the National Accounts must maintain the production of up-to-date data (and metadata) according to the General Data Dissemination Standard (GDSS), utilizing the IMF's methodology on the assessment of data quality (the Data Quality Assessment

Framework, DQAF). Such efforts aim at adopting best practices, not only on data dissemination, but also on data collection and data processing.

- ii. All institutions that produce data related to the National Accounts must conform to the GDSS standards, so Jordan can subscribe to these standards.
- iii. For the purposes of calculating the Consumer Price Indices, the basket of goods must be updated regularly as mandated by the introduction of new goods or new specifications, replacing the goods that no longer represent a trend in household consumption with modern consumer goods such as mobile phone, computers, and the like.
- iv. Focusing on trade and service activities of the informal sector that are not included in the currently published official statistics. Efforts are to be made to include such activities in order to attain the highest degree of accuracy and comprehensiveness in the produced data.
- v. Measures should be taken to minimize:
 - 1. The time gap between the publishing of GDP data on spending, and the industrial source of the GDP.
 - 2. The periodicity for the production of the national accounts' final results. The current period is between one and two years.

- On foreign trade: coordination must be improved between the Department of Statistics and the Customs Authority to produce foreign trade statistics in conformance with the internationally adopted standards.
- On labor statistics: vital data are to be collected on poverty alleviation, growth forecasts, competition assessment, created jobs, productivity, wage indices, labor cost, foreign labor, and Jordanians working abroad.
- On housing statistics: an urban monitoring unit must be established in each municipality. Such a unit is part of the municipality that collects data from different sources to be classified, analyzed, interlinked, and produced in the form of periodic reports for the purposes of decision-making.
- On social and population aspects: a unified database for poverty and social data must be established. In addition, an information management system that contains a database for social welfare must be devised.

2.2.2 Meeting the evolving needs of the users:

To achieve the goal of providing statistics that meet the users' needs, the statistical operations must be coordinated between the producers and users of data. Such coordination requires:

- a. Studying and attempting to meet the current needs of the users, through:
 - Conducting surveys to evaluate the current user needs.
 - Carrying out workshops that include the producers and users.

- Utilizing different communication channels, such as email and other means.
- b. Meeting the evolving users' needs requires adopting a mechanism to determine such needs, as follows:
 - i. Commissioning a joint user-producer committee
 - ii. Establishing professional consulting committees
 - iii. Including the Director General of the Department of Statistics in all important discussions related to setting general economic and social policies

2.2.3 Providing the logistic needs for data production:

Such needs include:

- Human-resources needs
- Physical needs
- Financial needs

2.2.4 Documenting and utilizing historic data:

This can be achieved through:

- ◆ Making an inventory and catalogue of available data since the founding of Jordan.
- ◆ Documenting such data using the latest internationally adopted techniques.
- ◆ Storing such data in a manner that makes it easy to retrieve them.

- ◆ Utilizing the data by conducting studies on developments in Jordan.

- ❖ Utilizing all traditional and modern data dissemination means to provide access to the data, especially through user-friendly internet websites that allow data downloads, and avoiding monopolizing data.

3 Promoting statistical awareness:

3.1 Creating public awareness of statistics, through:

- ❖ Introducing the importance of statistics, as follows:
 - Through college curricula
 - Through school curricula
 - Through awareness programmes in the media that are directed to policy designers and decision makers in public and private institutions
 - Through awareness programmes in the media that are directed to individuals and households
 - Promoting the use of statistics for policy design and decision-making, utilizing the government's focus on administrative reform on one hand, and the newly adopted concepts of modern administration, such as Evidence-based Policy Making. This can be achieved through:
- ❖ Providing the users with easy access to the data.
- ❖ Improving statistical knowledge management procedures, through the establishment of a knowledge management unit in each participating institution to promote information sharing within the institution and between producer institutions and user institutions.

3.2 Adopting a clear policy of promoting statistical awareness:

Such policy aims at:

a. Promoting confidence in official statistics, through:

- ◆ Promulgating the Law of General Statistics through the various media channels.
- ◆ Enforcing the articles of the law related to data accuracy.
- ◆ Introducing the various methodologies and procedures of statistical conduct through the media.
- ◆ Stressing the confidentiality of collected data and the privacy of the respondents (individuals and establishments alike).

b. Developing the dissemination schemes of official data, through:

- ◆ Improving the statistical reporting system, by using professional reporting techniques and standard language.
- ◆ Maintaining an email list that is updated regularly, and that includes all stakeholders, whether they be producers, users, or researchers.

- ◆ Developing websites and using them as the main data dissemination channel.
- ◆ Listing the statistical bulletins issued by participating institutions to know their publishing frequency and issuing dates, to aid in improving and modernizing such bulletins, and to ensure the users' access to such bulletins.
- ◆ Conducting training sessions for the media affiliates on the specific use of statistical data for news reporting
- ◆ Enforcing the Electronic Government mandate, and utilizing electronic means to exchange and disseminate data
- ◆ Developing the public relations department of the CSO to become the main tool in promoting the public's awareness of the importance of statistics. This can be achieved by recruiting specialists in media, public relations, translation, auditing, graphic design.

c. Maintaining communication between statisticians in participating institutions and the CSO through the conduction of workshops, seminars, training courses, and conferences to exchange and share knowledge and experience

d. Enhancing the relationship with regional and international statistical offices and with international organizations, through:

- ◆ Technical cooperation and exchange of expertise
- ◆ Workshops and conferences
- ◆ Active participation in regional and international activities
- ◆ A CSO unit for foreign relations and international cooperation

Summary of Objectives

General Objectives	Strategic Objectives	Secondary Objectives
<p>1 Development and sustainability of the statistical system</p>	<p>1. Developing legislation</p>	<p>a. Developing the Law of General Statistics</p> <p>b. Developing legislature related to statistical (partners)</p> <p>c. Amending the Civil Service Legislature</p> <p>d. Introducing New legislature</p>
	<p>2. Institutionalizing statistical operations</p>	<p>a. Developing the capacities of the participating (partner) institutions</p> <p>b. Developing the Department of Statistics</p> <p>c. Institutionalizing the statistical training</p> <p>d. Developing a strategy for each participating institution</p> <p>e. Promoting specialization in data production</p>
	<p>3. Developing the statistical infrastructure</p>	<p>f. Developing the physical infrastructure</p> <p>g. Developing the technical infrastructure</p> <p>h. Developing the information management systems of the partner institutions</p>

	4. Developing the human capacities	a. Surveying (listing) the statistical staff b. Determining the human-resource needs c. Staff capacity building d. Providing occupational security e. Improving the work environment
	5. Promoting scientific research	a. Developing data analysis methodologies b. Utilizing currently available data
	6. Developing the concept of statistical governance	a. Improve the quality of data b. Developing the knowledge management techniques c. Improve reporting procedures d. Develop dissemination techniques e. Improving data management techniques f. Maximize the utilization of technical support g. Develop a system of performance measures
	7. Improve resource flow	a. Allocating sufficient funding b. Recruiting sufficient skilled human resources

General Objectives	Strategic Objectives	Secondary Objectives
2 Improving the quality and quantity of data produced		
2.1 Improving the quality of data	1. Developing methodologies	<ul style="list-style-type: none"> a. Developing the methodologies for administrative sources b. Developing field work methodologies c. Standardizing definitions d. Developing the activity classification code e. Documenting the methodologies and work procedures
	2. Accuracy and reliability	<ul style="list-style-type: none"> a. Producing high quality data b. Producing highly reliable data c. Developing information technology policies d. Developing information management system
	3. Timeliness	<ul style="list-style-type: none"> a. Producing up-to-date data b. Providing data in a timely manner
	4. Serviceability	<ul style="list-style-type: none"> a. Maintaining professionalism in data production

		<ul style="list-style-type: none"> b. Utilizing all possible dissemination means c. Feed-back
	5. Consistency	<ul style="list-style-type: none"> d. Integrity and consistency of produced data
2.2 Improving the quantity of data	1. Producing comprehensive data	<ul style="list-style-type: none"> a. Cooperating and coordinating between the data producers b. Allowing integral roles to the participating institutions c. Revising the currently produced data d. Producing detailed data on the informal sector e. Filling the gaps in data production
	2. Meeting the evolving needs	<ul style="list-style-type: none"> a. Studying the current needs b. Meeting the evolving needs
	3. Providing the requirements for data production	<ul style="list-style-type: none"> a. Providing the human resource needs b. Acquiring the physical needs c. Allocating the financial needs
	4. Documenting and utilizing historic data	<ul style="list-style-type: none"> a. Determining historic data b. Documenting historic data c. Storing historic data d. Utilizing historic data

3 Promoting statistical awareness	1. Create statistical public awareness	a. Introducing the vitality of statistics b. Promoting the use of statistics
	2. Adopting clear publishing policies	a. Promoting confidence in statistical data b. Developing dissemination schemes
	3. Continuous communication amongst statisticians and users	a. Devising a communication scheme
	4. Enhance cooperation with statistical and international organizations	a. Technical cooperation and exchange of expertise

6 Statistical legislation

The question may be raised whether or not and if so, to what extent the Provisional Law on General Statistics No. 8/ 2003 needs to be revised, in the light of the strategy.

Some comments and suggestions are given below.

Articles 1, 2 and 3: no comments, no substantive changes needed, except that ‘Minister of Planning’ may have to be replaced by ‘Prime Minister’ and ‘Department of Statistics’ by ‘Central Statistical Office’ (CSO).

The Department and Its Tasks – replace ‘Department’ by ‘Office.’ Article 4: Replace ‘Minister’ by ‘Prime Minister’.

In other respects, Article 4 is a rather adequate description of the tasks and responsibilities of the Central Statistical Office. A few suggestions for change would be, however:

4B: ‘Industry’ and ‘Establishments’ are listed separately. This is confusing: there are industrial establishments and there are establishments that carry out different economic activities. It is suggested to just use ‘Establishments’. This covers all sectors of economic activity; agriculture is a special case, but is explicitly listed..

Article 4C is key to the coordination issue. However, it is not complete, because it only refers to the ‘statistical administrative records’ of the different Governmental departments. Therefore, a new Article 4D could be inserted saying that ‘Government Departments shall not undertake any statistical work without the permission of the Director General of the Central Statistical Office’. This general principle is elaborated in Articles 6B and 7A and B..

Article 5 about the Director General of the CSO is adequate.

The Department’s Relations with Others - replace ‘Department’ by ‘Office’.

In other respects, articles 6, 7, 8, and 9 are adequate..

Article 10A:

It is suggested to add a paragraph 3: ‘The Committee may establish technical subcommittees to advise on methodological or sector-specific issues’.

Confidentiality of Data – no comments on articles 11-14.

Penalties – no comments on articles 15-18.

General Provisions – no comments on articles 19-22.

Issues so far not mentioned anywhere in the Law are to do with the National Statistical System of Jordan and some of the professional standards and ethics it is aiming to achieve. I would suggest that a new section about these issues be inserted before **The Department's Relations with Others**. Obviously, all subsequent parts would have to be renumbered accordingly.

The new section could be entitled: **The National Statistical System**.

Article x. The National Statistical System (NSSJ) of Jordan aims at producing the statistical data that meet the current and evolving needs of national and international users in a transparent and timely fashion, using the best statistical practices.

Article y. The NSSJ respects the values of the Fundamental Principles of Official Statistics, in particular with respect to

1. Relevance of statistics for the different categories of users
2. Impartiality
3. Equal and user-friendly access to statistical data for all users
4. Professional choice of methods
5. Continuous enhancement of professional capabilities
6. Efficiency of data collection and processing.
7. Transparency of methods and meta-data
8. Prevention of misuse of statistics
9. Respect for privacy and confidentiality of data
10. Enhanced coordination of statistical activities within Jordan
11. Use of international standards, duly adapted to national needs
12. Continued international cooperation

Annex 1

Jordan

The Hashemite Kingdom of Jordan (for short: Jordan) was founded after World War I, in 1923, under British Mandate, by the name of Emirate of Eastern Jordan. In 1946, Jordan acquired independence from British rule. The total area of Jordan is 89,213 km², of which 88,884 km² is land, and 329 km² territorial waters area of the Aqabah Bay and the Dead Sea. The total population of Jordan is estimated at 5.6 million (end of 2006), of which 51.5% is male and 48.5% is female.

Jordan is a constitutional monarchy. The King is the commander-in-chief of the armed forces, and the head of the three powers, i.e. the legislative power, the executive power, and the judicial power.

A. The legislative power consists of two houses, the House of Commons (Majlis Al-Aayan), consisting of 55 members, appointed

by the King, and the House of Representatives (Majlis Al-Nowab), consisting of 110 members, chosen by direct popular election.

B. The executive power consists of the Prime Minister, and his Cabinet of Ministers.

C. The judicial power.

The economy of Jordan is based on a free-market capital system, with occasional government intervention, when required.

Jordan is divided into 12 governorates. Each governorate is divided into a number of counties, which are divided into sub-counties.

Trained labor is the main national resource, followed by metal resources, mainly phosphates and minerals of the Dead Sea.

Annex 2

Jordan Department of Statistics

Historical background

The Department of Statistics was founded by the end of the year 1949 and started its field and office operation with a small group of staff that gathered –during the fifties- the primary statistics on the economic and social aspects of the Jordan. The Law of General Statistics (Law #24) was enacted in 1950, and outlined the responsibilities and authorities of the Department of Statistics. The main statistical endeavors of that era were: carrying out the first Housing Census of 1952, devising the national accounts, and issuing the Statistical Yearbook.

During the following decade –the sixties- the Department of Statistics carried out the first General Population and Housing Census in 1961, in addition to carrying out the first multi-purpose Household survey, the first Household Budget Study, and composing the consumer price indices (CPIs). The Seven-year Economic and Social Development Plan (1964-1971) was based on such information. The Department of Statistics also issued several bulletins during this decade for the first time, such as the Agricultural Bulletin, the Foreign Trade Bulletin, and the Industrial Study Bulletin.

Later, in the seventies, the Department of Statistics concentrated its efforts on implementing agricultural, industrial, labor, housing, and population censuses, in addition to sample surveys that included household surveys, demographic surveys, social surveys, and economic surveys. Further, the Department of Statistics carried out, for the first time, the National Fertility Survey and the Labor Force Survey.

The eighties witnessed the adoption of more comprehensive coverage policies to study various economic and social phenomena, such as implementing various agricultural surveys, disability surveys, and retuning and internal immigration surveys. This decade also witnessed the development of the various economic statistical activities to conform to the standards and recommendations issued by the UN and other international organizations. New surveys were adopted, such as the construction, services, and business-establishment surveys.

The last decade of the past century witnessed considerable development in the use of information technologies and the related technical and automation applications to facilitate the extraction of specific-purpose data, and to use such data for policy-adoption, decision-making, research purposes in various fields. The era also witnessed an apparent effort to coordinate collaboration between all national institutions that use or collect statistical data, in order to

save valuable time, effort, and financial resources, and to enhance the utilization of statistical analysis of data.

Finally, during the first few years of the third millennium, the Department of Statistics has concentrated its efforts on enhancing its institutional capacities, including infrastructure and human resources. In addition, the Department of Statistics has paid special attention to raising the public awareness of statistics, which had a positive impact on the quality of the statistical product. Further, the Department of Statistics has tried to enhance communications with users of the statistical products, using all available communication means, in order to build the users' confidence in the statistical product, as this positively affects the statistical activity in general.

Legal Framework

The Department of Statistics launched its activities right after its founding by the issuing of the General Statistics Law No. 24 of 1950 and its amendments, up to 2003, when all the new developments in this field mandated updating the law. Accordingly, the governments issued a new law (Temporary Law No. 8 of 2003) to replace the then-current law.

As for the human resources and financial affairs, the Department of Statistics adopts the current government practices that are general to the Jordan, a fact that negatively affects its conduct. On one hand, the scarcity of funding allocated by the government disables the Department of Statistics from providing many of the vital statistics in a comprehensive and timely fashion. On the other hand, the application of the government's payroll criteria to the staff of the

Department of Statistics causes the department's inability to attract skilled staff and to retain its current cadres.

Organizational framework

The Department of Statistics operates through 6 technical departments, 3 departments for support services, and 3 purpose-specific units, as outlined in the chart of the structural framework below. The technical departments are: the Dept. of Agricultural and Environmental Statistics, the Dept. of Economic surveys, the Dept. of Economic Statistics, the Dept. of Household Surveys, the Dept. of Population and Social Statistics, and the Dept. of Information Technology. The departments for support services are: the Dept. of Public Relations, the Dept. of Administrative and Financial Affairs, and the Dept. of Human Resources. Finally, the purpose-specific units are: the Unit of Internal Control, the Unit of Statistical Procedures, and the Unit of Legal Affairs.

Human Resources

The total number of staff at the Department of Statistics amounted to 598 at the end of 2006, of which 318 are permanent staff, and 280 seasonal staff on the periodic projects. Permanent staff represents 53% of the total staff. Table (1) below allocates the staff of the Department of Statistics by employment status, and gender.

Table (1) Staff by employment status and gender

Employment Status	Gender		Total
	Male	Female	
Permanent	226	92	318
Projects (Seasonal)	173	107	280
Total	399	199	598

Permanent female staff amount to 29% of the total permanent staff, and 46% of the total female staff. University degree-holders represent over one half, or 54% of the total permanent staff, and 66% of the seasonal staff, as shown in table (2) below.

Table (2) Permanent Staff by Qualification

Qualification	Permanent	Non-Permanent
Ph. D.	3	0
Masters'	24	0
High Diploma	10	0
Bs, BA	135	184
Mid. Diploma	58	14
High School	37	48
Less than High School	51	34
Total	318	280

It is worth mentioning that a number of staff is used annually for non-periodic projects, the number of which reached 500 in 2006.

Financial Resources

The financial resources available to the Department of Statistics consist of funds allocated through the annual budget of the government for the implementation of the periodic projects, allocations by the government for emergency activities, and grants and funds provided to the department for the purpose of carrying out specific activities. Table (3) below shows that 6.9 million JD have been allocated to carry out all the department's activities during 2006. It also shows that 4.2 million of the total was spent during that year. The reason for not spending the whole amount allocated is that some of the multi-stage exercises implemented actually need more than one year to be completed, such as censuses, where more than two years are needed between the preparation stages, through the listing and pilot testing, followed by the actual enumeration, the data processing, and finally the publishing, auditing, and dissemination of the resulting data.

Table (3) Budget of the Department of Statistics for 2003

roject	Allocation	Actual	8. Household income/Expenditure Survey	716902	631610
A. Running Cost	1098000	1194229	Grants/Support Funds	27691	13204
B. Capital Projects	1185500	1152130	9. UNFPA – Population Census	22691	12614
1. Administration & Support Services	89000	86195	10. UNDP – Enhancing Social Statistics	5000	590
2. Labor & Unemployment	224000	200000	Total	6879828	4159528
3. Agricultural Surveys	295000	292000			
4. Economic Surveys	325500	324000			
5. Economic Statistics	122000	121000			
6. Arrivals/Departures Survey	130000	128935			
C. Non-annual Surveys	4568637	1799965			
1. The Agricultural Census	2815000	232694			
2. Economic Establishment Census	600000	530170			
3. Foreign Investment Survey	45910	37832			
4. Cooperatives Surveys	50000	43322			
5. Available Employment Opportunities Survey	165000	161009			
6. Agricultural Strategy Survey	151010	140646			
7. International Price Comparison	24815	22682			

Physical Infrastructure

The Department of Statistics operates from relatively modern buildings in its headquarters. The premises are equipped with the basic needs for operation, such as air-conditioned offices that are provided with all equipment needed for operation. The Department of Statistics has three regional offices for the northern, middle, and southern regions. These regional offices act as launching stations for field data-collection staff, and do not perform any data-processing activities.

Technical Infrastructure

The Department of Statistics owns a large number of modern computers in its headquarters, as well as the software needed for the processing, tabulation, and extracting of the resulting data sets.

The Support Infrastructure

The Department of Statistics operates a fleet of vehicles needed for field operations, in addition to a vehicle-maintenance section, as well as a building maintenance section. Further, the Department of Statistics owns and operates a printing press that produces bulletins, questionnaire forms, and related printed materials.

Annex 3

Principles of Official Statistics

Sound official statistics are needed for the purpose of running governments and carrying out governments' tasks, in addition to providing societies with general information on various phenomena. Statistics are vital to support policy-design, prioritizing of limited resources, supervising national development, and enhancing government transparency and accountability.

In other words, the importance of statistics can be summarized as follows:

1. Statistical data are vital not only to support development policies, but also to measure the impact of interventions.
2. Statistical data are vital for devising policies, making decisions, both by governments and private sector users, and monitoring development.
3. Statistics aid in designing, implementing, and providing the needs for the supervision and assessment of national development plans, including poverty alleviation strategies and measuring achievement of Millennium Development Goals.

For the above reasons, it is essential to provide statistical data on the national level, and on the level of the administrative units. It is also essential that such statistics are comprehensive and conforming with national development agendas.

It is generally accepted that official statistics should respect the Fundamental Principles of Official Statistics. These Principles were first

adopted by the Economic Commission for Europe during its 47th session, Geneva, 15 April 1992, and subsequently endorsed by the United Nations Statistical Commission (after some minor amendments) in 1994. These 10 Principles are a now a universally agreed framework for the mission of national statistical offices and indeed also for the statistical work of official international organizations.

After quoting the official wording of each of the Fundamental Principles of Official Statistics, a brief explanation of the essence of each Principle will be given.

Relevance, impartiality and equal access

1. Official statistics provide an indispensable element in the information system of a society, serving the government, the economy and the public with data about the economic, demographic, social and environmental situation. To this end, official statistics that meet the test of practical utility are to be compiled and made available on an impartial basis by official statistical agencies to honor citizens' entitlement to public information.

In other words: Principle 1 means that official statistics should be relevant for society, compiled in an impartial manner, be free from political interference and be accessible for everyone under equal conditions.

There are several questions to be asked in judging national statistical offices against the background of the principles of relevance, impartiality and equal access. The ultimate question pertaining to relevance would of course be: to what extent do the users think that the activities (data collections, or ultimately outputs and products) of statistical systems are relevant for them? It is, however, difficult to express 'user satisfaction' in terms of one or a few a simple indicators. Some users may consider some

activities to be very relevant (while others may not), and may be very dissatisfied with other activities (much liked by others). Therefore, a more general question about the attitude of National Statistical Institutes in this regard is:

1. How well developed are mechanisms to ensure that statistical work programmes are relevant for the various user groups?

In many countries, there is something like a national advisory board for statistics, but whether this works satisfactorily or not is a different matter. In addition there are, however, many other possible mechanisms to foster the relations between users and producers of official statistics. The basic question to ask here is: are national statistical offices making a real effort to find out what their users need and to adapt their statistical programmes accordingly? And the next question would be: how flexible are they in practice when it comes to tackling 'new' (and probably quite relevant) subject matter areas such as the services sector, the environment, the 'information technology sector' and other matters relating to the economy of the 'intangibles', and 'the global economy' (including phenomena such as foreign direct investment and correct measurement of the activities of multinationals in general).

Another, more specific question regarding 'user satisfaction' would be:

2. How well developed are mechanisms to assess user satisfaction with statistical products and their dissemination?

Apart from statistical programmes, which often describe what statistical offices are doing or are planning to do in terms of the subject matter areas to be covered, the content and coverage of data collections, and sometimes the methodology to be used and the timing and expected quality of statistical results, there are also the actual statistical outputs to consider

and how the users appreciate these: news releases, printed publications of various kinds, data in electronic formats, including data bases etc. In other words: do statistical offices have a well developed dissemination system? Are the statistical products what the users want in terms of quality, timeliness, price, distribution modes? Are sales of statistical products increasing or declining? Is there any real, systematic marketing effort?

As to impartiality, the question is:

3. How well do national statistical offices adhere to their obligation of impartiality?

The complexity of this issue is to do with one's general notion of 'impartiality'. Very orthodox official statisticians may believe that even undertaking a survey at the special request of a ministerial department may affect the impartiality of a national statistical office, especially if this department (usually paying for the extra work to be done) wants to have a say in the methodology of the survey. However, most statisticians may tend to interpret 'impartiality' more loosely as: avoiding taking any partisan view in the choice of definitions or methodology, and, most particularly, avoiding a partisan stand as to the release of statistical numbers and commentary on those numbers.

Most national statistical offices have a strong tradition of avoiding making any non-statistical comments on their numbers. Sometimes this principle is adhered to very strictly. In a press release about the latest unemployment numbers, the comment given will then be restricted to something like: 'Compared with the previous quarter, unemployment has decreased by 0.7 percentage points', leaving any additional comments to politicians and others.

As a general principle, statistical offices should (and most will indeed) avoid making any comments referring to the success or failure of government policy, even if the numbers may seem obvious in revealing this.

As far as the issue of ‘political interference with statistics’ is concerned, the question to ask is:

4. How well are statistical offices shielded from political intervention as to the content and the release of statistical results?

Some of the most common forms of unwanted political intervention seem to be:

Pressure to change definitions in order to obtain statistics which put government policies in a better light

Tampering with the release of key statistical numbers, in order to select a moment for release which is politically favorable or least damaging

Leaking to the media of ‘favorable’ statistics by politicians before the data are made available for everyone

Pressure to release identifiable micro-data to policy researchers in the case of statistical collections intended for and financed by specific clients (e.g. ministries)

Apart from the first category (for which it is hard to formulate general rules of good practice), the highest risk of political interference with statistics therefore occurs at the stage when numbers are (about to be) released. To avoid tampering with releases of fresh statistical numbers, many countries have now adopted a system of announcing release dates of key statistics well (a month or even a year) in advance. Avoiding leaks may prove to be more difficult. There is the custom in many countries to give ministers a head start as to fresh key statistics by supplying them with

the numbers some time before these are officially released. This may be anything from an hour to several days and the list of recipients of these ‘pre-releases’ may be quite extended. There is general agreement among statisticians, however, that it is commendable to restrict both the list and the time lap as much as possible.

In view of the important role of the media in making statistics available for the general public, it is sometimes argued that supplying information to the media ‘under embargo’ (i.e. some hours before the official release time), in order to give them a better opportunity to prepare an attractive news item (this applies in particular to television news programmes, where this may take some time), should be possible.

As to ‘equal access’ the question is:

5. How well is the principle of ‘equal access under equal conditions’ adhered to?

Apart from the political considerations under the previous point, there is also the general principle of safeguarding that all users are treated equally. Clearly, for some numbers a head start of minutes, for one user over another, may generate a considerable (financial) advantage. Therefore, statistical offices have to find ways to give all users access to fresh numbers at virtually exactly the same moment. Apart from recently developed possibilities of simultaneous electronic distribution (e.g. by e-mailing statistical releases to the media), some countries are using a system of ‘lock-ups’ for the release of certain sensitive numbers .

Another aspect of equality is that, in principle, all users should pay equal prices for the same statistical products and that the number of ‘privileged users’ who get the data free of charge (government agencies, members of parliament) should be restricted as much as possible.

A related, but slightly distinct point, which is not covered by the principle of ‘equal access’ as such, but which is nevertheless essential, is the notion that official statistics are (intended as) a public good, which should in principle be freely available for all citizens. Most NSI’s put this notion into practice through various means. First of all, as mentioned before, building up good relations with the media is important to serve the general public with basic statistical information. Secondly, it is a generally accepted practice that NSIs make arrangements that the most important statistics are freely accessible in their own libraries and in university and public libraries. Thirdly, most NSIs will give free information over the telephone (including follow-up by sending free copies of tables etc. by mail) or on their websites.

Professionalism

2. To retain trust in official statistics, the statistical agencies need to decide according to strictly professional considerations, including scientific principles and professional ethics, on the methods and procedures for the collection, processing, storage and presentation of statistical data.

Principle 2 means that official statistics should be compiled by using professional methods and also that statistical results should be presented to the users in a professional manner.

The real issue here is: to what extent is the professional integrity of NSIs safeguarded? Some general questions may be asked to assess (the focus on) professionalism in national statistical offices.

6. How well is professionalism systematically promoted and shared by such mechanisms as analytical work, circulating and publishing methodological papers, and organizing lectures and conferences?
7. Are statistical methods well documented and are methodological improvements made on the basis of scientific criteria?
8. Are decisions about survey design, survey methods and techniques etc. made on the basis of professional considerations (or do other - e.g. political - considerations play a role)?
9. Is training and re-training of professional and other staff a real policy issue for the organization and is enough effort (e.g. in a percentage of the overall budget) spent on training?
10. Is statistical quality management a real policy issue and are real and systematic efforts (including the promotion of well documented quality management guidelines) made to enhance the quality of statistics?

As to the aspect of ‘professional presentation’ of statistics, some comments were already made under ‘impartiality’. Some other points will be made under the next paragraph on ‘accountability’.

Accountability

3. To facilitate a correct interpretation of the data, the statistical agencies are to present information according to scientific standards on the sources, methods and procedures of the statistics.

Accountability is understood in the sense that statisticians should systematically and thoroughly explain to the users of statistics what the numbers exactly represent and what their quality is.

In terms of so-called meta-data (information about the data, i.e. definition of the population covered, definition of the variables, description of the data sources used, description of survey methodology, etc.), there is broad

agreement that it is essential for the users of statistics to have access to as complete a set of meta-data as possible. Therefore, national statistical offices should see to it that full descriptions of the complete methodology for all their collections are documented and kept up-to-date. This does not imply, obviously, that all statistical publications must contain a full set of meta-data, because that would be both impractical and user-unfriendly. Statistical databases, however, should preferably contain all the meta-data in some user-friendly form, because it would be a burden for the users to have to consult separate publications to see what the data are worth.

The initiative taken by the International Monetary Fund in 1996 to set standards (general standards for all countries, plus special standards for the most developed countries) for meta-data about a set of major statistical series must be mentioned in this respect. A large number of countries have now endorsed either of these standards.

The question to be asked with regard to meta-data is therefore:

11. How well does a statistical office provide the users with information about what the data really mean and about the methodology used to collect and process them?

Another issue, which is closely related to the previous paragraphs on meta-data, but which is nevertheless slightly different, is how statistical offices inform the users about the quality of the data they produce. Proper meta-data may tell a lot about the quality of statistics (at least for ‘professional’ users), but they do not give the whole picture. Therefore, though there may be a certain overlap between the two, explicit statements about the quality of statistics are also required under Principle 3. Quality in particular concerns such aspects as sampling and non-sampling error, any biases the data may have, information about non-response and its treatment, about imputations etc.

The question is therefore:

12. How well developed and applied is the presentation of the quality of statistics?

Prevention of misuse

4. *The statistical agencies are entitled to comment on erroneous interpretation and misuse of statistics.*

Principle 4 means simply that statisticians may react to any wrongful use of statistics that they perceive. Although the official wording of the Principle is ‘entitled’, the general understanding of the Principle is that statistical agencies indeed have a duty to comment. There are of course many different ways to define ‘erroneous interpretation’ and ‘misuse’ and not all forms of these are equally bad or harmful. Moreover: most instances of misuse will escape the attention of statistical offices. Many users know ‘how to lie with statistics’, but this need not always be a concern for statistical offices. However, there are some kinds of misuse where corrective actions may be required: in particular misuse by government agencies and misuse by the media. For both categories of misuse, it is commendable for statistical offices to undertake immediate corrective actions in whatever way.

The general question that may be asked is:

13. How well and systematically do statistical offices educate their key users in order to promote proper use of statistics and to prevent misuse?

Cost-effectiveness

5. Data for statistical purposes may be drawn from all types of sources, be they statistical surveys or administrative records. Statistical agencies are to choose the sources with regard to quality, timeliness, costs and the burden on respondents.

Principle 5 means that statistical offices must try to be as cost-effective as possible by making the best choice of sources and methods, aiming at improved timeliness and also data quality, at spending tax-money as efficiently as possible and at reducing the response burden. To some extent, possibilities to achieve cost-effectiveness depend on national circumstances. In countries where there are good administrative registers which are available for statistical use as well, the need to have censuses or indeed traditional sample surveys will be less than in countries where such registers do not exist, are of poor quality or are not put at the disposal of the statisticians. One of the most eloquent examples of how the national administrative infrastructure affects statistical expenditure very directly is the population census. Whereas in countries which do not have a population register (such as the United States) very costly periodic population censuses remain necessary, other countries (such as the Scandinavian countries and the Netherlands) nowadays produce very much the same statistics that were previously collected through a census by using registers and some additional sample surveys, at a mere fraction of the cost.

In terms of data input, making the best possible, balanced choice of data-sources, given national circumstances, should therefore be an important issue for all statistical offices. The general question to be asked is:

14. How well considered is the ‘data sources mix’ that is used by statistical offices and is achieving the best possible mix (also taking cost-effectiveness into account) a subject of systematic improvement effort?

In the different phases of data throughput (the data editing process, aggregation, analysis etc.), there are also many possibilities to increase timeliness, efficiency and/or to improve data quality. There are organizational issues to be considered, as well as methodological and technological aspects and many of these issues and aspects are inter-related. For example: introducing macro-editing instead of the more traditional micro-editing approach is only possible when statisticians are well-trained in this new approach and can make use of advanced information technology (software and hardware). It is impossible to briefly give some general guidelines, but the central question here seems to be fairly straightforward:

15. How effective and efficient is the data throughput in statistical offices, in terms of organization, methodology and technology?

And an additional question of perhaps equal importance may be:

16. Is improving timeliness an issue of serious and systematic effort?

The response burden generated by statistical offices is another aspect of their cost-effectiveness, because data collection, apart from the spending of taxpayers’ money, also implies costs for data providers. Therefore, reducing the response burden, in particular for data providers from the private sector, is nowadays an issue of concern in many countries. There are many different techniques to reduce the response burden, some of them fairly simple, others of a more ‘high-tech’ nature.

A general question that could be asked is:

17. How successful has a statistical office been in systematically reducing the response burden it imposes on data providers?

Cost-effectiveness is also a matter of organization, management and even 'corporate culture'. It is very difficult to measure the 'productivity' of statistical workers and even more so to compare 'productivity' between different statistical offices.

Nevertheless, the question may be asked:

18. How cost-effective is a national statistical system (in terms of relative cost indicators such as statisticians per 10.000 population and statistics budget per head of the population)?

Confidentiality

6. Individual data collected by statistical agencies for statistical compilation, whether they refer to natural or legal persons, are to be strictly confidential and used exclusively for statistical purposes.

This Principle has many ramifications, some of which very complex. There are diverse questions to be raised about the concepts 'individual' and 'confidential'. The interpretation of the concepts may also vary from country to country. However, one should first of all consider what the true meaning of the principle is: self-interest of statistical offices. The simple reason why statistical offices must adhere to confidentiality of individual data is that it is the only way to safeguard the trust of the respondents. Respondents must be confident that the information they give is used for statistical purposes only and that they therefore have no interest to supply anything but true data. One may look at the issues from various angles. At

the general policy level one may take into account what the law (if any) says. In many countries there is legislation about the protection of the privacy of citizens. This often includes provisions for statistics as well and these provisions may be strict or less strict.

At a more basic and practical level, it seems that most statistical offices have some official policy, or at the very least an accepted practice about how to prevent disclosure of individual data in disseminating their statistical products. A distinction may be made here between disclosure protection in the case of traditional, printed publications, and the more complex issue of disclosure protection with respect to electronic files with micro-data. For printed publications, the rules are (in practice) often relatively simple, such as (in particular in the case of business statistics) suppressing cells in tables which contain information about just a few (e.g. three or less) individual entities. For electronic files the rules may be more sophisticated, in particular when it comes to so-called micro-data: files containing (anonymous) information about individual entities. In several countries such files are made generally available for research purposes: so-called public data files. The structure of these files is such that disclosure of individual data is considered to be virtually impossible. A variety of techniques is applied to protect disclosure. In some countries a distinction is made between such public data files and another type of micro-data: research-files which are not 100% 'disclosure-proof', and which are only made available to certain categories of researchers and under very strict legal provisions.

So there are some general questions to be asked:

19. How well developed and practiced are the rules to prevent disclosure of individual data in printed publications?

20. How well developed are techniques and systems to make statistical files available for research purposes, while preventing disclosure in the best possible manner?

Legislation

7. The laws, regulations and measures under which the statistical systems operate are to be made public.

Principle 7 means that the position of statistical offices, including their rights and obligations should be codified in proper, publicly available legislation, in order to show to the public what it may expect from the national statistical system. It is impossible to set out very specific rules for statistical legislation. Much depends on the legal culture and traditions in countries. Many countries have a formal 'general statistics law', but in others the statistical legislation may be scattered over a series of specific laws and various other government documents. Neither situation, however, is a guarantee that official statistics are in good shape, because it is useful to note here, that laws obviously cannot solve all problems.

Nevertheless, it is suggested that statistical legislation and/or other legislation which is also relevant for official statistics, should cover all or most of the following basic points:

- The general position of the national statistical office/system (including points such as who decides on the work programme, who decides on methodological issues, how are data collected, what are the relations between the national statistical office -if any- and other government agencies doing statistical work, what are the relations between the statistical system and the government/parliament etc.)

- The position of the head of the national statistical office/system (including points such as who appoints and dismisses, to whom does the 'national statistician' report and about what, does he/she have any specific responsibilities etc.)

- Basic rules of data collection and confidentiality (voluntary and statutory data collection, any penalties for non-compliance with compulsory data collections, general and specific confidentiality rules)

In view of this, the question to be asked about statistical legislation may be:

21. How good is the statistical legislation in a country, in terms of clearly setting out the mission and the competences of statistical agencies, legal obligations to provide information for statistical purposes and the protection of confidentiality of individual data?

In addition, some implementation aspects of statistical legislation or of the principles for good statistical conduct are to be taken into account when it comes to the 'performance' of statistical systems. In particular, it is generally considered to be not more than sensible and decent when respondents are always properly informed about the legitimate basis for statistical data collections and other activities of statistical agencies, for instance by briefing them explicitly about the statutory or non-statutory nature of data collections. In the longer run, this is once again a matter of self-interest: 'honesty is the best policy'. A special issue in this regard is 'informed consent' of respondents as to any use of the provided (individual) information for non-statistical or research purposes.

The question to be answered would be:

22. How well developed are the policies and practices of dealing with respondents, in terms of ensuring that they are fully informed of their rights and duties with regard to statistical data collection?

National coordination

8. *Coordination among statistical agencies within countries is essential to achieve consistency and efficiency in the statistical system.*

In other words: Principle 8 means that in order to prevent inefficiency, undue response burden and the compilation of incomparable statistics, effective mechanisms for national coordination of statistics should be in place.

Statistical coordination has two main aspects: coordination of programmes (in particular as to data collections) and coordination of statistical concepts. Coordination of programmes aims at achieving efficiency (avoiding duplication of efforts) and at reducing the response burden (avoiding that the same information is collected several times). Coordination of standards (in particular definitions and classifications) also has efficiency and response burden effects, but is primarily aiming at compilation of comparable statistics. In this latter respect it is important that the national statistical office is recognized as the 'bureau of standards', standards which are respected and followed by all other agencies which may be active in official statistics. Obviously, coordination is easier to achieve in countries which have a centralized statistical system than in countries where official statistics are decentralized.

Nevertheless, coordination mechanisms in countries with decentralized systems may be well developed and successful, while coordination in

countries with a centralized system does not always function perfectly. The question to be asked is therefore:

23. How well developed are national statistical coordination mechanisms and to what extent do they produce the envisaged results?

International coordination

9. The use by statistical agencies in each country of international concepts, classifications and methods promotes the consistency and efficiency of statistical systems at all official levels.

Principle 9 basically means that statistical offices should as much as possible adhere to international statistical standards and best practices, not only in order to produce internationally comparable statistics, but also in order to enhance efficiency of statistical operations and the overall quality of statistics.

There are two different aspects to international statistical coordination. First of all, it is important that national statistical systems follow international definitions and classifications, in order to achieve cross-country comparability of statistics. This may pose considerable problems in practice. International statistical definitions and classifications are by definition the result of a complex process of compromising. The compromise may be such that some countries can better live with it than others. In particular, developing countries may have difficulties to apply the standards fully, because the process of developing the standards is usually dominated by the more advanced countries. Therefore, there is some agreement that international coordination in this respect should be 'flexible', in the sense that countries or groups of countries are entitled to diverge from the world standards, as long as they ensure that the linkage

between their standards and the world standards is straightforward and transparent.

The second aspect of international coordination is that countries should benefit as much as possible from methodological, organizational and other practical developments elsewhere. This form of coordination is aiming at improving efficiency and enhancing the quality of statistical products and operations.

Taking both aspects in one stride, the question to be asked with respect to this principle would be:

24. How well does a statistical system adhere to agreed international standards and does it contribute to the best of its abilities to the further development and promulgation of best statistical practices?

International statistical cooperation

10. *Bilateral and multilateral cooperation in statistics contributes to the improvement of official statistics in all countries.*

Principle 10 means that international cooperation is a prerequisite to enhance the overall, worldwide quality of official statistics. Therefore, national statistical agencies should regard it as part of their core activities to assist other countries to the best of their abilities.

Apart from international meetings of statisticians, where (the improvement of) statistical standards is discussed, there is quite a lot of other international statistical cooperation going on. International organizations are trying to promote the use of standards and best practices by issuing handbooks and guidelines in many languages. Some of them also organize and finance technical cooperation programmes for developing countries or countries in transition from a centrally planned economy to a market economy. There exists a considerable number of training institutions, in all continents, where statisticians are trained in statistical methods, techniques and practices. In addition, there is much bilateral cooperation going on between countries, sometimes financed from international funds, sometimes from national aid programmes. The efficiency and effectiveness of international technical cooperation in statistics, in terms of avoiding duplication and promoting a systematic, goal-oriented approach, is also a topic of continuous discussion between national statistical agencies and international organizations.

The question to be asked with regard to this principle would be:

25. How actively is a statistical agency involved in international technical assistance?

Annex 4

Principles of strategic planning and performance measurement

1 Introduction

Strategic and operational planning is essential for most types of organizations. For national statistical organizations and systems, planning serves a variety of purposes, including:

1. Defining directions and objectives for development and achieving consensus about these directions and objectives, both within the statistical organization/system and between the statisticians and the users.
2. Setting priorities for statistical work. Almost always and in all countries, the demand for statistics exceeds what national statistical systems can deliver, given the constraints in human and financial resources. Therefore, the need to plan and prioritize statistical operations is universal. Planning and prioritizing go hand in hand.
3. Providing an instrument for coordination. This is particularly important in decentralized statistical systems.
4. Supporting claims to resources. Normally, the statistical agency drafts a work programme, makes calculations about the cost of this programme and submits a budget proposal to its parent government department. After this, some kind of dialogue and negotiation process follows and some compromise is reached. After the budget has been discussed and approved

or amended by parliament, the statistical agency adapts its planned statistical work programme in accordance with the amended budget.

5. Setting benchmarks for performance management. Statistical plans often set out specific objectives to be achieved. The degree to which these objectives are achieved can be measured through performance measures: indicators of the success in achieving a given goal or objective.

In most national statistical systems, multi-year plans as well as annual work programmes are being used in one form or another. According to a 2003 UNSD survey on the implementation of the Fundamental Principles of Official Statistics, more than 90% of the about 115 countries that responded to the questionnaire mention that they use such plans and programmes, in many cases both annual and (rolling) multi-annual programmes.

A useful way of categorizing planning mechanisms for statistics might be:

1. Strategic plans dealing with the broad lines of envisaged statistical development and normally covering a period of not more than 5 years.
2. Annual work programmes, describing –in some detail- statistical activities to be undertaken during the forthcoming year.
3. Specific, detailed, ‘functional’, ‘system’ or ‘project’ plans, such as ITC investment plans, financial plans, dissemination plans, survey and census plans, etc.

The following is about categories 1 and 2 only.

2 Strategic planning

Mission, goals, objectives, strategies

Strategic planning ideally starts with a vision of the mission of the organization and a strategy on how to achieve the objectives of the mission. In some situations it may be more effective to immediately move forward to drafting a Multi-annual Integrated Statistical Programme (or MISP; terminology used by Eurostat) or Statistical Master plan (terminology used by the World Bank and others).

The *mission* describes the overall role of the agency as it relates to society as a whole and is the common thread binding the agency's organizational structure and its activities. The mission of the agency may link several functional areas depending on the unique nature of the agency. All agency employees should be able to identify their specific working relationship to this defined mission. The mission must be clearly understandable to the public and should at a minimum answer the following questions:

- Who are we as an organization and whom do we serve?
- What are the basic purposes for which we exist, and what basic actions are we established to accomplish?
- What makes our purpose unique?

A mission succinctly identifies agency purposes, distilling from enabling statutes or constitutional provisions the most important reasons for an agency's work. The mission should generally be no more than one or two sentences in length. The development of agency goals is one of the most critical aspects of the strategic planning process. Goals chart the future direction of the agency. The goal development process begins to focus the agency's actions toward clearly defined purposes. Within the scope of the stated mission and utilizing the external/internal assessment, goals specify where the organization desires to be in the future.

Goals are issue-oriented statements that reflect the realistic priorities of the agency. They should be client-focused, address the primary external and internal issues facing the organization, and be easily understood by the public. Although there is no established limit, the number of goals the agency may develop should be kept to a reasonable number in order to establish the agency's direction and provide a unifying theme for programmes and activities. They are shown in the strategic plan in an approximate priority order, beginning with those of the greatest importance and impact. During goal development, the agency should begin identifying performance indicators to measure accomplishment.

In contrast to goals, which are broad general statements of long-range purposes, *objectives* are specific, quantified, and time-based statements of accomplishments or outcome. Objectives represent the extent to which agency goals will be achieved at the end of the time period covered by the strategic plan. An agency's objectives should be derived directly from its stated goals, which imply a priority for resource allocation. Objectives emphasize the results the agency is aiming to achieve. Outcomes are tied directly to objectives. The development of objectives aids decision-making and accountability by focusing on issues and the accomplishment of outcomes. They should clearly quantify the specific results the agency seeks to achieve during implementation of the plan and should be easily understood by the public. A focused external/internal assessment is necessary to establish objectives. The formation of agency objectives should include, but is not limited to, an analysis of the following questions:

- Does each objective describe an outcome in terms of specific targets and time frames? Is each objective realistic and attainable?
- Do the objectives relate to results or outcomes instead of internal processes?
- Are the objectives logically connected to a particular goal and the external/internal assessment?

Although no limit is set, there must be at least one objective for each stated goal. They are shown in the strategic plan in an approximate priority order, beginning with those of greatest importance and impact. Generally, each objective should be no more than two sentences in length.

Strategies are specific courses of action that will be undertaken by the agency to accomplish its goals. While goals indicate what the agency wants to achieve, strategies indicate how those goals will be achieved. Strategies are action-oriented rather than procedural in nature and are directly linked to output measures. To develop strategies, the agency determines how best to achieve the results intended by the goals. More than one strategy may be needed for accomplishing each goal. In choosing strategies, the costs, benefits, and anticipated consequences of alternative courses of action must be evaluated by the agency. Strategies may, and probably will, cross programmes, activity, or division lines. Questions to consider in developing strategies include, but are not limited to, the following:

- If this strategy (or strategies) is (are) implemented, can we assume that the goal will be reached?
- What are the anticipated costs and benefits of each strategy?
- Do we have the authorization to take the action outlined in each strategy? Is it legal and practical action?
- Do we have the necessary resources to implement this strategy (or strategies)?

Strategies must be easily understood by the public and should be generally no more than two sentences in length.

Outputs are the goods and services produced by an agency. Output Measures are the tools, or indicators, to count the services and goods produced by an agency. The number of people receiving a service or the number of services delivered is often used as measures of output. In

developing and selecting key output measures, the following questions should be addressed:

- Is the output reliably measurable? Will it measure the same thing over a period of time? Will the data used in the measure be available on a continuing basis?
- Is the output measure directly related to the agency's strategies?
- Does the output measure show the quantity of work performed? Can the measure be stated in unit cost terms?
- Is the output measure clear? Are the terms used generally accepted and defined? Will those who are not familiar with the subject easily understand the measure?

3 The annual plan and its constituents

Notwithstanding the limitations of planning, experience shows that embarking on any complex initiative (conducting a family income and expenditure survey, launching a quarterly labor force survey, compiling an input-output table) without a plan is a prescription for unmanageable turbulence and very uncertain outcomes. This uncertainty is worsened by the interdependency of a statistical agency's undertakings. For example, the input-output table cannot be compiled without the survey of inter-industry purchases and sales; the latter cannot be conducted without the new commodity nomenclature, which in turn requires a production survey, and so on. Planning for all the interdependencies and expecting them to function precisely, though, is not realistic. Rather, in addition to careful planning, considerable flexibility, local discretion, and fallback positions are necessary. The art of planning statistical operations is finding a way to manage all of this in a timely and realistic fashion.

Essentially a plan consists of the following elements:

- A clear set of objectives to be met by the end of the planning period

- A description of the steps to be taken
- A list of the requirements - environment and resources - to ensure the practicality of the objectives
- A discussion of fallback options should the outcomes not meet the objectives

Additional elements include the mechanisms for monitoring and evaluation.

The reason why statistical work programmes must be annual—in addition to the fact that the standard budgetary cycle is annual—is that if it were devised less frequently, it would be forgotten, and if it were devised more frequently, the activity of planning would consume available resources and impart a sense of instability. The annual plan must also fit into a longer-term framework, thereby preventing the creation of a series of disjointed annual plans and ensuring that the statistical system, while maintaining its flexibility, will not be faced with changes in direction that it cannot accommodate.

Making allowances for size and uncertainties

Many offices are small—100 staff members or fewer—and have unpredictable budgets, either because of political circumstances or because much of their resources come from international initiatives over which the office limited influence. Thus, if there is a concerted push to measure poverty on an international scale or to examine the factors that affect fertility, the scale of operations required might account for a very large component of the office's total activity. Conversely the existence of a multi-year plan can help ensure that international programmes reflect national needs. Notwithstanding, the principle of having a five-year plan and an annual set of objectives firmly anchored in that plan is as applicable to small offices as to much larger ones, which tend to have a more

predictable budget. The difference is that in smaller offices, the actual implementation of an undertaking can be much more informal, allowing for greater flexibility.

A plan of this kind has multiple purposes, involving perceptions as well as organizational realities:

- Impressing upon the staff that their work is part of a larger scheme and is not a routine continuation of some arbitrary disposition creating a basis for measuring the performance of the office and of its organizational units
- Recording experience in order to improve future allocation of resources, reliability in carrying out tasks, etc.
- Increasing the efficient use of available resources
- Documenting inadequacy of resources relative to imposed tasks
- Improving the perception that the statistical agency uses rational criteria to organize its activities

These objectives are somewhat easier to attain if planning is open; if a significant proportion of the staff takes part in the establishment of the plan; and if there is a collective effort to learn from experience by reviewing systematically the differences between activities planned and activities carried out. But there is no avoiding the cost involved in documentation, tracking performance, recording costs, and organizing a structure that is cohesive and achievable.

Planning and budgeting

Contrary to a natural first reaction, the institution of sensible planning is a measure that usually leads to less, rather than more, detailed control of the various parts of an office attaining high-level objectives is only possible if local managers have the discretion to modify their approaches in light of those unforeseeable circumstances. This means that effective planning

requires the establishment of a sound budgeting approach, complete with a statement of how authority is to be delegated. Conceptually, the relationship between the two activities is as follows. A plan is created, taking into account all the interdependencies and outlining a set of objectives, a schedule, and steps to be taken to ensure that the objectives are met. The plan will appoint agents to head its various activities. Each agent will be given a discretionary budget and the responsibility for achieving a balance between income and expenditures. Handling matters in this fashion has the added virtue that each agent will become more conscious of costs. If the performance in meeting objectives is judged from the point of view of efficiency, the various agents will have the incentive of finding methods and techniques that will allow them to meet objectives with the resources allocated (rather than the somewhat perverse situation that has been known to occur, wherein managers spend as much as possible to demonstrate their authority). Essentially, planning involves controlling the resources allocated to agents, thereby requiring that they achieve their goals within the given resource constraints. This arrangement applies to offices of all sizes.

Planning and accountability

The greater the discretionary authority given to planning agents, the greater is their accountability. In the framework of an open plan with a great deal of devolution of authority and responsibility, the chief statistician will ask for accountability from the staff. If the management establishment is too inexperienced to carry out its part of the agency-wide plan, the chief statistician will not be able to comfortably delegate budgetary authority. An organization can be considered efficient if the head of the system can rely on subordinates to help formulate and carry out both a medium-term and an annual plan.

Evaluation of the plan

At the end of a planning exercise (annually and, on a more strategic basis, every five years) the chief statistician should receive a formal evaluation. This evaluation may be conducted by an outside party or by a unit within the statistical agency, depending on the political, legal, and regulatory circumstances. The evaluation serves several purposes:

- Accounting to the government for the work of the agency
- Conveying to the staff the seriousness of the process
- Determining the degree of error in the process—exogenous (beyond control) and endogenous (subject to control and future improvement)—and attempting to explain the causes
- Validating or changing the agency's strategy
- Using the results to engage the organization's management in a dialogue regarding accountability.

For the process to be credible the evaluators should not also be the planners; in fact, the greater the organizational distance between the two, the better. It is also worth considering the possibility of using the evaluation as a training opportunity. For example, recently recruited professionals can serve as assistants to an evaluation secretariat, thereby receiving their introduction to the planning exercise. It is not critical to constitute an evaluation secretariat as a permanent organization. Indeed, it may be rather difficult to justify it, as it is unlikely that it will have work year-round. One option is to have a standing committee headed up by someone who is indisputably knowledgeable and objective. If circumstances allow, evaluation (and similar tasks, such as audit) might be handled by retired senior officials of the agency.

4 Measuring performance

What is Performance Measurement and why is it useful?

Performance measurement in the public sector can be defined as "a systematic attempt to learn how responsive a government's services are to the needs of society". Performance measurement is the public sector's way of determining whether it is providing a quality product at a reasonable cost. The terminology of performance measurement can be confusing.

Some key definitions are:

- Inputs are the resources that an agency uses to produce services, including human, financial, facility, or material resources (e.g., money expended or tons of material used).
- Outcomes are the quantified results, or impacts, of government action. Progress is assessed by comparing outcomes to objectives through the use of measures. Outcomes are the effects -both intended and unintended- of the agency outputs on a particular population or problem area. Outcomes are not outputs: output is the quantity of a service or good produced; an outcome is the result, or impact, of the output.
- Outcome Measures are tools, or indicators, to assess the actual impact of an agency's actions. An outcome measure is a means for quantified comparison between the actual result the intended result.
- Outputs are the goods and services produced by an agency (e.g., number of students trained or miles of roads repaired).
- Output Measures are tools, or indicators, to count the services and goods produced by an agency.
- Efficiency Measures are indicators that measure the cost, unit cost or productivity associated with a given outcome or output.

The major purposes for performance measurement in the public sector revolve around the concept of enhanced accountability. Key advantages of using performance measurement are:

1. Measurement clarifies and focuses long term goals and strategic objectives. Performance measurement involves comparing actual performance against expectations and setting up targets by which progress toward objectives can be measured.
2. Measurement provides performance information to stakeholders. Performance measures are the most effective method for communicating to legislatures and citizens about the success of programs and services.
3. Measures encourage delegation rather than "micro-management". Hierarchical structures and extensive oversight requirements can obstruct organizational effectiveness. Performance measures free senior executives for more strategic decision-making.

What Forces Are Driving Performance Measurement?

If the very nature of government fails to create incentives for performance measurement, why is measuring performance so attractive to government officials? What creates a motivation to move in the direction of accounting for performance? In an era in which revenues are growing much slower than the demand for expenditures and programs, governments are forced to make tough decisions about priorities. A greater consciousness of tax burdens and policy has resulted in a desire to not only prioritize services based on need and demand, but also to assure that the resources put into services are used to the best advantage. Citizens and voters demand greater accountability for the resources they commit to government. They insist on objective data to prove or disprove the worth of government programs. While disgruntled customers of government services may not be able to choose another provider, they can make changes in the leadership of their government organizations. These types of accountability issues are the major forces behind the movement toward measuring performance.

Principles of a Performance Measurement System

The tasks of allocating resources and assuring effective services at reasonable cost are significantly facilitated by the availability of meaningful and accurate performance information. The development of an enhanced measurement system is based on the following principles:

- That the measurement system be Results-Oriented: Focus principally on outcomes and outputs.
- That the measurement system be Selective: Concentrate on significant indicators of performance.
- That the measurement system be Reliable: Produce data that are accurate and consistent over time.
- That the measurement system be Useful: Provide information which is valuable to both policy and program decision-makers.
- That the measurement system be Accessible: Ensure the periodic and systematic disclosure of results achieved through agency efforts.

The following section more clearly defines each of the components of a performance measurement system and provides development guides for each step in the process.

Mission, goals, objectives, strategies

Performance measurement ideally starts with the formulation of a vision of the mission of the organization and a strategy on how to achieve the objectives of the mission.

The *mission* describes the overall role of the agency as it relates to society as a whole and is the common thread binding the agency's organizational structure and its activities. The mission of the agency may link several functional areas depending on the unique nature of the agency. All agency

employees should be able to identify their specific working relationship to this defined mission. The mission must be clearly understandable to the public and should as a minimum answer the following questions:

- Who are we as an organization and whom do we serve?
- What are the basic purposes for which we exist, and what basic actions are we established to accomplish?
- What makes our purpose unique?
- Is the mission in harmony with the agency's enabling statute?

A mission succinctly identifies agency purposes, distilling from enabling statutes or constitutional provisions the most important reasons for an agency's work. In developing the mission, agencies should also examine other relevant sources, e.g., board policies and program descriptions. The mission should generally be no more than one or two sentences in length.

The development of agency *goals* is one of the most critical aspects of the strategic planning process. Goals chart the future direction of the agency. The goal development process begins to focus the agency's actions toward clearly defined purposes. Within the scope of the stated mission and utilizing the external/internal assessment, goals specify where the organization desires to be in the future. Goals are issue-oriented statements that reflect the realistic priorities of the agency.

Goals should be client-focused, address the primary external and internal issues facing the organization, and be easily understood by the public. Although there is no established limit, the number of goals the agency may develop should be kept to a reasonable number in order to establish the agency's direction and provide a unifying theme for programs and activities. They are shown in the strategic plan in an approximate priority order, beginning with those of the greatest importance and impact. During goal development, the agency should begin identifying performance indicators to measure accomplishment. The formation of agency goals

should include, but is not limited to, an analysis of the following questions:

- Are the goals in harmony with the agency's mission and philosophy statements and will achievement of the goals fulfill or help fulfill the agency's mission?
- Are the goals derived from an internal/external assessment and do they reflect responses to customer needs?
- Do the goals provide a clear direction for agency action?
- Are the goals unrestricted by time? Do they reflect agency priorities?

In contrast to goals, which are broad general statements of long-range purposes, *objectives* are specific, quantified, and time-based statements of accomplishments or outcome. Objectives represent the extent to which agency goals will be achieved at the end of the time period covered by the strategic plan. An agency's objectives should be derived directly from its stated goals which imply a priority for resource allocation. Objectives emphasize the results the agency is aiming to achieve. *Outcomes* are tied directly to objectives. The development of objectives aids decision-making and accountability by focusing on issues and the accomplishment of outcomes. They should clearly quantify the specific results the agency seeks to achieve during implementation of the plan and should be easily understood by the public. A focused external/internal assessment is necessary to establish objectives. The formation of agency objectives should include, but is not limited to, an analysis of the following questions:

- Does each objective describe an outcome in terms of specific targets and time frames? Is each objective realistic and attainable?
- Do the objectives relate to results or outcomes instead of internal processes?
- Are the objectives logically connected to a particular goal and the external/internal assessment?

Although no limit is set, there must be at least one objective for each stated goal. They are shown in the strategic plan in an approximate priority order, beginning with those of greatest importance and impact. Generally, each objective should be no more than two sentences in length.

Strategies are specific courses of action that will be undertaken by the agency to accomplish its goals. While goals indicate what the agency wants to achieve, strategies indicate how those goals will be achieved. Strategies are action-oriented rather than procedural in nature and are directly linked to output measures. To develop strategies, the agency determines how best to achieve the results intended by the goals. More than one strategy may be needed for accomplishing each goal. In choosing strategies, the costs, benefits, and anticipated consequences of alternative courses of action must be evaluated by the agency. Strategies may, and probably will, cross programs, activity, or division lines. Questions to consider in developing strategies include, but are not limited to, the following:

- If this strategy (or strategies) is (are) implemented, can we assume that the goal will be reached?
- What are the anticipated costs and benefits of each strategy?
- Do we have the authorization to take the action outlined in each strategy? Is it legal and practical action?
- Do we have the necessary resources to implement this strategy (or strategies)?

Strategies must be easily understood by the public and should be generally no more than two sentences in length.

Performance measures are tools or indicators of the success in achieving a given goal or objective. Performance measures can generally be divided

into output measures, outcome measures, input measures, or efficiency measures.

Outputs are the goods and services produced by an agency. Output Measures are the tools, or indicators, to count the services and goods produced by an agency.

In developing and selecting key output measures, the following questions should be addressed:

Is the output reliably measurable? Will it measure the same thing over a period of time? Will the data used in the measure be available on a continuing basis?

Is the output measure directly related to the agency's strategies?

Does the output measure show the quantity of work performed? Can the measure be stated in unit cost terms?

Is the output measure clear? Are the terms used generally accepted and defined? Will the measure be easily understood by those who are not familiar with the subject?

Annex 5 Work programme of DOS

Activities of the Department of Statistics

The Department of Statistics, in conformity with up-to-date international practices and standards, conducts a long list of censuses and periodic sample surveys, in addition to collecting administrative data from their sources, and conducting non-periodic surveys.

One way of studying a target population is to collect information about each member of that population, i.e. conduct a census. Because such an exercise is costly and consumes much time for preparations, data processing, an dissemination, statistical institutions around the world, including the Jordanian Department of General Statistics, conduct such censuses at long time intervals, normally every decade or so.

Data users, on the other hand, are in constant need for fresh data that are updated regularly on short intervals of time, and for that reason, again, statistical institutions around the world meet such needs through sample survey conducted annually, quarterly, or monthly. The precision of sample surveys depend on the design of the sample and its effectiveness in representing the study community. Below is a list of the main activities of the Department of Statistics:

A. Censuses:

Article 4B of the Law of General Statistics No. 8, of 2003, states that the Department of Statistics will conduct the following centennial censuses: The Housing and Population Census, The Agri-Census, The Industrial Census, and the Establishment Census. The aim of such censuses is to:

1. Provide detailed data on all “members” of the census community, whether such “member” is a household, economic establishment, agricultural holding, building, or dwelling.
2. Produce comprehensive data sets on the smallest geographic level.
3. Build a comprehensive frame (listing) to be used for sample design and drawing of samples for the various sample surveys.
4. Provide the foundation for Evidence-based Policy-making through detailed and comprehensive data produced by censuses.

B. Sample Surveys:

The Department of Statistics conducts a large number of periodic sample surveys, such as:

B1. Economic Surveys:

The Department of Statistics conducts quarterly and annual surveys that cover the sectors of Industry and Mining, Internal Trade, Finance and Banking, Transportation and Telecommunications, Services, and Construction. The objectives of the above surveys can be summarized as follows:

1. To provide data about workers' compensations in each of the sectors.
2. To provide detailed data on the gross production value and the intermediate consumption of each sector.
3. To measure the size of invested capital, and to build data on the annual capital structure for each sector.
4. To estimate the contribution of each sector in the Gross Domestic Product, and to provide the data needed to compose the National Accounts according to the UN's SNA93.
5. To measure the performance of telecommunication establishments and vehicles operating in the Kingdom of Jordan, through the Transportation and Telecommunications Survey.
6. To determine the total annual licensed building area and the number of annual new dwellings, through the Construction Survey.

The Department of Statistics also conducts an annual survey of the households' income/expenditures, aiming at the provision of data and indicators on the household income levels and spending patterns, to enable the measurement of poverty indicators.

Additionally, the Department of Statistics conducts a monthly sample survey of wholesale and retail prices of a variety of goods, in order to calculate various price indices.

B2- Agricultural Surveys

The Department of Statistics conducts quarterly and seasonal surveys covering the production sectors of plant and livestock. The objectives of such survey can be summed as:

1. To estimate the total planted area by crop, for all crops.
2. To estimate the quantity and value of plant and livestock production input throughout the year.
3. To estimate the size of the agri-labor by gender, nationality, and age group.
4. To estimate the contribution of the agri-sector in the Gross Domestic Product.
5. To estimate the number and characteristics of the national livestock wealth by kind, sex, hybrid, and age group
6. To estimate the marketing costs.

The Department of Statistics also conducts a monthly survey of agri-products' farm-gate and wholesale prices, aiming at the production of price indices.

B3- Labor Force Surveys

The Department of Statistics conducts three types of labor-force surveys: a quarterly labor and unemployment household-based survey, a household survey of newly created jobs that is conducted twice every year, and an annual survey of labor utilization in economic establishments. The objectives of the above surveys can be summarized as:

1. To provide data on the labor force in the public and private sectors, and their characteristics by gender, nationality, education, and specialization.
2. To collect data on cash salaries, wages, bonuses, and regular and non-regular compensations for the various profession groups.
3. To collect data on the average paid work hours by profession.
4. To provide data on the professional and vocational structure, the economic status, and the employment status of the labor force.
5. To measure the level of participation in the economic activity.
6. To measure the unemployment levels, and to learn the characteristics of the unemployed.
7. To provide data on the job opportunities created by the Jordanian economy.

B4- Environmental Statistics:

Environmental data is collected from administrative sources and through surveys conducted by the Department of Statistics. The objectives of such surveys are:

1. To provide data on the various aspects of the environment.
2. To collect data on the available resources, their reserves, and the safe utilization levels.
3. To provide data on the environment pollutants by type and source.
4. To provide data on the measures taken to protect the environment.

B5- Other Surveys:

The Department of Statistics conducts periodic household surveys every 5 years, such as the Fertility Survey and the Household Health Survey. In addition, the Department of Statistics conducts non-periodic surveys at the request of public, private, or international organizations.

C. Administrative Records:

The Department of Statistics collects a vast amount of data from the administrative records of the various public institutions. Such data are disseminated officially by the Department of Statistics. As an example: the import/export data is collected from the records of the Customs Department and published in a special bulletin called “The Bulletin of Foreign Trade”. Similarly, marriage, divorce, mortality, road accidents, arrivals, departures, and other data is collected from the administrative records of the related institutions, and all are published through the Statistical Yearbook issued annually by the Department of Statistics.

Survey Samples:

In order to produce data that best represents the surveyed communities, there must be an up-to-date listing (frame) that includes all the members of the community being considered for the study. Based on the listing (frame), the sample is then designed to best represent the study community according to the internationally adopted methodologies.

Census methodologies:

Any census methodology will include the following activities:

1. Setting the objectives of the census.

2. Acquiring the Cabinet of Ministers' approval to carry out the census.
3. Devising an operation plan and time schedule for the conduction all activities of the census.
4. Preparing a tentative budget to finance the activities, and acquiring the needed funds.
5. Conducting a national promotional and public awareness campaign to highlight the objectives and the importance of the census.
6. Conducting the building and block listing and numbering campaign, and this activity requires the following:
 - a. Hiring and training the required number of staff.
 - b. Procuring and readying all equipment and logistics needed to carry out the census.
 - c. Listing all urban/rural blocks of the Kingdom, and updating maps accordingly.
 - d. Numbering all urban/rural blocks, and buildings within.
7. Designing the required questionnaire(s), the instruction manuals, the manual editing guidelines, the automated editing guidelines, and the data entry software.
8. Hiring and training the required number of staff and outlining their responsibilities as coordinators, inspectors, supervisors, interviewers, editors, coders, data-entry operators, and programmers. All, except data-entry operators, must carry a university degree as a minimum requirement to qualify for this task.

9. Field-testing the questionnaire(s) and the software for data entry and auditing, and other software.
10. Carrying out the census (actual data collection).
11. Auditing the questionnaire(s) manually, coding them, entering the data into the computers, and performing automated editing activities.
12. Extracting the primary results, auditing such results, and evaluating such results.
13. Extracting and disseminating the final results.

Survey methodologies:

Any survey methodology will include the following activities:

1. Setting the objectives of the survey.
2. Issuing an Administrative Decree to Conduct Survey by the Director of the Department of Statistics.
3. Designing and drawing the survey sample from an up-to-date listing (frame). Normally, such listings (frames) are provided by preceding censuses.
4. Devising an operation plan and time schedule for the conduction all activities of the survey.
5. Preparing a tentative budget to finance the activities, and acquiring the needed funds.
6. Designing the required questionnaire(s), the instruction manuals, the manual editing guidelines, the automated editing guidelines, and the data entry software.

7. Hiring and training the required number of staff and outlining their responsibilities as coordinators, inspectors, supervisors, interviewers, editors, coders, data-entry operators, and programmers. All, except data-entry operators, must carry a university degree as a minimum requirement to qualify for this task.
8. Carrying out the survey (actual data collection).
9. Auditing the questionnaire(s) manually, coding them, entering the data into the computers, and performing automated editing activities.
10. Extracting the primary results, auditing such results, and evaluating such results.
11. Extracting and disseminating the final results.

6. Environmental Statistics
7. Prices and Cost of Living

13. Labor and Unemployment

Dissemination means:

The Department of Statistics uses the various internationally adopted ways and means to disseminate its products, such as computer disks, compact disks (CDs), paper bulletins, in addition to using the official DOS website. The main bulletins issued periodically by the Department of Statistics are:

- | | |
|----------------------------------|---|
| 1. The Statistical Yearbook | 8. Services |
| 2. The Jordan-in-figures Booklet | 9. Transport, Storage, and Telecommunications |
| 3. Foreign Trade | 10. Industry |
| 4. Wholesale/Retail Trade | 11. Construction |
| 5. Agricultural Statistics | 12. Utilization of the labor force |

Time Schedule:

The Department of Statistics has worked during the past few years towards building a standard time schedule that shows the launching and conclusion dates of all the surveys and studies it handles, as well as dates of publishing of all its work, so that data users can expect and plan

their use of the products of the Department of Statistics. Below is the general time schedule of all surveys and studies conducted regularly by the Department of Statistics.

Time schedule for the preparation and publishing of statistical results and indicators for 2007

First: Economic Surveys

No.	Indicators/ Results/ Reports/ and Bulletins	Jan	Feb	Mar	April	May	June	July	Aug	Sep	Oct	Nov	Dec
100	Economic Surveys												
101	Results of the Quarterly ¹ Surveys of the Industrial Sector		28			30			30			30	
102	Results of the Quarterly Indicator Surveys of the Internal Trade Sector		28			30			30			30	
103	Results of the Quarterly Indicator Surveys of the Transportation, Storage, and Telecommunication Sector		28			30			30			30	
104	Results of the Quarterly Indicator Surveys of the Service Sector		28			30			30			30	
105	Results of the Quarterly Indicator Surveys of the Construction Sector		28			30			30			30	
106	Results of the annual Survey of the Transportation, Storage, and Telecommunication sector for 2006												30
107	Results of the annual Survey of the Construction sector for 2006												30
108	Results of the annual Survey of the Service sector for 2006												30
109	Results of the annual Survey of the Industrial sector for 2006												30
110	Results of the annual Survey of the Internal Trade sector for 2006												30
111	Results of the annual Survey of the Use Sector for 2006												30

¹ The results of the quarterly surveys for all sectors, which are issued on Feb 25th of each year, are those of the 4th quarter of the previous year.

209	Results of the Livestock Numbers and Input Survey, round 2, the informal sector, 2006				30								
210	Results of the Livestock Numbers and Input Survey, round 1, the informal sector, 2007						15						
211	Results of the Livestock Quarterly Indicators Survey, round 4, the formal sector, 2006				30								
212	Final results of the livestock surveys 2006					1							
213	Results of the Quarterly Indicator Livestock Surveys, the formal sector 2007						30/1		30/2			30/3	
214	Monthly results of the Agricultural Products' Price Surveys and the Agricultural Production Price Index ⁴ for 2007	5	5	5	5	5	5	5	5	5	5	5	5
215	Final results of the Agricultural Prices for 2006					1							
216	Capital Structure of the Livestock Sector for 2006						30						
217	Capital Structure of the Highlands Agricultural Production for 2006				1								
218	Capital Structure of the Aaghwar Agricultural Production for 2007										15		
219	The Agricultural Statistics Bulletin 2006					15							
220	The Primary Results of the Agricultural Census 2007											30	
221	The Food Budget Bulletin 2006								15				

3rd: Economic Statistics

No.	Indicators/ Results/ Reports/ and Bulletins	Jan	Feb	Mar	April	May	June	July	Aug	Sep	Oct	Nov	Dec
300	Economic Statistics												
301	The Consumer Price Index (Monthly) ⁵	10	10	10	10	10	10	10	10	10	10	10	10
302	The Industrial Producer Price Index (Monthly) ⁶	10	10	10	10	10	10	10	10	10	10	10	10
303	The Industrial Production Quantity Index (Monthly) ⁷	10	10	10	10	10	10	10	10	10	10	10	10
304	The Monthly Foreign Trade Report ⁷	10	10	10	10	10	10	10	10	10	10	10	10

⁴ Results and the Price Index issued reflect the month before last

⁵ The CPI is issued on the 10th of each month for the preceding month

⁶ The IPPI is issued on the 40 days after the end of the month it represents

305	The Wholesale Price Index (Quarterly) ⁷	25		25		25		25	
306	Current-and-fixed Price-estimates for the GDP is calculated ⁸		20		20		20		20
307	The annual Import/Export Price Index ⁹			30					
308	The annual Quantitative Import/Export Price Index ¹⁰			30					
309	Annual data on foreign trade is published			15					
310	Preparation of the Annual Foreign Trade Bulletin for printing, with CD					30			
311	Results of the Household Income and Expenditure Survey 2006					30			
312	Preparation of the Current-and-fixed Price Estimates of the GDP		25						
313	Composing the annual National Accounts			25					
314	Issuing the National Accounts Bulletin for the period 1976-2004						25		
315	Writing the software needed for the implementation of the National Accounts System for 2002-2003								31
316	National Accounts' Calculation according to SNA93, from Production Accounts to Capital Accounts								31
317	Bulletin on the results of the Household Income/Expenditure Survey is released						31		
318	(2006)Preparation of the Supply and Use Tables, by economic sector, for 2006						15		

⁷ The WPI is issued on the Jan 25th for the 4th quarter of the preceding year

⁸ The GDP estimates are issued on March 20th for the 4th quarter of the preceding year

⁹ Annual Import/Export Price Index are new indicators expected to be issued by the Department of Statistics, in cooperation with the Central Bank for the first time this year

¹⁰ Annual Import/Export Price Index are new indicators expected to be issued by the Department of Statistics, in cooperation with the Central Bank for the first time this year

4th: Environmental Statistics

No.	Indicators/ Results/ Reports/ and Bulletins	Jan	Feb	Mar	April	May	June	July	Aug	Sep	Oct	Nov	Dec
400	Environmental Statistics												
401	Results of the various environmental indicators										1		
402	Results of the Solid/Liquid dangerous and non-dangerous waste											15	
403	Issuing of the Environmental Statistics Bulletin 2006												30

5th: Household Surveys

No.	Indicators/ Results/ Reports/ and Bulletins	Jan	Feb	Mar	April	May	June	July	Aug	Sep	Oct	Nov	Dec
500	Household Surveys												
501	The Quarterly Primary Results of the Use and Unemployment Survey 2007			25			25			25			25
502	Issuing the Quarterly Reports ¹¹ of the Use and Unemployment Survey 2007		15			15			15			15	
503	Issuing the Annual Report of the Use and Unemployment Survey 2006			30									
504	The Primary Results of the Population and Household Health of Jordan 2007											15	
505	The Primary Results of the Household IT Utilization Survey 2007				15								
506	The Main Report of the Household IT Utilization Survey 2007								15				

6th: Social and Demographic Statistics

No.	Indicators/ Results/ Reports/ and Bulletins	Jan	Feb	Mar	April	May	June	July	Aug	Sep	Oct	Nov	Dec
600	Social and Demographic Statistics												
601	Preparation of the Population Tabulations and Reports		15										
602	Preparation of the Demographic Indicators			31									
603	Preparation of the Social Indicators			31									
604	“Issuing of the Social and Economic Indicators” booklet ¹²					30							
605	Preparation of Social and Demographic Indicators ¹³ for the new Millennium					30							
606	Social Trends magazine		1										
607	The “Jordan in Figures” Booklet					30							

¹¹ Quarterly reports issued in March of each year represent the 4th quarter of the preceding year

¹² New booklet to be issued for the first time this year

¹³ New indicators introduced for the first time on the occasion of the new millennium

7th: The General Bulletins of the Department of Statistics

No.	Indicators/ Results/ Reports/ and Bulletins	Jan	Feb	Mar	April	May	June	July	Aug	Sep	Oct	Nov	Dec
700	The General Bulletins of the Department of Statistics												
701	Issuing the Statistical Yearbook (with CD)					30							

8th: Other Surveys and Studies

No.	Indicators/ Results/ Reports/ and Bulletins	Jan	Feb	Mar	April	May	June	July	Aug	Sep	Oct	Nov	Dec
800	Other Surveys and Studies												
801	Issuing the Detailed Tabulation Bulletin of the Multipurpose Household Survey 2003	30											
802	Issuing the Analytical Bulletin of the Multipurpose Household Survey 2003			20									
803	Survey of Foreign Investment in Jordan ¹⁴												
804	The Wage Index Number ¹⁵												
805	Projects of the National Agricultural Development Strategy ¹⁶												
	A. Olive Oil Extractories Survey 2005			31									
	B. Fish Farms Survey 2005			31									
	C. Honey-bee Farms Survey 2005			31									
806	Arrivals/Departures Survey ¹⁷												
807	Cooperatives Survey ¹⁷												
808	Information Technology Survey ¹⁷												

¹⁴ Coordination is underway with the Ministry of Planning to conduct this study

¹⁵ Efforts are underway to issue an annual Index for wages

¹⁶ This is a 10-year strategy, launched in 2002

¹⁷ New surveys planned for launching in 2006

9th. General Censuses

No.	Indicators/ Results/ Reports/ and Bulletins	Jan	Feb	Mar	April	May	June	July	Aug	Sep	Oct	Nov	Dec
900	General Censuses												
901	Final Results of the General Population and Housing Census 2004							31					
902	Preparation for the Agri-Census 2007 ¹⁸												

¹⁸ Work on the preparations for the Agri-Census 2007 starts on April 1st, and is concluded by the end of July 2007

Annex 6. General Statistics Law

For proposed changes see chapter 6 of this report.

(Provisional Law No. 8 for the Year 2003)

Article 1: This Law shall be called “General Statistics Law 2003” and shall become effective as of the date of its publication in the Official Gazette.

Article 2: The following words and expressions shall have the meanings attached thereto hereunder, unless the context indicates otherwise:

Minister: Minister of Planning

Department: Department of Statistics.

Director General: The Director General of the Department.

Respondent: A public or private natural or legal person, residing on the territory of the Hashemite kingdom of Jordan or in its territorial waters, or any of its subjects residing abroad, from whom the Department request statistical information and data by virtue of the present Law.

Data: Figures and statistical data, which are collected by virtue of a statistical survey or census in accordance with statistical questionnaires especially prepared for this purpose.

Official Statistics: Statistics released by the Department.

Individual Data: Any data, descriptive characteristics or information that reveal the identity of the respondent, including his/her name and address, or specific economic activity or geographic location related thereto.

Statistical Documents: The maps, charts, records, questionnaires, and sample lists and the like.

Article 3: The present Law aims to organize statistical work in the Kingdom and the provisions thereof shall apply to all citizens and foreigners present on the Kingdom’s territory or territorial waters or transiting there-through by any means of transportation.

The Department and Its Tasks

Article 4: The Department shall be attached to the Minister and shall be considered as the sole Governmental body authorized to collect statistical information and data from respondents. For this purpose, it shall undertake the tasks and enjoy the authorities described herebelow:

A. Collect, classify, store, analyze and disseminate official statistics, including surveys related to the various social, demographic, economic, agricultural, environmental, cultural areas of life, as well as any area related to the other

conditions, activities, and circumstances of the society in accordance with the definitions, classifications, criteria, methods and techniques that are recognized in this area.

B. Conduct a general census, at most once every ten years on the dates to be decided by the Council of Ministers at the recommendation of the Minister, in any of the following areas and matters:

1. Housing and population
2. Agriculture
3. Industry
4. Establishments
5. Any other area, which the Council of Ministers decides, at the recommendation of the Minister, to conduct a census thereof.

C. Coordinate and organize statistical work in partnership with the different Governmental departments with a view to developing their statistical administrative records in such a manner that conforms with international practices and standards, guarantees proper timing and meets the requirements of data users efficiently and effectively.

D. Participate in international cooperation efforts in the area of statistics and exchange experience with Arab and international scientific organs involved in the area of statistics in accordance with international criteria and requirements.

E. Enter into contracts and conclude agreements with local and international bodies.

F. Accept donations, contributions and grants, provided approval of the Council of Ministers thereto is secured if their source is non-Jordanian.

G. Establish statistical training centers, prepare the necessary training plans and programs therefor, and prepare the specific regulations thereto.

H. Conduct any specialized survey on behalf of any party that requests such survey in exchange for a fee to be decided by the Director General.

I. Encourage concerned parties to use statistics in their decision making.

Article 5: The Director General shall undertake the tasks and enjoy the authorities described herebelow:

A. Organize the Department and manage its affairs.

B. Follow up on the implementation of the Department's projects and cooperate and coordinate for this purpose with the relevant parties when needed.

C. Solicit local and international financial support to defray the costs of surveys and censuses conducted in accordance with the provisions of the present Law.

D. Any other tasks required in the interest of Department's work and conforming to valid legal rules.

The Department's Relations with Others

Article 6-A: Governmental departments shall undertake to facilitate the tasks of the Department's employees commissioned with any statistical or census activity, guarantee easy contacts with the relevant parties, and supply all the information they request for statistical purposes, including allowing said employees to examine records and other means of storing information.

B. Governmental departments are further obligated to coordinate with the Department before effecting any amendments or additions to the forms of the records or the statistical mechanisms they employ, in order to guarantee that these records, forms and mechanisms achieve the purposes of statistical work.

Article 7-A: Statistical units at Governmental departments shall comply, each in the area of its work, with the definitions, classifications and technical criteria adopted by the Department and shall coordinate therewith for this purpose in order to prevent any contradiction in statistical figures.

B. Any Governmental department, may, in coordination with the Department, conduct any survey aimed at collecting specific statistical data if such survey is directly related to the area of the governmental department's work. The dissemination of such data shall be prohibited before securing the agreement of the Director General thereto.

Article 8-A: Any unofficial body may conduct a statistical survey related to the marketing of its products or services.

B. Any unofficial body may collect and disseminate statistical information on behalf of another body subject to prior written permission therefor from the Director General.

Article 9-A: Any natural or corporate person is required to provide the Department's employees commissioned with any statistical or census work all the data requested thereby, whether such data are individual or related to the person's profession or private business, whether such data are commercial or industrial. Such data shall be submitted in the manner and on the dates specified by the Department.

B. Persons mentioned in Paragraph (A) of the present Article shall facilitate the task of the Department's employees commissioned with conducting the census and other statistical operations in order to verify the data and information submitted thereto, including the reviewing of records, papers, documents and other means of storing information.

Article 10-A: A Statistics Consultative Committee under the chairmanship of the Minister shall be established and shall include the following members:

1. The Director General as Deputy Chairman
2. Seven experienced or specialized persons from the public and private sectors to be appointed by virtue of a decision made by the Prime Minister at the recommendation of the Minister.

B. The Committee shall undertake the following tasks:

1. Reviewing the Department's annual plans and identifying the priorities and areas of statistical work in order to contribute to the Kingdom's strategic planning and statistics-related policies.
2. Examining any proposals related to statistical work and its development and submitting the necessary recommendations thereon.

C. Identifying the way, in which the Committee's meetings are to be held, the quorum requirements therefor, the way in which decisions and recommendations are to be made, and all matters related thereto by virtue of instructions to be issued by the Minister for this purpose.

Confidentiality of Data

Article 11-A: All individual information and data submitted to the Department and related to any survey or census shall be considered confidential and the Department or any of the

persons working therein may not, subject to responsibility, reveal to, or allow any person or public or private body to view same, totally or partly, or use same for any purpose other than the preparation of statistical tables.

B. When disseminating official statistics, the Department shall be bound to not revealing any individual data in order to safeguard the confidentiality thereof.

C. It shall be incumbent upon any employee of the Department to take an oath and sign a recognizance by virtue of which he/she commits himself/herself not to disclose or disseminate any individual information or data.

D. The Department shall take the necessary measures to protect and save the collected data in places where conditions of security and safety are met.

Article 12: Notwithstanding the provisions of Paragraph (A) of Article 11 of the present Law:

A. Individual data may be used to prove violations perpetrated contrary to the provisions of the present Law or any byelaws issued by virtue thereof.

B. The data may also be used if the person or party to either of whom the individual data are related agrees thereto.

Article 13: The Department may supply any available preliminary data to any party that requests such data for the purposes of

study and scientific analysis and may charge a fee therefor to be determined by the Director General. Furthermore, the said party shall submit a recognizance by virtue of which it commits itself to these purposes, provided the Department guarantees that such data do not include any individual data in order to safeguard the confidentiality thereof.

Article 14: Every Department employee shall be supplied with an identity card signed by the Director General to which his/her personal photograph is affixed in order to prove his/her identity and enable him/her to undertake the tasks entrusted to him/her by virtue of the provisions of the present Law.

Penalties

Article 15

A: Any Department employee perpetrating any of the following acts shall be punished by imprisonment for a period of not less than six months and not more than one year or a fine of not less than five hundred dinars and not more than one thousand dinars, or by both penalties:

1. Disclosing any confidential statistical information or data as stipulated in Article 11 of the present Law or any industrial or commercial secrets or methods of work that are considered to be confidential which he/she views in the course of his/her work.
2. Deliberately keeping for himself, destroying or falsifying any statistical documents containing data.

3. Negligently losing any confidential statistical documents that contain data.

B. The maximum penalties listed in Paragraph (A) of the present Article shall be imposed on any of the Department's employees who repeats any of the offences listed therein.

Article 16

A: Anyone perpetrating any of the following acts shall be punished by imprisonment for a period of not less than six months and not more than one year or a fine of not less than five hundred dinars and not more than one thousand dinars, or by both penalties:

1. Falsely impersonating a Department employee or any person entrusted with a task related to the census or statistical survey.
2. Deliberately obstructing the census or statistical survey or abstaining from giving the requested information and data in the prescribed manner.
3. Deliberately giving misleading information or data to any of the persons entrusted with conducting the census or survey.
4. Obtaining by fraud, threat, beguilement or any other means from any Department employee or from the Department's records and books confidential statistical information and data in the meaning purported in the text of Paragraph (A) of Article 11 of the present Law.

B. The maximum penalties listed in Paragraph (A) of the present Article shall be imposed in the case of repetition of any of the offences listed therein.

Article 17: Nothing in the present Law shall prevent the imposition of more severe punishments that may be stipulated in any other valid Law.

Article 18: A person shall be considered to have abstained from giving information and data if it is proved that he/she has been informed of the request before the specified time for the submission thereof and that the period of time specified in the request has elapsed without him/her submitting the information and data, unless it is proved to the Director General that he/she has lawful excuse that has prevented the submission of the requested information and data. Excluded from the provisions of the present Article are census activities the information and data submission deadlines for which are to be determined by a decision issued by the Council of Ministers.

General Provisions

Article 19: The Department may sell statistical publications and requested frameworks and charge fees for the provision of informatics services and technical consultancies. Furthermore, the Department may conduct specialized surveys on behalf of parties that request such surveys and host regional and international conferences, seminars and

workshops, provided that the fees thus charged are considered as financial revenues for the Treasury.

Article 20: The Council of Ministers shall issue the byelaws necessary for the implementation of the provisions of the present Law, including a byelaw governing the Department's employees and their bonuses and a byelaw governing statistical training centers.

Article 21: General Statistics Law No. 24 for the Year 1950 and its amendments shall be herewith repealed, provided that the byelaws and instructions issued by virtue thereof remain valid until repealed, amended or replaced by other legislation.

Article 22: The Prime Minister and the Ministers shall be charged with the implementation of the provisions of this Law.