

HOW TO GUIDE



*How to Guide: Establishing a
State Bureau of Statistics*

sparc

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Abbreviations and acronyms

| | |
|---------|---|
| CBN | Central Bank of Nigeria |
| CSO | Civil Society Organisations |
| DoS | Director of Statistics |
| ExCo | Executive Council |
| FOS | Federal Office of Statistics |
| FSP | Fiscal Strategy Paper |
| HC | Honourable Commissioner |
| HCJ | Honourable Commissioner for Justice |
| HE | His Excellency |
| KPIs | Key Performance Indicators |
| KSBS | Kaduna State Bureau of Statistics |
| KSSG | Kaduna State Statistician General |
| LG | Local Government |
| LGA | Local Government Area |
| MDAs | Ministries Departments and Agencies |
| MoEP | Ministry of Economic Planning |
| MoJ | Ministry of Justice |
| MTSS | Medium Term Sector Strategy |
| NBS | National Bureau of Statistics |
| NGO | Non-Governmental Organisations |
| OPS | Organised Private Sector |
| PS | Permanent Secretaries |
| SBS | State Bureau of Statistics |
| SCCS | State Consultative Committee on Statistics |
| SG | Statistician General |
| SHoA | State House of Assembly |
| SPARC | State Partnership for Accountability, Responsiveness and Capability |
| SSMP | State Statistical Master Plan |
| SSS | State Statistical System |
| SYB | Statistical Year Book |
| UK-DFID | United Kingdom's Department for International Development |
| WB | World Bank |

Foreword

Statistics are vital as they provide us with clear, objective, and numerical evidence on all aspects of our lives and the state of our country, including the growth and characteristics of our population, economic performance, levels of health and wellbeing and the condition of our surrounding environment. Data is playing a major role in shaping almost every aspect of human life, from administration to astronomy, biology to business, housing to health, engineering to environment, commerce to community, marketing to management, industry to infrastructure, politics to policy, even in sports and strategy. It therefore aids the decision making process by enabling us to establish numerical benchmarks and monitor and evaluate the progress of policies or programmes, thereby ensuring that our policy interventions are well designed, meeting initial aims and identifying any areas which require improvement. Accordingly, the significance of having a fully functional statistical office at all levels of government, which is independent, functioning and well-resourced to carry out its' mandate becomes more important than ever before, particularly at the state and local government levels.

This is more so as Nigeria and the rest of the world prepares to usher in the successor development framework, the Sustainable Development Goals (SDGs). The experience from the MDGs implementation in Nigeria points to critical challenges posed by lack of comprehensive, up-to-date and harmonized data for monitoring progress and success recorded for some of the goals and targets. This should not be repeated in the implementation of the Sustainable Development Goals (SDGs). There is need to set out a comprehensive, well-defined and coordinated strategy for data production at both national and sub-national levels to effectively track progress towards achieving the proposed SDGs as well as provide the much needed information for government and policy makers to design and implement their policies and programs. It is in this light that the National Bureau of Statistics in collaboration with the State Bureaus of Statistics and the State Partnership for Accountability, Responsiveness and Capability (SPARC) ^{have collaborated with} ~~and the NBS~~ _{and the NBS} have been working together to support states to strengthen their statistical bureaus and units.

The development of this 'How to Guide' will further help states willing to set up or further strengthen their coordination drive in the statistical production process in doing so. It provides basic information on the process of establishing a State Bureau of Statistics (SBS), based on the State Statistical Master Plan (SSMP) and National Strategy for the Development of Statistics (NSDS) developed by the National Bureau of Statistics (NBS). The main objective is to establish functioning State Bureaus of Statistics in all 36 states, to deliver an effective statistical system that will meet ever growing data needs of policy makers and the general public.

Dr. Yemi Kale - Statistician General of the Federation and Chief Executive Officer, National Bureau of Statistics

↓ Not edited as it is a forward by the SGI himself.

Preface

The State Partnership for Accountability and Capability (SPARC) programme of the United Kingdom's Department for International Development (DfID) is a State level governance support programme for States in Nigeria. SPARC has provided support to 10 states in Nigeria in various aspects of governance, which include data availability for quality decision making. Out of these ten states, six states have established their State Bureau of Statistics as a result of their improved understanding of the value of statistics in planning and performance management. This *How to Guide* is an extract from the field experience of SPARC support to states on monitoring and evaluation involving data availability and performance management. The guide, as the name implies, is not prescriptive but intends to provide basic information on the process of establishing a State Bureau of Statistics (SBS), based on the State Statistical Master Plan (SSMP) developed by the National Bureau of Statistics (NBS).

Section 1: Introduction

1.1 Background

Agencies and processes for producing, using and maintaining statistics need to be strengthened, as the current statistical system can be characterized by:

- Low demand for good statistics within Government, in particular those that identify issues of social exclusion;
- Low demand for good statistics within civil society, in particular those that identify issues of social exclusion;
- Paucity and dearth of data on social and economic indicators required for monitoring achievement of results on development plans, policies and strategies;
- Poor funding for the development of statistical capacity and infrastructure, statistical production and maintenance;
- Unreliability of existing data;
- Limited coordination between the State and Local Government Areas (LGA);
- Weakness in statistical and organisational capacity.

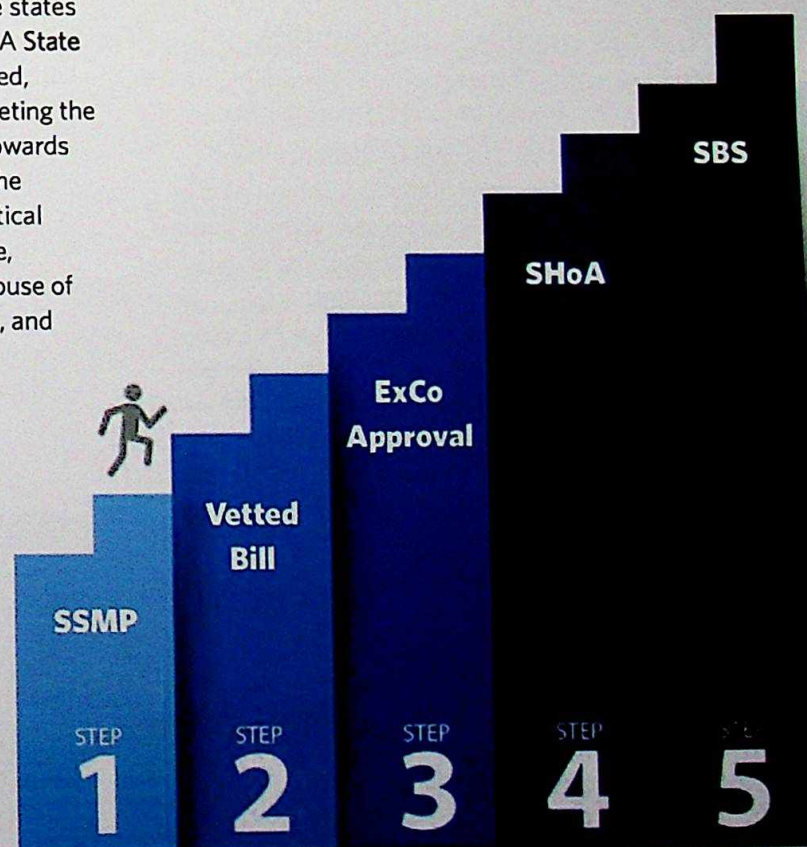
The Statistical Year Book (SYB) is a good start but it, alone, cannot meet the statistical and data needs of the state. The State needs an effective State Statistical System (SSS) supported by a well functioning State Bureau of Statistics (SBS). The National Bureau of Statistics (NBS) developed a generic State Statistical Master Plan (SSMP), which provides a 'road map' to developing an effective State Statistical System. This guide builds on the SSMP to further guide states on the establishment of a State Bureau of Statistics. A State Bureau of Statistics should be a proactive, coordinated, well-managed and resourced system, capable of meeting the statistical data and information needs of the state towards sustainable development and poverty reduction of the inhabitants. The SBS serves as the authorised Statistical Agency responsible for Official Statistics in the State, endorsed by the Governor, approved by the State House of Assembly (SHoS) and the Executive Council (ExCo), and supported by a legal framework.

1.2 Purpose of this Guide

The main purpose of this *How To Guide* is to provide a step-by-step approach on 'How to Establish a State Bureau of Statistics', based on the NBS State Statistical Master Plan. It also includes experience-based information on the need and value of statistics which are independent, relevant, credible, accurate, reliable and accessible.

1.3 Overview

This guide is structured into eight sections, starting with an introduction as Section one. Section two gives a highlight on the state of Statistics in Government. Section three provides information on step-by-step approach on the process of establishing and SBS. Sections four and five highlight the generic institutional and organisational mandate of an SBS. Section six contains the average cost of financing the operation and activities of an SBS. Section seven is the final word for the process driver. Section eight shares with the reader *The Kaduna Experience* - the process that the Kaduna State Statistician General underwent during the establishment of the Kaduna State Bureau of Statistics.



Section 2: Statistics in Government

2.1 What are Official Statistics?

Official statistics are the approved sets of data officially published by the Government, through its authorised Agency, often, the State Bureau of Statistics. Often, this status 'official statistics' implies that the statistics comply with a certain standard, as established by the Statistics Authority (SA). The statistics should also be compliant with the fundamental Principles of Official Statistics. The principles give a set of fundamental values and principles, which Statistics Offices and indeed other data producers should have in order for the public to have trust in official statistics they produce.

2.2 Why are Official Statistics Important?

| Official Statistics are useful for: | Specific areas it can help the State Government with are: |
|--|---|
| <ul style="list-style-type: none"> ■ Planning; ■ Monitoring implementation; ■ Measuring performance against targets; ■ Monitoring and evaluating performance; ■ identifying vulnerability and social exclusion issues; ■ Promoting transparency and accountability of data; ■ Advocacy; ■ Research and analysis; ■ Teaching and training. | <ul style="list-style-type: none"> ■ Articulation of the Governor's manifesto; ■ Development of the State Development Plan; ■ Monitoring and Evaluating the State Development Plan; ■ Evidence-based policy design. |

2.3 What are the Fundamental Principles of Official Statistics?

The fundamental Principles of Official Statistics were adopted by the United Nations Statistical Commission in 1994 and are now a universally agreed overarching framework for the mission of Statistical Offices (SOs) and also for official statistics in any country and/or state.

These principles include:

- i. **Independence** of the State Statistical System in order to protect the credibility and integrity of official statistics;
- ii. **Relevance** which refers to the appropriateness or comprehensiveness of statistical products;
- iii. **Credibility** which refers to the professionalism, transparency and ethical standards that help to create a brand name, and define independence and separation from pernicious political influence; and
- iv. **Respondent** relations which cover suppliers, including private sector, and users of statistics, and involve selling the use of statistics to policy-makers and profiling statistical products to the public.

It is recognized that integrity and credibility of data are better assured if:

- i. Official statistics are free from political influence;
- ii. The State Statistical System enjoys a high profile;
- iii. Best practices and highest professional standards are applied;
- iv. There is transparency of sources and methods;
- v. There is a well-defined dissemination policy that provides for advance publication or release calendar and simultaneous release of data (principle of equal access to data).

2.4 What is a State Bureau of Statistics?

- A State Bureau of Statistics is a State Government Statistical Agency responsible for managing all sets of data and statistical activities in the State;
- It is the apex body and the custodian of State official statistics;
- It has the overall responsibility for overseeing the State Statistical System and coordinating the implementation of the State Statistical Master Plan.

2.5 Why Should a State have a State Bureau of Statistics?

It is very important for each state to have its own SBS with necessary authority and power to function effectively. Some of the benefits of a state having a properly functional SBS are as follows:

- Accountability and transparency in planning and managing public funds;
- Ability to plan properly. If you do not have the true picture of a situation, then you cannot plan properly. As the saying goes: *'failing to plan is planning to fail'*;
- Evidence to claim results. If the facts about performance cannot be based on evidence, it reduces clarity on what have been achieved, thus, increases difficulty in claiming results;
- Auditing data. The Statistician is the equivalent of an Auditor (an auditor of data). A State should have a SBS to ensure availability and transparency of data.

2.6 What should a State Bureau of Statistics Achieve?

An effective SBS should:

- Raise the profile of statistics and make them visible in government and society;
- Advocate for the importance and role of statistics in:
 - informing the process of governance
 - facilitating better decision-making
 - ensuring faster growth
 - enabling more effective use of valuable resources for development and poverty reduction;
- Promote a culture of evidence-based planning and decision-making;
- Provide good quality statistics according to internationally recognized quality dimensions of relevance, completeness, consistency, accuracy, timeliness, disaggregate ability;
- Make the statistics readily accessible and usable by a whole range of data users;

- Mobilize and properly use national and international resources for statistics;
- Promote coordinated investment in developing statistical capacity; and
- Create demand for statistics.

2.7 Who is a Statistician?

- A Statistician is a professional in charge of data processing (collection, collation, analysis, storage, dissemination, communication etc);
- He/she must have recognized professional qualifications in statistics.

2.8 Who is a Statistician General?

- A Statistician General (SG) is the professional and administrative head of a Bureau of Statistics at either level of Government;
- At the National Level, the head of the National Bureau of Statistics is referred to as the Statistician General of the Federation, while at the state level, the head of the SBS is referred to as the Statistician General of the State;
- The institutional and organisational authority of the Bureau rests on the SG.

2.9 What should be the Qualification and Experience of a Statistician General of the State?

- An SBS cannot function properly without a qualified Statistician General (SG) to lead its operations;
- The Law often requires the Governor to appoint an SG for the State to head an SBS;
- Generally, an SG is required to have the rank of Permanent Secretary (PS). The importance of the rank of an SG is to ensure the head of the institution has the required operational authority and power to demand for data with response from other Ministries, Departments, Agencies (MDAs), through the PSs;
- He/she must have recognized professional qualifications and experience in statistics and/or related fields as well as proven managerial ability.

Section 3: Establishing a State Bureau of Statistics

3.1 Who Should Initiate the Establishment of a State Bureau of Statistics?

There is no directive which says who must initiate the establishment but generally the Director of Statistics (DoS) in the Ministry of Economic Planning or the equivalent Central Ministry is involved in initiating the process, along with other key people in the Central Ministry.

Tip: There may be resistance to the idea of establishing an SBS. This has been observed to be as a result of misunderstanding of the purpose of the SBS. The perception is that the function of an SBS is to 'fault find'. One of the key success factors for the establishment of an SBS lies in the ability to advocate for the benefits of the use of Statistics. The development of an advocacy strategy is advisable to assist the establishment of the Bureau.

3.2 What are the key Stages and Process Involved in Establishing a State Bureau of Statistics?

Step 1

Domestication of the generic SSMP: The National Bureau of Statistics has developed a generic *Statistical Master Plan for the State Statistical System*. The Plan which has been prepared through extensive consultations with data producers and users, provides: (i) a mechanism for statistical advocacy, (ii) a strategic trajectory defining where the SSS should be in five years time, (iii) a "road map" and milestones for getting there, (iv) a comprehensive and unified framework for assessing user needs on a continuing basis and meeting these needs, (v) mechanisms for feedback and learning, (vi) a framework for mobilizing, harnessing and leveraging resources (State national and International) and energies, and (vii) mechanisms for the creation of quality awareness and enhancement.

The generic SSMP needs to be made state specific.

Step 2

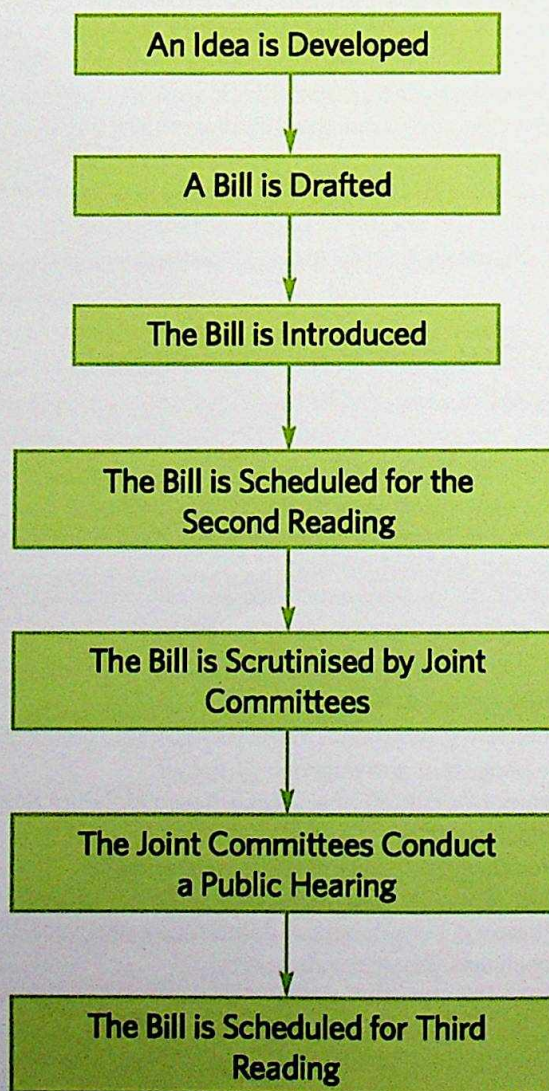
Initiation of the first Memorandum: A memo should be initiated, by the person leading the process (normally the Director of Statistics) addressed to the Honourable Commissioner for Economic Planning through the Permanent Secretary. The purpose of the memo would be to present the internally drafted domesticated SSMP and to suggest the establishment of an SBS. The content of the draft SSMP would have been agreed with key stakeholders before initiating the memo.

Step 3

Memorandum to the Governor: The Honourable Commissioner (HC), following his approval, writes a new memo to His Excellency (HE) seeking for his approval to present a memo to the ExCo on the establishment of the SBS. The memo should contain all the key information on the value of the establishment of an SBS, and can include the draft SSMP.

Step 4

Drafting and vetting of the Bill: When the Governor approves the concept of the establishment of the SBS, the Ministry of Economic Planning will first prepare the first draft of the bill to establish the SBS and then review it with the Ministry of Justice (MoJ). The MoJ will subject the draft bill to vetting to ensure that it meets the legal standards and requirements and that it does not conflict with other existing laws in the state. After the vetting by the Ministry of Justice, the improved version of the draft bill will be returned to the Ministry of Economic Planning in preparation for submission to ExCo.



Step 5

Presentation of vetted bill to ExCo: The Honourable Commissioner for Economic Planning will then present the vetted bill to the ExCo. ExCo members will make observations and comments which will be noted by the Council Secretariat, MoEP and MoJ.

Tip: It is advisable that the HC-MoEP takes the bill to the Governor before presenting the vetted bill to ExCo, for discussion and incorporation of HE input. This could lead to some adjustments in the vetted bill as long as it does not contradict existing State laws.

Step 6

ExCo Approval of the bill: On the approval of the draft bill by the ExCo, the MoEP will work in collaboration with the MoJ to incorporate all the necessary observations and comments made at the ExCo and prepare an improved version of the bill. The improved version will be returned to the Council secretariat for forwarding to the State House of Assembly.

Step 7

Submission of the final draft bill to SHoA: The ExCo approved version of the bill will be submitted to the State House of Assembly for consideration, scrutiny and approval. Since the bill will be submitted by the Executive arm of Government, it will be classified as an 'Executive Bill'.

Step 8

First Reading of the Bill in the SHoA: Upon submission to the SHoA, the Clerk schedules the draft Bill for announcement on the floor of the House during a session based on the space available for that. Once the draft Bill is announced or introduced on the floor of the House during their legislative session, it will be considered as the first reading of the bill. The purpose of the first reading on the floor of the House is just to notify and to assess if it is worth further consideration by the members of the House or if it should be struck out at the stage of announcement. In the absence of 'No Objection' to continue with discussion on the Bill, it will be considered to have passed the first reading. If the Bill succeeds the first reading, each member of the House is required to go with a copy of the draft bill for in-depth study.

Step 9

Second Reading in the SHoA: After the members have studied the draft Bill, it will be read the second time on the floor of the House. If the deliberation on the content and demands of the draft Bill end with 'No Objection' and it passes through the second reading, it will be subjected to a joint committee on Economic Planning and Justice for further scrutiny.

Step 10

Bill Scrutiny: The joint committees will be required to scruti-

nise the Bill in relation with the existing laws of other MDAs.

Tip: An advocacy strategy has the potential of reducing the deliberation period of a draft Bill in the House. The main reason for the advocacy is to enable the SHoA members to understand the essence of the Bill and the importance of an SBS.

Step 11

Public Hearing: The joint committee will conduct a public hearing on the draft Bill. Necessary comments made during the public hearing will be incorporated into the final draft of the Bill.

Tip: It is advisable that renowned professionals in the field of Statistics attend the public hearing. Effort should be made to ensure the presence of the Statistician General of the Federation or his representatives. Heads of National Association of Statistics, Head of Statistics in CBN, Professors of Statistics in the Universities, head of Statistics from World Bank (WB) etc. To provide professional support to the process.

Step 12

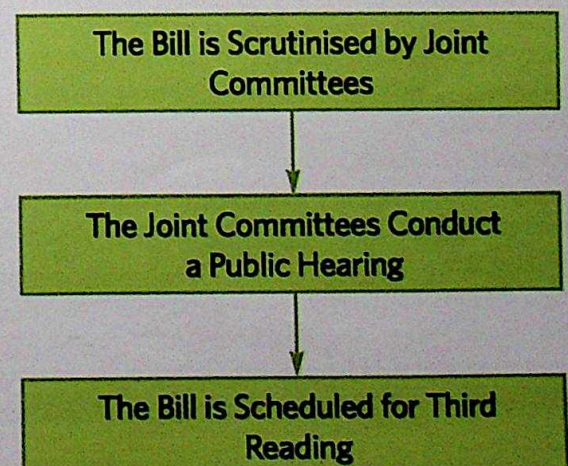
Third Reading of the draft Bill and Passage of the Bill in the SHoA: The Joint Committee will present the final report to the House for the third reading, which will be the final reading. If successful, the House will pass the Bill. The Clerk of the House will send the passed Bill to His Excellency with a specified time frame for his ascent.

Step 13

Enactment of the Bill: Although the SHoA might have passed the Bill, the Bill will not become a state law until the Governor signs it. The signature of the Governor makes it a law for enforcement.

Step 14

Gazetting of the Law: The law will be sent to the Attorney General of the State, who is often the Honourable Commissioner for Justice in the state, copying in the Honourable Commissioner for Economic Planning. The Attorney General is the only entity authorised to send the law to the State Government printer for gazetting.



Section 4: Institutional and Organisational Mandate of a State Bureau of Statistics

4.1 What is the Legal Mandate of an SBS?

The authority of the SBS to produce statistics was derived from the 1957 Statistical Act, which gave National Bureau of Statistics (NBS) (formerly the Federal Office of Statistics (FOS)) the mandate to collect, process, and disseminate statistics about Nigeria. The document also clarifies regional, and by extension, state responsibilities in respect of censuses and surveys.

The development of an efficient State Statistical System requires that the general policy of government with regard to the key statistical activities (collection, compilation, dissemination, interpretation of statistical information) for all statistics-producing agencies should be embodied in a statistical legislation.

To strengthen the institutional and regulatory framework of the SBS and to enhance the effectiveness of the SSS, a draft Statistics Edict is proposed. The proposed Statistics Edict will underpin and support statistical operations by providing for:

- I. the definition of the State Statistical System (SSS);
- II. more effective coordination of the SSS;
- III. establishing an autonomous government agency to be called the State Bureau of Statistics;
- IV. (SBS) and defining its functions, including coordination of the SSS. This is consistent with the restructuring of the National Statistical System and the FOS in particular;
- V. establishing a Board of Directors (the Board) with a Chairperson and ten other members as the governing body of the Bureau;
- VI. establishing the post of state Statistician-General (SG).

The proposed Edict also provides for:

- I. establishment of a State Consultative Committee on Statistics (SCCS) to coordinate data users and producers;
- II. powers to collect data;
- III. promoting professional independence and probity in the production of official statistics with regard to "the way facts are assembled and combined into statistics, or in the method and timing of their release to the public";
- IV. rules for compliance and statistical confidentiality to ensure that individual records are not accessed by unauthorized individuals and in particular, that they cannot be shared with political authorities or regulatory and tax agencies;
- V. data dissemination; and (vi) funding of the Agency. The Bill should also contain the mandate of the SBS, the organisational structure and minimum required number of Departments with stated departmental functions.

4.2 What is the Optimal Organisational Structure and Key Positions of an SBS?

The SBS is a Parastatal under the Ministry of Economic Planning but the SG reports directly to the head of the Planning Agency or can report directly to the State Governor. Each state is free to create any number of Departments in their SBS based on their needs. However, three technical Departments are the minimum requirement with support from one Department for the purposes of Finance and Administration. There are also some units that are considered basic to be attached to the office of the Statistician General for the purpose of more efficient and effective operations.

4.3 What are the Key Functions of each Department in an SBS?

The proposed structure (as per the generic SSMP provided by the NBS) includes four Departments, namely:

1. Censuses and Surveys;
2. Social and Economic Statistics;
3. Research & Methodology;
4. Finance and Administration.

There will be four special units, which will be reporting directly to the Statistician-General. These are the Audit Unit, Legal Unit, Servicom/Anti Corruption Unit and Public Relations Unit.

Internal Audit

The SBS will have an Internal Audit Unit. This Unit will work closely with the Division of Finance and Administration but report directly to the state SG. It will be responsible for developing and reviewing the systems of internal controls to ensure that there is no fraud at the Bureau and that the assets of the Bureau are protected. This Unit will review and monitor all financial and accounting information to ensure completeness and accuracy of entries.

Legal Unit

The SBS will have a legal Unit. This Unit will provide legal services to the Bureau including handling of contractual agreements, handling any litigations, etc. The legal unit will be headed by a Legal Officer who will be a qualified lawyer.

Public Relations Unit

This unit will be responsible for all the public relations

¹ Handbook of Statistical Organization, Third Edition: The Operation and Organization of a Statistical Agency, United Nations Statistic, December 2001

functions which include, promotion of the image of the organisation, marketing the products of the Bureau, dissemination of statistical information, attending to local and international requests for data and other enquiries, receive comments of users on the products of the Bureau as well as undertake advocacy for statistical awareness among decision makers, the media and the general public.

Servicom/Anti Corruption Unit

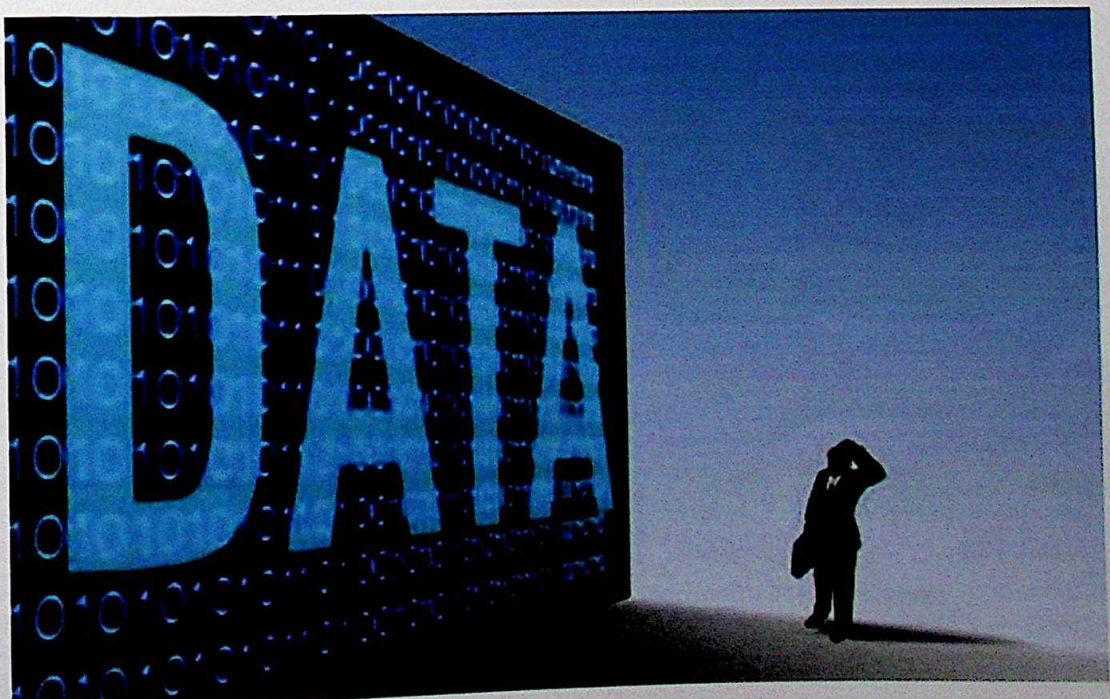
This unit will ensure that services are delivered efficiently without undue influence. This government requires that this unit exists in every agency.

6. Have designated staff in all MDAs, zonal offices and if possible, all LGAs;
7. Periodically, seek for user information needs;
8. Produce timely statistical products in a user friendly way;
9. Operate with functional Statistical Management Information System for efficiency;
10. Be part of, or lead all surveys in the State and ensure quality standard and methodological soundness.

4.4 What is the Operational Requirement of a State Bureau of Statistics?

In addition to the stated functions of an SBS, the following operational functions will be required of a functional SBS to enhance effectiveness and efficiency:

1. Effectively coordinate statistics across sectors, MDAs and LGAs;
2. Effectively coordinate with M&E Departments of the Central Ministry;
3. Effectively coordinate with the Planning Department of the Central Ministry;
4. Effectively coordinate with the Budget Department of the Central Ministry;
5. Establish good links with higher level institutions to create sustainability;



Section 5: Coordination between the State Bureau of Statistics

5.1 Within Government

Nigeria has a very complex National Statistical System (NSS). Nigerian statistics (demographic, social and economic) are produced by multiple actors at both Federal and State levels. At the Federal level, the apex organization of the system is, since 2007, the National Bureau of Statistics (NBS) with the responsibility for producing major economic and social statistics, and coordinating the system. Other important players include:

1. Central Bank of Nigeria (CBN), responsible for financial and some macro-economic statistics;
2. Office for Budget Monitoring and Evaluation in the Ministry of Finance;
3. National Population Commission (NPopC), which has formal responsibility for population and demographic statistics, including the carrying out of the population and housing census (PHC) and processing of vital statistics;
4. Departments in charge of statistics of the Ministries, Department and Agencies (MDAs) are responsible for the compilation and dissemination of sectoral statistics in their areas of competence;
5. Government Research Parastatals.

At State level, there is the replication of the Federal level structure, in addition to a State Bureau of Statistics (SBS) when a State statistical edict has been passed. There is a need for coordination among the actors to streamline:

- Surveys conducted, especially for the generation of social statistics, for a better efficiency of the use of available resources, as well as greater coherence between the datasets compiled for more credibility of official statistics generated in Nigeria;
- Routine data generation, to allow the availability of a much greater amount of available disaggregated data for a minimum cost and greater frequency. This concerns, in particular, the greater use of available administrative data.

5.2 The Governor and the Executive Council

There is a need for the SBS to advise the Governor and ExCo on the state statistics policy, procedures, methods, and regulations relating to the development of statistics and to provide the Governor and ExCo with a Quarterly Progress Report on activities of the Bureau and the entire State Statistical System every quarter. A process should be agreed for reporting and use by the Governor and ExCo.

5.3 Donors

Development Partners (DPs) are supporting statistical activities in various sectors in Nigeria. The 2013 Partner Report on Support to Statistics (PRESS) published by The Partnership in Statistics for Development in the 21st Century (PARIS21) has shown that the partners' commitments for Nigeria are situated above 37 million US dollars. They are from donors such as The Bill and Melinda Gates Foundation, Canada, The European Union (EU), Germany, the International Monetary Fund (IMF), The World Bank, The United Nations Population Fund (UNFPA) and The Department for International Development (DFID) of the United Kingdom.

In line with the 2005 Paris declaration on Aid effectiveness, those partners' interventions should be undertaken in a coordinated manner that ensures effectiveness and avoids duplication. To that end, it is imperative for the SBS to have a comprehensive and accurate picture of the current and forthcoming support from partners to M&E and statistics in their states.

5.4 Private Sector and Academic Research Institutions

Private sector institutions focus mainly on research in business related areas but sometimes have consumer research in response to Government initiatives. The University-based research institutes are able to offer a wide range of research services linked to policy concerns. As they are able to call upon academics within the university they are able to expand their services relatively easily and the main constraint in what they are able to do is the level of research funding provided by the MDAs.

The SBS will need to collaborate with these institutions and Universities, which have analytical capacity especially for policy-related analysis. In addition, subject-matter specialists from different institutions should be encouraged to collaborate with the SBS, to do definitive analysis of data collected in censuses, surveys, etc. This collaboration will have many benefits for the SBS.

First, there will be value added to the data by bringing subject-matter knowledge to bear on the analysis. In particular, the right interpretation will be made of the data. Second, involvement of other agencies in data analysis leads to wider ownership of statistical products. This can be very useful especially when the final products are different from what the government and politicians expect. Third, the

process of scrutinizing data during detailed analysis usually identifies weaknesses in the data. When these weaknesses are reported to data producers and acted upon, there can be improvements in future data collections. For instance, the analysts may advise changes in questionnaires or data collection methods, etc. For this collaboration to work well, there will be a need for a policy on access of micro-data, which are required by researchers. There will also be a need for establishment of Specialist Advisory Groups involving researchers and academics to look at specific data sets and activities.

5.5 Non-Governmental Organizations (NGOs) and Community-based Organizations (CBOs)

Non-Governmental Organizations (NGOs) are voluntary organizations that work for specific causes, mainly humanitarian in nature. They work with and among targeted communities e.g. rural poor, women, the disabled, children, the displaced, etc. Community-Based Organizations (CBOs) are service organizations that provide social services at the local (community) level. Both NGOs and CBOs need and use a lot of population and other statistics to plan, implement, monitor, and evaluate their activities. They also use statistics to report back to their headquarters. Collaboration and communication is therefore encouraged between the SBS and these organisations.

5.6 General public, Communities, Traditional and Religious leaders

Members of the general public use statistics for a variety of purposes including public debate, making individual decisions and assessing the performance of government. The SBS should co-ordinate with communities, traditional and religious leaders to make statistical data and information liberally and readily accessible as a "public good" and in a timely manner, and to promote use of existing data. Users will always expect the data release from the agency as at when due.

Data Coordination



Section 6: Final Word

It is important to note that no two states might have exactly the same governance systems and dynamics. Thus, this guide, even with the name, **'how to'**, does not in any way intend to be prescriptive.

Rather, as the name implies, it remains a guide and requires the user to apply local best practices at each stage. However, there are three key success factors that must be highlighted as the parting words to every potential user of this guide.

These factors are as follows: 1) Approval of the Statistics Bill
2) Communication with the Governor, and 3) Stakeholder advocacy.

1. Approval of the Statistics Bill has been highlighted in the guide above. Further guidance on (2) and (3) are below.

Communication with the Governor

Contact and updating of His Excellency, the Governor of the State at every stage. This could often go as a brief or information note or one-on-one discussion (if possible). The focus should revolve around the values of official statistics and related challenges brought about by its absence. Then, updating him on process and hopeful stages of the journey.

Stakeholder advocacy

Inter-personal and network relationships are key to getting the desired response from all persons involved in the process.

Use of influencers such as Special Advisers, Special Assistants, Statistician General of the Federation, Head of Statistics Department in Central Bank of Nigeria, National Association of Statistics, Professors of Statistics in the Universities, Clerk of the House of Assembly etc.

Section 7: The Kaduna Success Story

On January 23, 2014, the Kaduna State House of Assembly passed the State Bureau of Statistics (SBS) law. Nearly a year later, with the support of the World Bank who was instrumental in providing equipment, supporting the office renovations, and providing the Kaduna SBS with motorcycles to assist in data collection, the State Bureau of Statistics opened its doors for effective monitoring and evaluation. Since then, the SBS has received training from international partners through the National Bureau of Statics from the World Bank and the United Nations Development Programme, and from local organisations such as SPARC and other DFID-funded programmes. The SBS is overseen by the Commissioner charged with Budget & Economic Planning.

- ▷ SPARC interviewed the Kaduna State Statistician General, Basheer Bature Ibraheem, in June 2015, who shared Kaduna's three-step process for getting the Bureau established: 1) Persistent communication with the Governor, 2) Approval of the Statistics Bill, and 3) Stakeholder advocacy. Mr. Ibraheem also shared with SPARC the challenges that the state overcame, and some critical success factors for making the Bureau work better.

Kaduna's 3-step Process

STEP 1

The Permanent Secretary and the Commissioner in the Ministry of Budget and Economic Planning who oversaw the Department of Statistics actively utilised existing networks and their access to the Governor, disseminating critical information and actively advocating for the establishment of the Bureau of Statistics, while the Bill was undergoing scrutiny in the State House of Assembly. The Director of the Statistics Department, as well as the Statistician General communicated unceasingly to help the political heads of the state to move past the lack of appreciation of data.

Data on Kaduna was disaggregated from national publications originating from the National Bureau of Statistics, and memos were written to the Governor and the Executive Council, outlining the need for data collection and improved statistical practices in Kaduna State. The contribution and support of the Permanent Secretary and the Commissioner were integral to the success of the process.

STEP 2

At the same time that communication was ongoing with the State Executive, the Statistics Bill began moving through the State House of Assembly. Civil society was heavily involved,

presenting evidence at the public hearings. The Nigerian Statistical Association, several universities and polytechnics and the Aid Foundation led by Mr. Emmanuel Bonet supported the advocacy efforts, and continuously presented information to SHoA and other MDAs. The support of civil society was essential to help the Bill succeed through the public hearing process.

STEP 3

Finally, support at the highest political level played an important role in helping to establish the SBS. Communication with ExCo and heads of committees in the SHoA was sustained until the passage of the Bill into law. Pilot states, including Kaduna, received backing from the NBS and the National Population Commission, where state steering committees were given funds to enable them to scrutinise the bill. Representatives from the World Bank were also involved in courtesy calls to the Speaker of the House, further reinforcing the importance of establishing an SBS in the state.

Critical Success Factors - Diagram



The diagram below depicts some critical factors that can contribute to the success of an SBS after its establishment.

In order to ensure that data is not tainted and in fact reflects actual conditions at state level, SBSs should be as autonomous as possible, financially and free from political influence. Regularly funding through independent budget lines in the state budget would ensure the sustainability of data

collection and improvements in practice. This can be achieved through continuous communication and advocacy with the Office of the Governor.

At the same time, a coordinated state statistical programme led by a fully qualified Statistician General, is integral to the success of the reforms. Planning, Research and Statistics Departments, that currently exist in every ministry, may be linked to the SBS to ensure coordination, while a standing Consultative Committee comprised of all DPRS directors would ensure further coordination, with strong links to the Office of the Head of Service, to ensure that HR, staffing and succession requirements of statistical officers reflect what is required on ground. Strong zonal coordination, perhaps through the establishment of SBS zonal offices in each senatorial district would ensure that officers involved in the data collection have a sound understanding of the situation at the grassroots.

At the MDA level, encouraging a culture of oversight may be instrumental to ensure that effective monitoring and evaluation is carried out in the states, and where necessary, penalties may be issued to MDAs who do not want to comply with data disclosure and dissemination. Finally, to ensure sustainability, SBSs may be linked to higher education institutions, preferably at the tertiary level, and with think tanks producing research in Nigeria, where possible.



Mr. Ibraheem spent 19 years of his professional career as a polytechnic lecturer. Despite the lack of funding that has limited extensive research projects, he spent 5 years in the Ministry of Economic Planning, Department of Statistics, working on practical aspects of statistics, before becoming the Kaduna State Statistician General.

“The Data Revolution”

Grossly inadequate funding and politics surrounding budget allocations for statistical data collections are some of the challenges that many states face, as they improve their state statistical practices.

In many locations, the establishment of SBSs is likely to improve both the monitoring and evaluation of state policies and programmes, improving oversight functions of state government programmes implemented by MDAs. Underperforming MDAs may, therefore, been resistant to the federally-driven State Statistical Master plan and other general reforms.

In addition, the lack of statistical culture throughout the civil service has also required constant sensitisation that data and statistics are perishable items that need to be continuously updated.

At the state level, statistical reforms have also been hindered by poor infrastructure, political influence, and capacity of staff to carry out their work.

There is a need for a 'data revolution', and this begins with the successful establishment of a State Bureau of Statistics.

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