Strategic Sector Cooperation on Strengthening Official Statistics in Ghana – Phase I

Key results:

The overall objective of the project is to improve the statistical system of Ghana through increased availability of accurate and timely statistics. This improvement will strengthen the monitoring and reporting of the Sustainable Development Goals (SDGs). The project expects deliver the following results: 1) Increased use of administrative data sources for statistical production; 2) Improved IT with focus on data storage and dissemination; 3) Improved quality and methodology in statistical production, which is harmonized throughout the institution; 4) Improved accuracy and coverage of economic statistics; 5) Trained staff in general statistical competences.

Justification for support:

The supply of relevant, timely and usable data is essential for countries to set priorities, make informed choices and implement better policies for sustainable development. Hence, capacity development of Ghana Statistical Service will not only improve the monitoring and reporting of the SDG's, it will also improve the long-term framework for achieving the SDG's. In most countries the population is counted every ten years in a population and housing census. In Ghana, 2020 is census year. It is a huge logistical challenge and also an extremely costly project. In the long run, less surveys and censuses would be needed if more of the administrative data could be used for these purposes. Simultaneously, Ghana has introduced a national identity card.

Both the census and the Ghana card are highly relevant when working with increasing the use of administrative data in Ghana. Thus, Ghana Statistical Service is determined to modernize their National Statistical System, and the partnership with Statistics Denmark will be instrumental in this transition. The project is expected to investigate the increasing use of administrative data for statistics but also to address quality, communication and economic figures as well as data management.

Major risks and challenges:

Delayed decision taking, insufficient scope control and lack of resources are identified risks for the cooperation with, Ghana Statistical Service. Further, cultural difference in time perception and lack of donor coordination are also potential challenges for the cooperation. Therefore, stakeholder coordination, commitment and participation are crucial for the success of the project.

File No.		2020-107	2020-10728			
Country		Ghana	Ghana			
Responsible Unit		GDI	GDI			
Sector			13010 – Population policy and administrative management			
Partner	Partner		Statistics Denmark			
DKK milli	on	2020	2021	2022	Total	
Commitme	ent	9.05			9.05	
Projected a	ınn. Disb.	3.55	3.57	1.93	9.05	
Duration		2020-202	2020-2023			
Previous gr	Previous grants		1,250,000 (inception phase)			
Finance Ac	Finance Act code		§06.38.02.14			
Head of ur	Head of unit		Ole Thonke			
Desk office	Desk officer		Tilde Hellsten / Jakob Haugaard			
Financial o	Financial officer		Christina Hedegård Hyttel			
Relevant	t SDGs					
1*************************************	No Hunger	Good Health, Wellbeing	Quality Education	Gender Equality	Guardine Clean Water, Sanitation	
Affordable Clean Energy	Decent Jobs, Econ. Growth	Industry, Innovation, Infrastructure	10 Reduced Inequalities	Sustainable Cities,	12 repease 12 control to 12 co	
13 AUGUST BRI	Life below Water	15 interest in the latest in t	Peace & Justice, strong Inst.	Partnerships for Goals		

Strategic objectives:

The overall objective of the SSC project is to improve the statistical system of Ghana and therewith the foundation for evidence-based policy making and democracy – through increased availability of internationally comparable, independent, accurate and timely statistics.

Justification for choice of partner:

Ghana Statistical Service asked for technical cooperation with Statistics Denmark in 2017. Local demands were matched with Danish competencies and the cooperation is in line with the overall concept of working peer-to-peer under the Strategic Sector Cooperation Facility.

Summary:

The project assists Ghana's steps towards improving quality, data coverage, administrative data systems as well as dissemination and use of official statistic in collaboration with Ghana Statistical Service. The project draws on Statistics Denmark's experiences and regulations with digital statistical production (e.g. quality principles), and will address a range of areas including developing an open databank available for the public, setting up a quality management system and improving population figures and economic statistics, which will provide Ghana with relevant and easily accessible statistics and support informed decision making.

Budget:

Personnel – Danish Authority	4,821,903
Reimbursable Costs for Danish Authority Staff	1,505,751
Activities, Including Capacity Development	532,436
Consultancies* (max. 30% of grand total)	1,285,930
Unallocated funds (max 20% of grand total)	900,000
Total DKK	9,046,020

MFA File No: 2018-46907

Project Document for Strategic Sector Cooperation in Statistics

between

Denmark and Ghana

General information		MFA File no. 2018-46907	
Project Title	Strengthening o	thening official statistics in Ghana	
Partner Country	Ghana		
Project duration	36 months		
Total budget (DKK)	9.046.020 DKK		
Thematic focus	The overall thematic focus is to support GSS in their work towards improving the quality, data coverage, administrative data systems as well as dissemination and use of official statistics in the Ghanaian society.		
Partner Public Authority	Ghana Statistical Service (GSS)		
Contact person and contact details	Omar Seidu, Head, Demographic Statistics & SDGs Coordinator Demographic & Social Statistics		
	omar.seidu@statsghana.gov.gh +233 24 4838054 skype: omar_seidu		
Responsible Danish Public Authority Contact person and contact data	Statistics Denmark, Copenhagen, Denmark Silja Emmel, Head of Section, International Consulting, sie@dst.dk, +45 3917 3584		
Danish Embassy Head of Representation Local Project Officer	Embassy of Denmark in Accra, Ghana Tove Degnbol, Ambassador, tovdeg@um.dk Birgit La Cour Madsen, Vice – Ambassador, bimads@um.dk Harrison Ofori, Project Officer, harofo@um.dk		
Summary of background analysis and key strategic choices (max 2 pages)	Through the cooperation, the partners strive to improve the Statistical System of Ghana and therewith the foundation for evidence-based policy-making and democracy - through increased availability of internationally comparable, independent, accurate and timely statistics.		
		al Service (GSS) asked for the possibility of a co- Statistics Denmark in 2017. The main focus was	

originally, to investigate the possibility of increasing the use of administrative data for statistics. It was then extended to also address other areas like quality, communication and economic figures as well as data management.

The timing for the request is ideal, since it coincides with the population and housing census in Ghana as well as the introduction of a national identity card. The card has a unique personal number and has been rolled out to around 7 million Ghanaian citizens at the time of writing.

Both the census and the Ghana card are highly relevant when working with increasing the use of administrative data in Ghana, and especially when designing a national system to do so. This is the case because valuable up to date information is collected in both processes that can be used as a baseline as well as a comparison to the Government registers that exist.

In most countries, the population is counted every ten years in a population and housing census, as per UN recommendation. In Ghana it will take place in 2020. It involves reaching out to an estimated 31 million persons and convince them to answer a list of questions about their living conditions, work and more. This is a very costly and logistically complicated exercise that takes many months and a lot of staff and resources. The cost for the 2020 census in Ghana are budgeted with 83 million USD.

In Denmark, for now more than 50 years, around 90 percent of all official statistics, including census and population figures, are produced by using administrative registers. We understand administrative register as information that is collected by public authorities for other purposes than statistics (e.g. school enrolment records, doctor visits, tax records) are used by the statistics office for the production of official statistics. Denmark carries out its 10-year census using approximately one working week and involving 1½ staff.

In Denmark, all of this is possible amongst other things (e.g. personal identification number) due to the Act on Statistics Denmark. It states that all public administrations must share their data with Statistics Denmark, as must all businesses. On the basis of this act, a number of statistical registers are maintained that are the basis for most official statistics like unemployment, GDP, school enrollment etc.

The law that governs the GSS and the Ghanaian National Statistical System is the Statistical Service Act, 2019. It has been passed by parliament and assented to the president on 24th September 2019. This means it is brand new and includes a lot of the needs

and discussions GSS has identified in dialogue with a number of international partners over the last years, including the access to data from other public authorities. It is not fully implemented yet — which is an additional argument for the great timing of the cooperation. Denmark was asked to share its experience in modes of cooperation between public authorities, which is widely practiced and has been a practice in Denmark for many years.

Of course, a system like the Danish takes a long time and political commitment at the highest level to develop. This will be the case in Ghana too, even more so since it is a bigger and less homogeneous country than Denmark. Thus, patience is needed as this cooperation will only be able to start a move into the described direction and a transition will take a long time (in Denmark it took 15 years). Also, to succeed the work has to happen on two levels — at the political level and at a more practical level.

On the political level, the partnership will focus on raising awareness and creating an understanding for the potential that lies in improving the administrative structures in a way that can generate useful information for the whole state system. The decision for a change cannot come from the statistical office. It has to be decided at a much higher political level. In order to move into that direction, the politicians' need to be made aware of the possibilities there are with such a system. The project will try to build this awareness for example, through events with politicians as, well as show-casing benefits in a pilot study and public access through a databank.

On the practical level, the issues will be investigated in a pilot study, taking administrative data on the population from one or two districts, transfer it and examine it thoroughly. It will then be compared to census and national ID data.

For this to happen a focus on the IT environment and setup is crucial too – to ensure the data is safely stored and easily retrievable. GSS and Statistics Denmark will develop good IT procedures and practices. Also, data management and storage will be improved.

Next to investigating the possibility of using more administrative data sources through a pilot, the cooperation will focus on:

- Developing an open access databank to make GSS numbers available for the public
- Setting up a quality management system
- Improving the compilation process and coverage of various economic statistics (Consumer Price Index, Unit Value Index and National Accounts).

Statistical quality is a major focus in increasing trust in official statistics. The Ghanaian NSS is highly decentralized with statistics being produced by the GSS and a number of line ministries. Therefore, coherent quality management becomes even more important.

A quality management system ensures the reliability, accuracy, timeliness and comparability of the official statistics. Without it and documentation of the processes, the statistics are not of much use for the users. At the moment, in Ghana there is no coherent quality documentation and both trust and use — which are interlinked — can be improved.

For improving quality, relevance, access and ease of understanding are important. Next to population figures, economic statistics are of great interest both nationally and internationally. GSS has highlighted the areas they need support from Denmark in this field. The work in economic statistics will happen in very close coordination with the other international donors who are involved in their areas of expertise (e.g. WB, IMF, UK).

In terms of access, all the new data that results from the cooperation should be publicly available on the online databank at the end of the three-year program. Next to the numbers quality documentation that explains the content should be available. Also, efforts to inform and train the public in using the data are part of the project.

Next to being in line with the GSS's new 5-year corporate plan, the project work supports the achievement of the National Development Plan for Statistics, where strengthening of administrative data and economic statistics are among the goals.

Linkages to UN Sustainable Development Goals

This work will contribute to the achievement of SDG 17: Strengthen the means of implementation and revitalize the global partnership for sustainable development

Two of the targets of SDG 17 relate to the availability of high quality, timely and reliable statistics in general and in particular to monitor the SDGs.

Target 17.18:

By 2020, enhance capacity-building support to developing countries, including for least developed countries and small island developing States, to increase significantly the availability of high-quality, timely and reliable data disaggregated by income, gender, age, race, ethnicity, migratory status, disability, geographic location and other characteristics relevant in national contexts

Target 17.19:

By 2030, build on existing initiatives to develop measurements of progress on sustainable development that complement gross domestic product, and support statistical capacity-building in developing countries

Next to Goals 17, goals 1-6 will be address indirectly. For all of them detailed information on the population is necessary and at the moment lacking. By improving the availability of reliable population statistics, if possible at disaggregate level, policy interventions as well as monitoring of goals 1-6 will be facilitated.

The SDGs have been incorporated into the Ghana National Development Plan as well as in the government's budgets and Ghana is a very active player in the international fora that discuss all SDG related matters. Working on improving the monitoring part supports these already strong national efforts.

Project Logic (Theory of Change) ½-1 page

Overall objective

The overall objective of the SSC cooperation project is to lay the foundation for a statistical system that needs fewer surveys, while at the same time having more and higher quality data. To reach this objective the cooperation supports Ghana in:

- strengthening the foundation of evidence-based decision making at all levels in Ghana by reinforcing the quality, dissemination and communication of relevant statistics to users in Ghana and international organisations working with Ghana,
- boosting the modernisation of the national statistical system in Ghana by strengthening data and quality management and new data sources in the entire statistical production process,
- improving the monitoring and reporting of the UN Sustainable Development Goals in Ghana.

Transformation and drivers for change

GSS must move from a decentralised set up characterised by individual solutions to a centralised and standardised system with unified quality standards and a common methodology for all data producers forming the National Statistical System of Ghana. Furthermore, GSS must move to a system where user orientation is in the centre of their work. These moves will require transformation of internal processes and change of the entire statistical production process following the Generic Statistical Business Process Model (GSBPM) — a model for statistics production in a

general and process-oriented way. At the same time always thinking about the needs of users.

The commitment of the top management at GSS and the expected benefits of an efficient and standardised production will drive the transformation. The benefits are among others high quality statistics and opportunities for new statistical products, increased demand for and trust in GSS data as well as increased reporting of SDG indicators.

Essential changes and collaborators

To fulfil the ambitions of transformation will require a change of mind-set, organisation, ways of working, skills and innovative approaches to close and committed cooperation among public authorities. First and foremost, a new mind-set in the organisation and among individual members of staff must evolve, seeing the organisation as one, working for the strategic goals and following common standards and processes.

This also means cooperation in an open manner internally and externally by engaging with users and data suppliers. Hence, the top management of GSS must have a joint plan for taking on board the entire leadership, middle management, and staff in general. Similarly, the external stakeholders must be involved with a genuine ambition to meet their (reasonable) requirements.

The coming transformation will be a long-term process and the partners have agreed to develop a Quality Framework for Ghana, a quality policy for GSS, cooperation agreements with data producers and are simultaneously working on a Communication and Dissemination Strategy for GSS with the help of the British Office for Statistics (ONS). The framework and strategies will be supplemented by concrete actions and direct input from Danish experts.

Close involvement of the Ministry of Education, Ministry of Health, the National Identification Authority and the Birth and Death Register in the formulation of the Ghanaian Quality Framework has already been initiated. Also, an organisational change in GSS to establish a quality department and place methodology in there are good examples of other efforts to start and support the transformation.

Transformation, because

 the use of new, administrative data sources will in time enable GSS to provide information for policy-makers and other users in a more timely manner and at the same time saving a lot of resources,

Main objective of SSC project	 a GSS with a statistical databank accessible to everyone and active media engagement will spread the use of statistics and lead to a better informed public and policy-makers. standardisation and quality management will increase trust in GSS data and provide quality insurance and background information for all users and MDAs and will make Ghanaian official statistics, including the SDG indicators more reliable Improve the Statistical System of Ghana through increased availability of accurate and timely statistics
Outcome A	Use of Administrative Data Sources for Statistical Production Increased
	Output A.1: Analysis of demographic data available in GSS, BDR and NIA
	Output A.2: Ghana Immigration Service data transferred in second pilot
	Output A.3: Value and use of administrative data demonstrated to decision-makers and media
Outcome B	Improved IT with focus on data storage and dissemination (databases and databank)
	Output B.1: IT system setup for pilot data transfer and storage defined
	Output B.2: Statistical Databank developed and launched
Outcome C	Quality and methodology in statistical production are improved and harmonised throughout institution
	Output C.1: Structure and processes for quality principles are formalised and standardized
	Output C.2: Change towards increased unified methodology mapped and roadmap finalised
Outcome D	Accuracy and Coverage of Economic Statistics improved
	Output D.1 Consumer Price Index transformed from 10 to 16
	regions and updated Output D.2 Unit Value Index updated and improved
	Output D.3 National Accounts Database System introduced
	Output D.4 Input / Output tables methodology introduced

	Output D.5 Environmental Accounts / Green GDP methodology introduced		
Outcome E	Staff trained in general statistical competences		
	Output E.1 Staff trained in R or Python software		
	Output E.2 Staff trained in Generic Statistical Business Process Model (GSBPM)		
	Output E.3 Staff trained in Sampling Technique		
Assumptions and risks	Overall Project		
½-1 page	Assumptions:		
	 GSS carries out the agreed upon tasks in between missions Appropriate staff time is allocated to the project GSS management and staff is motivated and willing to contribute to the project All relevant stakeholders are involved and a smooth cooperation is established Administrative data providers are cooperative and share data Resources for conducting pilots are provided by GSS GSS and all donors coordinate their work 		
	Risks:		
	 Delayed or no decision taken by the GSS management Insufficient scope control (GSS engages in too many activities/projects) GSS staff is unable to deliver due to technical constraints, lack of human resources, lack of skills and lack of financial resources GSS staff has too many other tasks (e.g. census) Problem with timing due to unavailability of Danish experts Overlap between the different cooperation projects due to lacking donor coordination 		
Management set-up	The management set-up consists of three different forums: The High-level Steering Committee that meets on an annual basis to ensure a strategic dialogue on the developments of the SSC project and to create synergies with other development in the sector. The Committee is chaired by the Danish (Vice-) Ambassador to Ghana and is membered by the Government Statistician of GSS and the Director of Communication and Sales of Statistics Denmark. Furthermore, the Project Manager of Statistics Denmark, Project Manager Counterpart of GSS as well as		

the Project Officer of the Danish Embassy are also members. See also Terms of Reference for the Steering Committee.

In order to ensure close management of the project a *Project Management Group* will meet on a quarterly basis. The Group is chaired by the Director of the SDG Secretariat/Social Statistics. The other members from GSS include the project team. From Danish side, the Project Manager of Statistics Denmark and the Project Officer of the Danish Embassy are members. The Group will take quarterly stock of the project, achievements made, delays encountered and possible challenges, which need action.

An agile project implementation requires the possibility to take swift actions. Therefore, a *Status Meeting* will be held every second month between the Government Statistician at GSS, the Project Manager Counterpart, the Project Officer of the Danish Embassy and via Skype the Project Manager of Statistics Denmark.

Contributions from Danish Public Authority

The management of Statistics Denmark supports the project and has thus allocated one if its' five Directors to take an active part in the project both as an expert and as a high-level member of the Steering Committee.

A dedicated Project Manager will be assigned to the project and will have sufficient staff time to work closely with all project partners and the Project Officer of the Danish Embassy.

Statistics Denmark will supply skilled staff for the implementation of the project activities. Furthermore, a back office will support travel arrangements of staff, financial matters and other logistics as required for project implementation.

Contributions from partner authority

The *Management* of GSS will be actively involved in the project management and has the responsibility to allocate sufficient staff time and other resources to implement project activities and to allow staff to perform the necessary work in between missions to ensure progress in the project.

GSS will appoint a *Component Leader* for each of the component A-E. The component leaders will work closely with the Project Officer of the Danish Embassy and the Project Manager of Statistics Denmark in carrying out the activities for each of their respective components. They will be fully involved in the implementation of all activities and ensure good quality of the results achieved. They will provide feedback on the Terms of Reference including agenda of each activity in close cooperation with the Project Manager of Statistics Denmark and the Project Officer of

	the Danish Embassy. They will contribute to and comment on mission reports.
	GSS will furthermore provide:
	- Office space for the local Project Officer for the day weekly spent at GSS for the entire duration of the project.
	- Adequate conditions for the Danish experts to perform their work while on mission in Ghana (in cooperation with Embassy).
	- Meeting venue with necessary equipment.
Budget	Personnel – Danish Authority: 4.821.903 DKK Reimbursable costs for Danish Authority Staff: 1.505.751 DKK Activities, including Capacity development: 532.436 DKK Consultancies (max 30% of grand total): 1.285.930 DKK Unallocated funds (max. 20% of grand total) 900.000 DKK
	Grand total: 9.046.020 DKK

Authorised Signatures:

3/3-2020

Jørgen Elmeskov, date

Statistics Denmark

Samuel K. Annim, date

Ghana Statistical Service

02-MARCH 2010



Annex 9 - Quality Assurance checklist for appraisal of programmes and projects¹

File number/F2 reference: [2020-10728]

Programme/Project name: Strategic Sector Cooperation on Strengthening

Official Statistics in Ghana - Phase I

Programme/Project period: May 2020 – May 2023

Budget: 9.05 mio. DKK (10.3 mio. DKK incl. inception

phase budget)

Presentation of quality assurance process:

The preparation of Phase I projects under the Strategic Sector Cooperation Facility follows the SSC guidelines. The preparation and decision making process consists of three steps:

- 1) Formulation and implementation of an inception phase project. During this process, the partners and areas of cooperation are identified;
- 2) Preparation of the required project document, annual work plans, budget and an updated background study, which includes a context analysis and a basic base line assessment. Prior to the official submission of the signed project document, a quality assessment dialogue takes place between the Secretariat for Strategic Sector Cooperation and the Danish authority;
- 3) Approval of the project document, which is signed by the local and Danish partner. The Secretariat for Strategic Sector Cooperation validates that the required information and analysis is included as per the SSC guidelines. Projects with a total value of 10 million DKK or above are approved by the Deputy Director for Development Policy.

□ The design of the programme/project has been appraised by someone independent who has not been involved in the development of the programme/project.

The SSC guidelines does not include an independent appraisal. However, there was a review of the overall Strategic Sector Cooperation Facility Initiative in 2017 and an evaluation is ongoing (2019-2020). Two persons in the Secretariat assess the draft project documents. Subsequently, the project leader in the Danish authority makes the necessary adjustments.

¹ This Quality Assurance Checklist should be used by the responsible MFA unit to document the quality assurance process of appropriations where TQS is not involved. The checklist does not replace an appraisal, but aims to help the responsible MFA unit ensure that key questions regarding the quality of the programme/project are asked and that the answers to these questions are properly documented and communicated to the approving authority.

□ The recommendations of the appraisal has been reflected upon in the final design of the programme/project.

N/a (see above).

☐ The programme/project complies with Danida policies and Aid Management Guidelines.

The SSC project complies with the SSC guidelines and Danida policies. The SSC guidelines draw on the overall principles and concepts of the Aid Management Guidelines.

□ The programme/project addresses relevant challenges and provides adequate responses.

Yes.

□ Issues related to HRBA/Gender, Green Growth and Environment have been addressed sufficiently.

The SSC guidelines doesn't include issues related to HRBA and gender directly. Green Growth and environment issues are often covered by the SSC projects.

□ Comments from the Danida Programme Committee have been addressed (if applicable).

N/a.

□ The programme/project outcome(s) are found to be sustainable and is in line with the partner's development policies and strategies. Implementation modalities are well described and justified.

The focus areas are defined and the project document is elaborated in collaboration between the Danish authority and its key partner, and finally agreed at management level before submitting to the SSC Secretariat. Basic project outcomes are described in the project document.

□ The results framework, indicators and monitoring framework of the programme/project provide an adequate basis for monitoring results and outcome.

Considering the nature of the partnership between Danish and local authorities the results framework in the project document is considered adequate.

☐ The programme/project is found sound budget-wise.

Yes. The SSC project budget follows the SSC guidelines and budget templates complying with the budget guidelines issued by the Ministry of Finance (budgetvejledningen) and the principles for the calculation of overhead for state agencies (vejledning om prisfastsættelse) from the Agency for Public Finance and Management.

□ The programme/project is found realistic in its time-schedule.

Flexibility in the design and implementation modalities are important features of the SSC projects, and is one of the prerequisites of the SSC approach for relevance and results. Hence, changes in the actual implementation is frequent.

□ Other donors involved in the same programme/project have been consulted, and possible harmonised common procedures for funding and monitoring have been explored.

As part of the inception phase and phase I other donors are often consulted.

□ Key programme/project stakeholders have been identified, the choice of partner has been justified and criteria for selection have been documented.

The Strategic Sector Cooperation Facility has many similarities with a traditional twinning scheme, which explains the partner choice.

The Danish partner was identified through a strategic match making process in 2018 where local demands were matched with Danish competencies in public authorities. The local partner was identified during the inception phase of the Strategic Sector Collaboration project in 2018-19. Typically, the Danish authority works with its "sister organisation". This is also the case in Ghana.

□ The executing partner(s) is/are found to have the capacity to properly manage, implement and report on the funds for the programme/project and lines of management responsibility are clear.

The SSC projects are implemented directly by the Danish partner.

□ Risks involved have been considered and risk management integrated in the programme/project document.

A basic risk assessment is included in the project document.

☐ In conclusion, the programme/project can be recommended for approval: <u>ves</u>

Date and signature of desk officer: [April 2020] Tilde Hellsten

Date and signature of management: [April 2020] Ole Thonke