



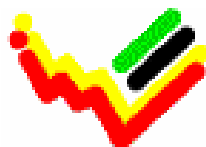
Mission Report

From a short-term mission on Systematic Quality Work

10 to 19 November 2003

TA for the 'Bridging Support Program to Strengthen the Institutional Capacity of the National Statistics, Mozambique

Hans Viggo Sæbø



Instituto Nacional de Estatística

This report contains
restricted information
and is for official use only.

*Hans Viggo Sæbø
Statistics Norway
Kongens gate 6
P.O.B 8131, Dep, N-0033 Oslo
Norway
e-mail: hvs@ssb.no
Telephone: +47 21094936*

Table of contents

1	EXECUTIVE SUMMARY	5
2	INTRODUCTION	6
3	TERMS OF REFERENCE.....	6
4	OUTLINE OF WORK	7
5	FINDINGS, CLARIFICATIONS AND RECOMMENDATIONS.....	7
5.1	Status of quality mission recommendations	7
5.2	Systematic quality work as a framework	9
5.3	Balancing conflicting priorities	10
5.4	Quality as an integrated part of all work	11
5.5	Recommendations: Basic preconditions for quality improvements ..	11
5.6	Possible issues for a next mission.....	17
	APPENDIX 1. People worked with	17
	APPENDIX 2. Terms of Reference	18
	APPENDIX 3. Recommendations from quality mission 2002	23
	APPENDIX 4. Slides presented in the workshop	25

List of abbreviations

CCAINE	Conselho Consultivo Alargado do INE
CPI	Consumer Price Index
INE	Instituto Nacional de Estatística, Mozambique
DAHR	Direcção Administrativa e Recursos Humanos
DCI	Direcção de Censos e Inquéritos
DCNIG	Direcção das Contas Nacionais e Indicadores Globais
DEBA	Departamento de Estatísticas de Bens e Ambientais
DEMOVIS	Direcção de Estatísticas Demográficos, Vitais e Sociais
DESC	Departamento de Estatísticas de Serviços e Cadastro
DESE	Direcção de Estatísticas Sectoriais e Empresas
DICRE	Direcção de Integração, Coordenação e Relações Externas
DISI	Departamento de Informática e Sistemas de Informação
DPCRE	Departamento de Planeamento, Coordenação e Relações Ext.
GDDS	General Data Dissemination Standard
SEN	Sistema Estatístico Nacional
STA	Short Term Advisor
TOR	Terms of Reference
TQM	Total Quality Management
EFQM	European Foundation for Quality Management

1 EXECUTIVE SUMMARY

The main purpose of the mission was to enhance and make clear the principles and the routines of systematic quality work based on Total Quality Management, and how these can be transferred into routines. A first mission in the same field took place in September 2002. Following up the recommendations given during this mission was an important part of the mission, as well as transfer of experiences in addition to planning and assisting in further work.

Important steps in INE since the first mission have been to develop a quality plan for 2004 and nominate and approve quality facilitators from all parts of the institution. These should now be trained and start the work on coordinating quality work. It is important that quality work is integrated in all INE activities. Work on areas that should be mentioned in this context is work on documentation standards and on improving and developing new surveys in short term statistics.

The main recommendations on further work are linked to issues that are included in the quality plan, and that are basic for all (further) quality work:

- Declaration(s) of quality
- Documentation and metadata
- Quality survey
- Performance indicators
- Quality education and training

Some of the work on quality declarations, documentation and metadata and a quality survey can be looked upon and carried out jointly. This work will also be the basis for establishing performance indicators.

The report contains some proposals regarding how to proceed with the issues mentioned above. Training of facilitators is crucial, and can take place during a next mission. A study tour is also relevant. But *the facilitators should start their work by regular meetings and teamwork now. They should discuss and formulate a Mission Statement for their own work.*

It should be underlined the role of facilitators is not control of quality. They will rather act as advisers, catalysts and teachers. Tasks they could participate in or coordinate include:

- The development of a general declaration of quality or service level for INE
- Completing and testing a documentation standard, in the first round a simple documentation scheme for users
- Preparations of a survey to establish the basis for a quality survey
- Review existing and look into the possibilities to set up new and better performance indicators, including user surveys and other user information such as web-statistics
- Develop a suggestion scheme as proposed by the first quality mission

In general they could start by collecting existing and relevant documentation. This will give an overview of the status regarding description of good

practises, and a basis for arranging regular internal sessions on "best /good practice".

This report is based on meetings with INE and focuses issues that need some clarifications in addition to the next steps.

2 INTRODUCTION

The mission was carried out according to Terms of Reference (TOR, appendix 1). However, the TOR had been written for a visit by two people. After it was finalised, it became clear that only one person would participate this time. Hence, the level of ambition had to be reduced. But since systematic quality work is a continuous activity and more missions will follow in this field, the TOR has been interpreted as TOR for two visits, where the last one should take place during the first half year of 2004.

A first mission within the same area took place in September 2002, with support from the Scandinavian Bridging Support Programme. The consultants were Ms Maria Zilhão INE/Portugal and Mr Mats Bergdahl Statistics Sweden, see *report MOZ 2002:4*. The results of this missions represent the point of departure for the current mission, in addition to work carried out in INE since then. This work has resulted in a recent quality plan for 2004, following both the first quality mission and an IMF mission on General Data Dissemination Standards (GDDS) that took place in June 2002.

3 TERMS OF REFERENCE

The overall objective of the mission was to further enhance and make clear the principles and the routines of systematic quality work based on Total Quality Management, and how these can be transferred into routines.

More specific objectives formulated in the original TOR were:

- To follow up the recommendations in the previous mission in September 2002, specifically on progress made and reasons for non progress
- Report on experiences from INE/Portugal and Statistics Norway on how the facilitators work, on routines for systematic quality work, the role of the EFQM/TQM model in systematic quality work and how it is functioning in practice
- Educate the Net of Facilitators on their roles and responsibility in systematic quality work
- Give proposals, recommendations and ideas on how the principles for systematic quality work can be converted into routines, how the routines should be implemented and how this can fit with the quality requirements according to GDDS
- Give proposal on a first quality survey to Survey Managers that should be carried out in the first quarter 2004

According to TOR, the results of the mission should be:

- Recommendations and proposal to further enhance systematic quality work within INE/SEN and how this can be transformed into routines that can fit with the quality requirements according to GDDS
- Proposal on timing and contents of next STA from the Scandinavian Support Programme and on other support from the Programme
- Proposal on activities on how to educate and train the facilitators
- Recommendation on activities that the facilitators can carry out in a short perspective
- Recommendations on specific subprojects, such as a specific product within INE that can be used as a pilot project for systematic quality work in order to give results in a short perspective and to be a guideline for future subprojects.
- Proposal and assisting design to a first quality survey

A seminar with the participants of SEN, members of CSE and other users of statistics, to get feedback to the proposals and other ideas was also proposed in TOR. However, since the current mission was carried out by one person, this was replaced by a workshop primarily for the facilitators. A broader seminar should take place during next mission.

4 OUTLINE OF WORK

The mission concentrated on following up the recommendations from last mission, transferring experiences and giving input to further work such as documentation, in addition to advising the appointed quality facilitators. The IMF mission and the recent quality action plan contain some recommendations that also had to be kept in mind and considered during the mission.

The programme included an initial meeting with the Management of DICRE on INE's expectations on the mission, and a workshop on the principles of Systematic Quality Work and the role of facilitators. A meeting with the President on the results and recommendations concluded the mission.

A brief summary of the recommendations from the first mission, ordered according to main TQM principles, is enclosed. A judgment of achievements in this field is included in the next chapter.

The report concludes with proposals that should be given priority in the further work.

5 FINDINGS, CLARIFICATIONS AND RECOMMENDATIONS

5.1 Status of quality mission recommendations

First it should be noticed that there is a close link between of the recommendations (appendix 3), and several of them are or could mentioned

under several of the key words used during the first quality mission, for example the recommendations on documentation (of quality and processes) and training. Hence, the recommendations can be reduced to some basic issues or preconditions for quality management.

Many of the recommendations relay on the appointment of quality facilitators. Since this has not taken place until now, it is often referred to the recommendations given during the current mission (paragraph 5.5) in the following discussion.

Leadership commitment

The original Net of potential Facilitators has been modified during the mission. It now consists of the following staff members from all the 6 Directorates of INE:

Jorge Utui, DICRE (main coordinator)

Cassiano Sonda, DEMOVIS

Zuraida Klan, DEMOVIS

Carlos Creva, DCI

Cipriano Cláudio, DCNIG

Firminio Guiliche, DCNIG

Cirillo Tembe, DESE

Calado Fujano, DICRE

Leonete Majaia, DARH

Further training for management in the EFQM model was due to take place during this mission. Because of the reduced capacity of this mission, more comprehensive management training is proposed to take place next year during another mission (see 5.5.5).

Declaration of quality: This is proposed in the quality plan. The developing of a *general service level declaration at INE level* should be given priority (5.5.1). Work on developing quality information linked to the different statistics and in publications should be done as a part of the necessary documentation or metadata work (5.5.2).

Involvement of the staff

Suggestion scheme: This is a "low hanging fruit" that should be implemented by the facilitators (5.5.6).

Best practice sessions: Proposed organised by the facilitators (5.5.6).

Training. The facilitators got some introduction during this mission. More training including a study tour is proposed (5.5.5).

Continuous improvement

Project and teamwork. The facilitators should work as a team and participate as quality advisers in projects (5.5.6).

Tools: This will be a part of further training

User orientation

Quality declarations: See above regarding a declaration at INE level. For specific statistics and publications this should be done in connection with a systematic documentation work (5.5.2).

Process orientation

A *documentation of processes* could start with the surveys (5.5.3).

Decisions based on facts

User Surveys: Questionnaires are enclosed to publications. There is a need for a more systematic approach.

Performance indicators. Examples were presented during the mission (5.5.4).

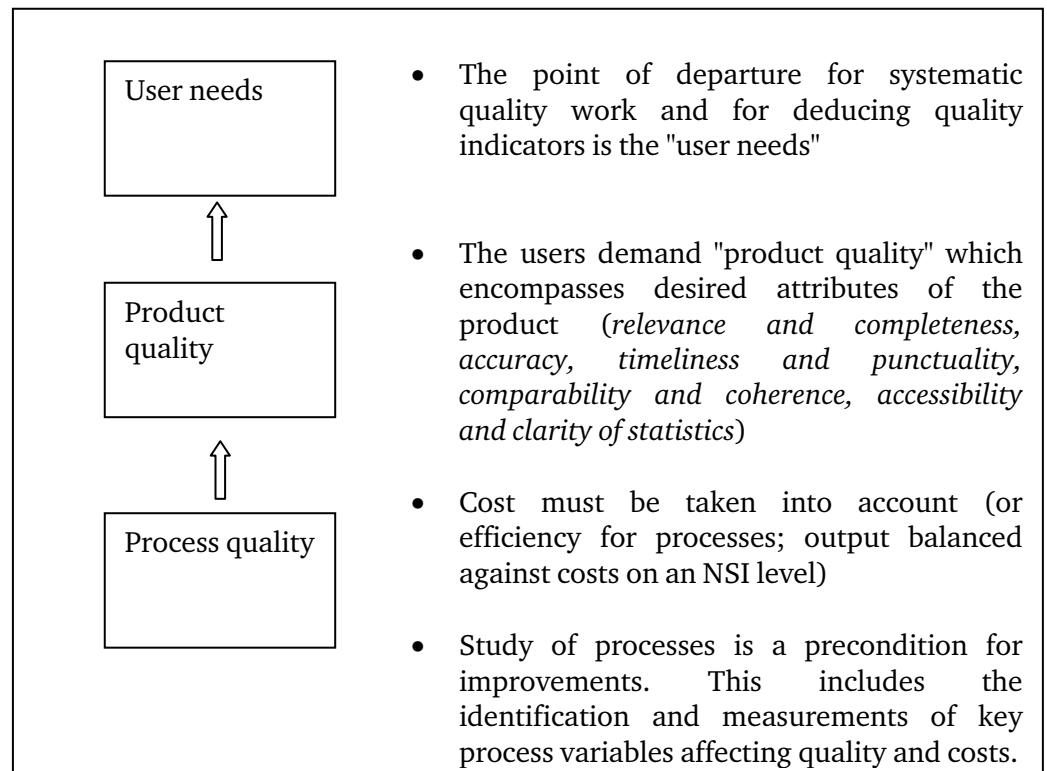
Quality survey: See (5.5.3).

5.2 Systematic quality work as a framework

Quality work has of course been conducted in INE before. What is new is to do this within a framework of *systematic quality work*, inspired by the principles of Total Quality Management (TQM) or European Foundation for Quality Management (EFQM), and similar work in other National Statistical Institutes (NSIs) such as in Statistics Sweden, Norway and in INE Portugal.

User needs are the starting point for defining and improving quality. Box 1 shows a model for the definition of total quality

Box 1. The definition of total quality according to TQM



The list of requirements to statistics given in parenthesis in the box is in accordance with what is used by Eurostat and most European countries. IMF has a quality framework that includes some institutional requirements as well as a mixture of quality indicators for products and processes. The Eurostat criteria therefore have to be supplemented by prerequisites such as independence if the purpose is to assess the whole statistical system. Indicators characterising *processes* (so called key process variables) are important in improvement work, but by definition excluded from Eurostat's list of *product* quality indicators. Distinguishing between product and process variables such as in box 1 is in accordance with a TQM/EFQM-approach.

Cost constraints are important, and costs always have to be considered in connection with quality indicators. Statistics must also be objective, and personal integrity must be protected. The response burden is also a quality indicator since it contributes to the costs of statistics for society.

The INE quality plan for 2004 is structured according to the product quality concept used in box 1.

5.3 Balancing conflicting priorities

The first quality mission recommendations have been considered in relation to the IMF recommendations and the proposals in the quality plan. The quality and IMF missions overlap, and recommendations are to a large extent coinciding. However, as mentioned the framework and classification of quality dimensions are slightly different. In addition the IMF scheme considers and recommends production of more or more frequent statistics to enhance relevance, an aspect that was not given the same attention during the quality mission. The quality action plan integrates all recommendations and aspects.

All recommendations cannot be followed up at the same time and in the short run, and there might be a need for reconsidering the priorities even if the quality plan is quite specific regarding these and the time schedule for improvements. In particular this concerns the possible conflicting activities and quality dimensions. There is a classical conflict between timeliness and accuracy. A specific example is that production of quarterly national accounts to increase relevance and timeliness might be in conflict with accuracy and hence reliability of as well these and the existing annual accounts by competing for the same resources (financial and human). One should be careful to propose extensions in statistics production before ensuring the quality of existing products. Increased response burden also leads to increased society costs and can harm the quality of existing and new statistics by increasing non-response and measurement errors.

Balancing different quality aspects is an important part of quality work.

In this mission emphasis has been put on the basic preconditions for quality improvements, in addition to recommendations that are easy to fulfil (identification of "low hanging fruits"). The task of selecting priority areas

has not been difficult since the recommendations regarding the basic preconditions for quality are included both the quality mission, the IMF mission recommendations and in the quality plan.

5.4 Quality as an integrated part of all work

It is crucial that the work on quality is regarded as an integrated part of all work in the institution. This sounds evident, but in practice there is always a danger that quality work will be looked upon as a separate task. The nomination of facilitators across the organisation is important, and these should participate as advisers in major development and improvement work, if convenient in projects. At the same time as the current mission there have been missions on short term statistics, construction and tourism statistics. Short term economic statistics will be based on a new business register. Documentation is an issue when developing the surveys in this field, and the documentation work should be coordinated with the ongoing development work.

Integration with IT and other organizational cross cutting activities is crucial. IT infrastructure will support quality and is essential for efficient working processes. Documentation and metadata are central issues both in quality and IT work.

5.5 Recommendations: Basic preconditions for quality improvements

The main recommendations on further work are linked to issues that were proposed in the quality mission and in the IMF mission, and that are followed up in the quality action plan. They are basic for all (further) quality work:

- Declaration(s) of quality
- Documentation and metadata
- Quality survey (internal auditing)
- Performance indicators (decisions based on facts)
- Quality education and training

Some of the work on quality declarations, documentation and metadata and a quality survey can be looked upon and carried out jointly. This work will also be the basis for establishing performance indicators.

5.5.1 Declarations of quality

This issue is twofold:

- A general declaration of quality or service level ("what to expect from INE/SEN?")
- Declarations for each statistics/publication/survey

The first general declaration at INE level should be given priority. It will typically include information for users on how to access statistics, quality principles based on user needs, information for data providers and on general

service (mail, telephone, visits). The process of working out such a service declaration is important in enhancing quality thinking in the organisation.

Declarations for each statistics and publication should be looked upon as a part of the documentation work discussed below.

5.5.2 Documentation and metadata

One way of classifying statistical metadata is:

- Metadata for the users of statistical information (for finding and navigation, explaining and post-processing)
- Process documentation for internal users (for control and improvements)
- Metadata for external data providers (to provide correct data)
- Quality information

Several countries such as the Nordic ones have developed *systematic* documentation (documentation according to templates with fixed headings) for users. This schemes are available on Internet or in publications and are typically named "About the statistics" or "Facts about the statistics" etc. To develop this kind of user documentation could be a first step towards a more comprehensive metadata system, also covering the needs of statistics producers and data providers.

A proposal for a documentation standard including user documentation is just being developed in INE (*Documentation standard - Draft November 14 2003, MGN*). Box 2 shows the proposed structure.

The documentation scheme has already been tested for the CPI. And for all economic statistics metadata are presented on web (in pdf-format) according to the IMF General Data Dissemination Standard (GDDS). This standard contains some of the information in box 2.

Box 2. About the statistics - Proposal

<ol style="list-style-type: none"> 1. Administrative information <ol style="list-style-type: none"> 1.1. Name 1.2. Responsible area 1.3. Purpose and history 1.4. Users and applications 1.5. Sources 2. Content <ol style="list-style-type: none"> 2.1. Description 2.2. Concepts and classifications 3. Time <ol style="list-style-type: none"> 3.1. Reference period 3.2. Date of publication 3.3. Frequency 4. Accuracy 	<ol style="list-style-type: none"> 4.1. Sources of errors and uncertainty 5. Comparability and coherence <ol style="list-style-type: none"> 5.1. Comparability over time and space 5.2. Coherence with other statistics 6. Accessibility and clarity <ol style="list-style-type: none"> 6.1. Distribution channels 6.2. Access to primary data 6.3. Documentation 6.4. Other information
--	--

- 1. Informação administrativa**
 - 1.1. Nome
 - 1.2. Área responsável
 - 1.3. Objectivo e historia
 - 1.4. Utilizadores e aplicações
 - 1.5. Fontes
- 1. Conteúdo**
 - 1.1. Descrição
 - 1.2. Conceitos e classificações
- 2. Tempo**
 - 2.1. Período de referencia
 - 2.2. Data de publicação
 - 2.3. Frequência
- 3. Fiabilidade**
 - 3.1. Fontes de erros e de incerteza
- 4. Comparabilidade e coerência**
 - 4.1. Comparabilidade temporal e espacial
 - 4.2. Coerência com outras estatísticas
- 5. Acessibilidade e clareza**
 - 5.1. Canaletes de distribuição
 - 5.2. Acesso de dados primareis
 - 5.3. Documentação
 - 5.4. Outra informação

Similar systematic documentation systems are in place in Denmark, Norway and Sweden. *The work on such documentation should be given priority. In the short run it will fulfil both the need for user documentation and quality declarations for each statistics and publication.*

Completing and testing a systematic documentation scheme for users could be a convenient pilot project for systematic quality work in INE (it should not be too comprehensive, include consideration of user needs and participation of relevant parties and proposals for routines in this area).

5.5.3 Quality survey

The purpose of a quality declaration is to document and possibly set objectives for quality. A quality survey is aiming at monitoring quality development over time. But the first year it is necessary to document the status to establish a baseline.

The following example checklist for a quality survey covers in principle the same issues as given in box 2 with user information, but it do not need to include administrative information, and it is and can be a bit more detailed since it is meant for considering quality development by survey managers or others responsible for the statistics. It is based on a list used by Statistics Sweden (exist in Portuguese in INE), and has been organised according to the quality dimensions also used in the quality action plan:

- Relevance and completeness
 - Users and uses (purpose of survey)
 - Content
 - § Population
 - § Variables
 - § Time period of reference
- Accuracy
 - Coverage errors
 - Sampling and sampling errors
 - Non response (total and partial)
 - Measurement errors
 - Compilation errors
- Timeliness and punctuality
 - Frequency
 - Time between reference period and release of statistics
 - Deviations between release time and pre-announced time
- Comparability and coherence
 - Comparability over time
 - Comparability over geography
 - Comparability/coherence with other statistics, e.g. national accounts
- Accessibility and clarity
 - Forms of dissemination
 - Presentation
 - Access to primary data
 - Services
 - Documentation (of quality and production processes)

To establish such a quality survey, one should start by documenting the status in 2004, as a basis for registering improvements from 2005. Since this documentation is largely the same as is needed for other documentation and included in the draft documentation standard mentioned above, one should work on user documentation and quality surveys in a coordinated way.

5.5.4 Performance indicators

Performance indicators are aggregated indicators of users and use of statistics, production and quality. Such indicators are used by management for planning and follow up purposes, and by external authorities and for benchmarking.

INE has discussed performance indicators based on a presentation at CCAINE 2002. These should cover information on:

- Use (often production) and users
- Costs (including hours)
- Quality
- Staff
- Competence

A number of examples from Statistics Norway were presented in the workshop. These include:

Production indicators

- Produced statistics, new statistics and major changes
- Nomenclatures
- Publications (different series)
- Contacts and visits

Resource usage

- Accounts
- Hours
- Response burden
-

Quality

- User satisfaction: Confidence survey etc.
- Relevance and completeness
 - Hits on Internet
 - Tables downloaded from statistics bank
 - References in media
- Accuracy
 - Response rate
- Timeliness and punctuality
 - Time between reference period and release of statistics
 - Deviations between release time and pre-announced time
- Comparability and coherence?
- Accessibility and clarity
 - Tables in statistics bank
 - Documentation ("about the statistics")

In addition, indicators on employees' satisfaction and human resource development could be developed. Both the Scandinavian countries and INE

have annual staff satisfaction surveys. *A set of performance indicators should be developed and monitored regularly by management.*

5.5.5 Quality education and training

A comprehensive seminar for top management and facilitators should take place during next mission (1 - 2 days for management and an additional day for facilitators would be suitable).

Study tour for facilitators (and possible management) should be considered to take place in 2004.

5.5.6 The role and work of facilitators

The facilitators will coordinate the systematic quality work in INE. It should be underlined that their role is not control. That is the responsibility of management. The facilitators will act as advisers, catalysts and teachers, also by participating in projects. This requires education and training.

However, some tasks do not depend on training for work to start. The facilitators come from different parts of INE, and are able to exchange experiences and good practices. *They should therefore start their work by regular meetings immediately.*

The facilitators should work as a team. Tasks they could participate in or coordinate include:

- The development of a general declaration of quality or service level for INE
- Completing and testing a documentation standard, in the first round a simple documentation scheme for users (see box 2)
- Preparations for a survey to establish the basis for a quality survey
- Review existing and look into the possibilities to set up new and better performance indicators, including user surveys and other relevant information such as web-statistics
- Develop a suggestion scheme as proposed by the first quality mission

In general they could start by collecting existing and relevant documentation, both relevant for the issues mentioned in addition to manuals and directives. This will give an overview of the status regarding description of good practices, and a basis for arranging regular internal sessions on "best /good practices".

The quality plan and a discussion based on this should be a point of departure for the team of facilitators. *They should also discuss and formulate a Terms of Reference or rather a Mission Statement for their own work.* This statement should be short and start with the purpose of their work, for example "to increase quality and efficiency in INE in accordance with the strategic plan, by facilitating systematic quality work throughout the organisation". A list of concrete tasks based on a discussion of the proposals above should follow.

5.6 Possible issues for a next mission

A new mission in this area should take place within first quarter 2004.

In addition to a follow up of the recommendations, a seminar should be held (see over).

APPENDIX 1. People worked with

- João Dias Loureiro, Presidente do INE
- Destina Uinge, Directora DICRE
- Jorge Utui, Chefe DPCRE
- Anastácia Homwana, Chefe DISI
- Fátima Zacarias, Directora DEMOVIS
- Firmino Guiliche, Chefe DPC
- Cirillo Tembe, Chefe DESC
- Natércia Macuacua, Chefe DEBA
- Hans Erik Altvall, Consultant, Coordinator of STA
- Mogens Grosen Nielsen, Consultant

In addition discussion with people present in seminar. Those not already on the list: the list above:

- Carlos Creva, DCI
- Cipriando Cláudio, DCNIG
- Calado Fujamo, DICRE
- Leonete Mabjaia, DARH

APPENDIX 2. Terms of Reference

for a short-term mission on Systematic Quality Work

10 – 19 November, 2003

within the Scandinavian Assistance to Strengthen the Institutional Capacity of INE/Mozambique, 2003-2007

Consultants: Maria Zilhão, INE/Portugal and H Viggo Saebo, Statistics Norway

Counterparts: Jorge Utui and Saide Dade

1. Background.

In 1996, and in an attempt to overcome the existing precarious statistical information available in Mozambique, the Government of Mozambique restructured its planning and finance administration institutions. The National Planning Commission was incorporated into the Ministry of Finance and its Statistics Directorate was transformed into an autonomous institute – INE. The National Statistical System (SEN) was created (Law n° 7/96 of July 5) in 1996 and it comprises INE, the High Council for Statistics, Bank of Mozambique and the Co-ordination Council for the Population Census. SEN is coordinated by the High Council of Statistics chaired by the Prime Minister or by a member of the Government. The council consists of the President of INE, representatives from ministries, two from universities, and three from the private sector. The President of INE thus has a relatively strong position in the Public Administration hierarchy compared to other countries.

INE was formally constituted through a Presidential Decree (n° 9/96 of August 28), and it became the central executive body of the SEN. INE is in a legally binding manner responsible for the overall collection, production and dissemination of statistics in the country within the framework of the SEN. INE is managed in the daily work by the President, and the High Council of Statistics has the responsibility to propose the work plan for the statistical production in Mozambique. INE has gone through a very rapid growth focused on the statistical production.

INE can delegate authority to specific departments of some ministries to collect and publish official statistics and has so far delegated responsibility to departments of the Ministries of Health, Education, Agriculture and Rural Development, Labour, Fisheries and Higher Education, Science and Technology for certain components of the national statistical system, such as data indicating coverage of health programs, education enrolment figures and annual agricultural surveys. In the coming years, a further decentralisation is planned to be carried out by strengthening the Provincial Branches. Bank of Mozambique is responsible for the balance of payment statistics. INE is placed under the tutelage of the Council of Ministers and is reporting to the Council of Ministers via the Minister of Planning and Finance.

The overall development purpose of the activities of INE and SEN is the enhanced use of statistical information for decision-making and provision of

information. Among the most important users are public administration and the academic/research community, bilateral and multilateral donor organisations, media, NGOs and unions.

The Government of Mozambique has embarked on a process of strengthening INE so that it efficiently can generate reliable, relevant and timely statistical information particularly for the monitoring of the Absolute Poverty Reduction Action Plan (PARPA).

SEN is guided by a new five-year strategy plan (Plano Estratégico do Sistema Estatístico Nacional 2003-2007) approved by the High Council of Statistics. The plan has the objectives to ensure that:

statistical information is produced to guide public policy decisions, business decisions and decisions by other organisations and that the public at large, official policy and other actions are guided by statistical information, adequate statistical information is provided and disseminated in a user-friendly and timely manner, this statistical information is produced in a cost efficient manner and in a proper order of priority given the resource limitations.

On the basis of the strategic plan, a five-year operational plan - Plano Estatístico Nacional 2003-2007 - has been elaborated for SEN. The plan was approved in November 2002 by the High Council of Statistics and is the second five-year plan related to the activities of INE. The plan stipulates the activities to be implemented by INE during the coming five years. In the operational plan a number of activities is listed including censuses and survey and overall development activities.

The Governments of Denmark, Norway and Sweden have agreed to support the new five-year plan. Other main donors that presently provide support to INE – however with the Scandinavian support as the umbrella for all support – is USAID to a Demographic and Health Survey in 2003, the Italian Cooperation to the Provinces and an SADC/EU project for training.

2. Main reasons for the mission

INE puts a lot of emphasize on producing statistics with high quality. Hence, INE has in recent years taken several initiatives to continuous to improve the quality. The new strategic plan 2003-07 for SEN sets out the improvement of the quality of the statistics produced as priority number one. Quality work has also a distinct role in the general data dissemination system (GDDS) from IMF, which INE currently is establishing. GDDS addresses three key areas – the quality of data, development plans for statistical systems and the dissemination of data. The new five-year plan for SEN lists quality work as an ongoing development activity throughout the whole period.

Plan 2003 for INE gives priority to producing statistics with quality, specifically in terms of Relevance, Accuracy, Timeliness and Punctuality, Accessibility and Consistency and through work based on total quality management (TQM).

Against this background, INE carried out a short-term mission on systematic quality work based on TQM in September 2002 with support from the Scandinavian Bridging Support Programme 2002-03. The consultants were Ms Maria Zilhão INE/Portugal and Mr Mats Bergdal Statistics Sweden, report MOZ 2002:4.

INEs Project Document for the Scandinavian Support Programme to INE 2003-07 focuses and gives priority to systematic quality work and mentions that one output from the support programme should be routines in place for systematic quality work. This output should be monitored through annual surveys on important quality indicators.

The surveys should be directed towards “survey managers” with the aim to assess the change in quality of the data. The first survey – to be carried out in the first quarter 2004 - should aim to establish a baseline to try to assess the present level of quality to relate results from future annual surveys to.

The mission in September included this type of annual surveys in its recommendations. It also recommended that some first activities in a programme of systematic quality work should be to identify a Net of potential Quality Facilitators within INE as well as a specific training for top management and Directors about the EFQM model.

The Net of potential Facilitators has been formed and consists of the following staff members from all the 6 Directorates of INE:

Saide Dade

Jorge Utui

Zuraida Khan

Alda Rocha

Claudio Cipriano

Carlos Creva

Natercia Macuacua

Leonette Mabjala

One main purpose with this second short-term mission is to carry out a one-day workshop in Systematic Quality Work, based on EFQM/TQM principles for the top Heads within INE and SEN. This will further enhance their understanding for a systematic approach to quality on an organizational level. The model has the following attributes: *Results Orientation; Customer Focus; Leadership & Constancy of Purpose; Management by Processes & Facts; People Development & Involvement; Continuous Learning, Innovation & Improvement; Partnership Development; Public Responsibility.*

A second main purpose is to assist INE to design the first quality survey.

3. Objective of the mission

The overall objective is to further enhance and make clear the principles and the routines of systematic quality work based on Total Quality Management and how these can be transferred into routines.

4. Specific objectives

- To follow up the recommendations in the previous mission in September 2002, specifically on progress made and reasons for non progress
- Educate the Net of Facilitators on their roles and responsibility in systematic quality work
- Report on experiences from INE/Portugal and Statistics Norway on how the facilitators work, on routines for systematic quality work, the role of the EFQM/TQM model in systematic quality work and how it is functioning in practice

- Give proposals, recommendations and ideas on how the principles for systematic quality work can be converted into routines, how the routines should be implemented and how this can fit with the quality requirements according to GDDS
- Give proposal on a first quality survey to Survey Managers that should be carried out in the first quarter 2004

5. **Expected Results**

- Recommendations and proposal to further enhance systematic quality work within INE/SEN and how this can be transformed into routines that can fit with the quality requirements according to GDDS
- Proposal on timing and contents of next STA from the Scandinavian Support Programme and on other support from the Programme
- Proposal on activities on how to educate and train the facilitators
- Recommendation on activities that the facilitators can carry out in a short perspective
- Recommendations on specific subprojects, such as a specific product within INE that can be used as a pilot project for systematic quality work in order to give results in a short perspective and to be a guideline for future subprojects.
- Proposal and assisting design to a first quality survey

6. **Agenda for the mission**

To be prepared, but should include the following

- An initial meeting with the Top Management with informal discussions on quality work at INE and on INEs expectations on the mission
- A one day workshop on the principles of Systematic Quality Work based on EFQM/TQM for Top Management and Directors within INE/SEN. The facilitators should also participate (about 25 participants)
- A half day seminar with INEs facilitators to evaluate the workshop and its recommendations and specifically the role of the facilitators in an action plan for systematic quality work
- A concluding meeting with the Top Management on the result and recommendations of the mission

7. **Tasks to be done by INE to facilitate the mission**

- Prepare ToR for the mission
- Arrange for the meetings and workshops, including a translator (if necessary)
- Provide the consultants with relevant material on quality, such as
 - Ongoing and planned quality work at INE as a result of the Annual Planning Conference (CCAINE) in March 2003 that was performed under the subject: *Management through Quality*
 - GDDS
 - The strategic plan 2003-07
 - The five-year plan 2003-07
 - The plan 2003
 - The PRODOC for the Scandinavian Programme

8. **Name of STA and CounterPart**

Maria Zilhão INE/Portugal and HV Saebo Statistics Norway

Jorge Utui, Head for the Department of Coordination, Planning and External relations is the main Counterpart
The second counterpart is Saide Dade, Director for National Accounting and Global Indicators.

9. Timing of the mission

The mission will take place 10/11 – 19/11

10. Finalization of the report

The two STAs will prepare a draft report to be discussed with INE before leaving Maputo. They will submit a final draft to INE for final comments within one week of the end of the mission. Statistics Denmark as Lead Party will print the final version within 3 weeks of the end of the mission. The structure of the report should be according to Danida-format.

The Counterpart has to ensure that the final printed report has at least a summary in Portuguese if the main report is in English – or vice versa.

These Terms of Reference were prepared by (date and name)

/ /

Approved by INEs Project Director

/ /

APPENDIX 3. Recommendations from quality mission 2002

Leadership commitment

The establishment of a support organisation within INE, responsible for promoting and developing the Systematic Quality Work. Important aspects to consider when doing this were said to be:

- The supporting organisation should be situated in a Horizontal Department (the most important recommendation, which needs to be treated first);
- Nomination of a Net of Quality Facilitators that represent different strategic areas of the organisation (follows on from the previous);
- Training in the EFQM Model for top management and Directors. This will further enhance their understanding for a systematic approach to quality on an organisational level as well as providing them with a reference framework to base future activities (should be carried out fairly early. Perhaps in the beginning of next year).

Involvement of the Staff

- Implementation of an Internal Suggestions Scheme with the aim of promoting everyone's participation in the organization. (can be done anytime). *In place?*
- Implementation of Regular Internal Sessions with the aim of sharing knowledge and best practices. These sessions should be as informal as possible assuring that everyone is able to participate regardless of the subject area and the level of staff. (should start rather early to involve the staff). *Not yet started?*
- Promotion of teamwork through the implementation of improvement projects and on the current statistical activities. (training needs to be available before this can be promoted).

Continuous improvement

To further raise the ability of the staff to take part in improvement activities training needs to be available in the following areas:

- Project work. This training should be provided to all staff before they take part in their first project. (should be made available as soon as possible); *See teamwork*
- Quality tools. To facilitate the work in these improvement projects as well as other improvement activities. Some people need to be trained in the use and application of the quality tools. Suitable people to be trained on this area could be the network of Quality Facilitators. (could wait awhile).

User Orientation

The quality of the statistical data is judged by the users in relation to their needs and expectations. Therefore it is vital to clearly identify the main users and to have an active dialogue with them. In order for the users to be able to determine how well the statistics fulfil their needs INE should develop and implement "Quality Declarations" describing the attributes of the data. (should be done as soon as possible).

Process Orientation

Processes are the foundation for a successful application of a systematic approach to quality. Therefore it is important for INE to:

- Clearly identify its core processes as well as their main supporting processes. (after training in the EFQM model, however some preliminary work can be done by the support organisation);
- This should be followed by the implementation and application of a system for documenting these processes in order to harmonise, develop and continuously improve the processes themselves. This practice will facilitate the identification of Best Practices. (follows on from the previous recommendation).

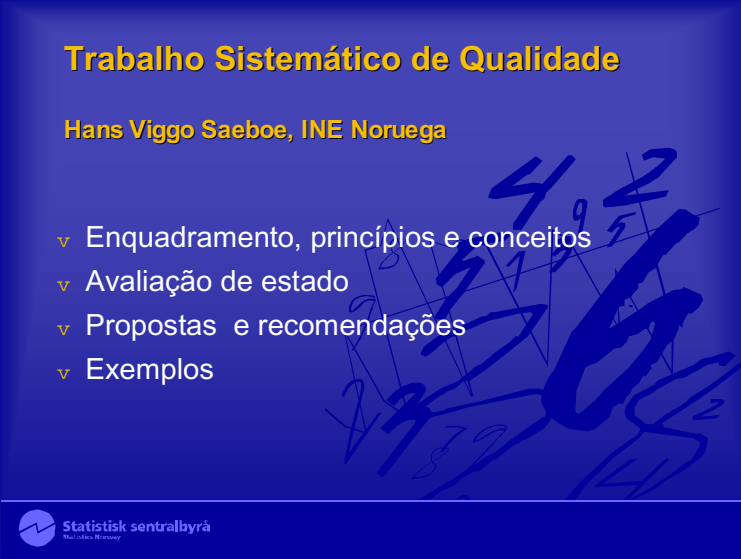
Decisions based on facts

It is important to have objective information as a base for deciding strategic choices as well as operational activities. The results of activities need to be followed-up in order to reorient when needed during the processes. INE should consider to:

- Implement a set of performance indicators related to the strategic areas of the organization. (after training in the EFQM model, however some preliminary work can be done by the support organisation);
- Measure, on a regular basis, user needs and satisfaction through user satisfaction surveys and by promoting an open and transparent dialogue with all identified users. (can be done anytime, but it would be good if activities could start rather early);
- To implement a “Quality Survey” (similar to the approach at Statistics Sweden) directed towards survey managers and other elements of the survey team, with the aim to assess the change in quality of the attributes of the data. In order to establish a baseline to relate future results to, the first survey should also try and assess the present level of quality. (can be done anytime).

APPENDIX 4. Slides presented in the workshop

See attached files for slides presented in the Workshop (PowerPoint). The slides are in Portuguese.



Trabalho Sistemático de Qualidade

Hans Viggo Saeboe, INE Noruega

- v Enquadramento, princípios e conceitos
- v Avaliação de estado
- v Propostas e recomendações
- v Exemplos

Statistisk sentralbyrå
Statistiska Byråen