



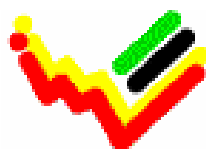
Mission Report

From a short-term mission on Systematic Quality Work

14 to 18 June 2004

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

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List of abbreviations

CAF	Common Assessment Framework
CCAINE	Conselho Consultivo Alargado do INE
INE	Instituto Nacional de Estatística, Moçambique
DCNEE	Departamento de Contas Nacionais e Estudos Económicos
DDD	Departamento de Difusão e Documentação
DED	Departamento de Estatísticas Demográficas
DESC	Departamento de Estatísticas de Serviços e Cadastro
DEVS	Departamento de Estatísticas Vitais e Sociais
DICRE	Direcção de Integração, Coordenação e Relações Externas
DMA	Departamento de Métodos e Amostragem
DPC	Departamento de Preços e Conjuntura
DRH	Departamento de Recursos Humanos
GDDS	General Data Dissemination Standard
IMF	International Monetary Fund
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 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.

The main content of the mission was 2 days' training/workshop in systematic quality work with the group of facilitators and a one day seminar on quality management in statistical organizations with the management of INE, the facilitators and representatives of other SEN institutions.

Important steps in INE since the first mission have been to develop and revise a quality plan for 2004 and nominate and approve quality facilitators from all parts of the institution. The status of the quality plan is given in chapter 5.

The main conclusions from management seminar is that the managers should:

- Develop and assure an environment for systematic quality work, including proper support of the facilitator's work (resources and other support)
- Assure that quality is an integrated part of all work (such as planning and follow-up routines, development of new statistics, IT and human resource development), and not regarded as separate activities
- Assure coordination with the IMF/GDDS initiative and the documentation developed within this framework
- Require harmonized documentation and data on products and processes:
 - Harmonized documentation for users and producers of statistics
 - Quality survey of surveys (answered by survey managers)
 - Performance indicators (and use these in planning and follow-up routines)

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

One should consider selecting a project that is already planned within statistics development as a pilot for facilitating and following the quality principles in a systematic way. *The project on business register updating taking place during on the following months is a good candidate for this.*

The important role of the group of facilitators was underlined during the mission. This role is not control of quality. They will rather act as coordinators, advisers, and teachers, and promote the implementation of systematic quality work in INE.

Sumário em Português

O objectivo global desta missão foi o de continuar a formação e a sensibilização sobre a importância dos princípios da gestão pela qualidade total e sobre as rotinas que podem ser implementadas inerentes ao trabalho sistemático da qualidade.

A missão foi constituída por um workshop de dois dias sobre trabalho sistemático da qualidade dirigido ao grupo de facilitadores; e por um

seminário de um dia dirigido aos gestores do INE e dos organismos pertencentes ao Sistema Estatístico Nacional de Moçambique, com o intuito de sensibilizá-los para a importância da gestão da qualidade em organismos de estatística.

Alguns passos importantes já foram dados pelo INE no âmbito da gestão pela qualidade desde a realização da primeira missão, que deram origem ao desenvolvimento e revisão de um plano de acção no âmbito da qualidade para 2004, e a nomeação e aprovação de um grupo de facilitadores constituído por representantes das várias áreas chave da instituição. O estado do plano de actividades na área da qualidade é apresentado no capítulo 5.

As principais conclusões do seminário realizado para os gestores centraram-se nas seguintes linhas de acção dirigidas à gestão do INE:

- Desenvolver e manter um clima propício ao trabalho sistemático da qualidade, no qual se inclui apoio apropriado ao trabalho da equipa de facilitadores (incluindo os recursos necessários);
- Assegurar que o trabalho sistemático da qualidade seja integrado no normal desenvolvimento das actividades (como planeamento, desenvolvimento de estatísticas, IT - tecnologias de informação - e desenvolvimento dos recursos humanos);
- Assegurar a devida articulação e coordenação do plano de acção no âmbito da qualidade com a estrutura de qualidade já implementada pelo FMI/GDDS;
- Conceber documentação harmonizada e sistemática relativa a processos e produtos nomeadamente:
 - Documentação harmonizada para os usuários e interna;
 - Inquérito de qualidade para os gestores dos inquéritos;
 - Indicadores sistematizados sobre o desempenho em várias áreas e assegurar a sua devida utilização nas tomadas de decisão no instituto.

Podem ser consideradas visitas de estudo para os facilitadores (e possivelmente gestores), visitas ou deslocações com o propósito de continuar a formação em qualidade, para o ano de 2004.

Seleccionar um projecto que tenha sido planificado no conjunto das actividades de desenvolvimento de produção estatística, como por exemplo, um programa piloto, devendo durante a sua execução seguir os princípios do trabalho sistemático da qualidade. Exemplo: *O projecto FUE que será implementado nos próximos meses é um bom candidato para ser considerado como piloto.* Alguns dos facilitadores podem participar neste projecto de forma a colaborarem na implementação dos princípios da Gestão pela Qualidade, tais como, assegurar a orientação para o cliente, a medição adequada de indicadores da qualidade, documentar devidamente os processos, etc... O padrão de documentação harmonizado pode ser testado neste projecto. A aplicação destes princípios no FUE será igualmente útil para outros gestores de inquéritos visualizarem as vantagens da aplicação do trabalho sistemático da qualidade.

Durante a estada da missão foi sublinhada a importância que o grupo de facilitadores desempenha neste processo. Este papel não se coaduna nem pretende ser um papel de controlo, mas antes de coordenação, apoio, de formação e passagem de conhecimentos aos restantes técnicos do INE e do

SEN e, essencialmente, de promotores da implementação do trabalho sistemático da qualidade.

2 INTRODUCTION

The mission was carried out according to Terms of Reference (TOR, appendix 1).

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*. A second mission took place in November 2003, with consultant Hans Viggo Sæbø Statistics Norway, see *report MOZ 2003:18*.

The results of these 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 quality plan for 2004 and a TOR for a group of facilitators (from January 2004, revised in June), following both the quality missions and an IMF mission on General Data Dissemination Standards (GDDS) that took place in June 2002.

3 TERMS OF REFERENCE

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. The main content should be:

- A one day workshop for top management at INE/SEN on EFQM
- A 1-2 days training for the facilitators on their role in INEs Systematic Quality Work

More specific objectives formulated in the TOR were:

- To follow up the recommendations in the previous missions in September 2002 and in November 2003, specifically on progress made and reasons for non progress
- Educate the Net of Facilitators on their roles and responsibility in systematic quality work and their activities in a short perspective
- 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 fourth 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 – such as through a study tour to the Scandinavian countries
- 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.
- Give strategic advise on how to design and carry out a first quality survey

4 OUTLINE OF WORK

The programme included an initial meeting with the Management of DICRE on INE's expectations on the mission. The main content of the mission was 2 days' training/workshop in systematic quality work with the group of facilitators and a one days seminar on quality management in statistical organizations with the management of INE, the facilitators and representatives of other SEN institutions. The seminar included an overview of quality management models, with emphasis on common principles and CAF (Common Assessment Framework).

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

5 FINDINGS AND RECOMMENDATIONS

5.1 Status of planned quality activities

A group of nine facilitators has been appointed to work as promoters of the implementation of systematic quality work:

- § Leonette Mabjaia (DRH) – Coordinator of the group of facilitators
- § Zuraida Khan (DEVS)
- § Firmino Guiliche (DPC)
- § Cipriano Cláudio (DCNEE)
- § Luís Pedro (DPCRE)
- § Basílio Cubula (DMA)
- § Cirilo Tembe (DESC)
- § Marcelino Silva (DDD)
- § Cassiano Chipemde (DED)

The facilitators went through the list of activities planned for 2004, and grouped these by activities completed or well under way, activities in course (“in pipeline”) and activities yet to be started or developed.

Activities completed or well under way

Development of the group of facilitators
TOR/Mission statement for facilitators
Quality plan for 2004

Training of facilitators
Training of management
User surveys
Staff survey
Declaration of quality

Activities in pipeline

Suggestion scheme
Catalog of publications
Improvement of user surveys

Activities not started

Documentation template (harmonizing documentation for users)
Quality survey
Performance indicators
Study visits

During the mission, concrete advices were given in particular on the implementation of the declaration of quality and on the suggestion scheme.

5.2 Recommendations for leadership

During the seminar for the management it was stated that quality is priority number one in the management and development of statistics in Mozambique. This is a good point of departure for the following recommendations.

The management should develop and assure an environment for systematic quality work, including proper support of the facilitator's work. This includes the reservation of the necessary resources (time to work as facilitators across the organization).

The management has to assure that quality is 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. Integration with IT and other organizational cross cutting activities is crucial. Quality principles should be included in all activities within human resource development. For management the inclusion of quality principles in planning and follow-up routines should be mentioned particularly.

The management should assure coordination of other quality work and IMF/GDDS. This framework must be integrated in the systematic quality work, and be a part of the quality action plan. The documentation developed under the GDDS framework has to be coordinated with other documentation, see next paragraph.

The management should require harmonized documentation and data on products and processes, and should be the most important promoters of these tasks:

- *Harmonized documentation for users and (in the next round) producers of statistics*
- *Quality survey of surveys (to be answered by survey managers)*
- *Performance indicators (and use these in planning and follow-up routines)*

Study tour for facilitators (and possible management) should be considered to take place in 2004. Visits to several countries will promote the development of ideas for “best practices”, and visits to both the Scandinavian countries and Portugal are relevant. However, visits to Scandinavia require that the participants have sufficient knowledge to English.

5.3 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.

The facilitators should work as a team having regular meetings. The planned documentation work could be a basis for arranging regular internal sessions on "best /good practices".

In order have an overview of the knowledge passed to the facilitators during the mission, the consultants ended the workshop of the facilitators with some questions for discussion and evaluation (a short questionnaire). The questions should evaluate and possibly ensure that the facilitators had absorbed the principles of TQM and the spirit of systematic quality work.

These questions were:

1. What is quality?
2. Describe the attributes of quality in statistics. Which do you consider to be the most important ones for INE’s users?
3. Describe the core values of systematic quality work. Which ones do you consider to be the most important ones to INE at this very moment?
4. Give some examples of performance indicators for the following areas at INE: Statistical Production and Human Resources.
5. Identify the key processes of INE.

The discussion based on the completed questionnaires revealed that the key principles of quality and systematic quality work are well understood by the facilitators, and gave several considerations for further work. Besides, the group functions well as a team with participation of all.

5.4 Other observations for consideration

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 the mission emphasis has been put on training and the basic preconditions for quality improvements, in addition to recommendations that are easy to fulfil ("low hanging fruits" such as the suggestion scheme). The task of selecting priority areas has not been difficult since the recommendations regarding the basic preconditions for quality are included both former quality missions, the IMF mission recommendations and in the quality plan.

One should consider to select a project that is already planned within statistics development as a pilot for facilitating and following the quality principles in a systematic way. *The project on business register updating taking place during on the following months is a good candidate for this.* Several of the facilitators (not all) could participate in this project to ensure user orientation, measurement of proper quality indicators, process documentation etc. The harmonized documentation scheme could be tested. The application of systematic quality principles in this project would make others survey managers clear of the advantage of this type of approach.

5.5 Possible issues for a next mission

A new mission in this area should take place within first quarter 2005, after the group of facilitators, management and INE as a whole has shown further progress in their systematic quality work. It is important that the group of facilitators remains the same in this period in order to stabilise the work. If the group changes too much over time training and the efforts of the mission might be lost.

APPENDIX 1. People worked with

The consultants most of the time worked with the 9 facilitators listed in chapter 5.

In addition there were meetings with

- Destina Uinge, Directora DICRE
- Hans Erik Altvall, Consultant, Coordinator of STA

The seminar with INE management and SEN had about 30 participants including the President of INE João Dias Loureiro, other managers and the facilitators.

APPENDIX 2. Terms of Reference

for a short-term mission on Systematic Quality Work

14 - 18 June, 2004

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

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

Counterparts: Leonette Mabjaia e Cirilo Tembe

0. Main contents of the mission

- A one day workshop for top management at INE/SEN on EFQM
- A 1-2 days training for the facilitators on their role in INEs Systematic Quality Work

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 no 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 (no 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 within 6 Ministries, viz. Ministries of Health, of Education, of Agriculture and Rural Development, of Labour, of Fisheries and of 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. Examples on other main donors that presently provide support to INE – however with the Scandinavian support as the umbrella for all support – is the Italian Cooperation to the Provinces and to an Informal Sector Survey, IMF through technical assistance to develop GDDS 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.

A second short-term mission to further promote systematic quality work was carried out in November 2003 through Mr Hans Viggo Saebo Statistics Norway, report MOZ 2003:18.

The 3 mentioned specialists will continue to be key persons for supporting INEs quality developments during the 5 year Scandinavian Program.

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 should aim to establish a baseline to try to assess the present level of quality to relate results from future annual surveys to.

The first 2 missions included this type of annual surveys in its recommendations. Another recommendation in a long-term programme of systematic quality work was 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:

Jorge Utui
Zuraida Khan
Firmino Guiliche
Cassiano Chipembe
Cirilo Tembe
Claudio Cipriano
Carlos Creva
Calado Pereira
Leonette Mabjala

One main purpose with this third 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 train the facilitators.

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 missions in September 2002 and in November 2003, specifically on progress made and reasons for non progress
- Educate the Net of Facilitators on their roles and responsibility in systematic quality work and their activities in a short perspective
- 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 fourth 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 – such as through a study tour to the Scandinavian countries
- 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.
- Give strategic advice on how to design and carry out a first quality survey

6. Agenda for the mission

To be prepared, but should include the following

- A short initial meeting on the first day with the Top Management at INE on the 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 1-2 days training for INEs facilitators on their role and activities

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 Hans Viggo Saebo Statistics Norway
Facilitators are counterparts.

9. Timing of the mission

The mission will take place 14 – 18 June 2004

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)
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Approved by INEs Project Director
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APPENDIX 3. Slides presented in the workshops

See attached files for slides presented in the management seminar and on the workshop for facilitators. The slides are in Portuguese.



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