

Terms of Reference

EU Twinning Project IL/12 CRIS 2015/370-467

06-09 March 2017

Component A: Quality Management of Official Statistics

Activity A.6: Coordination of the national statistical system – development of a roadmap

0. Mandatory results and benchmarks for the component

Mandatory results:

- *The establishment of an organizational system (organizational unit and work processes) responsible for the Quality Management of official statistics in ICBS and in the NSS. (February 2018)*

Benchmarks:

- **IA1:** *Working procedures, scope of statistical products, methods , tools and defined for all interfaces (Ultimo November 2016)*
- **IA2:** *Formal organizational structure including a designated unit, referents in ICBS and in the NSS, task forces and committees (with well-defined mandates) proposed to the Public Council of Statistics (Medio February 2017).*
- **IA3:** *Staff trained to evaluate the quality of processes and statistical outputs generated in ICBS and in the NSS (Ultimo June 2017)*
- **IA4:** *Proposal drafted regulating the quality assurance of statistical products or organizational units in the NSS (such as the Information and Statistics Division in the Bank of Israel), as complying with the required national quality standards for official statistics (Ultimo August 2017)*
- **IA5:** *Draft raising awareness strategy formulated (Ultimo August 2017)*
- **IA6:** *Training program on quality policy and on the implementation of quality standards in the relevant bodies in the NSS (Ultimo November 2017)*
- **IA7:** *Multi-year national work plan for the implementation of the quality principles in the NSS elaborated (Ultimo November 2017)*

1. Purpose of the activity

The purpose for this activity is to draw up a realizable roadmap for the coming years in order to initiate coordination and quality assurance programs in Israel's NSS, taking into account the activities ICBS have already undertaken and their existing resources. The ICBS is interested in learning from the experiences gained by Statistics Denmark in their efforts to introduce coordination of their National Statistical System, which is also facing the task of initiating coordination and quality assurance in the Danish Statistical System, with limited resources.

2. Expected output of the activity

- *Activity report*
- *ICBS staff will brief the MS on coordination and quality assurance programs in Israel*
- *Statistics Denmark will present the Danish strategy and how it has been/will be implemented*
- *Roadmap for a coordination and quality assurance programs in Israel's NSS to be presented for by ICBS management.*

The issues we to be address include:

The legal framework

1. In what specific ways has existing legislation contributed to the task of the NSI in coordinating the NSS – where (if at all) has it been a necessary condition? Is new legislation being contemplated, because of deficiencies in the present laws or regulations?

Formulating and implementing a coordination policy/strategy

2. How was Statistics Denmark's policy for coordination developed? who participated, how were goals defined, degree of detail, tools?
3. When and to what extent were other members of the NSS involved in developing the strategy?
4. In what detail was the strategy to begin coordinating the statistical system formulated? What were your short term and long term goals? What opportunities and threats were identified and how were they addressed?

NSS Membership

5. How is membership in the NSS defined? Does it include bodies who may not be producing statistics required internationally? Does it include data providers who do not routinely produce statistics? Is this definition formalized in some way?

NSS Organizational structure and human resources

6. In your experience: what is the (minimum, optimum?) amount of resources which are needed to be allocated to coordination and quality assurance in the NSS? What are the required skills? Is there/should there be an organizational distinction between internal NSI quality management and NSS quality management?
7. Are system-wide bodies, agencies or working groups existing or planned? If so, what are their (planned) functions?
8. Does the NSI have a training role vis a vis the NSS, what are its objectives, and how is this carried out?
9. Have overarching national statistical plans been formulated/considered? If so, how are (will) they be compiled and monitored?
10. Is a common web portal for national statistics planned? What are the relevant considerations in this regard?

Quality coordination and the quality framework

11. Given NSS-wide quality standards, is compliance with them voluntary or enforced? Is compliance monitored through external audits, or only through self-assessment? Did the model for self-assessment in the NSS differ from that in Statistics Denmark? What were the reasons for the course taken (regarding enforcement and monitoring)? How and where are quality assessments reported?
12. Are statistical quality frameworks explicitly coordinated with EFQM/ISO quality standards, and if so, how?
13. Has a national adaptation of the generic European quality standards been undertaken? Has it been adapted (given the secondary role of statistical activities in other members of the NSS)?
14. Given the requirement of the Code of Practice that statistical activity be separated from policy making and policy statements, how has this requirement been addressed in relation to other members of the NSS, where statistics and policy making are often integrated?
15. Have plans for labeling/branding national statistics been considered? If so, what was decided, and why?
16. Has there been any resistance to the role of the NSS in monitoring system-wide quality? If so, what forms has it taken and how has it been addressed?

3. Participants

ICBS TEAM FOR DRAWING THE ROAD MAP

1. Ms. Batia Attali, RTA Counterpart, BC Component Leader for a Component of Quality Management of Official Statistics, Head of Sector, International Relations and Statistical Coordination Department, ICBS. Ms. Batia Attali has worked in International Relations and statistical Coordination Department since 2011. RTA Counterpart in previous Twinning project (2012-2014), including components on the enhancement of the NSS and ICBS quality strategy. Member of the Workgroup on a Roadmap for Implementing Standards (of the Modernisation Committee on Standards of the UNECE High Level Group on Modernisation of Official Statistics). Ms. Batia Attali has been employed in ICBS since 1988, formerly as analyst in IT department and as ICBS Security Officer for 13 years. Master's degree in Computer Sciences. Email: batia@cbs.gov.il
2. Mr. Ari M. Paltiel, Director of the Statistical Quality Coordination Department, Office of the National Statistician, ICBS. For the last two years he has been leading ICBS efforts to create the policies and organizational structures needed to implement the ICBS's statutory role in leading the National Statistical System and promoting its quality standards. Mr. Paltiel has been employed in the ICBS since 1983. Over the course of his career he has held several senior positions in the population, demography, health and social statistics fields. He teaches demography at the Hebrew University of Jerusalem's School of Public Health. Email: ari@cbs.gov.il
3. Ms. Larisa Fleyshman, Head of Sector, Micro Economics, ICBS and Assistant Quality Coordinator ICBS. She is responsible for developing hedonic models in the ICBS for determining housing prices by statistical areas, and, as an adjunct to her work, helping to coordinate publication of house price data between several ministries in Israel. This work led the National Statistician to appoint her jointly to the Statistical Quality Coordination Department. She holds a PhD in Geography. Email: larisaf@cbs.gov.il
4. Ms. Sigalit Mazeh (Shmueli), BC Project Leader Deputy of the Twinning Project and Director of International Relations and Statistical Coordination Department, ICBS. Since 2009 employed in the International Relations and Statistical Coordination Department as Director of the ICBS Annual Statistical Abstract, and Head of the department since 2015. The department is responsible for coordination with the NSS, international relations and management of international and bi-lateral activities (including Twinning projects) as well as for micro data access to researchers. Ms. Sigalit Mazeh (Shmueli) has been employed at ICBS since 1995. In the period 1995 to 2009 she worked in the Census Department - from 2000 as the Head of Sector for Concepts, Questioners and Dissemination. Ms. Sigalit Mazeh (Shmueli) has a MA in Demography and Sociology. Email: sigalit@cbs.gov.il
5. Mrs. Elana Dror, Since February 2016 Head of the Quality and Excellence Sector in the ICBS. Mrs. Elana Dror has worked in the ICBS for the past 20 years. Over the course of her career she held several positions in the numerous palaces: Head of the Agriculture division, Head of the population census, founded the Job Vacancy Survey and the Survey of Business Tendency Survey. Elana Dror has a Master's degree in Economics' and Agriculture from the Hebrew University the Faculty of Agriculture. Email: elana@cbs.gov.il
6. Mr. Tom Caplan's official title is Director of Economic Research in the National Statistician's Office. He is responsible and has been responsible for a variety of cross-cutting bureau-wide projects. Among those is his work on the Future of Official Statistics, carried out under the previous Twinning Agreement, the work on Defining the Core Statistical Programs of the ICBS as requested by the National Statistician and the Associate National Statistician. Mr. Caplan is currently directing the

development of a bureau – wide Meta Data system. Mr. Caplan is the developer and the founding Director of the Israel Longitudinal Survey and is now, as a result of a request from the current Director, undertaking to analyze longitudinal trends in Israel in a whole range of subjects based on the first four years of data from the survey. Mr. Caplan holds an MA in Economics and has had a career of over 40 years both in the Israeli and Canadian public service. Mr. Caplan is married and has three children and six grandchildren. Email: tome@cbs.gov.il

ICBS TOP MANAGERS

The top management invited to the activity, with emphasis on Monday afternoon and the concluding session on Thursday.

MS EXPERTS

1. Mr. Kim Voldby Pedersen, Head of Management Office. Kim Voldby Pedersen has been head of Management Office in Statistics Denmark since 2008 and a member of the Management of Statistics Denmark since 1997. He is educated as a Political Scientist and holds a wide experience with management and coordination - combined with a 20-year long experience of navigating within the European Statistical System. Under the leadership of Kim Voldby Pedersen, the Management Office is responsible for a national and an international pillar managing the political aspects of Statistics Denmark's portfolio. At the national level, the Management Office is responsible for the relations to our ministry, the Parliament, strategy, work planning, national coordination etc. Furthermore, the Management Office is accountable for legal and confidentiality matter and is in charge of the newly introduced portfolio and project management of all strategic projects in the organization. At the international level, the Management Office coordinates EU legislation (about 275 legal acts) as well as other international relations (UN, UNECE, OECD etc.). More specifically, Kim Voldby Pedersen has, as head of the Management Office, within the last three years been responsible for launching a National Action Plan for Official Statistics, for drawing up a new Draft Regulation on Official Statistics in Denmark and for establishing a generic set of guidelines for coordinating official statistics in Denmark.
2. Ms. Karin Blix, Chief Advisor and Quality Coordinator, Master of Economics. Specialist knowledge: Quality Management, Eurostat Code of Practice, Peer Review of official statistics, Broad experience from different subject areas: prices, environmental, educational and trade statistics.
3. Ms. Naja Andersen, Head of Section, Master of Political Science. Employed in the Management Office of Statistics Denmark since 2011 dealing with both national and international policy issues, including national coordination. Ms. Naja Andersen functions as the secretary for the Danish Coordination Committee on European Statistics and has been involved in the drafting and implementation of an action plan for official statistics in Denmark as well as the drafting of a new law on Danish official statistics. Ms. Andersen was also the national peer review coordinator in the last round of European peer reviews on compliance with the Code of Practice.

4. Background

A. INSTITUTIONAL AND LEGAL BACKGROUND.

The law governing the activities of the Central Bureau of Statistics is [the Statistics Ordinance \(New Version\), 5732 - 1972](#). The law sets out the functions and powers of the ICBS in collecting, producing, analyzing and publishing statistical information, specifies the responsibilities of the National Statistician and the ICBS which he heads, and the roles of the Public Council for Statistics in the national statistical system generally. These responsibilities refer to several aspects of coordinating a national Statistical System by these agencies:

1. Article 2(b) states that the National Statistician will head the Bureau of Statistics and guide the statistical system in state institutions. Article 2(c) states that in fulfilling his functions the National Statistician will act based on scientific considerations. Article 5(a) states that state institutions must consult the National Statistician before conducting statistical activities which involve addressing the public.

2. Article 3 (2) states that the Bureau of Statistics will cooperate with state institutions in conducting and in publishing statistical activities. Article 3(3) states that the Bureau will prepare general long-term plans for the statistical activities of state institutions, in consultation with the Public Council on Statistics. Article 3(4) states that, in consultation with the Public Council for Statistics, the Bureau will establish uniform statistical classifications to be employed by state institutions. Article 3(5) states that the Bureau will assemble and publish information concerning the statistical activities planned and carried out by state institutions or on their behalf.

3. Article 4 describes the composition and functions of the Public Council for Statistics (PCS). Its Chairman is appointed by the Prime Minister, and it is to be composed of representatives of state institutions, institutions of higher education and research, public bodies and of experts on statistics, economics and society. Article 4(b) describes its functions, which include: advising the Prime Minister and government on statistical activities conducted by state institutions, and the National Statistician on activities of the Bureau; receiving plans for undertaking statistical activities by state institutions and advising them on coordination between them; proposing measures to make statistical activities by state institutions more efficient.

The ordinance envisions a coordination of national statistical activities and allocates responsibilities for promoting and maintaining this coordination. However, in practice many of these functions have been exercised only partially, if at all. Although their professional competence is respected, the central roles of the National Statistician and the ICBS in coordinating the system and assuring its quality are not currently formally acknowledged by other state institutions. Unlike the legislation of other countries, the statistical system, its members and its commitment to specific quality standards is not defined explicitly. In addition, for a variety of reasons, for many years the PCS ceased to function.

The lack of fulfillment of these obligations was addressed by the State Comptroller in his annual report for 2013. He reprimanded the ICBS and the PCS for not carrying out their coordination function, for not assuring standards of quality throughout the statistical system, for not requesting and commenting on plans for statistical activities by state institutions; and he reprimanded government Ministries for not consulting the ICBS and not coordinating their statistical activities with it:

The ICBS should take the actions necessary to improve its joint activities with state institutions, in a manner which will enable it to ascertain that the statistical information it publishes meets the professional standards necessary for statistics; state institutions...should cooperate with the ICBS and permit it to exercise its functions, and in addition they should provide it with information and consult it in all matters which the Statistical Ordinance requires; the Chairperson of the Public Council for Statistics should ascertain that the Council will take the decisions that will enable it to give substance to its activities and to fulfill its role as set out in the Statistics Ordinance. p. 249

This criticism was welcomed by the ICBS, and encouraged and justified it in intensifying efforts and plans to coordinate the statistical system, activities which had begun before the criticism was published.

B. RECENT AND CURRENT ACTIVITIES, THEIR ACHIEVEMENTS AND LIMITATIONS

The Public Council for Statistics activities

The Public Council for Statistics was re-launched, and a new chairman was appointed in October 2013. Its plenary body meets regularly (at least quarterly), and receives reports from the National Statistician. Sub-committees dedicated to specific statistical areas have been formed or re-formed, with representatives from state institutions and academic experts, which act primarily as advisory bodies to the ICBS in their domains.

Limitations: So far, however, the PCS has not sought plans on statistical activities by state institutions or commented on the activities of institutions other than the ICBS. Its coordination role has been limited to the specific areas in which sub-committees have been formed, and has been implemented only to the extent that committee members have seen fit.

ICBS activities

1. Coordination background: The ICBS's International Relations & Statistical Coordination Department has been engaged in several activities designed to promote the ICBS role as coordinator of National Statistics. The stimulus for this has been the need to coordinate the provision of statistics to international bodies. This was particularly acute in relation to Israel's accession to the OECD, which required coordination and harmonization between the various state institutions which provide the OECD with statistics. The commitments meant that the department was the principal channel for receiving and learning European-wide quality and metadata standards.

Limitations: Although the ICBS leadership role in these matters has been acknowledged by many state institutions, it has not been formalized, and, crucially, it is not seen as mandatory.

The Department was central in the previous Twinning project (2013-2014), in which coordination of the NSS was one of the activities. As part of the project, meetings with the NSS partners were held to discuss coordination, an attempt was made to define the boundaries of Official Statistics and the idea of labeling Official Statistics which met quality standards was discussed; the European COP was adopted by the ICBS, in the context of considering the implementation of quality standards for the NSS as a whole; a draft generic MOU with other state institutions was formulated and talks concerning an MOU with the National Insurance Institute were advanced (signed later, in 2016); the possibility of a hub for official statistics at the ICBS website was suggested. In general, the idea of long-term commitment to strategic actions to coordinate the NSS was put on the agenda of the ICBS and this goal was included in its long-term strategic document. The commitment led to the inclusion of quality management within the NSS as one of the components of the current Twinning project.

Limitations: Several key components of the vision outlined at the end of the previous Twinning project have yet to progress, among them a hub for official statistics, labeling, a national quality framework accepted by the NSS as a whole .

2. Quality management background: In 2014 the National Statistician asked two senior staff members to form a unit dedicated to quality management in the NSS. Their first task was to prepare an overall plan, which was presented to the Board of the ICBS for approval in May 2015, and to the PCS in June of that year. The plan focused on the following objectives:

- i. Developing a mandatory quality assurance program in the ICBS and in the NSS;
- ii. Developing a training program for statistical quality in the ICBS and the NSS;
- iii. Developing a proposal for a quality label for official statistical products;
- iv. Extending the formalization of bilateral relationships between the ICBS and state institutions;
- v. Developing a formal structure for provision by the ICBS of methodological-statistical advice to NSS members;
- vi. Creating and maintaining a system for documenting planned and current NSS statistical activities;
- vii. Together with the Public Council of Statistics, coordinating statistical planning in the NSS;
- viii. Establishing a permanent unit and institutional structure for coordination and quality assurance.

In order to answer the institutional requirement of the plan, the Statistical Quality Management Department was established in 2016. In addition, a steering committee for coordination and quality management, lead by the newly-appointed Chief Scientist of the ICBS, and consisting of the heads of this department, the Statistical Coordination Department, the Metadata implementation unit and the Quality and Excellence Unit, was set up and meets weekly. (The quality and excellence unit is mandated by the Civil Service Commission, and its role is implementing civil-service wide quality initiatives).

Key international documents have been translated into Hebrew, awareness has been raised through pilot activities on self-assessment and quality declarations, and the steering committee members have enhanced their knowledge and skills through participation in European seminars and conferences on quality and coordination and a study trip to the UK and Sweden focused on coordination.

Limitations: So far activities in quality management have focused primarily on the ICBS itself, and less on the NSS, since it was felt that experience within the ICBS was necessary before implementation would be possible throughout the NSS. Activities within the NSS have been chiefly bilateral and subject-focused rather than system-wide.

Nevertheless several important activities are ongoing or planned for the near future:

1. Government agencies have been asked to appoint a liaison person that will begin carrying out the functions of mapping and coordinating the statistical system. A meeting of all liaison representatives is planned for the spring, in which the NSS will be launched by the ICBS as the institutionalized system. The content of this meeting has yet to be planned in detail.
2. The National Statistician is about to form an advisory committee composed of representatives of government representatives, Academic Statisticians, research institutions, and commercial polling agencies to recommend a mandatory standard for all sample surveys conducted by or on behalf of government agencies. The goal is that no survey will be financed by the Finance Ministry which cannot meet a minimum methodological and metadata standard.
3. Bi-lateral high level coordination meetings were held with several agencies: the Ministry of Transport, the Land Appraisal department, the Ministry of Construction and Housing, the Police Department, the Ministry of Internal Security, and with the Justice Ministry. More meetings of this nature are planned. They have focused on the mutual data needs, methodology and quality standards. In them the ICBS has presented its vision for a coordinated National Statistical System.

C. SUMMARY OF CHALLENGES

Over the past three or four years the ICBS has begun to pursue coordination of the NSS along several avenues. However, these efforts face the following constraints:

1. Although existing Israeli legislation grants the ICBS authority to lead the NSS, it does not provide the ICBS with sanctions or with the resources needed to pursue this goal. Moreover, since this role has not been exercised in the past, exercising it today will require persuasion of the partners in the NSS that this goal is mutually beneficial, and that indeed they belong to a National System.
2. Unlike European countries, Israel does not have the underlying framework of European legislation which supports harmonization of statistics and the coordinating role of the NSI. Although international bodies such as the UN agencies, the IMF and the OECD also require documentation of quality and adherence to harmonized standards, nevertheless, these requirements are not backed up with legislation and sanctions.
3. The ICBS has been able to pursue bilateral agreements (some formalized in MOUs) but so far these have not been seen as part of a national statistical system, with a need for common standards of quality and procedures for quality assurance.
4. With a limited amount of resources and staff the ICBS have been trying to simultaneously develop internal quality management and assurance practices, metadata systems and develop nationwide coordination and quality management institutions and procedures. Altogether approximately six or seven staff members have been involved in these efforts, most of whom have other responsibilities as well.

DRAFT PROGRAM FOR ACTIVITY A6 - COORDINATION OF THE NATIONAL STATISTICAL SYSTEM – DEVELOPMENT OF A ROADMAP VERS 3

Monday March 06 2017	Time	Topic
	09:00 – 09:30	BC: Welcome and presentation of participants
	09:30 – 10:15	BC: Expectation of the Current Activity by the Twinning Team of Component A (Sigalit Mazeh and Batia Attali)
	10:15 – 10:30	Coffee break
	10:30 – 11:15	BC: Current Status for the Coordination of the National Statistical System in Israel (Ari Paltiel)
	11:15 – 12:00	BC: Experiences and input gained from ICBS study visit to Sweden and UK (Batia Attali)
	12:00 – 13:00	Lunch break
	13:00 – 14:00	MS: Coordination of the National Statistical System – development of a roadmap (Kim Voldby) <i>Development of the policy for coordination, legal framework, short and long term goals, Organizational structure and human resources, definition of NSS, role other members of the NSS, establishment of council/board and their role, Quality coordination and the quality framework,, resources, challenges and lesson learned</i>
	14:00 – 14:15	Coffee break
	14:15 – 15:00	BC: Discussion Questions to be addressed: <ol style="list-style-type: none"> 1. How should we define and map the NSS? Do we need a forum of producers? 2. What organizational structure we should set up for coordination and quality assurance in the NSS? 3. What should be the commitments to quality of the NSS? What training do they need (content, detail level)? What standards, guides, courses, events are important for them /for us? What about quality of admin files? 4. Should we found a quality label “official statistics”? Should we manage more than 1 quality level in the NSS/CBS? 5. What about enforcing the quality in the NSS? Should we check them with/without publishing reports? Should we only check documentations? Should they do self-assessment? 6. Harmonization: Should we propose the NSS a shared framework for dissemination of off stats, e.g.: website/ national calendar of publications/ presentation rules/ annual national report? Should we aim at common dictionaries? 7. What are the steps towards annual national workplan for production of national statistics?
	15:00-15:30	Internal daily ICBS summary of lesson learned (in Hebrew)

Tuesday March 07 2017	Time	Topic
	09:00 – 09:15	MS: Summing up day 1
	09:15 – 10:15	MS: From policy to practical implementation – part 1 (Naja Andersen and Karin Blix)
	10:15 – 10:30	Coffee break
	10:30 – 12:00	MS: From policy to practical implementation – part 2 (Naja Andersen and Karin Blix)
	12:00 – 13:00	Lunch break
	13:00 – 14:30	BC/MS: Identifying tasks/issues to be addressed in the Road map. Setting components and structure Moderator: Statistics Denmark
	14:30-15:00	Internal daily ICBS summary of lesson learned (in Hebrew)

Wednesday March 08 2017	Time	Topic
	09:00 – 12:00	BC/MS: Drawing the roadmap – part 1. The road map need to be SMART: <ul style="list-style-type: none"> • Specific • Measurable • Agreed upon • Realistic • Time based Moderator: Statistics Denmark
	12:00 – 13:00	Lunch break
	13:00 – 14:15	BC/MS: Drawing the roadmap – part 2 Moderator: Statistics Denmark
	14:15 – 14:30	MS: Summing up the day
	14:30 –15:00	Internal daily ICBS summary of lesson learned (in Hebrew)

Thursday March 09 2017	Time	Topic
	09:00 – 10:00	BC/MS: Preparation of presentation of results
	10:00 – 11:00	BC/MS: Presentation of Road map for the top management
	11:00 – 12:00	BC/MS: Debriefing and Activity Conclusions <ul style="list-style-type: none"> • Adjustment of recommendations and work plan • Follow up on Indicators of achievements • Upcoming missions • Feedback on the current mission
	12:00 – 12:30	Internal ICBS summary of lesson learned (in Hebrew)
	13:00 – 16:00	MS: Summing up and drafting report

BC = Beneficiary Country (Israel)

MS = Member State (Denmark)

ICBS = Israeli Central Bureau of Statistics

Material to be prepared and sent before the Activity

Presentations.