

**TWINNING CONTRACT**

**Support to the Statistics**

**Kosovo**



**MISSION REPORT**

**on**

**Activity 1.3.1: Introduction of Quality reports  
according to Eurostat standards**

Activity 1.3.1 is part of Component no 1: A Quality System for Statistics

Mission carried out by Mogens Grosen Nielsen  
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## List of Abbreviations

KAS	Kosovo Agency for Statistics
NSI	National Statistics Institute
ICBS	Israeli Central Bureau of Statistics
CoP	European Statistics Code of Practice
QAF	Quality Assurance Framework
HLG	High Level Group High-Level Group for the Modernisation of Statistical Production and Services
GSBPM	Generic Statistics Business Process Model
GSIM	Generic Statistical Information Model
CSPA	Common Statistical Production Architecture
QAF	European Statistics Quality Assurance Framework
DDI	Data Documentation Initiative
SDMX	Statistical Data and Metadata eXchange.
SIMS	Single Metadata Structure
ESMS	European SDMX metadata structure.
ESQRS	ESS Standard Quality Report Structure
Colectica	Standard metadata management tool for the DDI standard
ToR	Terms of Reference

## 1. General comments

This mission report was prepared within the EU Twinning Project between the KAS and Statistics Denmark. The mission was placed as a sub-component of component no 1: A Quality System for Statistics.

The concrete objectives/expected output of the mission were:

- Current status on quality reporting
- Roadmap during Twinning project for aligning KAS with EU-requirements on Quality reporting
- Possible IT-solutions with with low technical complexity and risks
- Discussion/coordination in relation to SIDA project
- Follow up on recommendations from activity 1.0.1 (Thygesen and Vihavainen)

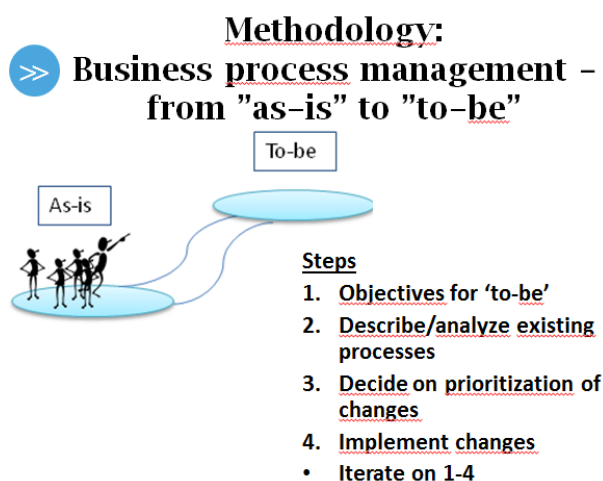
A low tech approach using Excel for storing quality declarations according SIMS methodology is recommended. On request from KAS the Twinning project can allocate resources / missions to technical support.

The consultant would like to express their thanks to all officials and individuals met for the kind support and valuable information received during the stay in Kosovo, which highly facilitated the work of the consultant and made the whole stay pleasant and memorable.

The views and observations stated in this report are those of the consultant and do not necessarily correspondj to the views of EU, KAS or Statistics Denmark.

## 2. Methodology for the analysis at the mission

The overall approach is Business Process Management focusing on the “as-is” and “to-be” states.

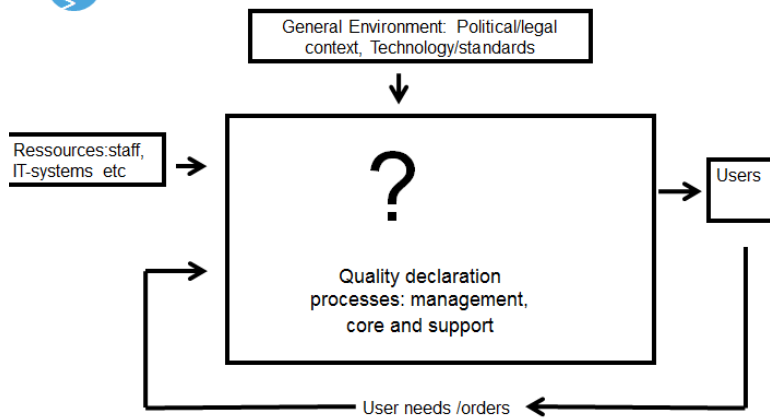


**Figure 1.** Methodology: Business Process Management

The business process perspective implies that we put our focus on end-to-end processes following the ideas on theory on value-chain. Each sub-process must contribute to the value of the product delivered to the user/ customer. The production-processes including processes on metadata must be designed to fulfil goals for the organisation – including goals on fulfilment of cost-effectiveness.

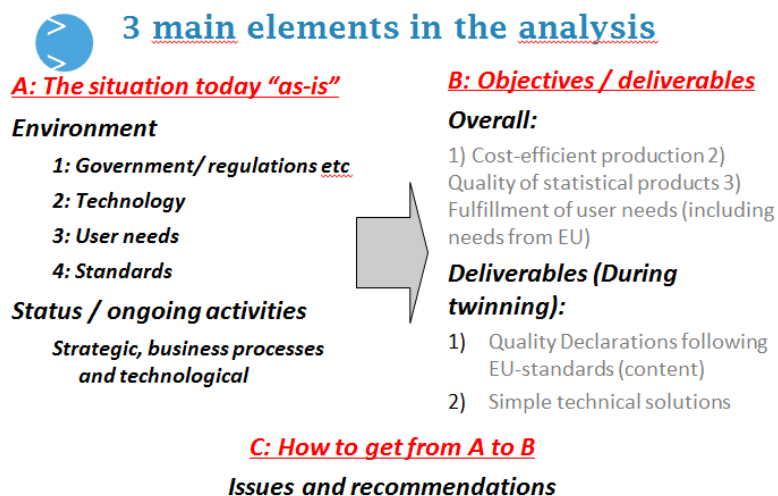


### **Business proces perspective.**



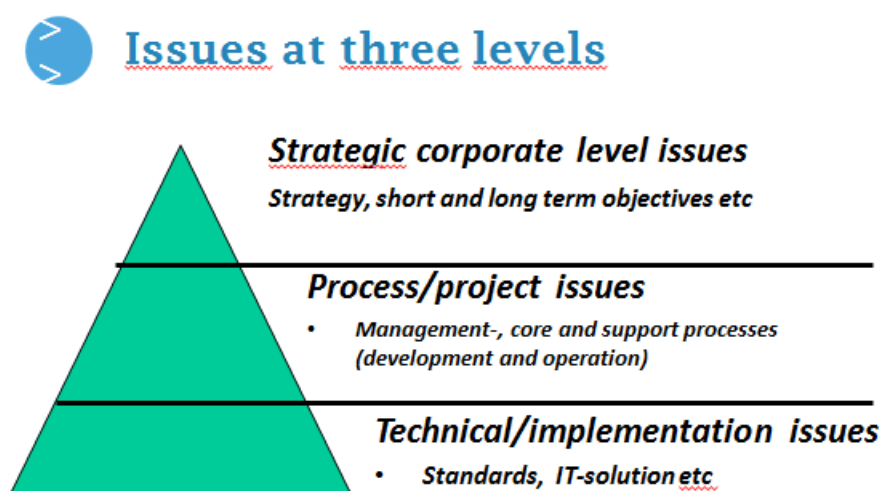
**Figure 2.** Business process perspective with environment elements.

Figure 3 below depicts the three elements in the analysis undertaken during the mission



**Figure 3.** The main elements in the analysis. Note that the text in grey has been inserted based on recommendations from activity 1.O.1 on strategic decisions regarding the work on quality.

The findings (issues) below are organised at three levels. Se figure below.



**Figure 4.** Issues at three levels.

The activity was carried out as a workshop with all participants from KAS mentioned in the ToR based on the above mentioned methodological elements.

### **3. The situation today**

#### **3.1 Environmental factors – standards, metadata etc.**

The overall framework for quality is the European Statistics Code of Practice (CoP) and the Quality Assurance Framework (QAF).

During the workshop the following presentations focusing on the developments internationally and the development in Denmark and Sweden were made by the MS experts:

- Main recommendations at strategical level from the mission on activity 1.0.1.
- Introduction to Code of Practice and Quality Assurance Framework with focus on selected QAF-indicators related to the building Quality Declarations and metadata in general.
- Introduction to SIMS, ESMS and ESQRS
- Introduction to DDI and Colectica
- Introduction to metadata work at Statistics Denmark with specific focus on the implementation of Quality Declarations following EU-standards
- Issues, recommendations including suggestions on organisation and roadmap for the work on quality declarations in the Twinning period.

Statistics Sweden introduced the metadata work at Statistics Sweden and the ongoing international work on metadata including work on GSIM, GSBPM, HLG and CSPA etc.

#### **3.2 Recommendation from activity 1.0.1**

The recommendations from activity 1.0.1 were put into four groups:

1. Establish Quality Committee (or Quality Steering Group) and appoint a quality manager. (In April 2014 the Chief executive of KAS appointed Senior Officer of Methodology, Ms. Servete Muriqi, as quality manager. At the same time a Quality Committee was established with senior management members from all departments)
- 1.
2. Capacity building
3. Metadata
4. Users

Regarding metadata the following were recommended:

- a) ESMS Quality Reports on web are a good start, but updating must be assured
- b) All domains should be included
- c) A technical system must be put in place
- d) Coordination with the SIDA project has to be secured in order to avoid any overlapping activities

All other recommendations from activity 1.0.1 are important as well especially the organizational setup. The use / implementation of GSBPM should also be stressed since this model should play a key role in the concrete implementation of quality declarations.



The full text on recommendations from activity 1.0.1 can be found in annex 2.

### **3.3 Issues identified during the workshop**

The following issues were identified during the mission.

At the strategic/ corporate level the following issues were discussed:

1. There is a need for a realistic plan for the work on quality declarations. In addition it is important to have strong commitment and the necessary decisions from top management to support the project
2. There is a need for more information on the overall purpose, what are the requirements from Eurostat. How can the work on quality declarations ensure transparency etc.
3. The project must be better defined / presented, so all involved knows about scope and have a clear understanding of the terminology associated with quality / metadata
4. Today KAS is reporting quality-information to IMF and other organizations. It would be useful to have the same information entered only once and then reused for various purposes including reporting to different international organizations.

At the process / project level the following issues were discussed:

1. It is difficult to introduce organizational changes and it is difficult to change existing procedures on the work on statistics.
2. There is a lack of staff resources with the necessary knowledge needed for the implementation of quality declarations.

At the technical / implementation level the following issues were discussed:

1. There is lack of resources and knowledge on metadata and introduction of new tools and it is difficult to find resources to adapt / introduce tools. The possibilities of starting the work with a simple solution were discussed.
2. A more general long-term approach to metadata-system was discussed on basis of presentations from Mogens Grosen and Klas Blomqvist from Statistics Sweden

## **4. Recommendations**

### **4.1 Strategic / corporate level**

The following overall recommendations were agreed upon:

The strategic objectives for the work on quality declarations are:

- 1) Cost-efficient production using the GSBPM, SIMS and other standards
- 2) Improvement of quality of process using GSBPM and quality of products using SIMS and other standards
- 3) Fulfillment of user needs (including needs from EU)

The deliverables related to quality declarations in the twinning period should be

- 1) Guidelines and training
- 2) Simple technical solutions
- 3) Quality Declarations following EU-standards for all statistics (content)

It is recommended to establish Quality Steering group / Quality Committee. This and other recommendations can be found in the report from activity 1.0.1. See annex 1. The recommendations from activity 1.0.1 are detailed below e.g. quality coordination group, tools, guidelines etc.

## **4.2 Project process level**

It is recommended to create a quality coordination group, headed by the quality coordinator. The tasks for the group can be found in the section about organisation. In the actual implementation the quality coordinating group should ensure training and support for the subject-matter people implementing the quality declarations.

The organization and work-processes at subject-matter level should follow the overall plan and guidelines prepared by the quality coordination group.

## **4.3 Technical / implementation level**

1. It is recommended to start with a simple system (Excel or similar). SIMS (Single Integrated Metadata Structure) should be used as a common quality-concept structure. This can be done by inserting this concept-structure into Excel-sheet.
2. The existing ESMS should be transformed into SIMS-format.
3. Regarding future reporting to Eurostat it is recommended to generate XML-files complying with ESMS or ESQRS metadata structure definition. It is possible to generate ESMS and ESQRS files from the SIMS-concepts. The files can then be loaded into National Reference Metadata Editor supplied by Eurostat. Alternatively a system-to-system solution can be established. Note that this recommendation can be discussed and possibly implemented at the end of the twinning period.
4. Metadata in the simple system should in the long run be integrated into a more general integrated metadata-system. Statistics Denmark is using the tool Colectica to ensure integration. Using a tool like Colectica would allow for importing information from Excel-sheets and thereby – in the long run - ensure a transition from a simple system to a more integrated system with other kinds of metadata e.g. classifications, dataset, variables etc. It is recommended to evaluate Colectica and other tools that support the needs of KAS, including the work on quality-declarations.
5. The Twinning project will together the SIDA project discuss and allocate technical support to implementing SIMS based on Excel or similar

Besides from this report the following material has been provided to get started with the work:

1. Presentations from mission
2. Technical manual of the Single Integrated Metadata Structure (SIMS)
3. Three examples on how to organize and disseminate quality-declaration.
  1. SIMS concepts organized following the SIMS-id structure.
  2. SIMS concepts organized according to phases in GSBPM.
  3. SIMS concepts organized with the aim of giving easy access to information for users. This includes seven fields used for summary information put in the beginning of the document.

It is recommended to use the structure from example 1 or example 2 in files containing quality declarations. This choice of structure should be decided in the quality coordination group.

### 4.3 Organisation

It is recommended to establish the following organization:

#### **Quality committee/Steering Group.**

Tasks: discuss and approve plans, follow up reports etc

#### **Quality coordination group. Chair of group**

Tasks:

1. Development and approval of Plan for implementation of Quality Declarations together with top-management and subsequently prepare follow up reports and other executive information. See proposal on road-map below.
2. Prepare models, guidelines and tools for work on quality declarations. This includes preparation of SIMS in a simple tool (e.g. Excel) and simple guidelines on entering information using GSBPM as an overall model. The technical manual on SIMS from EU contains guidelines on each quality concept in SIMS.
3. Quality Assurance of Quality Declarations together with subject-matter persons. This should as minimum be carried out following simple check-lists.
4. Capacity building /communication (Disseminate knowledge on GSBPM, SIMS etc)

#### **Departments (subject matter persons responsible for surveys)**

Tasks: Enter information into template according to plan and prepare for review. Participate in review and enter recommendations from review.

### 5.4 Roadmap

Activity	Milestones
Kick-off meeting in quality committee	June 2014
Prepare plan, models, guidelines (quality manager) – help from consultancy	September 2014
Produce documentation according to model (3 pilot surveys). Only ESMS concepts included	October 2014
Evaluate and update plan followed by a meeting in quality committee	October 2014
Finalize documentation on all surveys (1 year)	November 2015

Evaluate and decide on future work (including	December 2015
Prepare for building an integrated metadata-system	After 2015

**Table 1.** Plan for the work on implementing Quality Declarations

## Annex 1. Terms of Reference



**EU Twinning Project  
KS12 IB ST 01  
Support to Statistics**

### Terms of Reference:

#### **Component 1: A Quality System for Statistics**

#### **Activity 1.3.1: Introduction of Quality reports according to Eurostat standards**

#### **Scheduling:**

**Tor –ready date:** 21 March 2014

**Start / end of activity:** 7-11 April 2014

**Reporting time:** 16 April 2014

#### **Mandatory result of the component:**

	Intervention logic	Benchmarks	Sources of information	Assumptions (external to project)
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<b>Mandatory Result 1.3</b>	Introduction of Quality reports according to Eurostat standards	<ul style="list-style-type: none"> <li>• Mission report containing overview of work done, road map, time schedule for implementation published on project homepage</li> <li>• Standard quality declaration prepared. Recommendations of relevant software solutions discussed</li> <li>• Surveys identified for pilot implementation of quality declarations</li> </ul>	<ul style="list-style-type: none"> <li>• Twinning quarterly reports</li> <li>• Mission Reports</li> <li>• Various documents on KAS</li> </ul>	<ul style="list-style-type: none"> <li>• Commitment and availability of all levels of KAS staff and management</li> <li>• Effective communication and participation of all stakeholders</li> <li>• Staff works on project related tasks in between missions</li> <li>• Sufficient resources (both human and material resources)</li> </ul>
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### Subject / purpose of activity: 1.3 activity

This first mission will give an introduction to Eurostat standards for quality reports. This is a mission with support from SIDA. The two MS experts as well as the SIDA representatives will give their opinion on how to work with quality reports, and will give examples of the software used for standard quality declarations. KAS presents their current ideas as well as the state of quality work in the institution.

### Expected output of activity 1.3.1:

Mission report stating current status of work with quality reports in KAS. Detailed roadmap of activities needed during Twinning Project to align KAS with current EU requirements for quality reports. The mission activities should take into account the recommendations from activity 1.0.1 (Thygesen and Vihavainen)

Description of possible IT solutions / softwares that can be used to publish quality reports according to Eurostat recommendations / requirements on the Internet. Including software cost estimates and estimates on time need for technical implementation.

Given the limited IT resources available to KAS focus should be on systems with low technical complexity and risks. IT support of the publishing of quality reports should be given priority in twinning project.

Development of a list of actions to be taken in 1.3 – Activities in Twinning Project aligned and coordinated with the SIDA actions in the same domain regarding software and methodology.

### KAS resources:

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#### **Twinning resources:**

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### **Background**

KAS describes several procedures to monitor quality linked to the different stages of the statistical production process, from survey planning and survey design via data collection and data processing to data analysis and dissemination. The Eurostat recommendations and best practices are mostly used as guidelines. Development of quality and training is mainly provided by international experts.

The latest AGA (Adapted Global Assessment) on the statistical system in Kosovo states that KAS should develop a policy and a plan for improved quality management (including organisational measures, procedures, training and specific actions). An important part of this will be to improve documentation/metadata (including that of methodological and quality issues to improve transparency).

In the mission report from the first mission on Quality in the Twinning project Mr Lars Thygesen and Ms Hilkka Vihavainen concludes:

KAS has started to publish the metadata descriptions based on the ESMS format. <http://esk.rks-gov.net/ENG/metadata>. Until now only a few descriptions have been published. Moreover, there is no updating system of the current descriptions. It was said that the system is cumbersome since it is not based on any database. For that reason there is need to set up a system, which could be technically more advanced, could serve various purposes and in longer perspective could contribute to the integrated metadata system. The Swedish SIDA project includes also a component which is aiming to develop a metadata system in KAS.

Based on these considerations, it was concluded that

- *ESMS Quality Reports on web are a good start*
- *But updating must be assured*
- *All domains should be covered*
- *A technical system must be put in place*
- *Coordination with the SIDA project has to be secured in order to avoid any overlapping activities*
- *An early mission (mission no xxx) to decide the way to go*

The activities in component 1 of the Twinning Project will contain a number of activities designed to introduce systematic quality measures in Kosovo.

**Activities to be undertaken in preparation for the mission:**

KAS must supply relevant background information to the MS experts:

List of documents – Can be attached to the TOR in email, referred to webpage or included as ANNEX

- Adapted Global Assessment report (AGA)
- Program of official statistics 2013 -2017
- Strategic Development Plan 2009- 2013
- SIDA:Cooperation Project 2014-2017
- Dekker-Final Report
- Mission Report. Quality 1.0.1 (Thygesen and Vihavainen)

**The expected activities are:**

- 
- KAS staff briefed on relevant terminologies on metadata
- KAS staff briefed on technical solution for storage and presentation of quality information according to Eurostat / International requirements
- Road map for implementation of a new system for management of quality information
- Development of detailed plan for actions by the twinning program -

**Expected output:**

- Mission report – according to template
- Detailed plan for further activities to be completed in activities in 1.3 by the twinning program
- Agreement with KAS and SIDA on how to work further with documentation and metadata in the Twinning project and in the SIDA project

### **Annex 1. Programme, - April 2014**

<b>Day</b>	<b>Place</b>	<b>Time</b>	<b>Event</b>
<b>1</b>	KAS	09.00	Planning the week
		09:30	KAS: Overview of the status of quality work in KAS and KAS current ideas on quality standards
		10:30	Coffee break
		11:00	MS: European Statistics Code of Practice on Quality
		12:00	Lunch break
		13:15	MS: Quality standards in Statistics Denmark and Statistics Sweden. Mr. Mogens Grosen, mr. Flemming Dannevang and mr. Klas Blomqvist
		14:30	Coffee break
		15:00	Continued
		16:30	Preliminary conclusions
<b>2</b>	KAS	09:00-16:00	Workshop: Methodology and software for quality declarations. Examples, demonstrations, discussions. SCB experiences from Albania.
<b>3</b>	KAS	09:00-16:00	Workshop continued (Program to be completed)
<b>4</b>	KAS	09:00	Ad-hoc and hands-on meetings: Wrapping up
		10:30	Coffee break
		10:45	Workshop: Agreement on recommendations and time plan
		12:00	Lunch
		15:00	Debriefing with Project Leader and participants from BC: Recommendations, time plan and implied work program for BC
<b>5</b>	KAS	09:00	Report writing
		10:30	Coffee break
		10:00	Report writing
		12:00	Lunch break
		13:15	Debriefing: Experts, Component Leader and RTA



## Annex 2. Recommendations from activity 1.0.1

### *“3.1 Establish Quality Committee (or Quality Steering Group)*

*A high level Quality Committee should be established and start its work before the end of April 2014. Its work should then be discussed during activity 1.2, which is expected to take place in May.*

*The tasks of the group should include the following:*

- *Define the commitment statement on quality to be published on the web site in accordance with the CoP*
- *Adopt the business process model GSBPM to be used as basis for quality guidelines, metadata guidelines and management of KAS (see <http://www1.unece.org/stat/platform/display/GSBPM/GSBPM+v5.0> )*
- *Prepare and adopt quality guidelines and standards for specific work processes; examples:*
  - *Procedures for handling of errors in published statistics*
  - *Guideline for sampling and grossing up*
- *Ensure that the quality commitment and quality guidelines are well understood and followed throughout the whole organization*

*The chairman of the group should come from the top management, because the tasks of the group are so important for all processes in KAS. This should also be seen as a signal to the whole organization that the quality commitment and guidelines have a top priority.*

### *Appoint one responsible person as Quality Manager*

*It is necessary to have a Quality Manager who is dedicated to the following tasks:*

- *Oversee the compliance of the quality guidelines and policies throughout the whole organization*
- *Draft and discuss guidelines*
- *Follow international work on quality in statistics and thus be aware of best practice that could be used as an inspiration*
- *Secretary of the Steering Group*

*Profile: The Quality Manager should ideally have experience from several domains of statistics. He or she should also be a person who has clearly demonstrated a very organized way of working and systematic thinking, and should have demonstrated interest for quality work.*

### *3.2 Recommendation: Capacity building*

*According to KAS, quality assurance of statistical data is the responsibility of the heads of statistical products. They normally assess the quality when the product (e.g. publication) is ready. However, it is important that all the staff members understand the importance of quality considerations in every stage of statistics production. Moreover, it became clear that particularly new employees of KAS are in need of specific statistical training since that kind of training is not available at any school/university in Kosovo. The staff members of KAS need more training both on quality issues and in general on statistical methods and tools.*

*Based on these considerations, it is recommended that*

- *Two staff members of KAS could participate in Q2014 in Vienna 2-5 June <http://www.q2014.at> . It is proposed that the activity should be funded by the project and the Steering Committee of the project should make the decision in its first meeting. Q2014 is the major European event where it is*

*possible to see what is going in the quality work at various statistical agencies. At least one of the participants has to be the person who will have the responsibility for preparing and co-ordinating quality work at KAS.*

- *There will be one day quality training course for the staff members of various statistical domains during the next mission of two consultants, as part of their mission in May 2014. The training could cover e.g. following topics:*
  - *Quality in statistics*
  - *ESS quality dimensions*
  - *Process quality*
- *KAS will draft a training program for the staff. The training programme should be based on the competence gaps identified in the organisation. Before the next mission it is recommended that a survey on possible gaps and training needs will be conducted. It could be done systematically among the heads of the units. Before the next mission the consultants will find out possibilities offered by e-learning courses. KAS will find out whether during a couple of the next years there will be European training courses (funded e.g. by IPA programme). The target then is to finalise the training programme during the summer 2014.*

### *3.3. Recommendation: Metadata*

*KAS has started to publish the metadata descriptions based on the ESMS format. <http://esk.rks.gov.net/ENG/metadata>. Until now only a few descriptions have been published. Moreover, there is no updating system of the current descriptions. It was said that the system is cumbersome since it is not based on any database. For that reason there is need to set up a system, which could be technically more advanced, could serve various purposes and in longer perspective could contribute to the integrated metadata system. The Swedish SIDA project includes also a component which is aiming to develop a metadata system in KAS.*

*Based on these considerations, it was concluded that*

- *ESMS Quality Reports on web are a good start*
- *But updating must be assured*
- *All domains should be covered*
- *A technical system must be put in place*
- *Coordination with the SIDA project has to be secured in order to avoid any overlapping activities*
- *An early mission (mission no xxx )to decide the way to go*

### *3.4. Recommendation: Users*

*Web-publishing has clearly increased the number of statistics users in Kosovo compared to earlier times. One of the main tasks is still to enhance further the use of statistical information. There are various ways of doing it. It is important to meet users and give them the chance to express their wishes and transmit feedback about the scope of statistical products and possible shortcomings there. After receiving feedback it is also of utmost importance that the feedback is properly analysed and the conclusions for further improvements are drawn.*

*For this reason it is recommended that*

- *There will a Conference with key user segments*
  - *It should happen in conjunction with the Kick-off either in March or April 2014*
- *KAS will use project experts to contribute to user seminars in various fields*
- *In the longer run there should be regular user group meetings, e.g. once per year, for instance in two user fora:*
  - *Social statistics*

- *Economic statistics*
- *KAS to start User satisfaction surveys, benefitting from the international examples in that area*
  - *General public trust survey according to the OECD standard*  
<http://www.oecd.org/std/50021100.pdf>
  - *other user surveys should be carried out to measure satisfaction with individual statistical products, with the web site, with access to a dissemination database; an example for inspiration could be* [http://www.dst.dk/~media/Kontorer/16-Formidlingscenter/maal-og-resultater/report\\_on\\_usersatisfaction\\_survey\\_statbank2007-pdf.pdf](http://www.dst.dk/~media/Kontorer/16-Formidlingscenter/maal-og-resultater/report_on_usersatisfaction_survey_statbank2007-pdf.pdf)
  - *In the next mission the consultants would review the work done so far and give recommendations on surveys*
  - *Experts will send more good examples very soon ”*