



Workshop on the Implementation of a National Quality assurance Framework for official statistics in countries of Eastern-Europe/Central –Asia Region

**Development and implementation of a National Quality assurance framework**

National quality database, metadata management and quality reports as part of a TQM system

Belgrade, Serbia, 10-13 December 2019.

Presenters: MSc Bojana Radojevic and MSc Dragana Zivkovic

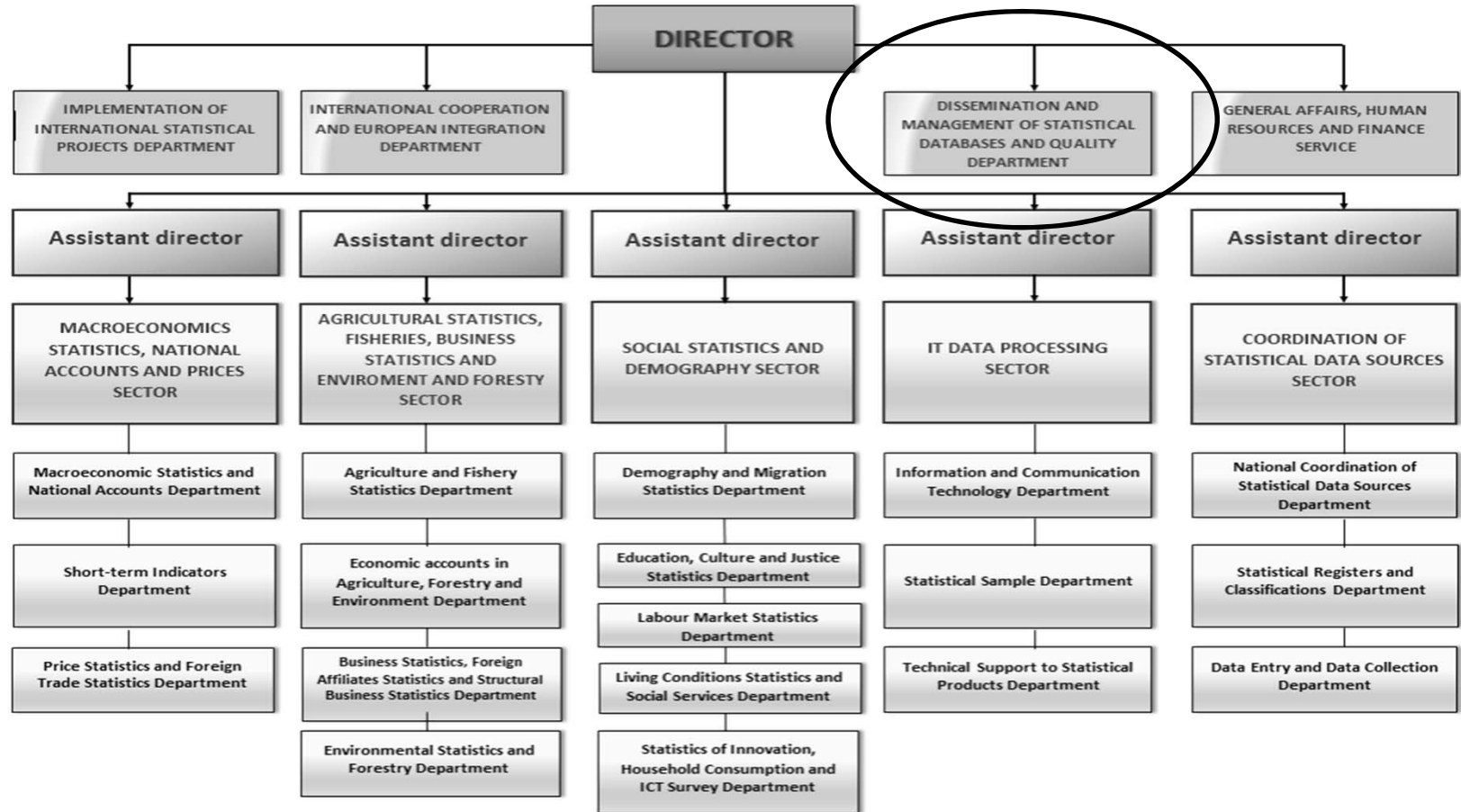


## STATISTICAL OFFICE OF MONTENEGRO – MONSTAT

**The Statistical Office of Montenegro (MONSTAT)** is competent body for the production of official statistics. National and international public recognizes MONSTAT role as a provider of official statistics in Montenegro's statistical system.

**MONSTAT is main coordinator of the statistical system of Montenegro**, main holder and disseminator of statistical data, as well as responsible professional body, organizer and coordinator of official statistics system, and it shall represent the official statistics of Montenegro in the international statistical system according to the Law on Official Statistics and Statistical system of Montenegro (Article 8, „OJ MNE“, No. 18/12 and 49/19).

# STATISTICAL OFFICE OF MONTENEGRO – MONSTAT





## STATISTICAL OFFICE OF MONTENEGRO – MONSTAT

**The Statistical Office of Montenegro (MONSTAT) is an independent administration body** according to the Law on State Administration (Official Gazette of Montenegro 22/08 and 42/11) *'that perform professional and therewith related administrative affairs by application of scientific, professional methods and knowledge'*.

### MONSTAT

Staff ( <i>Total</i> )	103 (2018.)
Average age	45,8
Temporary field interviewers	292 (2018.)
Statistical operations ( <i>Total</i> )	220 (average 5 last years)
Budget	1.65 millions (2018)



## STATISTICAL OFFICE OF MONTENEGRO – MONSTAT

### Coordination role of Statistical system in Montenegro

**MONSTAT is main coordinator of the statistical system of Montenegro**, main holder and disseminator of statistical data, as well as responsible professional body, organizer and coordinator of official statistics system, and it shall represent the official statistics of Montenegro in the international statistical system.

By the Law Official statistics system of Montenegro shall cover the following official statistics producers (ONAs):

- 1) Statistical Office of Montenegro-MONSTAT;
  - 2) Central Bank of Montenegro;
  - 3) Ministry of Finance;
  - 4) Other official statistics producers defined by the Official Statistics Programme (+7 institutions).
- Montenegro has all the necessary legal mechanisms for the coordination of the statistical system in an effective way;
  - Sector for National Coordination;
  - In consultation with the other official producers prepare all the documents, as instruments for the functioning of the statistical system.



## LEGAL FRAMEWORK

The statistical system of Montenegro is regulated by the **Law on Official Statistics and the Official Statistics System of Montenegro** (hereinafter referred to as “the Law”) adopted on 30 March 2012 (Official Gazette of Montenegro 18/12). The Law is fully aligned with the Regulation (EC) No 223/2009.

### **Legislation is divided into three groups:**

1. Main legislation;
2. Strategic secondary legislation acts;
3. Other strategic legislation act;



## LEGAL FRAMEWORK

### **Law on Official Statistics and the Official Statistics System of Montenegro**

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### **Amendment to the Law (article 35)**

- The statistical system of Montenegro is regulated by the **Law on Official Statistics and the Official Statistics System of Montenegro** (hereinafter referred to as “the Law”) adopted on 30 March 2012 (Official Gazette of Montenegro 18/12). The Law is fully aligned with the Regulation (EC) No 223/2009

### **Strategic secondary legislation act**

- Strategy for Development of Official Statistics 2019 – 2023 (in adapting proces);
- Programme of Official Statistics 2019 - 2023;
- Annual Plan of Official Statistics for 2019;
- Calendar of publishing statistical data 2019;
- Commitment of Confidence.
- Annual Report



## LEGAL FRAMEWORK

### Other strategic legislation act

- **Standard Classification of Occupations** (Official Gazette of Montenegro 10/11);
- **Rulebook on Internal Organisation and Job Description of Statistical Office** (No 01-621 of 4 April 2008);
- **Rulebook on Keeping Statistical Data** (Official Gazette 47/12);
- **Rulebook on Content, Manner of Keeping Records on Users of Individual Statistical Data** (Official Gazette of Montenegro 53/12);
- **Rulebook on Content, Manner of Keeping and Use of Data from Statistical Registries** (Official Gazette of Montenegro 6/13);
- **ICT Strategy** (Strategy for Information and Communications Technologies)
- **Dissemination strategy;**
- **Dissemination Policy;**
- **Quality Policy;**
- 54 internal acts which regulate the internal organization, communication and management of statistical processes.





## LEGAL FRAMEWORK

### The Law on Official Statistics and the Official Statistics System of Montenegro

*The Law on Official Statistics and the Official Statistics System of Montenegro* lays down the legal framework for production and dissemination of the official statistics, as well as the framework for organization of the official statistical system of Montenegro.

The Law is fully aligned with the Regulation (EC) No 223/2009.

#### **Amendment to the Law (article 35) of Official Statistics and the Official Statistics System of Montenegro**

New article 35:

*„The competent authority has the right to use the necessary data of administrative sources, including identifiers and data collected by the method of continuous monitoring and observation, in order to develop, produce and disseminate official statistics.*

*Authorities and organizations that manage administrative sources of data are obliged to submit appropriate data and metadata to the competent authority in electronic form in accordance with the laws governing electronic administration, electronic signature, electronic document, electronic trade and information security, for the purpose of development, production and dissemination of official statistics. "*



## LEGAL FRAMEWORK

### The Strategy for Development of Official Statistics 2019 – 2023

The Strategy for Development of Official Statistics 2019 – 2023 with two-year-old Action plan define the development directions and goals of the official statistics of Montenegro for the period of five years. This document defines vision, mission and strategic goals of the MONSTAT.

The main strategic goal of the official statistics is to provide all users, quantitative and representative information on economic, demographic, social and environmental conditions in Montenegro, according to the internationally defined methodology and the highest professional standards.

The vision of the statistical system of Montenegro is the production of coherent, relevant and objective results of official statistics, based on international concepts, methodologies and a strict data protection regime.

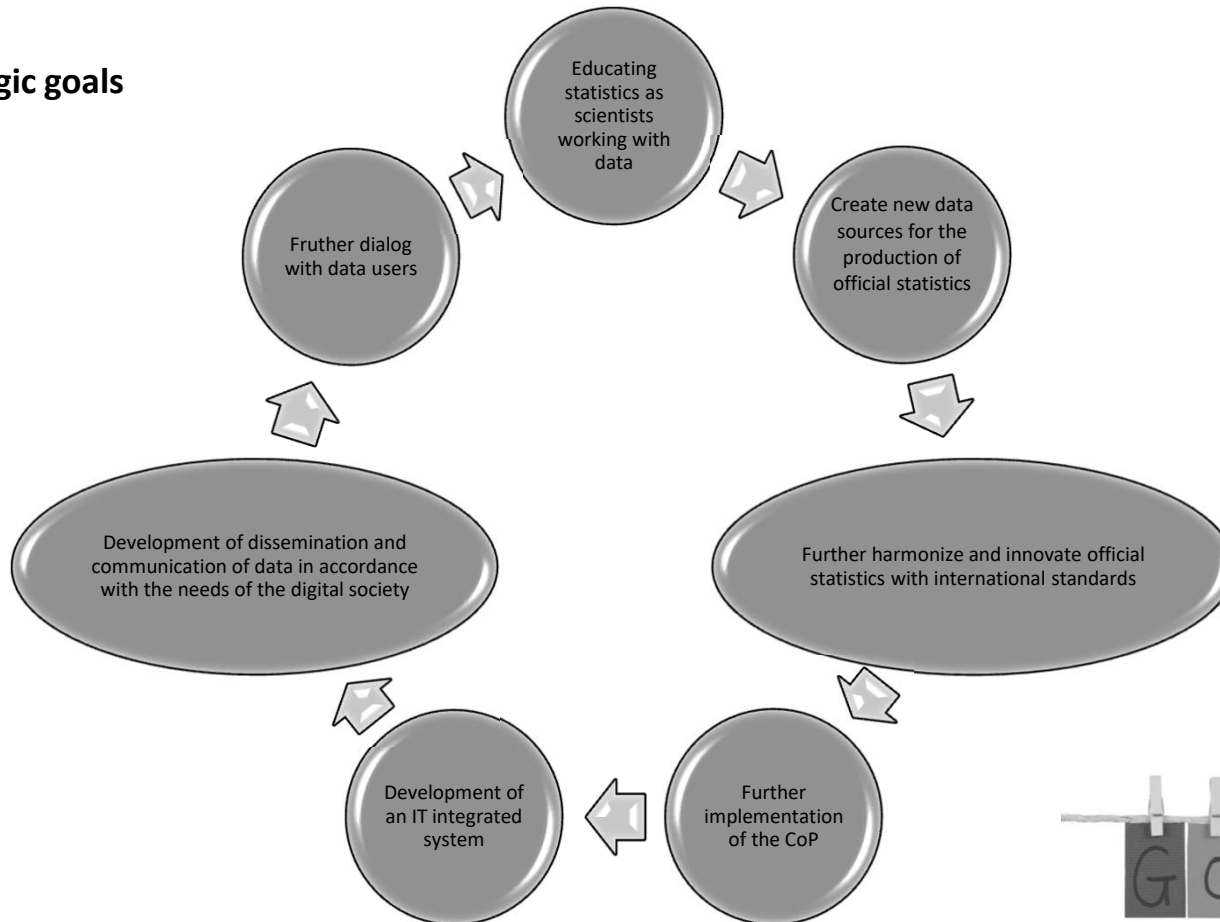
The mission of the statistical system of Montenegro is to provide adequate, relevant, reliable and timely results of official statistics in order to facilitate planning and decision-making within the Government and community; to ensure that the production and dissemination of official statistics is in accordance with scientific principles, professional ethics and international standards.



# LEGAL FRAMEWORK

## 7 GOALS - The Strategy for Development of Official Statistics 2019 – 2023

### 7 strategic goals





## LEGAL FRAMEWORK – Five year Program of official statistics 2019 – 2023.

***Programme of official statistics 2019 – 2023*** lays down the tasks of the official statistics which are in line with the Strategy for Development of the Official Statistics 2019 – 2023. This document stipulates the general and sectorial development goals. There are annual plans for each calendar year for the implementation of the Programme.

- 234 statistical activities;
- 175 (or 75%) will be realized by MONSTAT , as the main carrier and disseminator of statistical data and
- 58 (or 25%) of planned activities are realized by ONAs - other producers of official statistics.

***The Annual Plan of Official Statistics*** is derived from the Programme as a short-term document which provides a more detailed elaboration of the statistical activities for the relevant year.

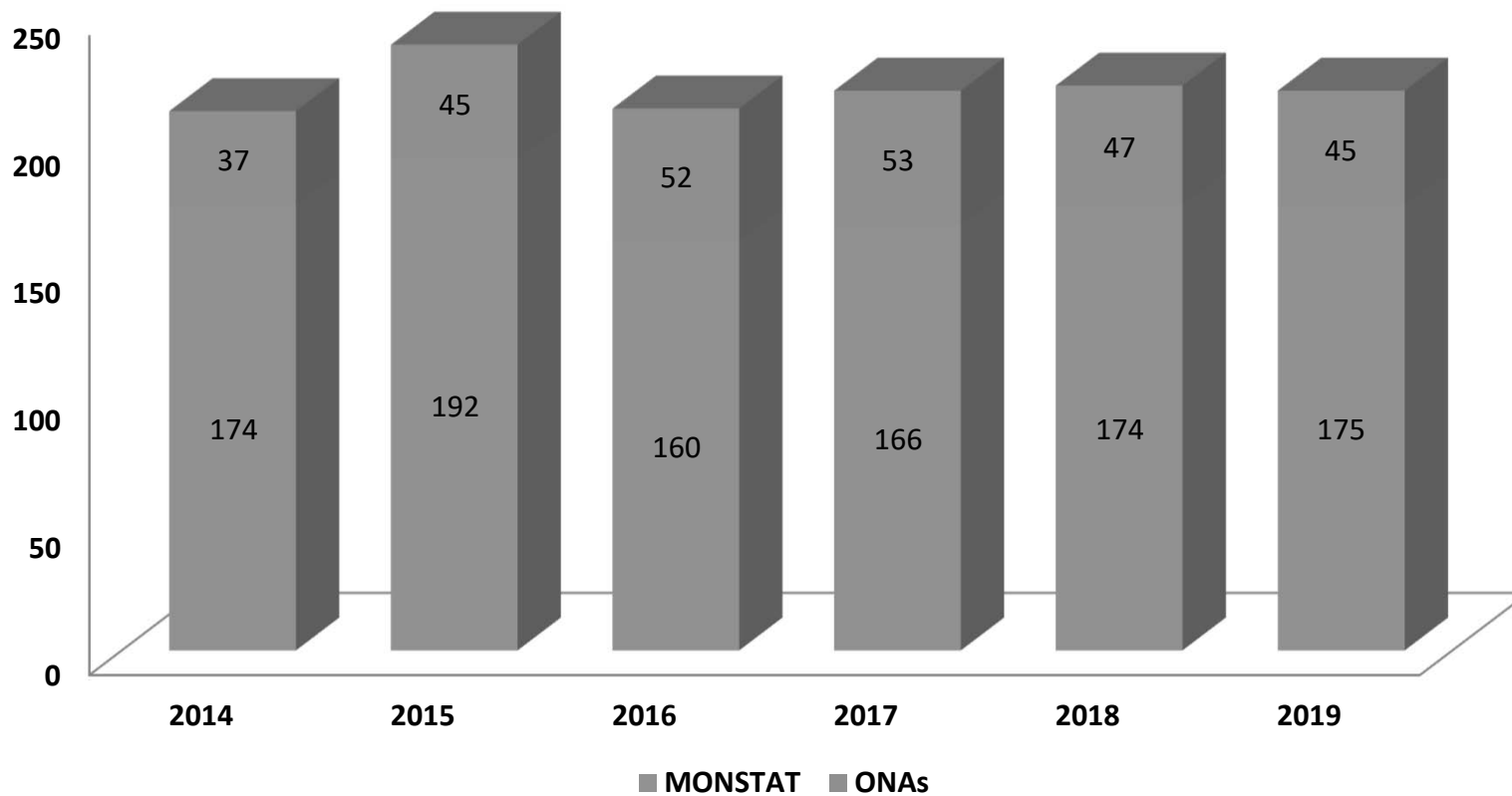
- 220 statistical activities;
- 175 (or 80%) will be realized by MONSTAT , as the main carrier and disseminator of statistical data and
- 45 (or 20%) of planned activities are realized by ONAs - other producers of official statistics.

The official statistics and implementation of its strategic goals is based on the principles of the **European Statistics Code of Practice** which are fully incorporated in the Law.



## STATISTICAL ACTIVITY - STATISTICAL SYSTEM OF MONTENEGRO

Number of statistical activities on level of statistical system of Montenegro





## **OTHER NATIONAL AUTHORITIES (ONAs)**

**Official statistics system of Montenegro cover the following official statistics producers:**

- 1) Statistical Office of Montenegro-MONSTAT;**
- 2) Central Bank of Montenegro;**
- 3) Ministry of Finance;**
- 4) Institute of Public Health;
- 5) Customs Administration;
- 6) Department of Public Revenues;
- 7) Securities Commission;
- 8) Health insurance fund of Montenegro;
- 9) Pension and Disability Insurance Fund of Montenegro and
- 10) Ministry of science.

**Official statistics producers** shall be responsible to collect, produce, process and disseminate statistical data, to process administrative data and data collected through monitoring and observation method.

In collecting, producing, processing, and disseminating statistical data, official statistics producers must apply:

- official statistics principles;
- methodologies and standards for producing statistics under their responsibility to produce transparent and internationally comparable data upon approval of competent body.



## OTHER STRATEGIC LEGISLATION ACT

Certain issues related to functioning of the official statistics system are regulated by other strategic legislation act.

Aiming at the realization of the legislative framework on the functioning of the security system and statistical confidentiality, the competent bodies adopted the ***Rulebook on Keeping Statistical Data*** regulating manner, time, technical conditions and organization of keeping statistical data for the purpose of prevention of destruction, stealing and unauthorized use of these data, as well as the ***Rulebook on Content and Manner of Keeping Records on Users of Individual Statistical Data*** which defines the content and the manner of keeping records on users of individual statistical data, the Rulebook on Content, Manner of Keeping and Use of Data from Statistical Registries regulating the manner of keeping and use of data from the statistical registries.

The present ***Rulebook on Internal Organization and Job Descriptions of Statistical Office*** (March 2019.) contains description of 180 civil servant and state employee working posts. Currently, the Statistical Office of Montenegro has 103 employees.



## INTERNAL ACTS

After the adoption of the Law, Statistical Office of Montenegro adopted **54 internal acts** which regulate the internal organization, communication and management of statistical processes.

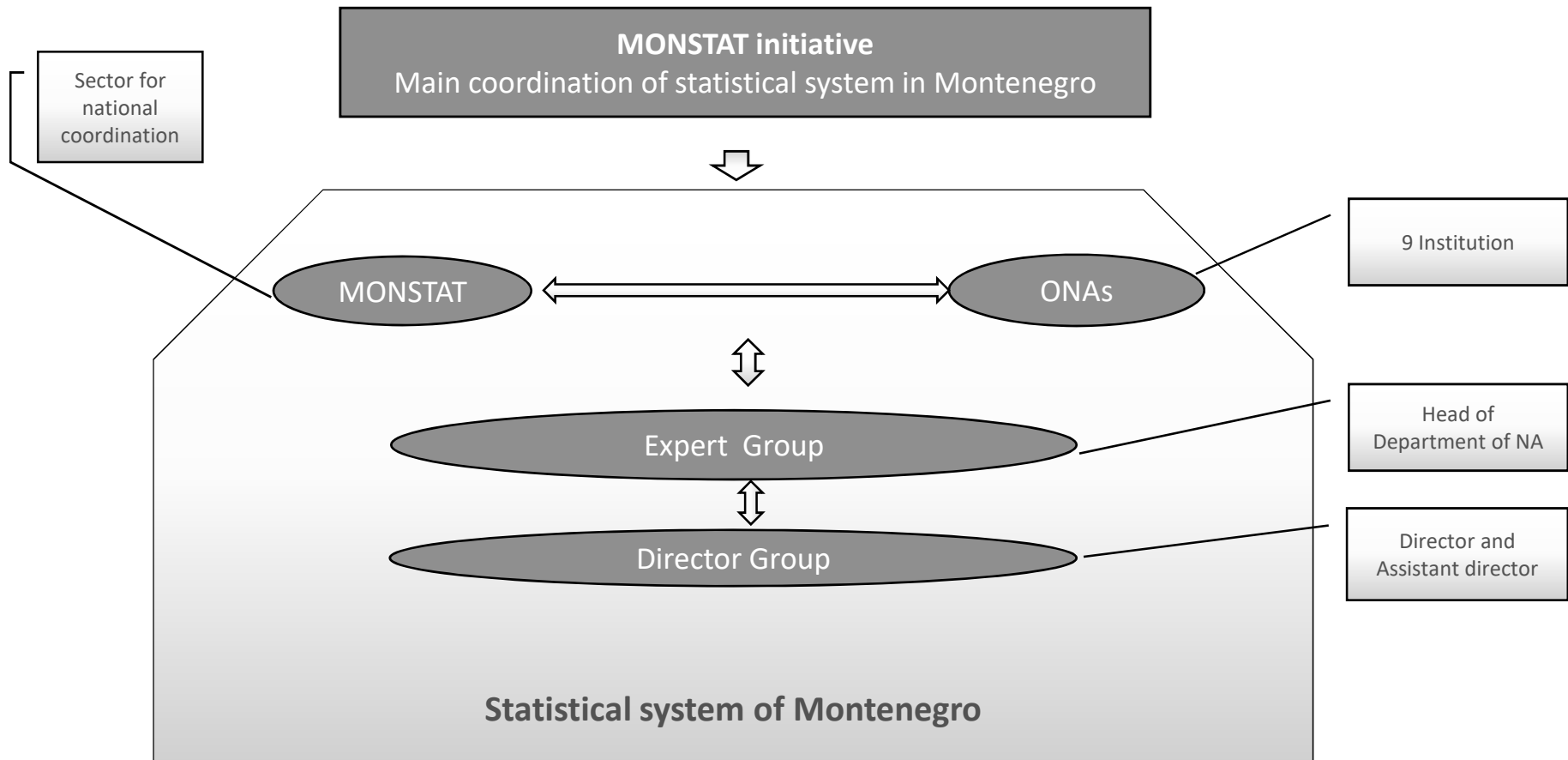
In this way the Office standardized the working procedure and clearly established the competences and responsibilities for each aspect of the statistical process.

These internal acts contribute to the improvement of the management quality which is defined by the European Statistics Code of Practice principles





## COORDINATION ROLE OF STATISTICAL SYSTEM IN MONTENEGRO





## THE NEW COMPOSITION OF THE STATISTICAL COUNCIL OF MONTENEGRO

**Council of Statistical System of Montenegro** is an advisory and professional body which is established with a view to improving statistical culture and knowledge as well as meeting official statistics users' needs.

**The Council shall have the president and vice president elected from among the members of the Council.**

**The Council  
have 17 members**

- 1) MONSTAT - Director
- 2) Central bank of Montenegro – 1 member
- 3) Ministry – 2 members;
- 4) State administration body responsible for internal affairs – 1 member;
- 5) State administration body responsible for customs affairs – 1 member;
- 6) State administration body responsible for tax affairs – 1 member;
- 7) Capital Market Authority of Montenegro – 1 member;
- 8) Ministry of Labor and Social Welfare – 1 member
- 9) Ministry of Health – 1 member
- 10) Institute for Public Health of Montenegro – 1 member;
- 11) Business associations – 1 member;
- 12) Non-government organizations – 1 member;
- 13) Scientific and research institutions – 1 member.



## COUNCIL OF STATISTICAL SYSTEM OF MONTENEGRO

### **Council of Statistical System of Montenegro shall provide expert opinions and proposals on:**

- ✓ Strategic issues of official statistics and statistical system
- ✓ Draft Development Strategy, draft Programme, draft Annual Plan, and draft Report on the implementation of the Annual Plan.
- ✓ Draft laws and other legal acts related to the official statistics;
- ✓ Cases when the bodies keeping the administrative data sources fail to provide data required for statistical purposes compliant with this Law;
- ✓ Development and improvement of official statistics system and international cooperation
- ✓ Raising the level of knowledge of both statistical producers and data users;
- ✓ The need for conducting the census; introducing, revising or suspending large statistical surveys; infrastructure projects and financial sources for their implementation;
- ✓ Official statistics system functioning;
- ✓ Guidance for implementation of official statistics principles
- ✓ Other issues of relevance for the functioning of the official statistical system



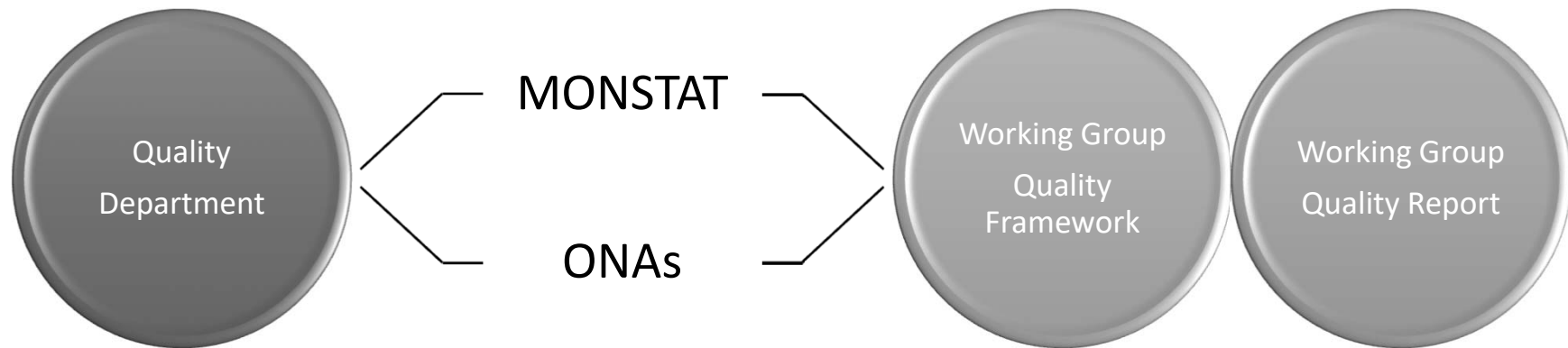
## COORDINATION AND COOPERATION

**MONSTAT in the period of 2004 - 2019 signed 40 agreements**

Cooperation to access in administrative data sources	22
Cooperation to develop inter-institutional cooperation in the field of official statistics	18
<b>TOTAL</b>	<b>40</b>



## QUALITY INFRASTRUCTURE





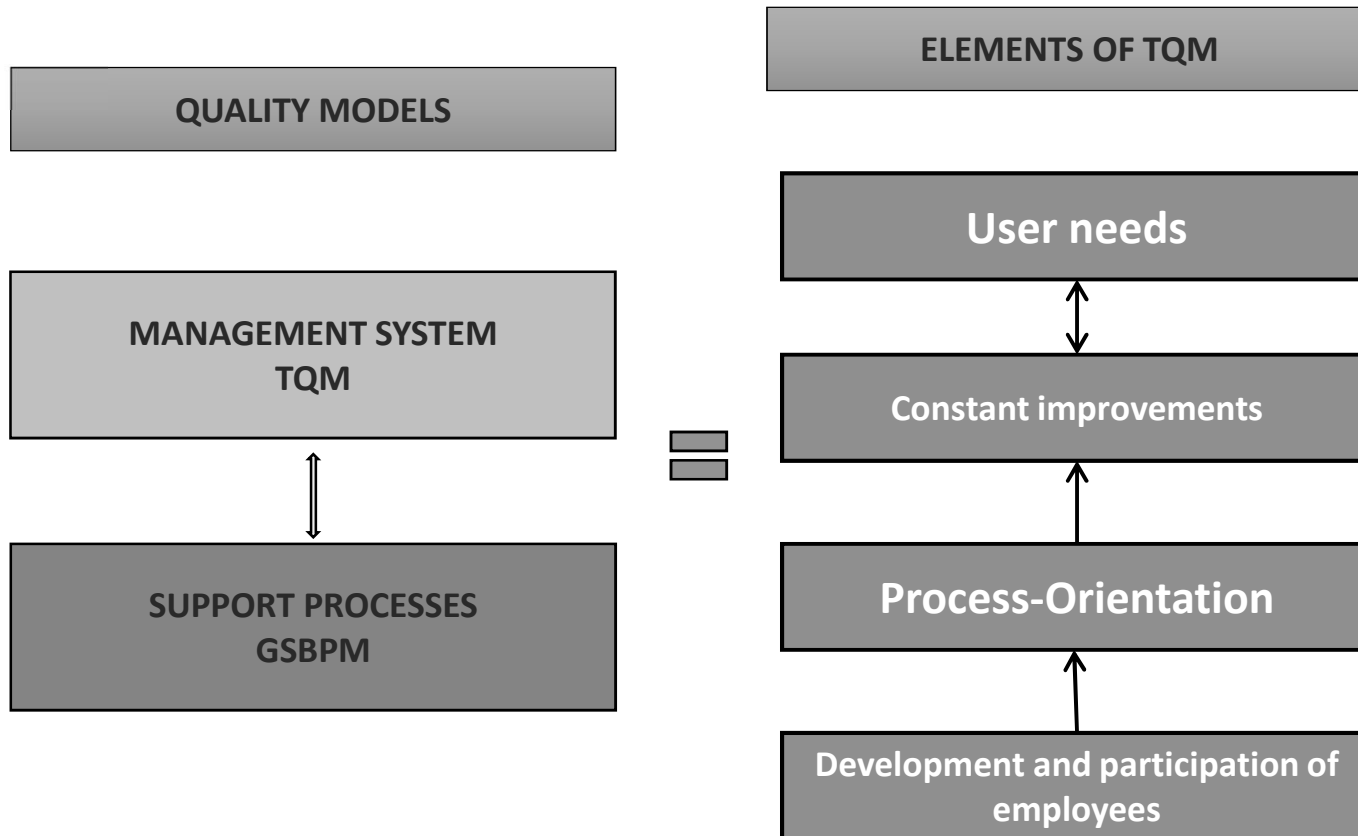
## QUALITY INFRASTRUCTURE

- The Law on official statistics and official statistical system ;
- Statistics Montenegro Mission statement and Vision;
- Public commitment with respect to quality in statistics (article 7 of Law on official statistics);
- Commitment on Confidence in Official Statistics (adopted by Government of Montenegro, on the 64th session, held on February 22, 2018.);
- Quality Declaration;
- Quality Policy
- The Quality Management Strategy
- Guidebook to the Implementation of a Quality Strategy
- Fully aligned with the European Statistics Code of practice.
- Quality reports
- User satisfaction report
- Internal documents (54)

<http://www.monstat.org/eng/page.php?id=1421&pageid=1421>



# QUALITY MANAGEMENT SYSTEM

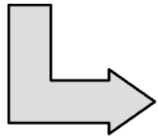




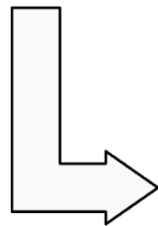
## TQM model



**USER NEEDS**



**Strong commitment to users and other interested parties**



**RESULTS:**

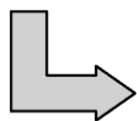
- 1. User satisfaction survey questionnaire;**
- 2. User satisfaction survey;**
- 3. National Quality Report to users;**
- 4. National Quality Report for producers;**
- 5. Instructions for completing the National Quality report;**
- 6. Ordinance on Conditions and Terms of Using Individual Data Without Identifier for Scientific Purposes**





## TQM model + GSBPM

PROCESS-ORIENTATION



Quality statistical process and products



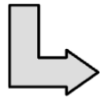
### RESULTS:

1. IST program in line with GSBPM – (integration data system)
2. Project task for the introduction of the GSBPM;
3. Working group for the introduction of the GSBPM model;
4. template and explanatory notes for GSBPM
5. Procedure on unplanned revisions;
6. Procedures for preparing and publishing Calendar of publishing statistical data;

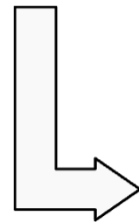


## TQM model

**PROFESSIONAL ORIENTATION OF  
EMPLOYEES**



**Development and inclusion of employees**



### **RESULTS:**

- 1. Staff satisfaction Questioner;**
- 2. Staff satisfaction survey;**
- 3. Training program in official statistics (national and international trainings);**
- 4. EMOS postgraduate study Program;**
- 5. Cooperation with university.**





## TQM model



**CONSTANT IMPROVEMENTS**



1. Constant promotions of the quality of the statistical product
2. Reducing the utilization of reporting units

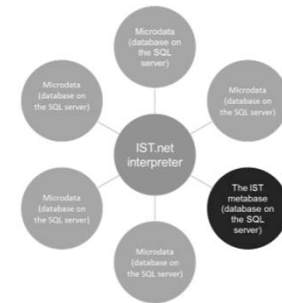
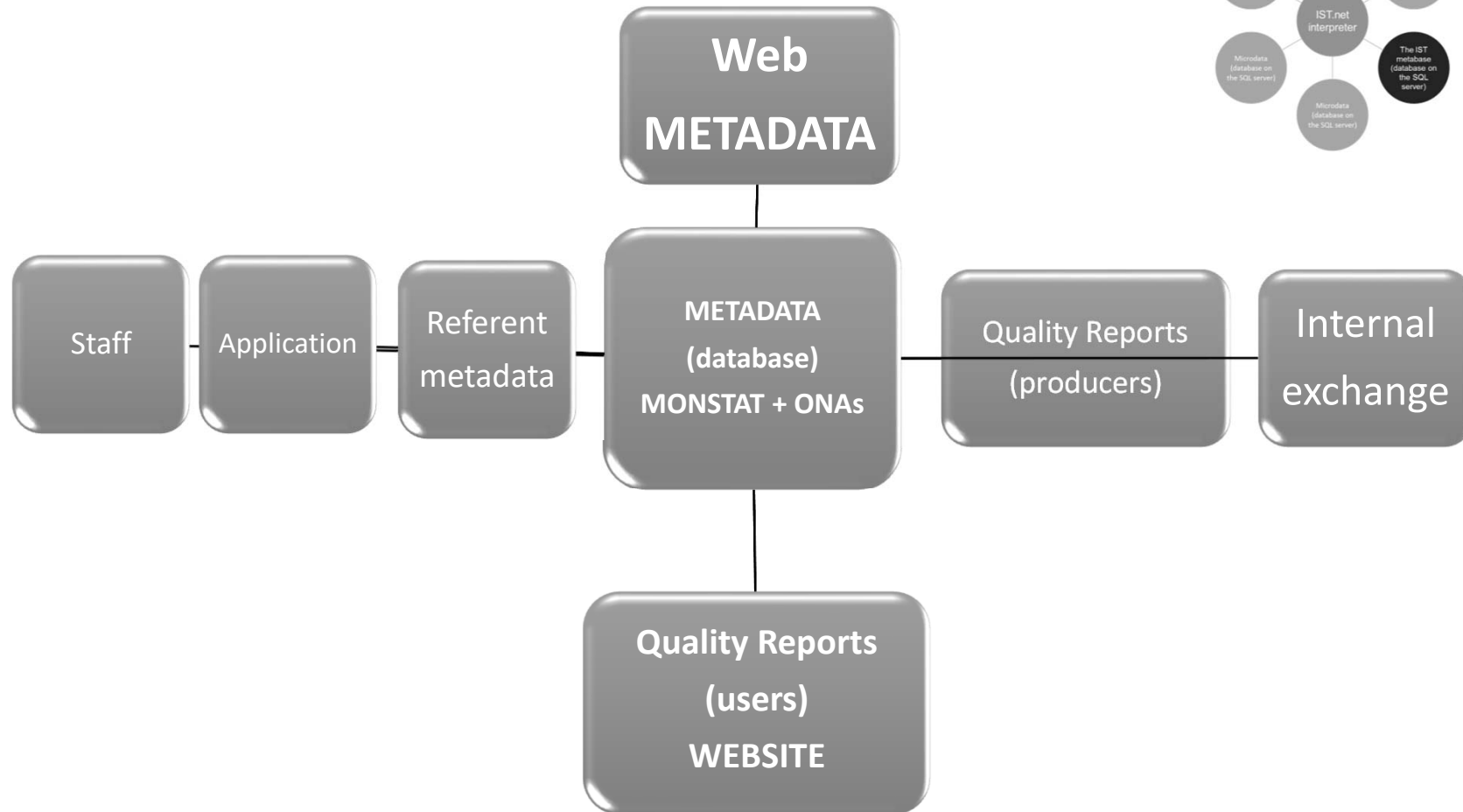


### **RESULTS:**

1. Increase the use of data from administrative sources in the production of official statistics:
2. Using new methods in the process of data collection introduced;
3. Establish a **QUALITY DATABASE**, through the improvement of the metadata structure that will contain all the necessary elements for producing National Quality Reports to producers and users.



## Integration data system – IST





## **METADATA for statistical system of Montenegro – MONSTAT + ONAs**

The focus of the MONSTAT metadata base is on reference metadata, which according to the various international metadata frameworks, describe and define the content of the data.

The reference metadata and quality information are entered and stored in the MONSTAT for all MONSTAT surveys and for Other National Authorities ONAs.

Reference metadata covered by this system are located into module Surveys and data collections.

This module of the database has been developed following the Euro SDMX Metadata Structure (ESMS) developed by EUROSTAT. The ESMS v2.0 structure has been in use in EUROSTAT since late 2008. The new upgraded ESMS v2.0 structure consists of 19 metadata concepts.

METADATA is available on: <http://www.monstat.org/eng/page.php?id=1001&pageid=1001>



## QUALITY REPORTS

- Quality reporting underpins quality assessment, which in turn is the starting point for quality improvements. Thus, standards and guidelines for effective quality reporting are an essential aspect of the quality management/assurance framework. The reporting structure, i.e. the set of headings and subheadings that is envisaged for a comprehensive quality report should follow the general ESS standards.
- ESS Handbook for quality reports
- Standard ESS Quality and Performance Indicators
- Quality reports are available for 2016, 2017 and 2018:  
<http://www.monstat.org/eng/page.php?id=1425&pageid=1425>
- In finale phase of preparation is Quality Report for ONAs.
- MONSTAT prepare document "***Contents and instructions for completing the national quality report***" which is available on web site.



## QUALITY REPORTS

Output/Product Quality Criteria In line with the last five ES Code of Practice Principles, output quality in the ESS is assessed in terms of the following quality criteria:

- Relevance: outputs, meet the needs of users.
- Accuracy and Reliability: outputs accurately and reliably portray reality.
- Timeliness and Punctuality: outputs are released in a timely and punctual manner.
- Coherence and Comparability: outputs are consistent internally, over time and comparable between regions and countries; it is possible to combine and make joint use of related data from different sources.
- Accessibility and Clarity: outputs are presented in a clear and understandable form, released in a suitable and convenient manner, available and accessible on an impartial basis with supporting metadata and guidance.



## FUTURE PLANES

- Introduce of Self- assessment of the quality reviews/audits (define plan, forming working groups, creation questionnaire for key statistical outputs, testing questionnaire for one statistical survey);
- Improve of Quality Management Strategy and Guidelines for implementation Quality Management Strategy;
- Revision of actually Guidelines for quality reporting according to new improvements on ESS level;
- Update the existing quality reports for all statistical surveys;
- Implementation GSBPM to all statistical surveys;
- Improvements in line with Peer review recommendation.

Daeadline Avgust 2021.