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统计委员会  
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国际统计方案的协调和一体化

秘书长的说明

秘书长谨向统计委员会转送一份关于审查小组有关加强国际统计合作的各项建议的实施情况报告。该报告载于附件一。依照国际统计方案和协调工作组第十八届会议的要求(E/CN.3/1997/19,第49(c)段),该报告已转送委员会。

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\* E/CN.3/1997/1。

## 附件一

### 审查小组关于加强国际统计合作的 各项建议的实施情况报告

1. 国际统计方案和协调工作组第十八届会议(1996年4月16日至18日,纽约)要求一个小组(由澳大利亚、荷兰、巴西、欧洲经济委员会(欧洲经委会)及拉丁美洲和加勒比经济委员会(拉加经委会)组成)审查国际统计方案和协调工作组的报告(E/CN.3/AC.1/1992/R.2)(通常称比格尔(Begeer)报告)所载各项建议的实施情况。本报告由澳大利亚经与小组其他成员协商后编写完成,是此一审查的成果。

2. 对比格尔报告的第一次讨论是在工作组第十五届会议(1992年6月29日至7月1日,纽约)上进行的。工作组同意该报告的结论,向统计委员会提出了一些建议,并就该报告引起的事项作出了一些决定。统计委员会第二十七届会议(1993年2月22日至3月3日,纽约)讨论了工作组的意见和比格尔报告的结论。委员会赞同工作组讨论的结果,但同时作了若干小改动。<sup>24</sup>下文附件二摘要载列了比格尔报告第四节第165-189段所载的各项建议,同时还载列了报告中所解释的各项建议的目标以及它们的实施结果。

3. 比格尔报告指出全球统计制度的作用有两个方面:第一,对国际机构的活动提供服务和支持;第二,向全世界提供统计资料,以便在世界和区域各级进行讨论、评价和分析。该报告确认国际统计制度的复杂性,并确认已存在必要的协调机构,但建议提高现有机制的效率以使整个制度获益。

4. 比格尔报告确认在国际统计制度中有许多重要的参与者,包括联合国系统内的一些专门机构、联合国秘书处的统计司和各区域委员会、以及不属于联合国系统的两个重要区域性机构:经济合作与发展组织(经合组织)和欧洲共同体。由于国际统计制度以各成员国的统计制度为基础,因而国家统计机构本身对此利益攸关,统

计资料的使用者也是如此。

5. 比格尔报告假定在主题和区域两个方面均分散不集中的现行国际统计制度将保持不变。这项假设是报告所载建议的关键。为确保良好的运作,报告建议该制度:第一,需要进行协商以达到和保持一致性、可信性和有用性,避免工作重叠和资源浪费;第二,需要各成员国的切实参与。

6. 如附件二已说明的那样,统计委员会已接受审查小组的多数建议,但是,附件二也表明,各项建议的实施情况并不平衡,尤其是就一些重大而紧要的建议而言。委员会似可考虑是否需要继续进一步实施这些建议。

7. 报告中最受重视的是关于如何安排协调工作的建议,而在这一点上已经取得一些重大的进展。行政协调会统计工作小组委员会似乎较集中注意它作为主要协调机构的作用,并正进行有效的运作,但由它主持设立各工作队--国际贸易统计工作队是明显的例外--并不十分活跃。此外,已经在统计委员会主持下设立了一些处理紧迫问题的工作组。这些工作组沿用了沃尔堡模式,领导工作的是国家。经济统计方面关键问题专家组已确认国际工作方案中仍存在未触及的问题,结果导致设立了其他工作队。此类的分析应该扩展到社会统计方面,并且应该确保每隔四、五年进行类似的工作。

8. 关于成员国参与国际统计制度这一重要的问题,比格尔报告提出,应该让所有成员国参与发展全球统计制度。报告认为,鉴于国际统计制度在地理上的分散性质,最好的办法是强化和更明确订立各区域统计司和首席统计员会议的工作重点,使所有国家都能参与,彼此交换经验。各区域统计司和首席统计员会议工作的结果应该通报给统计委员会,因为审查小组认为,委员会本身不是从事此种工作的适当机构,原因是其成员不代表其各自背景,而代表全球统计制度。在实施这些重要建议方面的进展甚微,不过,得到公认的是,欧洲统计员会议对委员会的讨论工作作出了很大的贡献。

9. 对于国际统计制度在主题方面的分散性质,各成员国应能从整体上综观国

际统计制度的所有主题领域。但在目前,这是不可能的,因为现在不存在这样做的任何机制或程序;委员会本身能触及的范围不够广,而国际统计制度的各个部分具有相当大的差异。

10. 为说明这一点,有三个很不同的例子值得探讨。第一,国际货币基金组织(货币基金组织)最近公布了一些散发统计资料方面的标准。尽管这些标准经过了与一些统计机构的讨论,但它们主要是在同各国中央银行和财务部门谈判后订立的,因为这些是与货币基金组织活动有直接关系的国家机构--在货币基金组织看来,这样做是对的。然而,从国际统计制度的角度来看,至少令人奇怪的是,世界各国的政府统计员作为一个群体,对该过程并没有直接的投入,而且货币基金组织也不认为宜由它们提供这种投入。统计委员会似可评论这是不是发展国际统计政策的适当做法,尤其是鉴于这一政策的影响远远超过引起这一政策的领域。这个问题特别重要,因为国际劳工局即将开始制订有关公布劳工统计资料的标准。

11. 第二,目前正在制订教育统计资料方面的标准,它们将在联合国教育、科学及文化组织(教科文组织)的名义下得到审议和批准。从集体意义上讲,政府统计员应在这个过程中起何种作用?如果可能的话,统计委员会应起什么作用:在提出这些普通问题的同时,应该觉察到欧洲统计人员会议切实同教科文组织进行了密切协作。

12. 第三,在国际上,犯罪和药物滥用统计等重要领域的情况如何?政府统计员或统计委员会有没有参与?各成员国需要认真考虑在各个主题领域所需的国际协调,以及它们需做何种工作来实现协调。迄今为止这方面如果有进展的话,进展也甚微。

13. 目前仍存在一项十分强烈的需要和挑战,要求在管理国际统计制度时,使利益攸关的所有各方,特别是成员国,能够而且显而易见地能够为此出力,同时确保所审议的统计方面问题与成员国的各种不同需要有实际的关联。此外,有人认为,少数几个国家在左右国际统计论坛;不论该看法是否正确,都必须承认,这种情况确实存

在。总之,统计委员会有责任规划和实施行动,按照比格尔报告所设想的那样,进一步改进协调方面的组织。

注

\* 见《经济及社会理事会正式记录,补编第6号》(E/1993/26)。

附件三

Summary of recommendations of the Review Group, aim and results

Recommendation	Aim	Result
<p>A. <u>Organisation of coordination (highest priority)</u></p> <p>I. Statistical Commission</p> <p>(a) Commission to request the Economic and Social Council to change the cycle of Commission sessions to annual meetings of eight half-days, spread over five calendar days (para 110).</p>	<p>To strengthen the involvement of members in the work of the Commission by having shorter more frequent meetings.</p>	<p>The fifteenth session of the Working Group 1/ accepted this recommendation, adding the rider that it should be on the basis of needs. The twenty-seventh session of the Statistical Commission 2/ broadly accepted that it should meet more frequently, if necessary. (There was a special Statistical Commission session in 1994, followed by a regular Statistical Commission session in 1995.</p>

Recommendation	Aim	Result
<p>(b) Commission to nominate members for the Bureau for next session at the end of a session; formal election at the beginning of a session.</p>	<p>As continuity in members of the Commission is not high, namely elected members of the Bureau (Chair, vice-chair, rapporteur) are normally not familiar with what is going on, and often not prepared for their roles.</p>	<p>The fifteenth session of the Working Group 1/ accepted this recommendation. The twenty-seventh session of the Statistical Commission 2/ decided that this would take place with immediate effect.</p>
<p>Re-elect same persons a number of times to the Bureau.</p>	<p>To improve continuity.</p>	<p>The fifteenth session of the Working Group 1/ accepted this recommendation. The twenty-seventh session of the Statistical Commission 2/ decided that this would take place with immediate effect.</p>
<p>Bureau can meet informally (paras 111-113).</p>	<p>To improve effectiveness.</p>	<p>The fifteenth session of the Working Group 1/ accepted this recommendation. The twenty-seventh session of the Statistical Commission 2/ decided that this would take place with immediate effect.</p>

Recommendation	Aim	Result
<p>(c) The Statistics Division to give a copy of the "Rules of procedure of the functional commissions of the Economic and Social Council" to new members of the Bureau. Consider drafting a popular version of the "Rules" extended with practical hints (para 109).</p>	<p>To improve effectiveness.</p>	<p>The fifteenth session of the Working Group 1/ accepted this recommendation. The twenty-seventh session of the Statistical Commission 2/ decided that this would take place with immediate effect.</p>
<p>(d) The Statistics Division to invite chairpersons of regional conferences of chief statisticians to participate in the sessions (para 109).</p>	<p>Members of the Commission are not present because of their individual background, but as representatives of the world statistical community. For this reason chairpersons of the regional conferences of chief statisticians should participate in order for the views of countries to be heard effectively.</p>	<p>The fifteenth session of the Working Group 1/ accepted this recommendation. The twenty-seventh session of the Statistical Commission 2/ decided that this would take place with immediate effect. The recommendation appears to have been affected, although it was essentially only about formalising an existing informal arrangement.</p>



Recommendation	Aim	Result
<p>(e) Agencies to present their informational statements on paper not through lengthy oral statements. Specific items to be well prepared and well documented through ACC Subcommittee and/or the Working Group (paras 109-118).</p>	<p>No need for the Commission to listen to lengthy oral reports.</p>	<p>The fifteenth session of the Working Group 1/ accepted this recommendation. The twenty-seventh session of the Statistical Commission 2/ decided that this would take place with immediate effect. Recommendation appears to be "honoured in the breach"!</p>
<p>II. The Working Group            (a) The Group to hold biannual meetings of two days (para 115).</p>	<p>The Working Group is looked upon as the executive committee of the Commission, and therefore should meet at least once between each Commission meeting.</p>	<p>The fifteenth session of the Working Group 1/ accepted this recommendation. The twenty-seventh session of the Statistical Commission 2/ decided to make the recommendation to the Economic and Social Council that the Working Group meet once a year. (The Working Group subsequently met in 1993, 1994, 1996 and the next scheduled meeting is 1998.</p>
<p>(b) Commission to indicate members for the Working Group at the end of a session of the Commission; and to give preference to newly nominated members of the bureau for the next session (para 114).</p>	<p>To improve continuity.</p>	<p>The fifteenth session of the Working Group 1/ accepted this recommendation. The twenty-seventh session of the Statistical Commission 2/ decided that this would take place with immediate effect.</p>

Recommendation	Aim	Result
<p>(c) The Statistics Division to invite chairpersons of regional conferences of chief statisticians to participate in the meetings (para. 117).</p>	<p>Members of the Working Group are not present because of their individual backgrounds, but as representatives of the world statistical community. For this reason, chairpersons of the regional conferences should participate in order for the views of countries to be heard effectively.</p>	<p>The fifteenth session of the Working Group 1/ accepted this recommendation. The twenty-seventh session of the Statistical Commission 2/ decided that this would take place with immediate effect.</p>
<p>(d) The Statistics Division to prepare short reports of meetings. Results of meetings mainly to be specific documentation for the Commission (para 116).</p>	<p>The outputs of the Working Group should be reports/ advice for the Commission. Therefore, there is no need for lengthy reports.</p>	<p>The fifteenth session of the Working Group 1/ accepted this recommendation. The twenty-seventh session of the Statistical Commission 2/ decided that this would take place with immediate effect.</p>
<p>III. ACC Subcommittee on Statistical Activities            (a) The Statistics Division and agencies to place more emphasis on coordination aspects (paras 90-91);</p>	<p>To see the Statistics Division picks up its coordinating functions which were ascribed to it in the nuclear session in 1946.</p>	<p>The fifteenth session of the Working Group 1/ accepted this recommendation. The twenty-seventh session of the Statistical Commission 2/ decided that this would take place with immediate effect.</p>

Recommendation	Aim	Result
<p>(b) ACC Subcommittee to form ad hoc groups for special topics (paras 89 and 118);</p>	<p>The report suggested the ACC could contribute more on the coordination front, and suggested this would be aided if the ACC reported on specific and general topics to the Working Group and the Statistical Commission.</p>	<p>While the Working Group 1/ accepted this recommendation, it considered that the recommendation had been substantially met through the task force mechanism. Two task forces (national accounts and international trade statistics) had been created prior to the fifteenth session of the Working Group, and the fifteenth session created a further four (industrial and construction statistics, finance statistics, price statistics including ICP, and environment statistics). The twenty-seventh session of the Statistical Commission 2/ decided that Working Group recommendation would take place with immediate effect. Subsequently, other task forces have been created.</p>
<p>(c) No lengthy report of the meetings for Commission: specific documentation for Commission through the Working Group (para 118).</p>	<p>To ensure that key issues discussed are easily identifiable.</p>	<p>The fifteenth session of the Working Group 1/ accepted this recommendation. The twenty-seventh session of the Statistical Commission 2/ decided that this would take place with immediate effect. This appears to be working in practice, although reading the reports is still a tedious exercise!</p>

Recommendation	Aim	Result
<p>IV. Statistics Division of the United Nations Secretariat</p> <p>(a) To strengthen the role of serving the purposes and work of the Commission (para 119);</p>	<p>To have the Statistics Division better serve the work of the Commission.</p>	<p>The fifteenth session of the Working Group 1/ changed this recommendation somewhat, by adding the words "to find ways" to the beginning of the recommendation. It also decided to request the Statistics Division to present options to the twenty-seventh session of the Statistical Commission on ways this could be achieved. The twenty-seventh session of the Statistical Commission 2/ decided that the Working Group recommendation would take place with immediate effect.</p>
<p>(b) To place more emphasis on coordination aspects: (para. 119).</p>	<p>To have the Statistics Division better serve the international statistical system.</p>	<p>Same as above.</p>

Recommendation	Aim	Result
<p>V. Strengthening the role of regional statistics divisions and conferences of chief statisticians</p> <p>(a) Commission to advise regional commissions through the Council and Social Statistics divisions; Commission to advise regional commissions through the Council to promote the establishment of conferences of chief statisticians in those cases where they do not already exist (paras 92, 107-108, 120).</p>	<p>To attain a more equal level of performance. To correct imbalances in the strength of national statistical systems. To identify structural solutions to make it possible that all member states can participate in the development of a better global system, and to improve coordination.</p>	<p>The fifteenth session of the Working Group 1/ established a drafting group to prepare recommendations concerning the role of the regional statistical conferences and statistical divisions, to be put forward to the twenty-seventh session of the Statistical Commission. This does not appear to have occurred. The issue "strengthening the role of regional commissions in statistics" was discussed at the Working Group (17th session), where it was decided that a paper would be prepared for the next Working Group session. A background report was subsequently prepared by ECE, ESCAP and ESCWA. The Working Group (18th session) agreed that the report be updated to take account of comments from the Working Group for consideration at the twenty-ninth session of the Statistical Commission.</p>

Recommendation	Aim	Result
<p>(b) Statistical Commission to request agencies working at world level to cooperate to the fullest extent with regional statistics divisions and conferences of chief statisticians on statistics, standards and technical assistance (para 132-137);</p>	<p>To achieve better coordination and cooperation in the international statistical system.</p>	<p>Same as above.</p>
<p>(c) Regional Conferences of chief statisticians should be more involved in the development/ revisions of standards and in technical assistance projects.             Statistics divisions should be involved in pilot studies to test draft standards and in drafting adapted handbooks.             Statistics divisions should be involved in monitoring the adherence to adopted standards.</p>	<p>To ensure close cooperation, division of labour, sharing of work and avoidance of competition, as well as an optimal use of resources.</p>	<p>The fifteenth session of the Working Group 1/ established a drafting group to prepare recommendations concerning the role of the regional statistical conferences and statistical divisions, to be put forward to the twenty-seventh session of the Statistical Commission.</p>

Recommendation	Aim	Result
<p>VI. Substantive aspects of coordination</p> <p>Integrated work programmes and improved documentation (high priority)</p> <p>(a) The Statistics Division in cooperation with international agencies to develop a (hierarchical) classification of statistical subjects as a basis for programmes and coordination (paras 51-55);</p>	<p>To enable programmes of work of different agencies to be described in a common framework which will allow the identification of gaps and overlaps.</p>	<p>The fifteenth session of the Working Group 1/ requested that the Statistics Division and ACC Subcommittee on Statistical Activities present inter-agency planning reports on a subject basis where feasible at the twenty-seventh session of the Statistical Commission. (The "on a subject basis" of the decision loses the "integrated" thrust of the Begeer recommendations.) No such reports appear to have been presented, although reports on the overall review of statistical work of international organisations and the work of the UNSD were presented. The Statistical Commission requested some improvements, and that similar reports be prepared for the twenty-eighth session of the Statistical Commission. There were a number of plans and work programmes presented to the twenty-eighth session, and the plans were endorsed by the Statistical Commission.</p>

Recommendation	Aim	Result
<p>(b) On the basis of the classification the Commission to oversee the development of:</p> <p>(i) A (descriptive) integrated programme on data collection, data processing and dissemination of statistics;</p> <p>(ii) A (descriptive) integrated programme on construction/revision of standards;</p> <p>(iii) A (descriptive) integrated programme on technical assistance (The three programmes should be related and pay attention to the available resources). (paras 149 and 150)</p> <p>(c) The Statistics Division to update and improve the documentation on the global statistical system, so that this documentation is related to the above-mentioned programmes (para 155 and 156).</p>	<p>To clearly describe the distribution of activities among agencies and to establish cooperation agreements between them.</p>	<p>The Working Group also decided that there were six areas where the need for review was considered a high priority. These areas were covered either by existing task forces (national accounts and international trade statistics) or would be covered by four new task forces established by the Working Group (Industrial and Construction statistics, finance statistics, price statistics including ICP, and environment statistics). The twenty-seventh session of the Statistical Commission 2/ strongly endorsed this decision.</p> <p>Other task forces have been subsequently established.</p>
	<p>Continual updating of documentation is instrumental for an integrated statistical program strongly endorsed this decision.</p>	



Recommendation	Aim	Result
<p><b>B. Standards (high priority)</b></p> <p>(a) Set up a system for monitoring the adherence to adopted United Nations classifications, including a description of the present situation on the adoption of classifications in the member countries and their relationship with adopted United Nations classifications (para 129);</p>	<p>To identify situations where standards have been set wrongly, or where countries need technical assistance.</p>	<p>The Working Group essentially accepted this recommendation, adding that a progress report should be provided to the Statistical Commission at its twenty-eighth session. The twenty-seventh session of the Statistical Commission 2/ endorsed this recommendation, charging the UNSD with responsibility for the work, but no such report was presented to the twenty-eighth session.</p>
<p>(b) A discussion paper is required on the advantages and disadvantages of more flexible standards (classifications, etc.). Concentrate in first instance on classifications for economic activities and commodities (ISIC, Rev 3 and NACE.1, etc) (para 74-79, 122-131);</p>	<p>By overcoming the problems of fixed standards, achieve greater compatibility of statistics, where each country can adopt a version of a standard that fits into the commonly developed system.</p>	<p>The fifteenth session of the Working Group 1/ recommended that such a discussion paper should be presented to the twenty-eighth session of the Statistical Commission. The twenty-seventh session of the Statistical Commission 2/ requested that the Working Group consider it as a possible special topic for the twenty-eighth session. An Expert Group on International Classifications was subsequently established, which reported to the twenty-eighth session of the Statistical Commission; however, its report appears to have concentrated on coordination of work on classifications, rather than the issue of possible flexibility in classifications.</p>

Recommendation	Aim	Result
<p>(c) Continued efforts to reduce duplication in collecting and processing data from member countries (see "Inventory"). (paras 102, 132-137)</p> <p>The Commission may request the Statistics Division and the ACC Subcommittee to give this continual attention. Progress report at each session of the Commission along the lines of chapter 1 of the "Inventory".</p>	<p>To reduce duplication in collecting and processing data.</p>	<p>The fifteenth session of the Working Group 1/ recommended that the Statistical Commission should request the Statistics Division and the ACC Subcommittee to give continual attention to this issue, and request a progress report to each session of the Commission. The twenty-seventh session of the Statistical Commission 2/ endorsed this recommendation, adding that the report be organised along subject matter lines. No report was provided to the twenty-eighth session of the Statistical Commission, which requested that report be provided to the 18th session of the Working Group. This was done, essentially in the form of a list of collections, without comment.</p>
<p>(d) On the basis of the classification of statistical subjects develop a programme for auditing statistics, disseminated in whatever form by the Statistics Division, the statistics divisions and the other agencies in the United Nations system (paras 138-148).</p>	<p>Through analysing and evaluating statistics disseminated by international agencies, enforce better coordination in dissemination and enhance confidence in the performance of the international statistical system.</p>	<p>The fifteenth session of the Working Group 1/ requested that the task forces investigate ways to carry out evaluations and carry them out as far as possible. This loses the "holistic" and "coordinated" nature of the Begeer recommendation. This decision was endorsed by the twenty-seventh session of the Statistical Commission 2/</p>

Recommendation	Aim	Result
<p>C. <u>A review of publications (high priority)</u></p> <p>(a) Consider the review undertaken by the Conference of European Statisticians. Set up a similar review. This item primarily concerns the publications in printed or similar form, but the relationship with machine readable forms of dissemination should be taken into accounts (para 157).</p>	<p>To ensure that only useful publications are produced.</p>	<p>The fifteenth session of the Working Group 1/ requested the task forces to address this issue in the course of their review of particular subject areas. This decision was endorsed by the twenty-seventh session of the Statistical Commission.2/</p>

Recommendation	Aim	Result
<p>D. <u>An inventory of gaps and weaknesses in the international statistical system (high priority)</u></p> <p>(a) On the basis of the (descriptive) integrated work programme of statistics and related documentation an effort should be made to identify weaknesses, gaps and imbalances in the current programme. In such a process budgetary aspects should be taken into account (paras 158-163);</p>	<p>To identify gaps, weaknesses and imbalances in international statistics.</p>	<p>The fifteenth session of the Working Group 1/ requested the various task forces carry out this task in their particular subject areas. This loses the "holistic" nature of the Begeer recommendations, but to a certain extent this was picked up by the later-established expert group on critical problems in economic statistics.</p>
<p>(b) Besides the continuation of efforts to reduce the time lag between the observation period and the moment of dissemination of structural and detailed statistics, for some statistical subjects consider the possibility of collecting and disseminating more recent statistical information (main indicators) (para 164).</p>	<p>To respond to needs for (preliminary) recent data for short-term provisional indicators on recent developments.</p>	<p>The fifteenth session of the Working Group 1/ requested the various task forces carry out this task in their particular subject areas.</p>

Recommendation	Aim	Result
<p>E. <u>Authoritative advice of the Statistical Commission</u></p> <p>The role of the Statistical Commission is mainly an advisory one. However, this role should be strengthened in the interest of the global statistical system. In this report the potential role of the Commission is emphasised. On the basis of the proposals made earlier in this report this role should be used to:</p> <p>(a) Give authoritative advice on the allocation of statistical subjects to the agencies. This allocation concerns statistical work, development/revision of standards and technical assistance;</p> <p>(b) And on the detailed agreements between the agencies on cooperation regarding the actual</p>	<p>To use the professional influence of the Statistical Commission to achieve more cooperation/coordination between international agencies.</p>	<p>This recommendation was accepted by the Working Group 1/, and the twenty-seventh session of the Statistical Commission 2/ subsequently decided that its role should include these activities.</p>

Notes

- 1/ Report of the Working Group on International Statistical Programmes and Coordination on its fifteenth session, (E/CN.3/1993/21).
- 2/ Official Records of the Economic and Social Council, 1993, Supplement No. 6, (E/1993/26).