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## Statistical Commission

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Item 3 (s) of the provisional agenda\*

**Items for discussion and decision: working methods of the  
Statistical Commission**

## **Report of the Bureau on the working methods of the Statistical Commission: comprehensive review of the structure and functions of groups**

### **Note by the Secretary-General**

In accordance with Economic and Social Council decision 2018/227 and past practices, the Secretary-General has the honour to transmit the report of the Bureau on the review of the working methods of the Statistical Commission, with a focus on the structure and functions of groups operating under the Commission. The report explores the complexity of this statistical machinery and the extent to which it operates in a coordinated and coherent manner.

Points for discussion by the Commission are listed in paragraph 39.

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\* E/CN.3/2019/1.



## **Report of the Bureau on the working methods of the Statistical Commission: comprehensive review of the structure and functions of groups**

### **I. Introduction**

1. After discussing the report of the Bureau on working methods with a focus on the city group mechanism (E/CN.3/2018/20) during its forty-ninth session, the Statistical Commission agreed that there was a need to improve its oversight function. In that context, the Commission requested the Bureau to prepare a comprehensive review of the structure and functions of all types of groups operating under the Commission for consideration at the fiftieth session of the Commission (see E/2018/24-E/CN.3/2018/37, chap. I, sect. B, decision 49/119).

2. Over the years, numerous groups have been established under the auspices of the Commission in order to examine topics of methodological interest, to develop normative documents and to coordinate the work of multiple actors. Typically, the outputs produced by the groups have been submitted to the Commission for discussion and eventually for endorsement. These working methods have allowed the Commission to fulfil the high expectations associated with being the highest body of the global statistical system. Collaborative work has resulted in a myriad of accomplishments in established and emerging areas of statistics, making the Commission a successful body of the Economic and Social Council in terms of the quality of the concrete outputs delivered.

3. However, it is often difficult to secure financing for the performance of mandated work and for the attendance of countries at the related meetings. In addition, the internal structure of the groups operating under the Commission and, most importantly, the interlinkages among them are often clear only to those who are directly involved in the work of particular groups, and not to the wider statistical community. Furthermore, there may be a degree of overlap among interlinked groups. With this in mind, at its forty-ninth session, the Commission encouraged all groups to cooperate and create more synergy in their work (*ibid.*).

4. Currently, a total of 40 groups operate under the Statistical Commission. The present report offers a comprehensive overview of the various types of groups that are currently operating and explores potential issues with a view to streamlining the current arrangements in order to achieve more coordinated and coherent working methods. The report is based on a desk review carried out on behalf of the Bureau by the Statistics Division of the Department of Economic and Social Affairs of the Secretariat<sup>1</sup> and is intended to continue the discussion on the current working methods of the Commission that started with the examination of the city group mechanism during the forty-ninth session.

5. The review included official documentation submitted to the Commission since 2010 (forty-first session). During that period, a total of 56 groups have submitted at least one report to the Commission. Sixteen of those groups have completed their work or have been replaced by another mechanism, while 40 remain active. Similar reviews of the groups operating under the Commission have been conducted in past years, notably the report of the Review Group on strengthening international statistical cooperation, also known as the “Begeer report” (E/CN.3/AC.1/1992/R.2), the report on the implementation of the Review Group proposals on strengthening international statistical cooperation, also known as the “McLennan report”

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<sup>1</sup> A detailed table and a summary table of the desk review will be made available as background documents on the website of the Statistics Division.

(E/CN.3/1997/23), and the report of the ad hoc group established by the Commission to generate ideas to further enhance international statistical cooperation (E/CN.3/1999/23).

## II. The current situation: summary and findings of the review

6. As noted in the previous report of the Bureau on working methods (E/CN.3/2018/20), the global statistical system<sup>2</sup> is characterized by voluntary cooperation between Member States in the development of methodological aspects of statistics and in the adoption of international standards and the accompanying implementation manuals.

### A. Group nomenclature

7. The arrangements and mandates of various groups operating under the Commission reflect a spirit of inclusiveness and collective ownership. In order to address the wealth and breadth of official statistics, 10 distinct types of groups can be identified. The group nomenclature is thus composed of the following types: city groups, friends of the Chair groups, task forces, working groups, expert groups, committees, inter-agency and expert groups, partnerships, high-level groups and networks.<sup>3</sup> The table below provides a breakdown of the types of groups by sustainable development pillar.

#### Number of active groups under the Statistical Commission by type of group and pillar, December 2018

Type of group	Pillar				Total number of groups in type
	Economic	Environmental	Social	Cross-cutting	
City groups	4	2	3	–	9
Friends of the Chair groups	–	–	–	1	1
Task forces	2	–	–	1	3
Working groups	3	2	2	1	8
Expert groups	2	1	2	3	8
Partnerships	–	–	–	1	1
Committees	1	2	–	2	5
Inter-agency and expert groups	–	1	1	1	3
Other groups <sup>a</sup>	–	–	–	2	2
<b>Total</b>	<b>12</b>	<b>8</b>	<b>8</b>	<b>12</b>	<b>40</b>

<sup>a</sup> Other groups include high-level groups and networks.

<sup>2</sup> The global statistical system is loosely understood here as the set of national, regional and international statistical offices collaborating within the framework of the Statistical Commission.

<sup>3</sup> See annex I (also available as a background document) for a graphic presentation of all active groups.

## **B. Group lifespan**

8. Almost half of the active groups (19) were established by the Commission before 2010, while 13 groups were formed fairly recently, in 2015 or thereafter. Only eight active groups were established between 2010 and 2014.

## **C. Group composition**

9. In an effort to understand the composition of the different types of groups, their membership and chairmanship were also examined. From that analysis, a number of findings can be drawn:

(a) All 40 active groups have at least one United Nations agency as a member, and 34 of them have at least one non-United Nations agency among their members;

(b) Only 27 groups count Member States in their membership. When they do belong to a group, however, Member States are very likely to take the lead. Indeed, out of the 27 groups, 23 are chaired or co-chaired by Member States;

(c) Academic institutions and civil society organizations are most commonly engaged in city groups, but they also play a role in other types of groups. Examples, apart from city groups, include the Friends of the Chair group on the Fundamental Principles of Official Statistics, the Intersecretariat Working Group on Energy Statistics and the Expert Group on Refugee and Internally Displaced Persons Statistics. In total, eight groups have at least one academic institution or civil society organization in their membership;

(d) Furthermore, the members of 26 groups work at the technical level; these include all the city groups, all the expert groups and all the inter-agency and expert groups, plus several other groups of different types;

(e) Fourteen groups are composed of representatives at the managerial level, including most of the working groups and all the committees, as well as other types of groups, such as the Friends of the Chair group on the Fundamental Principles of Official Statistics, the Statistical Data and Metadata Exchange sponsors, and the High-level Group for Partnership, Coordination and Capacity-Building for Statistics for the 2030 Agenda for Sustainable Development.

## **D. Other governance characteristics**

10. More than half (23) of the groups have an internal substructure, meaning that they have established their own subgroups. Those subgroups can take a variety of shapes, forms, denominations and functions, including task teams, working groups, management groups, advisory groups and technical committees.

11. These arrangements show some of the entangled complexity of governance facing the Commission, which will be discussed in the following section.

## **E. Mandates and functions**

12. Turning to the substantive element, the first step in the analysis was to examine the active groups through the lens of the three pillars of sustainable development, namely, the economic, environmental and social pillars. The work of the groups operating under the Commission is somewhat concentrated in the economic statistics pillar (12 out of 40 groups). In addition, a fourth category was used to cluster 12 groups whose work cuts across the three substantive pillars.

13. In terms of technical focus and on the basis of their mandate, groups can be classified into one or more of the areas under the purview of the Commission<sup>4</sup> as follows:<sup>5</sup>

(a) Methodology, which primarily involves the development of a statistical standard (or normative document), including its revisions and accompanying manuals and handbooks;

(b) Coordination, which entails coordinating statistical activities among multiple stakeholders;

(c) Capacity development, which involves conducting capacity development activities, including training, skills development and technical assistance;

(d) Data, which relates to carrying out technical research and development regarding data.

14. Reflecting the technical work of the Commission, the majority of the mandates, almost regardless of the type of group in question, are geared towards methodology. Indeed, 30 out of the 40 active groups are developing or improving statistical standards. Notably, all city groups are performing methodological work, as are all expert groups and all inter-agency and expert groups. This set of groups overlaps heavily with the groups whose membership is of a technical level or nature (see para. 9 above).

15. The Commission has also issued a mandate of coordination to a number of groups in order to achieve harmonization and avoid duplication of efforts. Eighteen groups have been established with this purpose in mind. Not surprisingly, half of those groups are either inter-agency or intersecretariat groups. In addition, all committees fulfil coordination functions, with statistical domains ranging from very specific subjects (such as agricultural statistics or business statistics) to the whole spectrum of statistics (as in the case of the Committee for the Coordination of Statistical Activities).

16. It is not uncommon for the Commission to give the groups rather broad mandates; therefore, they may perform a combination of activities and have a multi-pronged technical focus.<sup>6</sup> In fact, 12 of the 40 active groups are in such a situation, with the most common combination being methodology and coordination. Examples of groups with this combination include the Intersecretariat Working Group on National Accounts, the Expert Group on the Integration of Statistical and Geospatial Information and the Committee of Experts on Environmental-Economic Accounting.

17. There are groups with different twofold combinations of mandates, such as coordination and data (e.g., the Intersecretariat Working Group on Environment Statistics), methodology and data (e.g., the Statistical Data and Metadata Exchange sponsors), methodology and capacity development (e.g., the Washington Group on Disability Statistics) and capacity development and coordination (e.g., the Global Network of Institutions for Statistical Training), and even a threefold combination of capacity development, coordination and data in the case of the Global Working Group on Big Data for Official Statistics.

<sup>4</sup> See Economic and Social Council resolutions 8 (II) and 1566 (L) for details on the terms of reference of the Statistical Commission.

<sup>5</sup> See annex II for a detailed breakdown of active groups by technical focus and type of group.

<sup>6</sup> The choice of technical focus (methodology, coordination, capacity development or data) was determined on the basis of an analysis of the mandate and of publicly available information; in some cases, the Bureau consulted the Secretariat in order to better understand the activities performed by the groups.

18. Capacity development and data are two areas of work that are typically covered by the Secretariat, meaning that the groups operating under the Commission are less active in those spheres.<sup>7</sup> However, a few instances are worth noting, including the recently established Global Network of Institutions for Statistical Training, which was created for the specific purpose of building sustainable capacities in-country. In turn, the technical focus on data is highly geared towards the use of modern technologies for official statistics and is thus taken forward by the Statistical Data and Metadata Exchange sponsors and more recently by the Global Working Group on Big Data for Official Statistics.

## F. Topics

19. The Bureau also looked at the statistical domain<sup>8</sup> in which each group carries out its work, in order to identify clusters or “families” of groups.<sup>9</sup> These families are found in the economic statistics and environmental statistics pillars, as shown below (ordered by size of cluster):

(a) Business and trade family (seven groups), composed of the Expert Group on International Trade and Economic Globalization Statistics, the Intersecretariat Working Group on International Trade and Economic Globalization Statistics, the Inter-Agency Task Force on International Trade Statistics, the Voorburg Group on Service Statistics, the Delhi Group on Informal Sector Statistics, the Wiesbaden Group on Business Registers and the Committee of Experts on Business and Trade Statistics;

(b) National accounts family (three groups), composed of the Advisory Expert Group on National Accounts, the Intersecretariat Working Group on National Accounts and the Inter-Agency Task Force on Finance Statistics;

(c) Prices family (two groups), composed of the Intersecretariat Working Group on Price Statistics and the Ottawa Group on Price Indices;

(d) Environment family (two groups), composed of the Expert Group on Environment Statistics and the Intersecretariat Working Group on Environment Statistics;

(e) Energy family (two groups), composed of the Intersecretariat Working Group on Energy Statistics and the Oslo Group on Energy Statistics;

(f) Environmental accounts family (two groups), composed of the London Group on Environmental Accounting and the Committee of Experts on Environmental-Economic Accounting;

(g) Agriculture and rural family (two groups), composed of the Inter-Agency and Expert Group on Agricultural and Rural Statistics and the Global Strategy Steering Committee.

20. Interlinkages between the statistical domains of groups are not as explicit or evident in the social pillar. Perhaps the only thematic family would be migration (two groups), which comprises the United Nations Expert Group on Migration Statistics

<sup>7</sup> See annex II, which shows the groups broken down by technical focus, and the background document containing the summary table of the comprehensive review.

<sup>8</sup> Based on the Classification of International Statistical Activities, available on the website of the Statistics Division.

<sup>9</sup> This is better observed in the graphic presentation of all active groups; see annex I and background document.

and the Expert Group on Refugee and Internally Displaced Persons Statistics. The rest of the groups under the social statistics pillar seem to be stand-alone elements.

21. In the case of groups whose work is of a cross-cutting nature, two families can be identified:

(a) 2030 Agenda (three groups), comprising the Inter-Agency and Expert Group on Sustainable Development Goal Indicators, the High-level Group for Partnership, Coordination and Capacity-Building for Statistics for the 2030 Agenda for Sustainable Development and the Global Network of Institutions for Statistical Training;

(b) Overall coordination (two groups), comprising the Committee for the Coordination of Statistical Activities and the Committee of the Chief Statisticians of the United Nations System. In this case, the latter is effectively a subset of the former.

22. The rest of the groups in the cross-cutting category seem to be stand-alone elements.

23. Finally, it is worth noting that two groups formed by the Commission seem to be dormant, namely, the Intersecretariat Working Group on Health Statistics and the Intersecretariat Working Group on International Trade and Economic Globalization Statistics. In this context, it is noted that the latter group will be part of an evaluation of groups within the business and trade family that is planned for 2019, precisely with a view to streamlining the groups in that family (see [E/CN.3/2019/10](#)). Regarding the Intersecretariat Working Group on Health Statistics, the Bureau received an update from the World Health Organization stating that the group would resume its activities (see [E/CN.3/2019/24](#)).

### **III. Where we go from here**

#### **A. Streamlining group arrangements to achieve coherent and coordinated working methods**

24. The wide range of statistical areas covered by the groups under the Commission is indeed impressive. At the same time, it is evident that the structure of the groups would benefit from more orderly arrangements. Streamlining the structure of groups and families of groups across pillars could help produce more coherent and coordinated outputs, and it could also go a long way in terms of outreach to the broader international community.

25. Although it might be known intuitively, as a first step it would be very useful to clarify the differences between the different types of groups, for example, whether there are any guidelines to follow in terms of the membership of each type of group; the difference between a working group, an expert group and a task force in terms of the types of outputs and activities; and whether the more recently established committees of experts are different from expert groups and, if so, how they differ.

26. In addition, there are three intersecretariat working groups that are technical in nature and four others whose work is rather managerial. The question arises of whether this type should be streamlined into two distinct types of group, for instance by using the term “working group” for technical work and “committee” for a managerial focus.

27. The Bureau noted “twin” arrangements within families of groups, with one technical group dealing with methodological issues and one managerial group dealing with coordination and strategic issues. Examples of such twin arrangements are found in agricultural and rural statistics (Inter-Agency and Expert Group and Global

Strategy Steering Committee), environmental accounting (London Group and Committee of Experts), price statistics (Ottawa Group and Intersecretariat Working Group), national accounts (Advisory Expert Group and Intersecretariat Working Group) and in the statistical work relating to the 2030 Agenda (Inter-Agency and Expert Group and High-level Group).

28. Although the nomenclature of the groups varies from one family to another, which can be confusing and touches upon the need to streamline naming conventions, the twin technical-managerial arrangement holds in the examples cited above. This approach, if deemed a good practice, might be replicated in other vast statistical domains for more coherent working methods.

29. The family of groups related to business and trade is the largest and includes a mix of managerial and technical groups. The interlinkages and reporting lines within this family, or any other particular family of groups, for that matter, might be obvious to those who work in close proximity to it in a well-defined statistical domain. They are, however, not as obvious to outsiders and, what is more, might not hold elsewhere.

30. In fact, the Bureau has observed that there are currently different arrangements and understandings in place that very much depend on the statistical domain in question. For instance, in national accounts, there is a standing or permanent expert group that deals with all research issues from a technical point of view and works on the elaboration of accompanying manuals and revisions to the relevant standard. On the other hand, in the areas of business and trade, migration and other demographic and social statistics, expert groups are not standing or permanent, but convened on an ad hoc basis. This means that different kinds of experts are convoked according to the standard being revised or the manual being elaborated.

31. Both approaches have their advantages and disadvantages, and both present a number of trade-offs, such as consistency versus flexibility. As a result, the Commission should reflect on those trade-offs and advise as to the preferred (default) choice.

32. Similarly, the practices for reporting to the Commission are also not uniform or consistent, in particular in the case of city groups. Some city groups have traditionally reported through reports for information,<sup>10</sup> as in the case of the Ottawa, Delhi and Voorburg Groups, while others have submitted reports both for information and for decision-making when seeking explicit endorsement for a concrete output (e.g., the Wiesbaden, Oslo, Washington and Praia Groups). Yet another group (the London Group) reports only indirectly via another group in the same family. Again, the Commission would benefit from establishing clearer guidelines in this respect.

33. As noted in the previous report of the Bureau on working methods, city groups were created by the Commission as a particular kind of group that would enjoy more freedom and flexibility. In discussions during the forty-ninth session of the Commission, participants highlighted the importance of ensuring transparency in the work and activities of the city groups while preserving their flexibility. As a result, care must be taken to ensure that city group outputs are integrated appropriately into the international system of statistical norms and subsequently implemented effectively. To this end, interlinkages and reporting lines to the other groups, in particular within families, should be explicit.

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<sup>10</sup> As suggested in the report of the Bureau on the review of working methods during the thirty-sixth session (E/CN.3/2005/2) and the report of the Commission on its thirty-sixth session (E/2005/24-E/CN.3/2005/27).



## **B. Possible actions of the Commission to enhance coherence and coordination and thus improve its oversight and guidance function**

34. Statistics and data have become more central to national and international decision-making; moreover, they have become more interrelated and integrated, especially in the context of the 2030 Agenda. Therefore, the Commission must focus more on coordination in its overall outputs and functioning, in particular in a resource-constrained environment globally.

35. Whereas at one time the statistical community may have operated in substantial isolation, the situation has now changed. The increasing interest of non-official data partners and even users in participating in the work of some groups is also a factor for improving coherence and coordination if the Commission wishes to forge trusted and strong partnerships.

36. At its forty-ninth session, the Commission encouraged all groups to cooperate and create more synergy in their work; it may wish to ask the Chair of each active group to vigorously discuss the interlinkages and streamlining opportunities with other Chairs within the same family of groups and to report back to the Commission. This could be done for each pillar, with the assistance of the Secretariat. Some efforts have been initiated already; in the economic pillar, for example, the Committee of Experts on Business and Trade Statistics aims to strengthen the governance of groups in the same family. This practice, if deemed successful, could also be implemented for the other statistical domains.

37. In addition, a new group (e.g., a Friends of the Chair group) could also be formed and tasked with elaborating a model arrangement for families of groups in consultation with the Chairs of the active groups operating under the auspices of the Commission. In the same spirit, cross-participation of Chairs and members of groups within the same family, or in different families of groups, could be encouraged by the Commission as a good practice for coordination and communication.

38. Furthermore, the Commission could also assign particular members of the Bureau to each pillar with a view to providing standing oversight and guidance with respect to current and potential groups. In this way, with support from the Secretariat, assigned members of the Bureau could review the structure of group families within each pillar.

## **IV. Points for discussion**

39. **The Commission is invited to express its views on the following:**

(a) **Whether the Commission should request the Chair of each active group to vigorously discuss the interlinkages and possible overlaps with other Chairs within the same group family and to report back on their findings and streamlining efforts and actions, and whether this should be done in a staggered manner, for example by discussing reports by pillar (economic, environmental, social or cross-cutting) each year;**

(b) **Whether the Commission should request particular members of the Bureau to provide standing oversight and guidance for each pillar (with support from the Secretariat) with respect to current and potential groups, and, in this context, whether preferred arrangements for families of groups should also be discussed;**

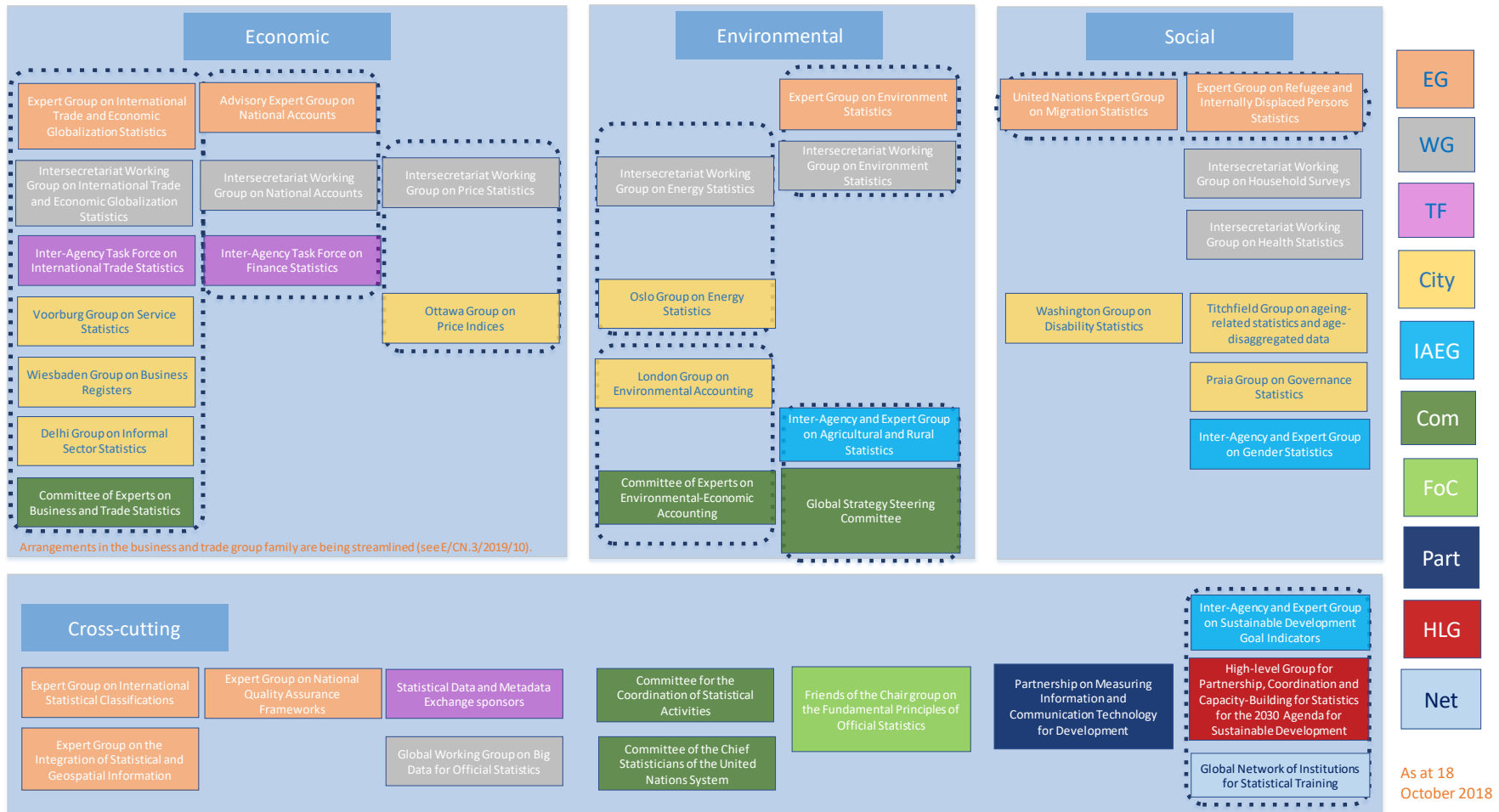
(c) **Whether the Commission should establish nomenclature (naming conventions) and guidelines for new and existing groups, based on their nature, expected outcomes and mandate;**

(d) **Going forward, whether the Commission should explicitly allocate a time frame for each group that it establishes and encourage new and existing groups to work transparently, including by maintaining an updated web page.**

# Annex I

## Graphic presentation of active groups operating under the auspices of the Statistical Commission, 2018

Groups under the Statistical Commission by pillar and type of group



Abbreviations: City, city group; Com, committee; EG, expert group; FoC, friends of the Chair; HLG, high-level group; IAEG, inter-agency expert group; Net, network; Part, partnership; TF, task force; WG, working group.

## Annex II

### Groups under the Statistical Commission (count) by type of group and technical focus, 2018

Type of group	Technical focus			
	Capacity development	Coordination	Data	Methodology
<b>City groups</b>	Washington Group on Disability Statistics (1)			London Group on Environmental Accounting, Washington Group on Disability Statistics, Voorburg Group on Service Statistics, Ottawa Group on Price Indices, Delhi Group on Informal Sector Statistics, Oslo Group on Energy Statistics, Praia Group on Governance Statistics, Titchfield Group on ageing-related statistics and age-disaggregated data, Wiesbaden Group on Business Registers (9)
<b>Friends of the Chair groups</b>				Friends of the Chair group on the Fundamental Principles of Official Statistics (1)
<b>Task forces</b>		Inter-Agency Task Force on Finance Statistics, Inter-Agency Task Force on International Trade Statistics (2)	Statistical Data and Metadata Exchange sponsors (1)	Statistical Data and Metadata Exchange sponsors (1)
<b>Working groups</b>	Global Working Group on Big Data for Official Statistics (1)	Intersecretariat Working Group on National Accounts, Intersecretariat Working Group on Household Surveys, Global Working Group on Big Data for Official Statistics, Intersecretariat	Global Working Group on Big Data for Official Statistics, Intersecretariat Working Group on Environment Statistics (2)	Intersecretariat Working Group on National Accounts, Intersecretariat Working Group on Price Statistics, Intersecretariat Working Group on Household Surveys, Intersecretariat Working Group on Health Statistics, Intersecretariat Working Group on Energy Statistics (5)

<i>Type of group</i>	<i>Technical focus</i>			
	<i>Capacity development</i>	<i>Coordination</i>	<i>Data</i>	<i>Methodology</i>
		Working Group on International Trade and Economic Globalization Statistics, Intersecretariat Working Group on Energy Statistics, Intersecretariat Working Group on Environment Statistics (6)		
<b>Expert groups</b>		Expert Group on the Integration of Statistical and Geospatial Information (1)		Advisory Expert Group on National Accounts, Expert Group on the Integration of Statistical and Geospatial Information, Expert Group on National Quality Assurance Frameworks, Expert Group on International Statistical Classifications, Expert Group on Refugee and Internally Displaced Persons Statistics, Expert Group on International Trade and Economic Globalization Statistics, Expert Group on Environment Statistics, United Nations Expert Group on Migration Statistics (8)
<b>Partnerships</b>				Partnership on Measuring Information and Communication Technology for Development (1)
<b>Committees</b>		Committee for the Coordination of Statistical Activities, Global Strategy Steering Committee, Committee of the Chief Statisticians of the United		Committee of Experts on Business and Trade Statistics, Committee of Experts on Environmental-Economic Accounting (2)

<i>Type of group</i>	<i>Technical focus</i>			
	<i>Capacity development</i>	<i>Coordination</i>	<i>Data</i>	<i>Methodology</i>
		Nations System, Committee of Experts on Environmental-Economic Accounting, Committee of Experts on Business and Trade Statistics (5)		
<b>Inter-agency expert groups</b>		Inter-Agency and Expert Group on Gender Statistics (1)		Inter-Agency and Expert Group on Sustainable Development Goal Indicators, Inter-Agency and Expert Group on Gender Statistics, Inter-Agency and Expert Group on Agricultural and Rural Statistics (3)
<b>Other</b>	Global Network of Institutions for Statistical Training (1)	High-level Group for Partnership, Coordination and Capacity-Building for Statistics for the 2030 Agenda for Sustainable Development, Global Network of Institutions for Statistical Training (2)		

*Note:* Owing to the existence of groups with a multi-pronged technical focus, the figures in parentheses above do not add up to the total number of groups.