Chapter II: Objectives, principles and management issues in data dissemination

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2.1 HERE APPEARS THE REAL HEADING: INVESTING IN DANDELIONS

2.1.1 Introduction

As every activity, dissemination has its own rules and particular principles. Bearing in mind that there are hundreds of definitions for the notion of "statistics" itself, it is better to abstain from a strict specification of dissemination. Instead, one can identify best practices by presenting its objectives and overriding principles and also their use by international organisations. On the threshold of the information society it is of utmost importance to give also indirect information about the **largest information providers** in each country: on statistical agencies. That means putting in place a corporate identity program, covering all disseminated materials, internal and external communications.
The aim is to **enforce credibility of the agency**, conveying besides data also messages of agency's trustworthiness and goodwill, at the same time helping to convince staff that their data are not an end in itself, but are of public interest, so that statisticians would step out of their "splendid isolation". High profile and visibility are among the main traits. Each agency set off to it from different starting-points. Efforts for those acting in market economy in the West involved most sophisticated methods aimed at reaching an information-saturated public while for those in transition countries it meant sometimes demand creation for an audience greedy for information. From early 90s statistical agencies had to face stricter financial discipline and as a result, had to develop new marketing models and pricing policies for their products and services. Since pricing remains a persistent problem still to be solved, overview of practices applied is given in a snapshot from 1999, based on a survey by ECE secretariat.

2.2. OBJECTIVES, PRINCIPLES AND MANAGEMENT ISSUES IN DATA DISSEMINATION

2.2.1. Precepts and Cardinal Points

Statistical data seen as public good are to be conveyed to the large public in order to give information on state of and changes in society, economy and environment. It is a must in a democracy and market economy to present to the citizens official statistics about population, the economy, labour market, industry, agriculture and the natural environment. Therefore the basic objectives of data dissemination are to inform the public and to assist policy makers in their decision making, to enhance the public awareness of the products and services of the national statistical offices and, when possible, to cover some of the cost of data production and create revenue for the organization by charging for their products and services.
As the distribution of statistics is made either directly to the end-users or through re-distributors, media can be looked upon as a special type of re-distributor, reaching the largest possible public. Therefore it calls up for a definition of a special policy for the media. Such a policy emanates from certain principles.

First, it stems from the **equal access** to the statistical output. As in present-day society access to relevant information is considered to be a strategic privilege, by means of mass media the potential discrimination between the public authorities, the legal civil associations, the business and public sectors is eliminated. Everyone who is interested has got the same opportunity to reach the basic statistical data and to be informed under equal conditions.

The second take-off of this policy must be **professionalism, independence, impartiality and objectivity.** These statistical assumptions play an important role in view of acquisition of public respect and confidence. Once acquired, it must be attentively cultivated, or otherwise it will soon be wasted. Therefore information on the legal background, methodology and process of collecting data are sometimes as valuable as the figures and their interpretation. Objectivity is important in order not to lead the public astray, especially when the data provider is a statistician. The statistical office is also obliged to establish the conditions in which only correct interpretations would be given to prevent potential manipulations. For the sake of objectivity statistical office is entitled to react in case of misinterpretations or improper use.

Third, this policy draws on precondition that statistical data must **serve the due purpose**. This is undoubtedly realized by dissemination, whose purpose is to inform the public – the mass media has the same goal. Finally, there is a task to popularise statistics and to promote statistical literacy. Its purpose is to make everyone aware of presence of statistics in everyday life (for instance: decades ago, was the weather report as ubiquitous as it is nowadays?).

2.2.2 Targeted Dissemination

The main aim is the establishment of a **unified, open and user-oriented statistical information system.** A part of it is a subsystem for statistical dissemination whose function is to serve mass media as well. Openness of statistics can be easily realized by means of mass media where the scope of presented data is beyond limitation. Dissemination can be considered like a dandelion whose seed-head is scattered by the wind until it falls on the fertile soil.

Seemingly against that runs another argument, which says the key principle in communicating with the news media is giving the **right product to the right people in the right way at the right time** – and monitoring results. In this approach, issuing of huge amounts of data is believed to be counter-productive. There are lots of statistics that will make a "story" for the press. And among the wealth of less crucial material, one must seek out that which you know will make a story, rather than disseminate it in a "scatter-gun" way (or dispersed without concrete targets). Once selected, the data must be presented in a way that immediately leads the journalist to think that here is something that will appeal to his or her readers (listeners, viewers).

To be sure, there is no controversy between these two approaches; they are two sides of the same coin. The first one pertains to the **dissemination as a whole**; the second clearly focuses on one of the **users' groups**, onto the needs of mass media. When specifying different target groups to be supplied with data, one can find besides (and inside) the general public political and business decision makers, opinion leaders and the mass media. The last one is not simply a prioritised target group as far as national statistical offices (NSOs) are concerned; it is simultaneously a channel through which they transmit information to other target groups. Therefore the way in which mass media contacts are handled should be one of the foremost and most important subdivisions in the overall sphere of NSO's communication (and information) related activities.

While it is widely agreed that public statistics have to be distributed quickly and effectively it is at least obvious that when carrying out this, different distribution channels and techniques could be used according to the local communication environment. Nevertheless, the common denominator is the increasing competition between the different types of information media, so their representatives ask for higher quality in dissemination. They want more exclusive matters, more interesting points of view on statistical matters, more topical data and better service. Because of these demands, dealing with press in a professional way became a main aim for all agencies.
Rapid development of electronic communication offered a new medium, which suited ideally statistical purposes. However it does not replace printed versions – there is a kind of co-existence of them. And to be more effective as publishers, national statistical offices need to think "outside the box", need to change from product allegiance to information allegiance. That is to say, to carry out a decisive **shift from product-oriented approach to the client-oriented one.**

2.2.3 An Example of Using Different Dissemination Channels by Eurostat

To make its statistics transparent and accessible to all users on an equal basis, Eurostat has introduced a series of best practices in the field of information and dissemination.
The main principles applied to dissemination are the following:

- free availability of general statistical information on the internet;
- standard products as well as tailor made products and services available against payment;
- conclusion of licenses with professional re-disseminators and of contracts with external co-editors;
- possibility to conclude copyright contracts.

Web Site
The basic strategy is to disseminate statistical information simultaneously through various media. An increasing emphasis being put on electronic dissemination. The main pillar of dissemination is the Eurostat's web site – in English, French and German – **updated daily** with EUR-11 and EU15 indicators, news releases and information about new publications, services and Eurostat's activities, accessible free of charge. There is an **on-line catalogue**, a detailed description of the dissemination network for European statistics, including the Eurostat Data Shops, as well as links to national and international statistical institutes. Registered users are informed automatically about new information and products.
Publications and data may be ordered directly on the server
(http://europa.eu.int/comm/eurostat).

Data Shops
An extensive network of Eurostat Data Shops, located in most Member States and in several third countries, has been developed, usually in close collaboration with the National Statistical Institutes. The Data Shops sell publications and data to their users, while also providing a wide range of **tailor-made services**: up-to-date products, information searches, data calculation on request etc. A central 'Data Shop Support', itself working in close contact with statistical experts, assists the network at Eurostat.

Data Bases

Through the Data Shops users have full access to data stored in Eurostat's data bases, which are **updated regularly:** New Cronos (macro-economic, social, demographic statistics and data on environment, research and development), Comext (intra- and extra-EU-trade), Regio (regional statistics), Eurofarm (agricultural statistics) and Europroms (output, external trade and markets of industrial products). Data are collected in close collaboration with EU Member States, third countries and international organisations and aggregated by Eurostat.

Publications

In order to streamline its publications, reducing at the same time their number, Eurostat has created **different series**, especially 'Statistics in Focus' offering short, up-to-date summaries (8 pages) of the main results of statistical surveys, 'Panorama of the European Union' highlighting multi-sectoral features, 'Key indicators' presenting main indicators on a single theme and 'Methods and nomenclatures' detailing statistical working procedures.
Publications are pre-programmed annually. They are disseminated through the Data Shops and the network of the Publication Office of the European Communities.
All data in Eurostat publications, except for the results of some specific surveys, are included in the databases at the time of the dissemination of the publication.

Calendar

A calendar, updated every Friday, gives **advance notice** of the publication of euro-indicators, assessing the economic situation in the euro-zone and in the EU, with provisional dates for three months and final dates for the coming week. A weekly calendar with final dates is transmitted to the media. Links are available on the Internet server to the calendars of National Statistical Institutes.

News releases

News releases – issued in English, French and German – provide information on the 'euroindicators', but also on a variety of other items in connection with publications. They are issued at 12.00 CET during the daily briefing, organised by the European Commission in Brussels for accredited journalists. They are disseminated at the same time **via the Internet** server and to journalists registered on the **Eurostat mailing list** (more than 1200). The news releases are validated by the Director General of Eurostat or, in his absence, by the director responsible for the information.
A series of news agencies, having signed a specific contract, receive the euro-indicators news releases at 11.00 CET under a special embargo system and under the condition not to disseminate any information before the official release time.

Media Support

To help journalists, Eurostat has created the special service "Media Support", **researching data for journalists**. Taking into account the working constraints of journalists, the aim is to offer rapid replies, at latest within 24 hours. News releases and publications are offered free of charge to journalists. Data research is free of charge up to a value of Euro 200.
Publications are available electronically and free of charge for registered journalists on a special part of the web site.
Close collaboration has been initiated with the National Statistical Institutions in the framework of the 'Dissemination working party', covering the marketing of products and services as well as media relations.

2.3 HOW TO BUILD A CORPORATE DESIGN AS A MODERN INFORMATION PROVIDER? (ABACUS REVISED)

2.3.1 Self-identifying

Many statistical agencies put in place a **corporate identity program**, which covers all disseminated materials and external communications – in some countries even extended to guidelines for public appearance by staff at exhibits or conferences. In some instances outside contractors have been used to develop and to help with the implementation of the corporate identity. In general, steps towards a new corporate identity spawned a paradigm shift to a customer focus for the agencies and a more customer-friendly approach to data dissemination.
During the nineties, the public sector gradually recognized the importance of a corporate identity, created beforehand in private sector by using brand and brand equity to consumer sales. Besides humanizing business strategy, this brand is a description of what the company is, spelled in a single, integrating idea or concept – its unique image. In the process of transition to an information and knowledge society brands materialise, i.e. make visible to the wider public their immaterial activities such as the provision of objective and professional information, communication and services and is both to reflect the identity of official statistics and to serve the statistical institution as a basis for external and internal orientation. As regards the staff, it is a visual and live anchor.
The fact that statistical agencies are joining the trend is underpinned by several reasons, such as the increase in dissemination of data to a broader audience that responds like product customers, the need to help those appropriating funds recognize an agency's programs and products and thereby its worth and the desire by the public sector to emulate good business practices.

Impetus for adjusting

For some agencies the move to a corporate identity was dictated by a government wide initiative to make all civil services more customer-oriented, accessible to the general public and to the media in particular. Such a shift of image from that of a stodgy civil service onto a more vibrant organization occurred for example in ***Ireland****'s* Central Statistical Office *and in* ***Belgium*** (NIS-INS). *Still a higher government body served as starter to the corporate identity process for the* National Centre for Health Statistics (NCHS) *in the* ***United States****, about which it was not known that is a part of the Centres for Disease Control and Prevention (CDC).*
In other instances the agency head was the visionary. For example, the new director at the U.S. Census Bureau *felt that agency's products did not compete well with those of private sector; the same was realised in the U.S. Energy Information Administration (EIA).*
In ***Germany*** *the aging of formerly used design elements became evident by 2000. Among those old-fashioned elements was the abacus symbol and "Figures for all" as a slogan, which were developed in the eighties while preparing the 1987 population Census. The strategy at the time was to reduce fears among the population regarding statistics in general and, in particular, with regard to the population census by making the system of official statistics transparent, providing access to it, emphasising its population-friendliness and showing that statistics is nothing dangerous. With the intent to be a modern information provider, the initiative was taken by agency itself to meet the new requirements with the major aim to enhance the quality of services offered and to market the products in a customer-oriented manner.*
In ***Italy*** *continuous work for improving of the statistical agency's,* ISTAT's *image was applied, emphasising two characteristics: scientific reliability and political independence. Since 1994 the evolution of Institute's role, matching the exponentially growing demand for statistical data was*

followed by adequate communication efforts. Meanwhile, a general restyling of the printed volumes was carried out, producing a new graphic style and greater care in editing, all that having for aim to create familiarity with statistical themes, bringing them closer to the manners and models of cultural communication.

2.3.2 Acting with due diligence – teams developing the corporate design

The process of developing an identity is multi-faceted with a number of distinct phases, but an important component throughout the entire process is **research**. A research-based process is essential in determining the present position, establishing goals, setting criteria to measure goals, developing the identity themes, and creating and testing of each new product, from logo to tagline. Research results also are necessary to gain feedback from internal and external audiences, particularly for statistical agencies. Focus groups and cognitive research are good ways to get feedback as you develop a new "look and feel". If expanding audience is a goal, it is important to include members of the general public as well as stakeholders as test subjects.

The identity process can involve a number of **staff members**, covering the range of skills needed for the process as well as **contractors** with specific expertise in this area.
For the process to be successful, it needs to involve the agency's top management, both in the initial commitment to the project as well as through various stages. For the internal audience to accept something "new" it has to be seen as part of the vision of the agency's director and staff at the highest level. In addition, representation or some type of participation from the various components of the agency is desirable, with the lead probably taken by the communication staff. Experienced staff in design and conducting research will also be necessary.
Using a contractor has the value of bringing specialized branding experience to the mix. The contractor should have the full range of services within its operation or available to it – research, marketing, creative, design, graphics, event planning, etc. At this point the budget needs to be developed to determinate the overall resources that can be devoted to the project and the mix of in-house/contractor services that will be utilized.

The U.S. Census Bureau *formed a core team of four to oversee its "look and feel" project. The team was composed of the chiefs of the Public Information Office, Marketing Service Office and Census 2000 Publicity Office in addition to the graphics services branch chief. Before beginning, discussions were held with Statistics Canada and other statistical agencies that had recently undergone a branding process. Contributions from the various directorates paid for the cost of the project with those directorates more involved with data dissemination paying a larger share. The image creating work was contracted out to Landor, a subsidiary of Young and Rubicam, the firm handling the paid advertising campaign for census 2000. Landor's specialty is corporate branding.*
The Identity Team created lots of opportunities for input from staff throughout the agency and throughout the project. There were Internet surveys of identity themes and voting on the final logos and taglines.

The Swiss Federal Statistical Office (SFSO) *has no central design project, as is the case with larger commercial enterprises, private service providers and other government offices around the world. The SFSO has, however, consciously fostered the idea of corporate design from as early as the mid-1980's and more intensively from the early 1990's. This, coupled with some strokes of good fortune, has allowed a corporate design to evolve naturally.*

2.3.3 Self-Analysis

Any new identity process or branding effort begins with analysis of the current position of the agency and how its many constituencies, including the public, view it. There are a series of questions to ask:

- Does the public **perception** match reality?
- Does the agency have a far broader – or more important **mission** and function than is recognized by its key audiences?
- What is the **impact** of narrow perception?
- How might the agency's **ability** to function, gain support, increase budget and resources be enhanced with a new and improved identity?
- Is the agency confused with others in the field? Does the lack of differentiation harm the agency?
- How does a new identity fit into the **long-term goals** and functions of the agency?

The agency needs to conduct research to answer these questions. Surveys, user feedback, focus groups, etc. can help to define the current identity and to determine if various segments of the user community and the public hold different views.

One name, one face

In 1996, Census Bureau *Director commissioned a specialist in graphical design "to study and evaluate all elements of the Census Bureau's visual communications for effectiveness and to make recommendations for change." Visual communication included publications, newsletters, packaging, charts, videos, electronic publishing, stationery and surveys. Ms. Harris concluded that the Census Bureau "had a name but not a face" and that its visual communication possessed a "dated and inconsistent look…[which] directly contradicted the mission; to be pre-eminent, timely, relevant and of high quality." In fact, Ms. Harris noted that the Census Bureau had a name and a multitude of faces. To lessen public confusion and strengthen brand identity, the Bureau needed to standardize its nomenclature and graphics and insist on consistent use.*

Unique, but faceless

For U.S. Energy Information Agency, EIA*, the first step in moving toward establishing a corporate identity was recognizing that, in fact, it didn't have one. Prior to his appointment as EIA Administrator in 1993, Jay Hakes had directed the Florida Energy Office. He had known EIA by the many EIA publications he read and the EIA data he used, so he was surprised to find out when he came to Washington that most of EIA's reports were distributed to only a very few customers.*
The reasons were rooted in the history of this relatively young agency, created in 1978 as an independent statistical unit within the U.S. Department of Energy, in response to the need for a credible source of energy information during the energy crises of the 1970's. It is the only statistical agency in U.S. Federal government dealing solely with energy data and analysis. The purpose of creating such a unique and independent agency was to establish the definitive source of energy statistical data and analyses free from political influence or policy advocacy. However, an unintended effect of EIA's uniqueness and independence was that, without competition, it became complacent about its corporate identity and responsibility to its customers. For many years (late 70's to early 90's), the agency operated under the theory that if it disseminated good numbers and conducted good analyses, those who needed them would find them. EIA made little attempt to market its products or services. It ignored the enormous reserve of potential customers, considering itself successful reaching a tiny fraction of possible users. However, when its information was used in the media, especially in the print media, the citations always read "Department of Energy" because no one had ever heard of

EIA. To the outside world, EIA was not credible (because it was not known), although, oddly, credibility was supposed to be its hallmark.

Unknown agency

In 1998, about 100 staff members from all levels of Belgium's NIS-INS *participated in an "introduction to communication" day. Most of the participants were involved in dissemination and had regular contacts with users. Apart from some theory, small groups were formed to do some exercises. The exercises given by the communication experts were aimed at trying to identify their beliefs and values. Major values identified were the scientific methods and high quality of the agency's products, the diversity of information the agency possesses, and helping the customer in every way. Major problems cited were that the agency was unknown in many ways, the organization was not customer driven, the agency was slow and rigid in making changes and internal communication needed improvement. NIS-INS did not have the budget or the communication specialists to start an image survey. But, newspaper clippings of the 80's and up to 1995, gave a very good idea of the agency's image. The media had a very negative appreciation of NIS-INS and always reported on major errors in data and on poor organization and structure. Even many agency personnel were not proud of the agency and did not like telling people where they worked.*

Invisible library

The primary responsibility of the Swiss Federal Statistical Office, SFSO *and its regional offices, is to serve as a provider of information to the Executive, as dictated by legislation. It is required to prepare trustworthy, reputable information that stands out from other less reputable providers. The agency produced publications on a regular basis, primarily aimed to sophisticated data users; it was not the agency's aim to reach the general public with them. An example of this was the SFSO Library. The library always has been open to the public, however, as it was never publicized nor was it visible from the outside, it was used relatively little by outsiders.*

SFSO publications were a further indicator that the general public was not considered a prime audience to serve. All of the reports had blue-gray covers that did not particularly attract the public. It is true that they all were similar in appearance and therefore immediately recognizable as SFSO publications, but it is doubtful that any idea of a corporate design lay behind this fact.

2.3.4 Goals of re-designing

After had self-identified, the next step is **establishing the identity process goals** – what can be achieved by a new identity and what will that identity communicate about the agency. A new look for its own sake is not usually the worth the time and expense. A new look, which communicates the agency's purpose – its promise – to its customers and is part of the long-term business strategy, is well worth it.

Goals need to be translated into **measurable objectives**, such as an increase in authority, budget or resources; more public awareness; better participation in agency programs; more effective partnerships; enhanced recognition; expanded scope of operations and others that are unique to a particular agency. A schedule and method of testing results needs to be developed, but it has to be understood that it can take time for a brand to take effect and changes to take place. The effects are rarely seen immediately and most results are cumulative in nature with differential impact in various segments of the audience.

Belgium's NIS-INS *identified its main identity goal to be a "scientific, customer driven organization."*

The U.S. EIA *undertook several initiatives that came together in what could be called its corporate identity plan. They were chosen because the Administrator felt they would be both effective and low-cost:*

- *Getting more exposure in the media;*
- *Developing and marketing the website;*

- *Establishing a logo and slogan; and*
- *Supporting a customer-driven organization.*

EIA's overall goal was to get more exposure in the major media, especially in print media. The Administrator believed that one citation in the New York Times (circulation 1 million) was more important in broadening EIA's customer base and educating the public than having many articles published in academic journals that almost no one reads. The agency established a performance measure to count EIA citations in the print media, and especially in 5 of the most read and influential newspapers (New York Times, Washington Post, Wall Street Journal, Los Angeles Times, USA Today).

The model for the conduct of SFSO *activities contains the following statement of its general purpose:*
*"The SFSO prepares **quantitative information** about population, economy, society, area and environment in a **professionally independent** way, while following the principles of **scientific method**, **comparability**, **relevance to the current situation and data protection**."*
Therefore the SFSO's corporate design focuses on conveying that the agency produces statistical information (no individual data), transparently, competently, of high quality, comparable in space and time, up-to-date, unbiased, objective and professionally independent.

The goals of an agency can then be translated into **themes** to guide the overall identity process.
The themes are developed that convey best the mission, purpose, and effect of a program. The themes do so in ways that encompass the big picture and give enough specificity so that various audiences can identify and support the themes. The themes work with internal audiences (decision makers to general staff) and externally they resonate. The agency should pick the most important elements for the identity themes because the rest will be based on these themes.

As the current identity was tested, so will the themes now undergo testing to make sure that these are the most effective and the best strategic themes for the agency.
Focus groups, surveys, opportunities for gathering internal groups and external partners will be involved in testing of the themes. The agency may want to undertake specific research to ensure that these themes communicate the top priorities of the agency and also differentiate it from other agencies and programs.

2.3.5 Creative process of symbolizing

For the identity to come alive, to be able to communicate and connect with various audiences, a **logo** (a design element) and a **tagline** (brief slogan) must symbolize the themes. These two tools (and there can be many others) are a shorthand way to quickly and effectively represent what the agency is and what it does to its many current and potential customers. This is another point at which specific expertise is needed to develop a "new look and feel" that really communicates.
It is difficult to sum up a far-reaching and important program with a few words and a simple design but it can be done. It is important to avoid the common denominator, everybody's second choice but also to realize that the final selection may be somewhat of a compromise. It also is important, especially if an outside contractor did the design work, to get input from in-house designers who will ultimately be responsible for implementation. Their expertise can address whether a proposed design is flexible enough to be used in a variety of ways. A contractor may be more concerned with the surface appeal of a particular design. The basic

design forms of a new logo should, ideally, allow designers to use its components in a variety of creative ways that allow an organization's products to hang together visually, but still have fresh interpretations.

The logo and tagline must then be tested. At each step of the identity process, the thinking, theme, and products are tested. **Feedback**, both internal and external, are looped into the process so that designs can be fine-tuned or changed extensively as necessary. The Internet offers an efficient and far-reaching approach to testing. Various schemes can be developed to segment audiences for viewing and evaluating the logos and taglines and samples can be stratified to make sure that responses represent the agency's full constituency.

*Selecting the **U.S. Census Bureau**'s new logo and tagline involved a multi-layered process. Fifteen possible logos were presented to the core team, which then selected four to be presented to the Bureau's executive staff and the financial contributors to the project. During the presentation, attendees voted on which logo design best met the design objectives. The "Wordmark" USCENSUSBUREAU was selected for the following reasons:*

- *It looked professional and conveyed stability, reliability and an "etched in stone," professional feeling;*
- *It was flexible and worked well with program logos already in use;*
- *It was timeless, clean and contemporary;*
- *It connoted a "stream of information" conveying that the agency is a source of dynamic data; and*
- *It was customer friendly (versus Bureau of the Census), reflecting the organization's name as used by all customer groups.*

After the logo was selected, the core team worked with the contractor to develop the tagline. Again, the core-team whittled down the new possibilities from thirteen to three. These three along with two existing taglines were presented to Executive Staff for decision. With minor wordsmithing, the Executive Staff selected one of the new proposed taglines "Helping you make informed decisions."

*The new **Centers for Disease Control and Prevention, CDC** tagline in U.S. is:"Safer. Healthier. People." It represents the wide array of CDC functions leading to the goal of healthier people. However, as a tagline it lacks the specificity of individual taglines associated with specific programs. For years, U.S. National Center for Health Statistics, NCHS has used the tagline, "Monitoring the Nation's Health." Now, there's discussion regarding where and when sub-brands or individual taglines can be used. The agency is looking for balance between the overall look and feel to be promoted with every product, from publication to website to exhibit, and the desire to maintain certain programmatic identities, particularly with specific audiences.*

*On the occasion of the 1990 national census, the Swiss Federal Statistical Office, **SFSO** public relations office was given the task of creating a new logo. The results were unsatisfactory. A graphic designer was then given the task of designing a logo. This reworking found favor and was then used consistently everywhere.*

The logo is the central element in the SFSO corporate design. It appears on every sheet of writing paper, every publication, every Internet page, every place card at conferences. It hangs as a banner in the large conference room and it welcomes both employees and visitors as they enter the building. On the one hand, the logo symbolizes statistics, and therefore also scientific method; on the other hand, the Swiss cross connotes the serious approach that is associated with government institutions in Switzerland. The rising bars and graphs are intended to convey a positive mood. Depending on the requirement and background, the color of the logo is black, printed in half tone or golden-yellow. The name of the office is added in the four national languages. Depending on the use, these also can be omitted, e.g. the second page of letter or press release.

In connection with the move from Berne to Neuchâtel a team of graphic designers was given the task of modernizing the stationery with the condition that it not be changed radically. As part of this exercise, small changes were made to the SFSO logo: the typeface was modernized and the name in

French was placed before the name in German. In addition, both the letterhead and the footer were changed and adapted to the new address. A manual explaining the use of the stationery was then given to all employees. What was missing from the logo was an international orientation. Although the name of the federal office was given in four languages, it was clear to every Swiss citizen that this refers to the four national languages and does not imply an approach that crosses national boundaries. The logo was therefore adapted slightly for international correspondence by using the English title "Swiss Federal Statistical Office" instead of the Romance version.
The Swiss decennial census took place December 5, 2000, as the largest SFSO data collection activity. Competitive designs were invited for its logo. The winners of the competition, two graphic designers, created a special logo that does not replace the SFSO logo, but supplements it. In contrast to the single-color SFSO logo, it is in two colors. The logo was introduced in 1998 at the time of the office move to Neuchâtel when new stationery had to be printed. Both logos will appear on all stationery through the census. The national census, thus has its own visual image, but one that is linked to the overall image of the office.

2.3.6 Internal and external launch

Prior to the development of the identity process, there has to be a well-understood process for **gaining and granting approval to the new identity**. Usually the agency head is the final arbiter but this can be delegated to other senior staff, the identity committee, or even elevated for final decision. Whoever makes the final decision has to have a good understanding of the goals and the process.

The new identity needs a **launch, both internally and externally**. There needs to be a plan for presenting the new logo, tagline and other products to those within the agency and those external to the program.
Often the **internal launch** is accompanied by a great deal of fanfare. It is a joyous occasion, bringing together staff, recognizing and promoting unity, and enhancing staff morale. However, with every change is resistance, and the identity team needs to recognize that resistance and deal with it as effectively as possible. In some cases, the resistance can be overcome by thoughtful implementation and time might be the best solution.
The **external launch** may be done in combination with other events, activities or programs. It may be phased in, on a priority or convenience basis with various audiences, or keyed into a single landmark occasion. The first viewing of the logo and tagline may be timed for the most spectacular effect or the least disturbing, depending upon the nature and magnitude of the change.

U.S. Census Bureau *held a celebratory program in its auditorium to introduce the new look and feel. Staff from Landor presented the process used to develop the new look and feel and the rational for the wordmark and tagline. Complete standards for using the new look and feel were posted to the Web site. However, each attendee to the unveiling also received a brochure that summarized the new corporate look. The brochure contained a preface from Director Prewitt and introduced the wordmark, approved colors, the tagline, the report cover design system, the typography, and a contact person for questions or comments. The auditorium event, which was taped for distribution to regional offices and those unable to attend the unveiling, was followed by two broadcast messages. The first from Director Prewitt was for the benefit of those who may not have attended the unveiling and reiterated that the new corporate identity would be implemented immediately. The second from the chief of the division responsible for printing reports and graphical products discussed the mechanics of implementing the new corporate identity and how the agency would handle report covers, stationery, business cards, the Internet, and the like.*

Strategic planners developed new slogan of the ***Energy Information Agency, EIA*** *(*"on-line or off the shelf, EIA is the first place to go for the last word in energy information"*). The slogan and a new logo were featured prominently on the EIA Web site and on all publications, brochures, and flyers.*
As for increasing media exposure, two initiatives were undertaken:
- *Publishing more and improved press releases;*
- *Increasing personal contacts with journalists.*

EIA established guidelines for writing press releases and named two staff members to help analysts understand and use the guidelines. Historically EIA press releases were executive summaries, with little regard to headlines of newsworthiness. The guidelines encouraged analysts used to writing in a technical, somewhat bureaucratic style to eliminate jargon, be brief, and identify the major news story. EIA's Administrator also developed personal relationships with selected journalists, especially in the major media, and he encouraged staff to do the same. Possibly as a result of this close contact and branding identity, two editorials appeared in the Washington Post asking Congress not to cut the EIA budget because it helps the country understand the energy situation, and, without the EIA information, the Nation might make the same mistakes as in the past regarding energy policy. Journalists recognized they could count on EIA for impartial facts, analysis, and in-depth background for their stories. The Administrator also conducted many press conferences and radio and television interviews during his 8 years at EIA, expanding media access to EIA's information and solidifying EIA's identity in the minds of the American public.

2.3.6 Permanent implementation

The final phase is implementation that can actually encompass the internal and external launches. This phase **translates the logo and tagline into actual products**, either new or existing. In this phase, those who are responsible for the design, graphics, presentation and communications activities of the agency have to be fully involved to ensure a smooth transition.
There may need to be a special committee for implementation, involving different staff instead of or in addition to those involved in the developmental stages. Guidelines, specifications and design templates should be developed and made readily available to staff to assure consistent application of the identity. Consistent use is critical to ultimate recognition of the logo and what it represents. It should not appear differently each time it is used. The Intranet is a good vehicle to use to post standards because of its easy access to staff.
Similarly, it is desirable to have either a single person or unit design an organization's package of products (letterhead, business cards, folders, mastheads, Web sites and the like.) This provides for **consistency in 'look and feel'** that can accelerate acceptance of a new corporate identity and customer recognition.

The impact of the new identity on various types of products, activities or programs will now get a full airing. What was conceptual is now operational and due consideration must be given to the different issues in this phase, but obstacles and barriers to implementation must be overcome not overlooked. Implementation is often phased-in to utilize existing materials, allow for priority products to get redesigned first, and for some of the higher-visibility efforts to drive the process.

The Economic Research Service of the ***U.S. Department of Agriculture*** *is using the information it learned as part of its identity process to redesign its Web site. The new Web site, which incorporates the new logo, was scheduled to launch January 1, 2001. But the agency has gone ahead and introduced its new identity on all of its printed products beforehand.*
Actually the final step is not just implementation, but evaluation even as the implementation is beginning. The identity process is not so much a project with a defined beginning and end, but a

continuing process where the identity and how that identity is presented is an important component of an agency's strategic planning.

***NIS-INS** in Belgium found that for personnel to be proud of their working place, the image of the organization is very important. Their new logo appears on everything including ballpoint pens, plastic bags, and other novelty items. A very strict policy is followed here. Colour and placement of graphics are defined and a central unit watches over it. The house style goes further than the logo. Tables, titles, folders, all have to go through the process of adopting the house style. Recognition is a major concern.*
The logo is simple and has hopeful colours, the layout of the Web site is simple and rather severe, to emphasize the 'scientific' part. The message on the NIS-INS Website "The main official statistical institution in Belgium offers you a large choice of figures. Have a closer look..." *repeats the keywords 'official = independent of commercial or political pressure' and 'large choice = large variety of information'. These are some examples of how the values and their keywords are repeated and integrated in as many messages as possible to reinforce the identity amongst the personnel and move the image towards the identity.*

*A twist on the use of a corporate identity occurred when **Swiss FSO** moved to Neuchâtel. It was able to develop synergy between its corporate identity and the architecture of the new building. The address became "Espace de l'Europe," a title that gives expression to the SFSO model, is visible and therefore, is part of the corporate design. Approaching the building, one can see through transparent panes into the public space, which consists of the public library and an exhibition room. Before the visitor enters the building, he or she is aware of the giant golden-yellow logo, which already has discreetly pointed the way from the railway station to the office four times. The architects have put the idea of transparency into practice elegantly and visibly, not only in the library but also throughout the building.*

2.3.7 Investments costs

The cost of developing a new corporate identity is dependent upon whether the task is done in-house or contracted out. If contracted out, the cost also depends on the scope of the contract. In some instances, agencies may want to involve both an outside contractor and in-house staff.

*The **ERS, U.S. Economic Research Service** contracted for a new logo despite a full in-house design staff. The in-house staff was too busy to take on the huge amount of time necessary to do the job correctly. The cost for the new logo and tagline was $20,000. This included the design firm running focus groups (internal and external customers), and many visits and displays of possible designs as the agency narrowed its options.*

*For similar reasons, the **U.S. Census Bureau** contracted out its entire identity process. The contract included information gathering and analysis, various presentations to executives/stakeholders, and developing an agency communicative name, emblem/logo, tagline, system of report covers, graphics standard manual, and an education program for Census Bureau staff. The process began in December 1997 and was completed in January 1999 at a cost of about $250,000.*

2.3.8 Measurable consequences of a corporate image

*For the **Central Statistics Office (CSO) in Ireland**, the demand for statistics has increased significantly as shown by the number of written queries dealt with (incl. email) and the number of pages accessed on the Internet. While recognizing that there were a number of external factors* *influencing the increase in demand for their statistics, CSO is confident that its new corporate image and improved services had a significant impact also.*

There also has been growth in the demand for more timely statistics and customer focused statistical packages. CSO's clients expected a faster, more efficient, flexible and professional service in line with the new image it portrayed of itself. This is no less than they would expect from a professional private service. In this regard, it was of critical importance to bring CSO's staff on board and get them committed to the new customer service ethos.

In addition, CSO's measurement of Internet activity (which is the number of pages accessed) went from 250,000 in 1997 to an estimated figure of 1,345,000 (based on 7 months) in 2000. While these figures also can be related to increased net use generally, the fact that CSO started introducing new services in 1998 and particularly 1999 are quite clearly reflected.

*In 2000, **EIA**'s annual citations in the 5 major newspapers are 10 times greater than in 1993; in all newspapers, 8 times greater.*

The rapid expansion of Web dissemination of information has helped accentuate the line of demarcation between EIA and the Department of Energy. One immeasurable benefit in establishing a corporate identity for a small agency within a large organization is that customers can go directly to the small agency's Web site. EIA has established its own identity on the web. Administrator Hakes also realized the potential of the Web for EIA and pushed its development. Customer contacts jumped from less than 50,000 per year to several million per year over the past 5 years. Hakes brought in everyone else as a major third party, millions who had never heard of EIA before. Marketing efforts such as Web business cards and a products and services booth (set up at large conferences) help to solidify EIA's identity.

*1994 was a turning point for **NIS-INS** internally and also a turning point for its news coverage in the media. NIS-INS slowly but surely restructured and reorganized; statisticians found their way to the institute, and new people arrived. The media coverage became 'neutral'. An image survey could give more details about the perception of the NIS-INS amongst different user groups.*

The high quality of products and the wide range of information became the major values emphasized in external communication (Internet, press release, direct mail.) The agency also added customer orientation, independence from commercial and political pressure (official statistics), and a scientific organization (as opposed to administration.) Whenever possible these values are repeated in internal and 12 external communications, training, workshops, etc. Internally, the major goal is to support the statisticians so that they trust in what they are doing and can communicate the high quality of the work to their staff.

*In 1998, the **Bureau of Methodology** was created resulting in statisticians from universities coming to the agency. New and long-time statisticians suddenly found people assisting them in methodology, studying problems and collaborating with them. In 1999, a marketing unit was created to help promote products; study user needs (just starting); adapt the agency's publications (paper and electronic); and develop pricing and distribution policies.*

More opportunities were created for the agency's statisticians to attend TES-courses giving them the opportunity to talk to colleagues. (Many of the agency's statisticians work in 'splendid isolation' meaning they have no colleague to talk with who is working in the same area and can provide other points of view, refresh their theoretical knowledge or suggest new methods.)

More emphasis was put on press releases (still ongoing) and training was provided to the agency's statisticians on how to write a press release. In 1996, a Web site was created and an internal newsletter started in 1997. Shortly, regular feedback on Web site usage will be given to agency statisticians including the number of hits on pages for their area of responsibility and the questions asked by the visitor.

***Statistics Belgium** determined that corporate and product communication were important to convey the message of its new identity to the outer world. Until recently most of their efforts had been placed in product communication. However, it is now using different strategies:*

- *Media – **NIS-INS** increased the number and quality of press releases. With this type of free promotion, one cannot control the message, theoretically. In practice it is noticed by all press officers that journalists tend to take over parts of the press release when it is very well written. Getting neutral, scientific comments in the press resulted from that.*
- *Politics – Better coverage in the media gave NIS-INS a better image in the political world but not enough. Since ministers propose and Parliament decides on budgets a good communication policy towards them is necessary. As this is only in the 'beginning phase' the agency had a problem, for example, with the Census 2001. The budget was not approved and a lot of effort had to be made by NIS-INS to convince the political world of the value of a Census. The university world was the agency's ally and it succeeded after many debates and an elaborate project for 2001 and after, to improve the image and to get the budget.*
- *Internet – Product communication increased as statisticians were encouraged to give some short, basic fact(s) data in the publication. As these 'appetizers' became better and better, they were used on the Internet, in paper publications, in small articles in publications of the Ministry or of the federal government, in folders and soon even in catalogues of universities.*
- *Post offices – A new initiative recently came to fruition and now key statistics of the NIS-INS are available in all the post offices of the country. The agency has had mostly good reactions, but sometimes also bad ones. There were some negative reactions because the agency did not promote the initiative internally.*
- *Education Community – NIS-INS began a promotional activity towards universities and institutions of higher education. It offered one free copy of everything edited at the NSI. This was difficult but it had a great impact in direct and indirect effects.*
  1. Direct effects: *many institutions of higher education had hardly heard from the NSI, they started to know it, were amazed about the large choice of information and were happily surprised about the offer.*
  2. Indirect effects: *as the agency stopped all free subscriptions in the target group to replace them by the one free copy in the head library, it lost many contacts (you do wonder why they needed all the free publications). But NIS-INS did not stop communicating with the 'lost contacts' and found out who was actually using the information.*
- *Fairs and exhibitions – NIS-INS participates modestly in national fairs and exhibitions. It encourages statisticians to go for half-day, to see the exhibit booth and to receive visitors. Surprised personnel of our organization turn up regularly (surprised? internal communication!) and feel rather good to see their organization present.*

2.3.9 Customer focus

*In the early 1990's U.S: Energy Information Agency, **EIA** began to develop a picture of its customer base and to recognize the implications of serving a much more diverse audience. Employees were trained in customer service, so as to understand that a telephone call from a customer wasn't an interruption of "real work." EIA also conducted a number of customer surveys to determine how satisfied people were with its products and services and where it could improve. A travel booth was sent out to major energy conferences to let people know whom EIA was and what kinds of information it had. This turnaround from an inward focused organization to an outward focused organization was major step in helping staff form a corporate identity.*

*For **NIS-INS** in Belgium, staff already was highly motivated to be customer oriented but the publications and the organization followed rather slowly. The sizeable increase in 'ad hoc' questions and tailored answers tells NIS-INS that it needs to improve the content of their publications. The large number of people involved in answering customers results in additional problems of coherence and consistent use of house style, which the agency counters via meetings and 'workshop' days.*

*With the Praxis Project, encompassing all departments of the office, customer orientation has become a central objective for Switzerland's **SFSO**. The project has caused the agency to look at how it* *presents itself to the public and its customer focus. In 1999, as a first step, a graphics design office was commissioned to redesign the external appearance of the agency's general publications into a modern, attractive style, with a uniform basic theme, in accordance with the new orientation. At the same time the contractor also was to submit a plan for the redesign of the whole series of publications, as well as Internet pages. From this activity the following products so far have emerged:* Statistics, a World Language*, a publication describing official statistics generally and the SFSO in particular; a brief description of the SFSO; official statistical service information offices; publications catalogue; statistics pocket book; CD case; video case; press folder; leaflet for staff "How to write a press release;" the statistical yearbook plus CD-ROM; and the volume of tables "Cantons and Cities." Most of these are general publications. In the near term the agency plans to apply the redesign to its specialised reports as part of its new focus on customer orientation.*

Ireland's CSO *felt a need to become more customer focused. More resources were devoted to its data dissemination areas, in particular its Internet service. All copies of releases are published on the Web at the exact time of release; CSO is introducing its full data bank time series through the Web and also a publication ordering system.*

2.3.10 Dynamism acquired

From the Ireland's ***CSO*** *perspective the whole process has been a rewarding one. CSO is now seen as an increasingly important and relevant player in the area of data provision. Internally there has been a change in the attitude about customer care not only in the dissemination areas but also throughout the office. There is a dynamic being generated whereby CSO as an office is striving to meet the changing requirements being placed on it.*

If you launch a new corporate identity you must be in a position to live up to it in terms of **service**. It is imperative that you get the whole process right the first time. It is not sufficient just to change the outward image. Structures must be put in place to ensure that service that matches the image is provided. The attitude of staff is critical to success in this area. They must be on board, convinced of the value of the change and motivated to provide the new type of service.
If your new image projects you as a professional, efficient, customer focused entity, you must be in a position to respond to the change in demands being placed on you as a result of the new image.
You have to be able to "walk the walk" as well as "talk the talk".

2.4 (STATISTICS: DORMANT POWER IN EAST, GATEKEEPERS IN WEST)

What methods can statistical agencies use to achieve a high profile and visibility in media and general public relationship?

2.4.1 The dormant social power of statistical information: after transitional standstill

Revision of the depth, scope and completeness of statistical information as well as an overall update of the system of indicators (even when they were permanent) was the main concern for ***Bulgarian statistics*** *since the start of transition in 1989. As the economic and political changes brought to fore new fields of social dynamics, new economic forms, new political realities, new social relations and focuses, they created new problems for the system of statistical indicators. This referred especially to the problems in the mass media, or as it had become the fashion to call them, the fourth power.*

By 1996, the selection of statistical indicators in Bulgaria for the mass communication had been worked out following a long tradition and was based on a system whose purpose was to service the socialist state and the public administration under socialism. The system of indicators was focused on the stationary processes and phenomena in the society. However, they were unable to cope with the changes and the need for a more adequate and modern analysis of the processes developing in the social word.

The production of statistical information is a real process. It is a ***process of producing an intellectual product****, and the system hardly could operate on principles created in socialist environment. The fact that the Bulgarian National Statistical Institute is a governmental organization does not mean that its product is necessarily used by the state. No matter how much information is used by the state, it is only one of all the possible users. The statistical product is a product for sale. In spite of this, however, problems like its costing, pricing, value measurement, etc. have not been considered during the half of decade since transition began, though without having solved them, statistical information could hardly reach the market. The problem will remain also when the mass media undertake its socialization.*
On the other extreme were the ***users of statistical information****. Their needs were not less important for themselves than the needs of the entrepreneur, the scientist or the institution. The crisis in Bulgarian political life that came with changes showed that statistical indicators like number of employed persons, fluctuation of prices, etc. were related with the vital interests of the population. The question was in what way and to what extent this information was related directly to the present and future status of the ordinary person. And whether she/he was entitled by law to the right of obtaining such information? And whether it should be provided free of its cost or it should be considered as an element of existence minimum?*

By 1996 an important problem was the absence of a marketing department and other units within Bulgarian National Statistical Institute, which had have been stood between the producer of statistical information and the individual user, such the key agent of the fourth power, the mediator did not exist. This was one of the reasons why the socialization of statistical information took place spontaneously on free, though constant initiative of incidental mediators or casual initiatives of the mass media. In 1996 one possible alternative for the solution of these problems was seen to establish a system, which would embrace the whole cycle of statistical information – from its creation to the point when it will reach the user. All main agents on the road of the statistical information to its users being linked together would facilitate the operation of the social system, as the activities in each sector of the flow of statistical information would be bound together socially, psychologically and economically.

For statistical agencies of countries from Central and Eastern Europe the transition onto democratic society and market economy, which began in 1989, meant a sudden shift in their routine. **Changes brought out new challenges** such as monitoring new phenomena with their related processes, especially with regard to privatisation, employment, changes of living conditions, market economy, system of banking and financing, actual business situation, new demographic trends.
Most of National Statistical Offices (NSOs) was reshuffled in order to comply with new requirements, what caused certain inconveniences, sometimes even a break in their press-relations. While NSO's were incessantly carrying out their mission, in a few years after the turbulence of the sudden changes appropriate legal framework had been created for statistical activity, with several laws containing rules on dissemination. Most of agencies soon established information and/or press units for providing statistical information to government and public. Some agencies drew on best practices from abroad, like Poland, when consulting experiences of the statistical agencies of U.S, France, Portugal, as well as by studying statistical information system of Australia and Canada.

By recognition of the importance of the media and the necessity of the **close and regular contacts** press relations were restored, and by millennium the practice of press departments by and large got in line with that of their Western counterparts.

Bulgarian example
Statistical information is collected for **different purposes** and this is reflected in the characteristics of information. The differences stem from the fact that the producers of statistical information, i.e. the statisticians as a rule do not define it as their goal to produce information that can be used directly in the analysis and control of social processes. They are content with the development of a methodology for verification of statistical changes and their accumulation in databases. The statisticians themselves do not participate in the further stage of the transmission of statistical information by the mass media, nor are they directly involved in social management. Thus the statistical information is very often "barred" on its way to the user, or its movement is slowed down, or it is present in a form practically not usable at the given present moment.
What usually happens is that the goals for which statistical information is obtained and prepared "to reach the client" do not coincide with the goals, which the mass media set when preparing information for presentation to the client. The complete absence of analysis in most statements announcing statistical information, or the omission in these statement of words that are sacred in these systems like "sensation", "important news", etc. or the neglect for things like "readability", "visualization", "audience-specific", etc. reduces considerably the efficiency of using this information resource in the mass communication process.

2.5 SEDUCING THE GATEKEEPERS

From 1994, Statistics Canada has directed much of its energy into improving communication with the general public through the news media, an initiative that reflected the underlying conviction that the general public is an important target audience for a national statistical agency. Efficient communication with the general public, however, requires the intervention of the news media – the gatekeepers of information between the statistical agency and the public.
In a democratic society, journalists are fiercely independent and must be won over-seduced into acting as a conduit for an agency's information. Statistics Canada's first line of communication with the media is its official release vehicle, The Daily. *Agency policy requires that data availability be officially announced through* The Daily *before being disseminated further. With publication every business day,* The Daily *was the ideal vehicle to improve communication with the public through the media.*

One conviction is central to Statistics Canada's initiative to communicate more effectively through the news media: the **general public is an important audience** for a statistical agency. In a liberal-democratic society the public, as citizens and economic players, require information on the population, society, economy and culture of the nation. This information will guide them in doing their jobs, raising their families, making purchases, forming opinions of their governments, in voting, and in making myriad daily economic choices. A well-informed population improves both the political and economic efficiency of a nation.
At the same time, the consequences of casting an individual vote, or making a personal economic decision hardly warrant an extensive search for information. Few individuals will visit their statistical agency to compile a national economic overview before voting. And if they did, statistical agencies could scarcely cope with the demand. Similarly, it is beyond the means of a statistical agency to communicate directly with all citizens every day.

The news media, therefore, afford statistical agencies a unique opportunity to fulfil a critical part of their mandate. Citizens glean information from newspaper articles and headlines, and many listen to one or more television or radio broadcasts, further shaping their views. The extent to which statistical agencies can gain access to the news media and communicate effectively through them has an enormous impact on how well they can inform the general population.

In addition to the direct benefit of a more informed citizenry, Statistics Canada expected a number of secondary benefits. Through a more focused public communications program, the agency anticipated greater public support for the importance and relevance of its programs, improved respondent relations and greater visibility of its products and services.

2.5.1 Securing due coverage

In Canada, as in most liberal-democratic countries, the news media fiercely defend their **editorial autonomy**. Media coverage is obtained by being newsworthy – or perhaps most newsworthy – in relation to competing stories of the day. Journalists provide coverage in their own words, not those of the source, and coverage reflects the ability of the journalist to understand the information. They are very much **gatekeepers of access and meaning** between statistical agencies and the general public.

Newsworthiness is a relative term. Editorial capacity is limited and, in recent years, shrinking. Yet competition for media coverage is growing as more interest groups and organizations vie for attention to their issues and actions through the media. While journalists, in Canada at least, recognize the national statistical agency as a major news source, how much coverage they provide depends largely on how well the news value of a release is conveyed, the number and nature of "competing" news stories, and editorial capacity. Coverage depends on showing why the information is important. Coverage is scalable too, with the more newsworthy stories earning more space.

Journalists have learned that The Daily *provides a comprehensive, one-stop overview of new information available from Statistics Canada. Competition is fierce among the major news wires when* The Daily *is hand-delivered to the National Press Gallery at the 8:30 a.m. official release time.*

Obtaining coverage is only the first obstacle to effective communication through the news media. The news media, if a mirror, are an imperfect one. Most journalists work to tight deadlines, producing three to five news stories a day. Even if they have the capacity to analyse raw information independently, they lack the time. Other than feature writers, journalists will add little analytical value to the information provided. But increasingly, journalists lack the in-depth training to fully analyse raw information. Reduced editorial budgets have made "beat" journalists, who can build up specialized knowledge, a declining phenomenon. Today's news coverage reflects journalists' understanding of information provided and if it is unclear, the reflection may well be wrong and everyone loses.

So, if we want our information to be presented as anything more than factual trivia, we must entice journalists into covering our news by providing **analysis in context and showing trends** that bring out its true significance. And we must communicate clearly in simple language if we want our information echoed accurately to the general population. In short, obtaining **positive, accurate and informative media coverage** is an exercise in seduction.

These activities serve our own requirements and those of the general public, not the needs of the news media. In this symbiotic relationship, the media benefit certainly, but statistical agencies and the public benefit even more.

2.5.2 Objectives and the internal environment

Senior management at Statistics Canada had long felt the agency could, or should, achieve more in passing information through the news media. Both the quantity and quality of media coverage on the Agency's information releases could be improved. Improving the content of The Daily*, specifically the major release section, became the focus of the Agency's initiative.*
Central to this objective was making fundamental changes in the way information releases were written for publication in The Daily*. The news media were explicitly defined as the target audience for* The Daily*, while other users of* The Daily*, including mainstream clients, became secondary.*
Statistics Canada has an extremely orderly mechanism for communicating information to the news media. As Agency policy dictates, all new releases must be made through The Daily*. The most significant releases are presented with substantial write-ups and are termed "major releases"; less significant releases are covered more summarily.*
Almost 30 divisions are involved in writing releases for The Daily*, along with dozens of individual analysts and managers. The text is developed in the various subject-matter divisions with central communications staff providing light editing, formatting, standardization and quality control. Implementing this new vision would require changing the behaviour of all participants. Knowing what needed to be done was not sufficient to get it done.*

2.5.3 A new model of releases

The Agency set out to improve its releases by expanding analysis to show the importance, relevance and context of new information releases using **clearer and less technical language, charts and tables**. The relationship of data in one release to that of another would be drawn more clearly. Communications staff consulted with journalists, emphasizing the major news wires and newspaper chains, to determine how releases could better serve them.
Journalists called for brevity, clear language and simplified texts and charts. Using this feedback, communications staff constructed and distributed a draft guide to writing effective releases.
Authors in subject-matter divisions were asked to identify an explicit story line and illustrate it through analytical and contextual commentary. They were asked to adopt a more journalistic style and structure, and use plainer language and simpler graphics and tables. This was a revolutionary change from the prevailing "elevator analysis" – what's up, what's down-style of release, and of bulleted, unconnected highlights presented in templates used from release to release with standard tables and graphs.

Analysts were frequently enthusiastic about the **new direction**, although some subject-matter analysts and many middle managers were reluctant to move to the new model, with middle managers and managers being most resistant to change. The conservatism had its roots in fear and resentment of the news media (not entirely unfounded), concern over the reactions of policy departments to more extensive analysis, and an awareness of data users' needs over those of the media. Closer to home, divisions were concerned about the resource and time requirements for the new model, and uneasy over the extent of editing by communications staff.
Historic release practices were rooted in quite directive policy statements that supported the conservative view. The traditional response to deep-seated concern about precisely where the line between legitimate analytical commentary and inappropriate policy commentary lies was to err substantially on the side of caution.

It became clear early in the process that simply announcing the new approach was insufficient incentive to change. A multi-part plan that addressed issues of corporate culture, incentives and techniques was developed to achieve the necessary culture shift and implement the new release strategy.

2.5.4 Getting the message out

Achieving this kind of radical change required action on a number of levels. An initial attempt by communications managers to promote the change on its merits alone, by focusing on the analysts who write releases, failed to deal with resistance from managers overseeing the process. A more ambitious program was introduced.

The first challenge was to alter **corporate thinking about releases** and gather management support and collaboration. For two years, every opportunity was taken to present the new model and explain the thinking behind it. Training courses on analysis incorporated the message into the course presentations; in fact, Statistics Canada's principal course on data analysis and presentation includes some two days of presentations on the media and release writing. Leading journalists were invited to speak on reporters' working conditions and requirements.

Many priorities compete for managers' attention in a large organization. A Senior Editorial Board for *The Daily*, chaired by the Chief Statistician with Assistant Chief Statisticians and senior analysts as members, was established to place this priority at the top of managers' agendas and hold it there.

The Board met weekly to review *Daily* releases and to distill guidelines on writing effective releases from them that would guide managers and analysts. All major releases were assigned to a Board member for critical review. Managers and analysts from the subject-matter division responsible for the release were invited to participate in the Board's discussion of the review. If the Board felt the release had been sufficiently improved after several reviews, it was exempted from further scrutiny. To be "graduated" from the review process was a sought-after status. If the release still fell short of the mark, reviews continued. It was 12 months before all major releases were exempted.

Creating the Senior Editorial Board proved the key to the success. The Board's widespread influence and involvement at the corporate level legitimized the process needed for a change of culture. The guidelines on effective release writing – a byproduct of the Board's process – were also legitimized (see also 4.1.2.). Only by complying with the review process could the managers end the review cycle-a strong incentive to take action and achieve results. Communications managers at lower levels in the organization could not provide the legitimacy or the focus necessary to bring about radical change.

2.5.5 Direct assistance

While the information campaign and Senior Editorial Board created the climate, legitimacy and incentives to improve *The Daily*'s releases, subject-matter divisions required more direct assistance in making the transition.

To a significant extent, the Board itself provided this assistance through the detailed guidance and explicit suggestions for revamping releases that characterized its reviews and discussions. And, by distilling and publishing general guidelines on how to write effective releases, the Board helped divisions make the transition. Still, additional, **practical assistance outside** the relatively charged atmosphere of the Board meetings was required. This practical assistance was provided in three ways.

Mini task forces

In the early stages of the Board's work, relatively **formal working groups** comprising senior analysts, communications staff and staff from the responsible subject-matter divisions were established for several releases. These mini task forces reported their conclusions along with revised models of the releases to the Senior Editorial Board. This technique helped the Board quickly identify and begin applying broad principles of what makes a release effective.

Consulting service

The second technique for assisting divisions was to create a consulting service within the Communications Division, linked to the *Daily* editorial staff and available to any subject-matter division. Communications Division **brought on staff a journalist** who had recently headed the Ottawa bureau for a major Canadian daily newspaper and teamed him with a junior analyst. The team approach balanced the journalist's strong media orientation with the analyst's awareness of analytical issues, data limitations and the boundaries of legitimate comment by a statistical agency. Both participated in all Board meetings and developed the guidelines based on the Board's discussions. Many divisions took advantage of the service, which is now a permanent fixture of the communications program.

Formal training courses

The final form of assistance for subject-matter divisions was a formal training course called "Writing Effective Releases for *The Daily*." The course, developed around the Board's guidelines, included information about the initiative's importance, sensitivity to the working conditions and constraints of the news media, and specific exercises on writing in a journalistic style. The course is offered on a division-by-division basis and is directed at all analysts who write for *The Daily*. Managers responsible for approving releases for publication are asked to attend with their staff since a frequent issue raised by analysts is that managers are reluctant to approve releases written in the new style. Senior Editorial Board members are asked to present the opening remarks and the instructors are, wherever possible, the communications staff and analysts subject-matter staff will in fact be working with during the release process. In addition to **teaching new techniques**, the course offers a way to establish a **network of contacts** and a climate of confidence among participants and instructors. Once all interested divisions have participated, it will be part of the standard course offerings.

In September 1995, with most releases exempted from the Board's critical eye, the Senior Editorial Board suspended its reviews. Although the Board recognized that there had been some backsliding, it concluded that continued review of releases was unlikely to produce further, significant improvements in the short-term. However, the choice of the term "suspended" was deliberate, and a return to the review process is not precluded. The Chief Statistician continues to provide specific feedback on releases to subject-matter divisions when warranted.

The release consulting service in Communications Division, together with the training course still cycling through the subject-matter divisions, continue to drive the process of revamping *The Daily*.

2.5.6 Objectives largely achieved

In suspending its review process, the Senior Editorial Board clearly communicated that its objectives had been largely achieved. A comparison of *Daily* releases from the period before the initiative with those of after it illustrates the dramatic change.
Feedback from the news media was extremely positive. Interestingly, journalists – whether they are feature writers specializing in economics or social affairs, beat reporters, or general news reporters – all say that the **strong story lines, analytical background and clearer presentation** are helpful in their work. Many general readers of *The Daily* have also commented that they find the revamped releases more accessible, more interesting and more illuminating. This is particularly encouraging as electronic dissemination of *The Daily* allows much wider contact.
Nonetheless, Statistics Canada has concluded that *The Daily* cannot effectively serve two masters. Concerns by subject-matter divisions that the new style of release writing would not satisfy their mainstream clients have been partially confirmed. The news media will remain *The Daily*'s focus. Subject-matter divisions have been asked to explore new mechanisms, such as day-of-release fax services, to meet other clients' needs.

The effort to **improve the effectiveness** of *The Daily* has been an unmitigated success. Quantitative evidence of expanded media coverage, such as increased lineage or greater numbers of media reports on Agency releases, is elusive. Too many factors determine coverage to permit an aggregate analysis. For example, a poorly written release of two years before revamping, announcing a startling development would inevitably gather more media coverage than a well-written release announcing no significant developments. A poorly written release may generate more coverage than a well-executed release, but the coverage will be damaging. Coverage of identical releases at two different times will be affected by competing, or complementary news events. And, of course, coverage for identical releases would be affected by the media relations' effort by communications staff. Aggregate, quantitative analysis of the initiative's impact on media coverage is only possible by controlling these extraneous variables.

2.5.7 Case studies of individual releases

Case studies of individual releases suffer the same problems of comparison, but do allow at least some control over extraneous factors. Communications Division looked at "before" and "after" releases from three regular economic series: **building permits, capacity utilization and provincial economic accounts**.

Before redevelopment, the **building permits release** attracted one minor news wire story in one newspaper among those monitored by Statistics Canada. After a major overhaul, the release received substantive coverage in the two leading business newspapers and was cited in a broader article by the economics columnist for the leading newspaper chain. Moreover, there were substantially more direct quotes from the more recent release than there had been before.

Like building permits, the **release of industrial capacity utilization** data had previously attracted only one story in the leading financial newspaper. After redevelopment, it received substantive coverage in eight daily newspapers, including Page One coverage in the widely read business section of the daily that claims to be "Canada's national newspaper."

The **provincial economic accounts release** was an exceptional case. Before redevelopment, it had attracted two stories in major daily newspapers, partly because of confusion with a related release. In redevelopment, the two releases were combined and, because of its regional interest, a special effort was made to bring the release to the attention of regional media. The effort paid off in 22 articles in major daily newspapers and 15 newscasts among the media outlets monitored by Statistics Canada.

Without being conclusive, these three case studies suggest that, other things being equal, the new style of release has in fact **increased both the number and length of articles**. In terms of quality of release coverage, the analytical information provided in *The Daily* is clearly, if selectively, being carried forward in media reports, often as direct quotes.
A more positive, even enthusiastic, reception for journalists contacting analysts has been an added benefit. Increased contact with working journalists in unthreatening circumstances has made analysts more willing to provide additional clarification or commentary on a release. This greater collaboration between analysts and journalists has also expanded and improved the coverage of releases, as well as increased the use of Statistics Canada's information as background to other stories.

2.5.8 A success at two levels

The changes introduced in *The Daily* appear to have been successful in inducing the news media to convey more Agency information to the Canadian public in a form that demonstrates its relevance and significance. Implicitly, Statistics Canada has succeeded in using the news media to better inform the Canadian public.
Our **contacts** with other national statistical agencies suggested that a number were attempting to make similar improvements. The Statistics Canada model may provide, or at least suggest, the means to bring about radical change. It was not the result of a detailed, a priori plan. Rather, it evolved by **trial and error**. Things that worked were built on, things that did not were abandoned. In the end, it was clear that neither a top-down nor bottom-up approach alone would have achieved the desired results.
At another level, the Statistics Canada initiative provides a fascinating case study of the process necessary to achieve radical change quickly in a decentralized environment. It illustrates the **multiple levels of support and the sustained energy necessary** to alter corporate culture. Many of the lessons are applicable to quite different projects. Knowing what needs to be done is not always enough to make it happen.

2.5.9 Statistical “Snacks” for Co-operation

As competition between the different types of press media – press, television, radio – is increasing, mass media keeps asking for **higher quality in statistical dissemination**. They want more exclusive matters, more interesting points of view on these matters, more topical data and better service.
Because of these demands, to deal with the press in a professional way had become a main aim for Statistics Norway. When dealing with the press you have to be professional yourself. For that reason, Statistics Norway has employed professional journalists to handle contact with the press.

New releases of statistics are not necessarily interesting news for the press. It is up to each agency to point out what is of interest to the public in the statistics produced.
To increase the knowledge among the public of statistics and its products, it is important to publish every now and then some statistical "snacks". For instance, the most popular name each year for boys and girls – from the national population register.
By 1996 Statistics Norway has reduced the number of press releases from 250 each year to approximately 100. The press is requesting more **specific information**. Press releases alone are not sufficient to advertise new statistical data.
Nevertheless, newly released statistics sometimes will result in headlines in the press, because the information is of high interest to the general public. At some other times it is necessary to **time statistical information with other events** in society. For instance, statistics on holidays should be released to the press around the holiday periods; statistics on import of Christmas goods just before Christmas, etc.
It is important to teach statisticians to think in terms of news. They like to see reports on their topics in the press and must be taught to focus on what are news-worthy in their particular area.
Statistics Norway undertakes a number of commercial tasks and ensures itself that it has the publishing right to the ensuing statistic and analysis, but avoids drawing such conclusions, which have policy implications.

2.6 "TANGIBILITY" OF A CORPORATE DESIGN

Visibility in media and general public relations for public statistics is closely tied to credibility: it is not possible to obtain attention when a solid credibility, based on tangible, verifiable elements, has not been attained. The simple reason for that springs from the observation that an organization is only as believable as the people who represent it; once caught in a lie, it is difficult to regain credibility, and years of positive reputation building can be destroyed.
*That is the very case of **Italy's statistical agency**, which during years invested much energy in communication. From 1994, ISTAT step-by step had enlarged the scope of target groups addressed. Till millennium attention was devoted to the specialists, both at the media and the general public level: not exclusively but mainly economic journalists and businessmen were addressed, as suppliers and users of statistical data. As for the ISTAT's image, its characteristics of scientific reliability and political independence were emphasised. Advance release calendars enabled the economic journalists to devote unthinkable attention to statistical data. The dialogue with the professional respondents, the business, was aided with the creation of sectorial "focus groups", their members were regularly involved in the definition of the strategies for collection and return of the data.*
Finally, the broadest audience was reached by statistical series drawing close the citizen's habits, their perception of everyday life and existence in general.

2.7 (MARKET PRICE OF STATISTICS)

2.7.1 Pricing principles in dissemination of statistical output to the media – when, what, who and how to charge for disseminated output

The demand for statistical outputs and services has increased dynamically in most countries during the past years. On the other hand the general trend towards stricter financial discipline has had an impact on financial management in statistical offices. As a result many statistical offices have developed different **marketing models** where adapting statistical output to user needs is combined with new strategies and policies in the pricing of statistical products and services. The list of all products and services subject to costing varies from country to country but usually includes publications (paper, diskettes, CD-ROMS), access to data-bases, replies to requests for information requiring a certain amount of research and computer-time, specially commissioned surveys and similar statistical work, supply of information on business entities and special processing of existing data.

There is a general agreement that the media is one of the most effective means to reach the public. Many offices therefore give the full range of their products and services free of charge so as to increase the coverage and promote the profile of the statistical office in the public. Others charge the media according to products and services.

2.7.2 Pricing policy towards the media

In the pricing policy of most statistical offices that charge the media the journalists do not enjoy a privileged position but are treated as other clients and consumers of statistics. Paid services for the media are usually not priced differently. Some offices give a certain **reduction** to the media.

In general, when the media requests a service that incurs considerable additional costs almost all offices **charge a certain price**. The price is determined according to the requested product and does not differ for the media but applies to all clients with the same demand. The pricing formula, however, differs from one office to another (covering full costs of data collection, using marginal cost principle covering only additional cost incurred, including both data collection and marginal costs).

The pricing policy towards international news agencies, especially commercial information providers, also varies between statistical offices. In some cases **licence agreements** are used for special data that are sold by financial agencies. However, because some of the functions of information media and news agencies overlap, every case has to be considered individually.

2.7.3 Free of charge or not: a snapshot from 1999

In a climate of no growth of resources for statistical offices and increasing demand for statistical outputs and services it is natural that marketing and pricing of statistical products frequently have been discussed among statistical producers. In 1991, the Conference of European Statisticians (CES) called a high level seminar for heads of offices to discuss, among other things, whether the public function of a statistical office would be threatened by the introduction of a market orientation into the service. The discussion clearly revealed two quite opposing views. To some offices the provision of statistics to the public is of such overriding importance that any **potential impediment through marketing** was viewed as extremely negative and to be avoided. While others took the view that the generation of **revenues from sales** will permit the financing of new statistics that otherwise might not be collected. Also, an enhanced market orientation was seen as a powerful instrument for adapting statistical production to user needs. Among the outcomes of this meeting was the inclusion of a new section in the **Handbook of Official Statistics** on the “costing and pricing of statistical products”.

In the more limited context of dissemination of statistical information to the media, the very first meeting of the expert group on dissemination, in 1994, also noted that the policies of charging the media for services **differed notably from country to country**. Consequently, “Pricing principles towards the media: when, what, who and how to charge” was put on the agenda of the 1997 meeting of the working group in Ottawa. Again, the discussion showed that a wide variety of pricing policies was used and, although there was general agreement that the media is one of the most effective means to reach the public, it was apparent that the range of products and services which was given free-of-charge to journalists varied between countries. To obtain more information on common pricing policies and details on what products and services were offered free and which were charged for, the meeting asked the secretariat to investigate this further by undertaking an informal survey among members of the expert group. In particular, it was felt that the issue of pricing needed regularly monitoring as Internet dissemination for statistical offices increasingly is becoming the main channel of dissemination.
Consequently, a two-page **questionnaire** was prepared by the secretariat and piloted among a couple of countries before sent to 16 statistical offices. The questionnaire was made in such way as to provide the information on products and services offered by statistical agencies to the media as well as on pricing policies applied by statistical agencies when dealing with the media. The last part of the questionnaire intended to collect some additional information on the role of the media as a consumer of statistical information and the relationship between statistical agencies and the media as a consumer with special needs.

2.7.4 Products offered to media

The first part of the questionnaire tries to clarify which **type of products** (printed and electronic) statistical offices offer to the media and whether they charge for these products or give them free of charge. The great majority of countries who replied to the questionnaire give their printed publications free of charge to the media. Only four countries (Denmark, Estonia, Spain and Sweden) stated that they charge the media for their printed publications.
Not surprisingly, all statistical agencies give the media **free access to their web pages with basic statistical data**. However, the picture changes completely with respect to giving the media free access to their on-line databases. Only Statistics Netherlands and the US Energy Information Administration offer this service free of charge to the media, while the other agencies with on-line databases all have a policy of charging the media for accessing these. Some agencies reported that they have not yet made this service available to the media (and possibly other clients). On the other hand, dissemination of statistical data and information to the media via CD-ROMs or diskettes were widespread among statistical agencies. About half of responding offices stated that they did not charge the media for these products while the other half charges the media.

The second part of the questionnaire looked into what **other services** statistical offices provided for the media. A common service was to mail their catalogue of publications to the media, this service, not surprisingly, no one charged for. Similarly, those offices that prepared summaries of their publications provided these free of charge to the media.

All offices, upon request, also offered the service of preparing **special tabulations** for the media of existing data. About two thirds of the offices were willing to deliver this tailor-made service to the media without charge, while the remainder did not consider the media to be a special case and charge for all tabulations requested. All offices charged for tabulations that involved considerable resources in form of tabulation time or data research. In other words, most offices seemed to decide on a case-to-case basis and only levied a certain charge to the media if the data were not readily available or if the tabulations required extensive time and resources to prepare.

Training courses for journalists was a service that was relatively rare to find in statistical offices. In Finland and Sweden the statistical offices offered special courses aimed at journalists but journalists were charged for participating in these. In Germany, Netherlands, Spain and United Kingdom training courses for journalists were regularly held and free of charge to participating journalists.
Among the services highly appreciated by the media was a **dedicated phone line** where they could get information even outside working hours. By May 1999, a 24 hours telephone line service was operating in the Netherlands and in the US Bureau of the Census and journalists could make inquiries there free of charge. In the Netherlands, this facility was established through the Internet access while the Census Bureau maintained a 24 hours toll-free phone line for access to news releases, transcripts of "Profile America" radio program, etc.
The dedicated telephone line service operating during working hours for media inquiries existed in almost all agencies and it is everywhere free of charge.

Press releases were usually written for the media being one of the most important sources of information for journalists. Dissemination of press releases was generally done either by mail, telefax, e-mail or through on-line access. The dissemination, irrespective of how it was done was generally free in all countries except in Denmark and the UK, both of which charged journalists for on-line and fax dissemination of press releases. In fact in Denmark, free dissemination to the media of press releases was only done by e-mail and even the schedule of the data releases is subject to a charge.

2.7.5 Equal treatment of users

In the majority of national statistical offices pricing policies towards the media did not differ significantly from policies towards other important clients. Germany and Norway were the exceptions in that respect. In Norway the media benefited from a 30-40% reduction in price for any paid services while in Germany access to online databases was priced lower for the media. In other agencies paid services provided to the media were not priced accordingly to any specially privileged pricing formula.
In general, when the media requested a service that incurs considerable additional costs almost all agencies charged a certain price. The **price** was **determined according to the requested product** and did not differ for the media but applied to all clients with the same demands. The pricing formula, however, differed from one agency to another. Three agencies reported that their pricing formula covered full costs of data collection, five other agencies used marginal cost principle covering only additional costs incurred and one agency includes both data collection and marginal costs in the price they requested for these services.

Media as a special client
Last part of the questionnaire was intended to collect some additional information about the role of the media as a consumer and to highlight the attitude of statistical agencies towards the media as a special client. One question asked statistical agencies to provide the information on the **share of the sale of their products in the overall revenue**. This clearly is not so easy to

answer and only 10 agencies were able to provide some estimates. Taking the replies at face value it seems that the share of the sale of statistical products in the overall revenue varied between 0.2 per cent in Canada to 40 per cent in the Netherlands.
Unfortunately, this information is probably not strictly comparable but needs to be evaluated in relation to a number of different factors such as: the position of each statistical agency within the national budget, the share of revenues raised from services to other government departments as well as other public and private sources of revenue.
In relation to other consumers, the media was generally not considered to be very important, this at least was the opinion of 14 out of 16 statistical agencies, which replied. Only Germany and Latvia reported that the media is considered to be moderately important consumer in their societies.
In spite of not being a major consumer, it appears that the large majority of agencies carried out inquiries to determine what were the special needs of the media for statistical products and services. Only four agencies have not carried out any special inquiry about the needs of the media.

Four agencies out of the nine that replied stated that they were willing to consider adaptations to products and services to suit the special needs of the media. In particular, it appears that almost all agencies are adjusting the way they present statistical information in the press briefings and press releases to suit the special needs of the media.
According to replies dispatched, one can state that in the pricing policies of most statistical offices, the **media did not enjoy a privileged position** but was treated as other clients and consumers of statistics, except in very few cases; paid services for the media were usually not priced differently. Finally, almost all statistical agencies did not consider the media as a major consumer but many offices are recognizing that the media has special needs and were willing to adjust to some of these.

2.8 GIVING A TREAT TO THE MEDIA WHEN MARKETING

2.8.1. The role of statistical data on information markets

Statistical data play an **increasing role on the information markets**. For the statistical offices as central information providers, modern and customer-orientated dissemination and marketing of statistical products and services is growing in importance.
Statistical data are a public good and, consequently, part of the infrastructure provided by the government. There is, however, not necessarily a contradiction between public information needs and general and free access to (basic) statistical information on the one hand, and an active dissemination or marketing policy for the manifold products and services on the other. The statistical offices have always sold part of their vast range of data to the most diverse categories of users.

2.8.2 Model for information supply

The German official statistical system intends to clearly demonstrate in the general public its function as an important, competent, and reliable information provider. Data collection, processing, and dissemination will be even better tailored to clients or users of statistical

information in an output-oriented manner. New markets and sales opportunities will be opened up, for instance by anticipating customer wishes.
The model is based on an **information supply oriented towards customer demand** and covering the following three levels. Every segment is linked to a strategic objective.

- Basic information provision:
  Information for everyone as a free basic provision (1st level)
- Standard provision geared to demand and target group (2nd level)
- Customer-specific data preparation/consultation:
  Solutions tailored to individual needs (3rd level)

The Marketing Model

The concrete shaping of the model is based on the principle that the customer's information need determines the action of official statistics. There is a wide range of such needs: the information required may be up-to-date or historical, hard or soft, global or small area, highly aggregated or very detailed. The data are requested as printed or electronic publications on the Internet, by mail, phone, fax or e-mail. The clients wish to use the data for themselves or to pass them on to third parties.
In addition to satisfying existing customer needs, however, the model has to provide the **flexibility** and scope to meet future requirements by offering **innovative products and services**. Also, it must be possible to offer specific solutions to individual customers or customer groups.

Official statistics ensure a basic provision of information. This goal mainly corresponds to the statutory function of official statistics to "continuously collect, compile, process, present and analyze data on mass phenomena". By offering "data for everyone", i.e. for the general public, the statistical offices provide a statistical infrastructure – as a public good – which may be used by anyone. That basic provision satisfies the public's general need for information and is therefore free of charge.
The basic information provision includes all press releases and other press services, leaflets, small brochures, smaller requests addressed to our general information services, the use of our statistical libraries, the visitor service, the participation in fairs and exhibitions, and the general statistical data supply on the Internet.
The most important multipliers disseminating the data to the general public are the media. Other, more target-group specific, multipliers are schools and other educational institutions, associations, banks, etc.

Standardized products and services

An important goal within the scope of our basic information provision is our **all-encompassing public presence** in all areas where there is a need for information. Such information should be prepared in advance and be disseminated at low costs. This is done mainly through close cooperation with multipliers, in particular the media. Data supply on the Internet offers ever-growing opportunities for presence. Leaflets and brochures may be disseminated through schools, associations and other institutions. Libraries, fairs and exhibitions, information and visitor services offer the opportunity of direct contact with the users.
The medium level comprises all products and services extending beyond the basic provision and satisfying recurrent customers' needs for information that may be put in a standardized form. Such standard products can be prepared in advance and comprise printed publications, offline and online data offers as well as prepared services (e.g. fax back service).

Standardized products and services are sold at **market prices**. Price information is accessible to the clients. Discounts are granted to individual customer groups (e.g. schools, libraries, media) and licenses are required for customers further distributing the data.
To be competitive on the market, such standardized products and services must meet the following requirements:

- relevance, target-group orientation
- must be up-to-date
- quick availability
- transparency of prices and offers (price lists, discounts, licences)
- continuity of the offer
- efficient distribution covering all groups of interested parties
- easy use.

Aiming at a better market penetration, standardized products and services should be offered with **target-group orientation** (banks, financial service providers, business consulting firms, market research institutes, etc.), with all opportunities of efficient compilation being utilized. Market analyses will serve to continuously adjust the standardized programme and to develop it further according to changing customer requirements.

Customer-specific data

Level of customer-specific data preparation comprises problem-oriented and customer-tailored products and services, which are individually developed for the customers upon demand where the requirements cannot be met by standard offers.
This includes answering complex enquiries, special evaluations, consulting, expert missions, lecturing, as well as cooperation and consulting projects. For such orders, specific solutions are developed by official statistics. The customers are charged with the **costs** incurred.
At this third level, the emphasis is on individual customer contact. What is crucial here is the statistical offices' competence in the areas concerned and in consulting, as well as their service orientation. Prices and delivery times must be transparent and reliable for the customers so that good and lasting relationships can be formed with the clients. High-quality services and the resulting positive impact on the image of official statistics should be concentrated in this area. Based on this marketing model, the products and services of official statistics can be classified according to the different user or customer groups and a coherent marketing and price system can be developed from strategic aspects.

Cooperation with media

The media are the most important multiplier for disseminating statistical information to the general public. Without the media, it would be impossible for official statistics to continuously provide one of their main function, that of comprehensive and up-to-date statistical information, to the public at large.
A major goal of the information policy of Germany's official statistics is to cooperate in an active and dialogue-based manner with the journalists in order to establish among the general public the profile of a modern, independent, and objective information provider with the help of the media. In this sense, press-work is part of the statistical offices' marketing policy. The statistical offices support the press in its function as distributors of information and opinions. Limiting journalistic research, e.g. by restrictive information policy or pricing, would damage the image of official statistics.
In the context of the marketing model, the media act as multipliers at the level of basic information provision. The cooperation of the Federal Statistical Office with the media is based on the following principles:

All media (news agencies, press, radio, TV) are **treated in an equal manner**, i.e. they have equal access to statistical products and services

- All offers of the basic information provision are **free of charge** for the media. For press services, the following rules apply: press releases are sent, either upon individual demand or regularly, by fax, mail or, in the future, by e-mail
- Since the release calendar was introduced, journalists have to a growing extent been accessing the **press releases through the Internet**
- **Press events** (press conferences, press briefings) and training seminars for journalists are offered regularly
- In a **release calendar**, the release dates (fixed dates or no-later-than dates) for all IMF and ECB indicators are given in advance on an annual basis. Every Friday, release dates are published for any statistics planned to be released in the subsequent week.
  These calendars are sent to the news agencies and, at the same time, are published on the Internet
- To answer journalists' enquiries, the press office of the Federal Statistical Office provides a special **journalistic information service**. It offers the journalists free, comprehensive, media-tailored and quick information as well as competent advice, according to the journalists' research requirements.

In the case of highly extensive enquiries – which are normally classified under level 3 "customer-specific preparation" – the press office decides whether **costs** should be charged for the data supplied, taking into account the fact that the media further disseminate the data to large user groups. However, such cases are quite rare.

When statistical data are further distributed, the **copyright** has to be observed. As part of the cooperation with the media, particular attention is paid to the Federal Statistical Office being indicated as the source.

- In the context of the marketing model of German official statistics, a copyright regulation has been developed for printed and electronic media, which has been tailored to the three levels mentioned before. For products of the basic information provision, reproduction and distribution are permitted without restriction, provided that the source is mentioned.
- **Standardized printed products** of level 2 are made available to the media free of charge for review and research purposes. Offline products are supplied free of charge for review purposes only. The media are asked to provide evidence or a courtesy copy.
- At press conferences, printed and offline publications are distributed free of charge as part of the press documents (e.g. Statistical Yearbook). For reasons of marketing, important new publications are announced by press releases and are offered to editorial staff for review.

In addition, a 25% **discount** on printed and electronic publications is granted to the media as a special customer group.

- **Specific data** supplied by the Federal Statistical Office on the Internet are normally subject to charges. Representatives of the media receive up to 200 time series free and are granted a 25% discount on data beyond this limit.

2.8.3 Rigour versus commercial information providers

Official statistical results are needed by a wide **variety of users**. To allow user-orientated offer and distribution of statistical information, 13 different user groups have been defined in the marketing concept (e.g. media, politics and administration, economy). A clear-cut distinction has been made between the media and commercial information providers.

Overlaps with the media sector may occur in particular for news and financial agencies or for online dissemination. This has to be checked in every single case.

To a growing extent, information providers wish to pass on official statistical data to a limited or unlimited group of users. For this purpose, the marketing model offers **license regulations** for levels 2 and 3 of the model, i.e. for standard products and customer-specific preparations. According to the copyright regulation for level 2 standard products, reproduction and dissemination for non-commercial purposes are permitted provided that the source is mentioned. Dissemination through electronic systems always requires prior authorization. Full copyright applies to level 3 products (customer-specific preparation), i.e. all rights are reserved. The copyright regulation for level 1 products allows dissemination by third parties so that no license regulation is required here.

For further **dissemination by third parties**, the product's total price is composed of a standard handling fee, the product price, and the license fee. Different license fees are fixed, depending on the type of further dissemination by the customer (printed/offline/online), with further factors being taken into account for online dissemination, i.e. the size of the user group, the number of value cells ordered, and the total number of copies planned for distribution by the customer. This regulation ensures financial protection for the statistical offices where data are further distributed by third parties.

News agencies, which at the same time act as information providers – this is mainly the case in the financial sector – and, for this purpose, regularly obtain data as part of the basic information provision and further distribute such data, will thus receive invoices based on uniform rates and will be bound by license agreements.

Key Issues

Objectives, Principles and Policy Management Issues in Data Dissemination

Aim: Enforce credibility of the agency
Statistical data is seen as public good

Basic objectives of data dissemination:
- inform the public
- assist policy makers in decision making
- enhance the public awareness of the products and services of the national statistical offices
- cover some of the cost of data production and, if possible, create revenue for the organization

Approaches:
Establishment of a unified, open and user-oriented statistical information system
Shift from product-oriented approach to the client-oriented one.

Main principles applied to dissemination:
- free availability of general statistical information on the Internet
- standard products as well as tailor-made products and services available against payment
- conclusion of licenses with professional re-disseminators and of contracts with external co-editors
- possibility to conclude copyright contracts

How to build a corporate design as a modern information provider?

Developing a corporate identity program by involving staff members and/or contractors

A **research-based process** is essential in
- determining present position,
- establishing goals
- setting criteria to measure goals,
- developing identity themes, and
- creating and testing of each new product, from **logo** to **tagline**.
- gaining buy-in from internal and external audiences.

The new identity needs an **internal and external launch**.
Implementation translates the logo and tagline into actual products.
Pay attention to **consistency** in *look and feel*.
Structures must be put in place to ensure that **service** that matches the image is provided.

Cost of developing a new corporate identity is dependent upon whether the task is done in-house or contracted out.

What methods can statistical agencies use to achieve a high profile and visibility in media and general public relationship?

Production of statistical information is a process of producing an intellectual product taking the needs of the users of statistical information into consideration.

General public is an important audience for a statistical agency. Journalists are very much **gatekeepers** of access and meaning between statistical agencies and the general public.

Restoration of press relations by recognition of the importance of the media and the necessity of close and regular contacts with journalists.

In order to obtain **positive, accurate and informative media coverage**, statistical offices should provide

- analysis in context
- show trends
- use clearer and less technical language
- use charts and tables
- write effective releases (direct assistance through mini task forces, consulting services, formal training courses)

Greater **collaboration** between analysts and journalists can expand and improve the coverage of releases as well as increase the use of statistical information as background to other stories.

Visibility in media and general public relations for public statistics is closely tied to credibility.

- Publish some statistical "snacks", e.g. most popular name for boys and girls each year.
- Time statistical information with other events in society.

Pricing principles in dissemination of statistical output to the media – when, what, who and how to charge for disseminated output

Media does **not** enjoy **a privileged position**, but is treated as other clients and consumers of statistics.

When media requests a service that incurs considerable additional costs, a **certain price** is charged. Policies of charging the media for services differed notably from country to country, but did not differ significantly from policies towards other clients.

Price is determined according to the **requested product** and does not differ for the media but applies to all clients with the same demand. All statistical agencies give the media **free access to their web pages** with basic statistical data.

Market orientation of statistical offices revealed opposing views:

- Potential impediment through marketing was viewed as extremely negative.
- Revenues from sales permit the financing of new statistics that otherwise might not be collected.

Model for information supply:
- Information for everyone as a free basic provision
- Standard provision geared to demand and target group
- Customer-specific data preparation/consultation: solutions tailored to individual needs

Cooperation with media in order to establish among the general public the profile of a modern, independent, and objective information provider with the help of the media. Press work is part of the statistical offices' marketing policy.