



**Economic and Social
Council**

Distr.
GENERAL

CES/2004/36
13 May 2004

ENGLISH¹
Original: RUSSIAN

STATISTICAL COMMISSION and ECONOMIC COMMISSION FOR EUROPE

CONFERENCE OF EUROPEAN STATISTICIANS

Fifty-second plenary session
(Paris, 8-10 June 2004)

**COORDINATION OF ACTIVITY OF ENTITIES OF THE STATE STATISTICAL
SYSTEM IN UKRAINE**

Supporting paper submitted by the State Statistical Committee of Ukraine

INTRODUCTION

1. Since statistics studies different aspects of large-scale phenomena taking place in the state and in society, reliable data on economic, social and cultural development and other spheres, on the ecological situation, etc. can not be obtained without the active involvement of numerous entities of the state statistical system in the process of data collection and use. Regardless of whether these entities are producers of official statistics or they act as data sources or data users, this process requires proper coordination. This paper describes key legal rules governing the coordination of the performance of bodies involved in state statistics activity, as well as providing some examples of practical implementation of different organizational forms.

**LEGAL CONDITIONS FOR COORDINATION IN THE SPHERE OF STATE
STATISTICAL ACTIVITY**

State statistical bodies as key producers of official statistical information in the country

2. Before moving to the issues relating to direct coordination of efforts of all participants involved in the production of statistics, it is necessary to underline an extremely important provision stipulated by the Constitution of Ukraine. It states that the organization of state

¹ Non-official translation provided by the State Statistical Committee of Ukraine.

statistics in the country is governed exclusively by laws. In line with this, the main producer of official statistics is determined by the Law of Ukraine “On State Statistics”. It is a system of the state statistical bodies which comprises:

- a central executive body authorised to ensure the implementation of state statistical policy – State Statistics Committee of Ukraine (SSCU);
- territorial state statistical bodies established by the SSCU in administrative areas of the country and subordinate to the SSCU;
- functional state statistical bodies – enterprises, institutions and organizations established by the SSCU, which also coordinates their activity.

3. The Law also determines objectives, rights, duties and responsibilities of state statistical bodies; it fixes key rules for implementation of state statistical activity, and regulates relations arising between its entities while they fulfil their functions.

4. National legislation takes into account the fact that state statistical activity is implemented by the state statistical bodies on the basis of professional independence. The Law of Ukraine “On State Statistics” prohibits interference from government authorities and local authorities, and other legal persons in state statistical activity, in particular in relation to the contents of statistical information, selection of data sources, statistical methodology used, forms and methods of data collection and dissemination, etc.

Other bodies authorised to carry out state statistical activity

5. The key statistical law also specifies that, in some cases, statistical information could be produced by other entities of state statistical activity besides the state statistical bodies. In other words, according to national legislation, statistical information compiled on the basis of administrative sources could be produced by some other government authorities, as well as by National Bank of Ukraine. In line with Constitutional requirements, the Law of Ukraine “On State Statistics” specifies that responsibilities of these government bodies, as well as basic principles for organization of data collection, processing, storage, protection and use of this statistical information, are to be determined by separate laws. Thus, for example, in line with the Law of Ukraine “On National Bank of Ukraine”, this authority is responsible for organization of banking and balance of payment statistics; the State Customs Service is responsible for organization of customs statistics in line with the Customs Code of Ukraine.

6. However, the involvement of state statistical bodies in the production of such specialised statistics is not excluded, but even foreseen. For example, the legislation stipulates obligatory agreement of methodology for compilation of banking statistics, finance statistics, customs statistics, BoP statistics, etc. with the state statistical bodies, as well as envisaging free submission of such data upon requests of statistical bodies. According to the Law of Ukraine “On National Bank of Ukraine”, in order to ensure publicity of data on banking activity and BoP statistics, National Bank of Ukraine is authorized to issue a monthly statistical bulletin and the magazine “Herald of National Bank of Ukraine”, to publish in official publications current information of monetary and banking statistics, and to provide the mentioned statistical data for publications in line with international agreements. Article 68 of this Law states that the list of statistical indicators provided by the National Bank of Ukraine to be published in mass media is agreed with the SSCU.

Coordinating role of statistical bodies in state accounting and reporting system

7. As already mentioned, the SSCU is authorised to formulate and implement state statistical policy, i.e. to ensure the function of the unified accounting and statistical system over the entire country and the coherence of each component of this system with international standards and methodology. Stemming from this, the statistical legislation specifies, among other things, the following main tasks of the state statistical bodies: to ensure interaction of the information system of state statistical bodies with information systems of other government authorities, local authorities, other legal persons, international organizations and statistical services of other countries by exchanging data, carrying out methodological, programme and technological and other works aimed at effective use of information resources; and the coordination of actions of government authorities, local authorities and other legal persons in the organization of collection and use of administrative data.

8. All information obtained from respondents by the government authorities (except state statistical bodies and those authorities who are legally authorised to produce statistics), local authorities and other legal persons within the framework of fulfilling their duties and tasks belongs to administrative data. According to the Law of Ukraine “On Information”, the system of administrative data, responsibilities of authorities involved in collection and use of administrative information, data sources and conditions are specified by law. Thus, the collection, processing and use of both statistical and administrative data in Ukraine is carried out by those bodies that are legally authorized to perform these functions.

9. As statistical data and administrative information are directly or indirectly used for government management purposes, there is a need to coordinate the activity of those government authorities that produce such information. In order to apply common approaches for managing the collection of and using statistical and administrative information, the Law of Ukraine “On State Statistics” specifies norms that determine the nature of relations between the state statistical bodies and the bodies involved in activity related to the collection and use of administrative data. These norms imply obligatory agreement of methodology and reporting documentation connected with collection and use of administrative data with the state statistical bodies, as well as free submission of such data upon requests of statistical bodies.

METHODS APPLIED BY STATE STATISTICAL BODIES TO CARRY OUT THEIR COORDINATING FUNCTION

10. According to the “Regulation on State Statistical Committee of Ukraine” adopted by the Decree of the President of Ukraine, the SSCU as a government authority with special status while fulfilling its duties is authorized to work together with other government authorities, local authorities, and other legal persons. For example, in line with effective Regulation, the SSCU not only compiles the overall list of statistical reporting forms, questionnaires, census lists, other statistical forms as well as standard forms for primary recording documentation required for carrying out statistical observations, but also agrees on the lists of reporting forms of other government authorities, local authorities, other legal persons who collect and use statistical information and administrative data. This measure is aimed at ordering information flows and ensuring coherence of indicators of administrative and statistical systems, at cutting down expenditures for data collection, processing, dissemination, and at considerable reduction of statistical reporting burden on respondents. It should be noted that, in order to ensure high

efficiency of cooperation between subjects of information relations, the SSCU has the right to involve specialists from the above-mentioned bodies, institutions, enterprises and organizations to consider the issues of their competence, and to set up relevant expert and working groups for developing common approaches to tackle the emerging issues.

11. State statistical observations on the social and economic situation in the country and its regions, development of demographic and migration processes, and state of environment are carried out by the SSCU according to the Plan of State Statistical Observations. The Plan is prepared annually and agreed with all key ministries and institutions before its approval by the Government. While the draft Plan is considered, the extensive discussions on areas of statistical studies, lists of indicators and requirements for the level of data details, as well as terms of data processing and ways of dissemination of results to be obtained, are carried out. Parallel to this, the similar characteristics for data sources are specified. This concerns data that statistical bodies obtain from other government authorities involved in the collection and use of both statistical and administrative information. All agreements achieved are reflected in the relevant chapters of the Plan, which is one of the core methods for coordination of joint work of the subjects directly involved in the production of official statistics.

12. Some statistical works that require precise and coherent actions from the co-executors are implemented in accordance with separate Government decisions. Thus, in order to ensure timely and quality compilation of foreign trade balance and BoP, the Cabinet of Ministers of Ukraine adopted relevant regulations that specified government authorities responsible for the production of the required information and the order for preparation of such information, forms to be used for data presentation, and so on.

13. Along with the process of annual agreement of actions carried out by the bodies involved in fulfilment of state statistical activity, the SSCU also coordinates the future development of this work. Such coordination is reflected in five-year programmes for national statistical development. For example, at the initial stage of social and economic reform in the country, based on the tasks that statistical bodies faced at that time and with an aim to adapt Ukrainian statistics to basic international standards, the Government of Ukraine adopted in 1993 the Concept for development of national statistics of Ukraine and the Government Programme for transition to international system of accounting and statistics. As a result of the implementation of the Programme, the system of national accounts, foreign-economic activities, BoP statistics and monetary and banking statistics were established. All branches of statistics have been considerably changed, the single register of enterprises and organizations was set up, new classifications have been developed, the work on creation of databanks has been launched. All these activities were performed in a complex manner with the active support of numerous subjects of state statistical activity.

14. The implementation of this Programme created preconditions for transition to the next stage of reforming the national statistical system, aimed at its integration with the international statistical society. Taking into account the real state of state statistics development and the importance of its further reform, the President of Ukraine signed the Decree "On Measures Aimed at State Statistics Development" in 1997. The Decree laid down the basis for implementation of the next five-year programme for statistics reform until 2002. The Programme was focused on further development of the statistical information system adapted to the specific market-economy relations, a system which is flexible and sensitive to changes in international methodology and standards. The key objective of the Programme was to strengthen

the integrating and coordinating role of statistics in the process of information support of society with objective data on economic and social development.

15. In the course of the Programme implementation, the statistical legislative basis adapted to international legal norms was created. On the base of this legislation, a new mechanism for interaction of subjects of state statistical activity was put into practice. The work on the creation of a single automated system for classifications maintenance that foresees recalculation of historical data has been carried out. A number of statistical surveys have been introduced on a permanent basis, such as the annual structural survey of enterprises; quarterly household living conditions survey, etc.

16. Now the SSCU has drafted the new five-year programme for state statistics development through to 2008. The Programme, as well as all the previous ones, was worked out in close cooperation with other government bodies, the National Bank and research institutions. The priority direction of this Programme is to modernise a system for data collection, processing and dissemination that includes three interconnected components: respondents, producers and users of statistical data. The key tasks of its implementation will be focused on reaching a balance between statistical reporting burden on respondents in the course of statistical observations and the level of meeting information demands of all user groups.

17. The coordinating role of the SSCU in the development of national statistical science should also be mentioned. For many years, the Research Statistics Institute has operated within the system of state statistical bodies. The Research Statistics Institute is the main developer of statistical methodology for most of the surveys run by the SSCU. The Institute studies international experience in the area of improving methods of statistical observations and adapts them to the national needs. In carrying out its work, the Institute closely cooperates with thematical institutes of the National Academy of Science, chairs of economics of major high educational establishments, and research institutions of other government bodies. At the same time, the Institute is a key developer and coordinator of a number of works planned under the auspices of the Programme for statistics reform through to 2008.

18. The SSCU actively participates in the preparation of national statistical specialists. A system of educational institutions of the state statistical system, which train and upgrade the skills of statistical staff, is in place. On the basis of the Institute for Preparation of Statisticians and Market Specialists the Institute for Statistics, Accounting and Audit was set up in 1992. Later on, the Institute was reorganized and now it has the status of State Academy. The Academy has an extensive network of branches in many regions of the country and specializes in training specialists for the state statistical bodies, financial, tax bodies, state-run and commercial banks; it also actively cooperates with other educational establishments.

19. Besides the coordination of works directly connected with collecting and processing of statistical information, the SSCU coordinates the activity of government authorities in the dissemination of statistical data. During 2002, the SSCU, Ministry of Finance and National Bank of Ukraine carried out preparatory work aimed at Ukraine`s subscription to the IMF Special Data Dissemination Standard (SDDS). In the course of these preparations, the system of indicators, pages of metadata, and advance released calendars for data dissemination were prepared. In order to ensure the timely receipt of required data and their posting on SSCU website, the Order for preparation of materials under the SDDS work was drafted and approved. In January 2003, Ukraine became the 52nd country to subscribe to the SDDS. In line

with the practice existing in many other country-members of the SDDS, the SSCU has been authorized to be a national coordinator of the work on the SDDS, according to the decision of the Cabinet of Ministers of Ukraine.

CONCLUSION

20. In conclusion, it should be mentioned that the constantly increasing requirements of transparency and coherence of mechanisms of government management, as well as the rapid development of information technologies and progress in the area of communications, considerably strengthen the role of coordination in the process of production of both statistical and any other information. The information society needs data that is as comprehensive and timely as possible. This need can be met only on the basis of the sound and well organised work of all participants involved.

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