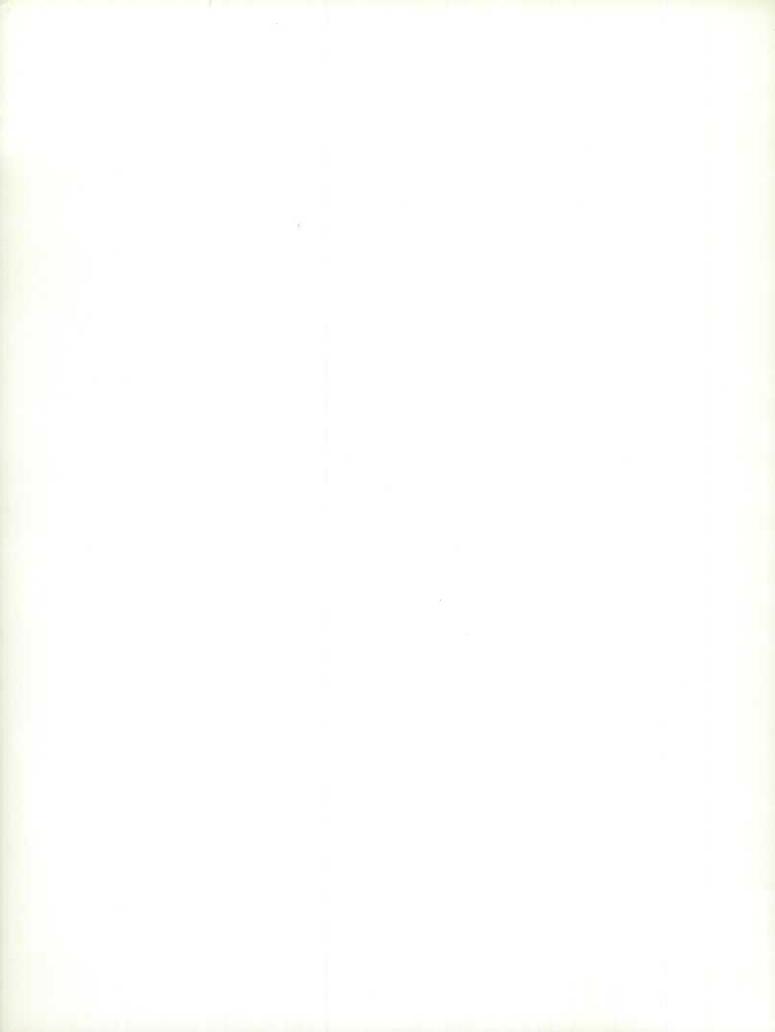
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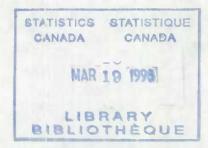
Federal-Provincial Consultative Council on Statistical Policy

May 14-15, 1990

Ottawa, Ontario







MINUTES

Meeting of May 14 and 15, 1990

Ottawa, Ontario

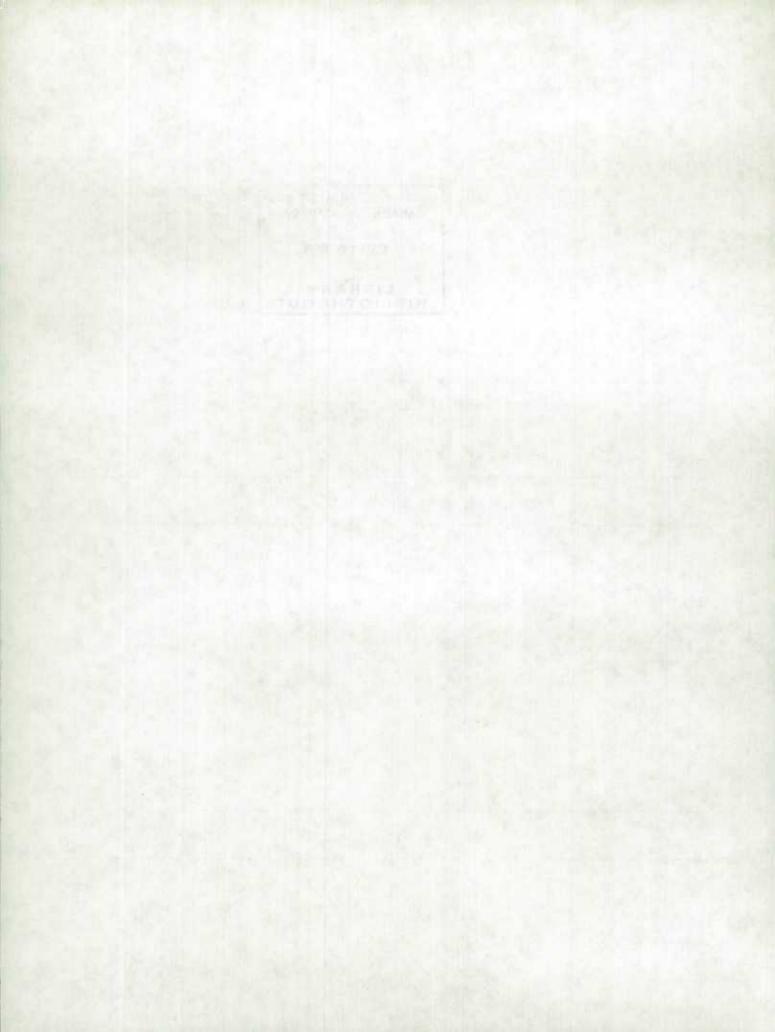
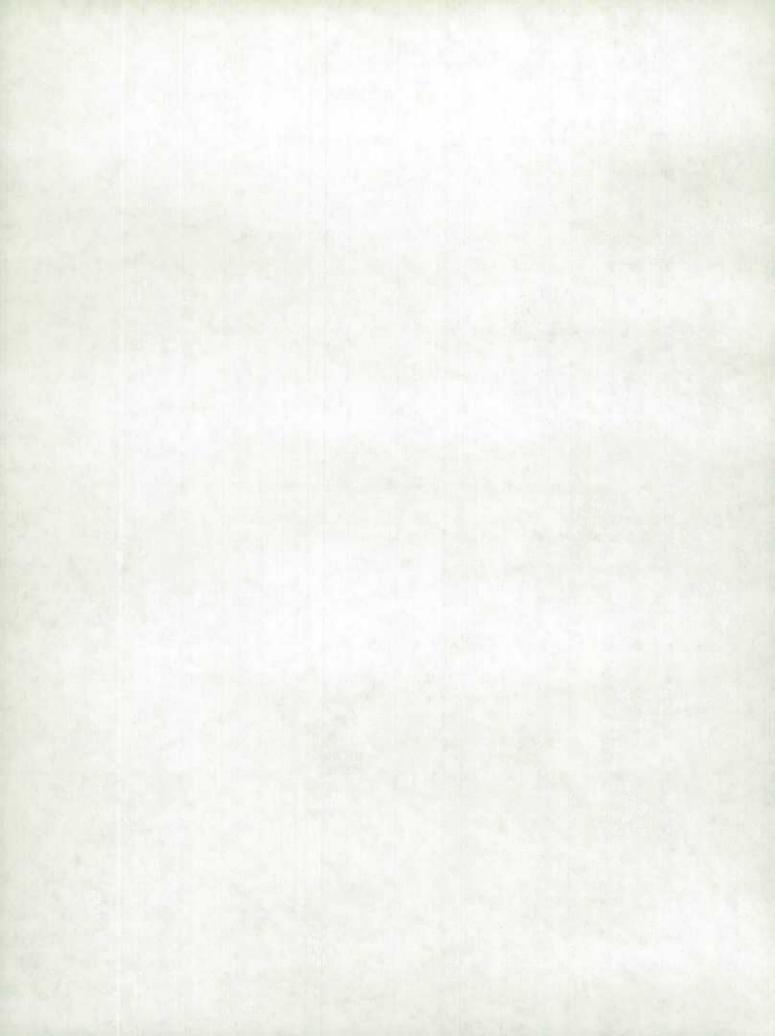
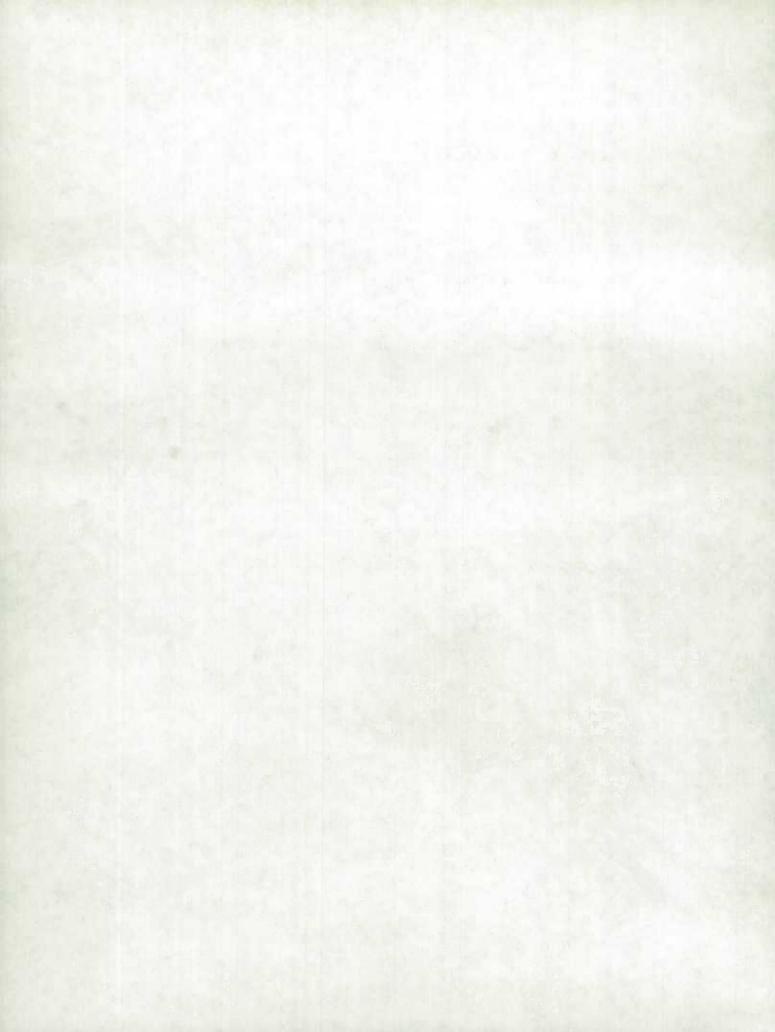


Table of contents

Minut	tes of the Meeting of May 14 and 15, 1990	1		
1.	Opening Remarks	1		
2.	Report of the Chief Statistician	1		
3.	Provincial and Territorial Program Reports	2		
4.	Program Committee Report	2		
5.	Secretary's Report	3		
6.	Organizational Effectiveness and the Yukon Bureau of Statistics			
7.	Marketing of Statistical Goods and Services	4		
8.	Cost-Recovery Programs - Some Approaches and Level of Activity	5		
9.	Update on the 1991 Census of Canada	7		
10.	Report on the Business Survey Redesign Project	3		
11.	Directory of Programs, Products and Services of Provincial and Territorial Statistical Agencies			
12.	Nomination of the Program Committee	10		
13.	Other Business	11		
List	of delegates and participants	13		
Agend	da	17		
Appe	ndices			
1.	Report by the Chief Statistician	19		
2.	Provincial and Territorial Program Reports	33		
	Newfoundland Prince Edward Island Nova Scotia New Brunswick Quebec Ontario Manitoba Saskatchewan Alberta	35 37 41 43 47 63 67 71 73		



	British Columbia Yukon Northwest Territories	77 87 99	
3.	Program Committee Report	103	
4.	Report of the Secretary to the Consultative Council	105	
	Highlights	109	
	Committee Reports	113	
	Follow-ups from the 1989 Council Meeting	135	
5.	Organizational Effectiveness and the Yukon Bureau of Statistics	147	
6.	Cooperative Marketing Among Statistical Agencies	159	
7.	The Bureau de la statistique du Québec Fund	165	
8.	Manitoba Bureau of Statistics : Cost-Recovery Program		
9.	Cost-Recovery Programs at Statistics Canada	173	
10.	Incorporation of Estimates of Net Census Coverage Error Into the Population Estimates Program		
11.	Rusiness Survey Redesign Project	205	



1. Opening Remarks

The Chairperson, Dr. Ivan Fellegi, opened the 17th annual meeting of the Consultative Council by welcoming the delegates. On behalf of all members of the Council, he presented a plaque to the British Columbia delegate, Mr. G. Horne, for transmittal to Dr. W. McReynolds for his important contribution to the National Statistical System. Dr. McReynolds had been a member of the Counsultative Council since its very first meeting. He has undertaken new duties as Special Advisor to the Deputy Minister of Regional Economic Development, British Columbia.

The agenda and the minutes of the previous meeting (May 24-25, 1989) were approved without amendment.

2. Report of the Chief Statistician of Canada

Dr. Fellegi provided an overview of the major events and developments at Statistics Canada since the last meeting of the Council. The most significant initiatives planned for 1990-91 were also described (a summary of the report is attached as Appendix 1).

In the following discussion, Mr. W. Falk inquired as to whether Statistics Canada had prepared a paper on the comparison between the new and the old results of the Labour Force Survey as some significant changes had been noted for some specific geographical areas. Dr. Fellegi noted that comparisons were performed when the revised program was introduced and that a careful quality assurance program was presently in place. Nevertheless, it is possible that unexpected changes may have occurred. It was agreed that specific points of concerns should be raised by the delegates with the subject-matter division.

In response to a question concerning publication of the Net Price Index, Dr. Fellegi observed that Statistics Canada will publish a quarterly Net Price Index for the first quarter of 1991. This particular quarter will be the critical period when the new Goods and Services Tax will be introduced and the effects of the Federal Sales Tax will be phased out. This Net Price Index will be published at the Canada level only.

3. Provincial and Territorial Program Reports

Provincial and territorial members presented reports on the current status and activities of their respective statistical agencies (written reports and a summary of oral reports are attached as Appendix 2).

Following the program report presented by Mr. A. Noseworthy, Dr. Fellegi welcomed Mr. John Morning who will assume the role of Manager, Statistics Unit, Sectoral and Regional Policy Branch and become the Focal Point for Ontario. He wished him success in his new position and assured him of Statistics Canada's assistance in the future.

In the ensuing discussion, delegates inquired if the provinces could be provided with early information on the rebasing of the economic accounts from a 1981 to a 1986 base and whether or not Statistics Canada would continue to publish the old series in parallel for a period of time. It was noted that the process will be mostly a "mechanical" conversion using price indexes which will be converted to the 1986 base. It was also noted that it will be possible to provide a limited amount of information dating back a few years. As for early information on the rebasing process itself, it was agreed that the issue should be raised with the staff of the National Accounts and Analytical Services Field.

In light of comments made in the presentations with regards to the resourcing of statistical organizations, Dr. Fellegi noted that there appeared to be hopeful signs. This observation was made specifically in relation to Newfoundland and Saskatchewan noting that resources would be made available for new statistical activities. In addition, he observed that the efforts made by several organizations to raise their profile within their respective province or territory were initiatives which should benefit their statistical programs and activities.

4. Program Committee Report

Mr. George Courage, Chairperson of the Program Committee, presented a report distributed in advance of the meeting (attached as Appendix 3).

In the ensuing discussion, delegates were informed that Statistics Canada had set up plans to eliminate the break between 1984 and 1985 in the wages and salaries series. The total wages and salaries would be revised back to 1981 and made available in the fall, while the series by industry and province would be revised in the subsequent 12 months.

5. Secretary's Report

The Secretary, Mr. Denis Desjardins, summarized the report distributed to members in advance of the meeting (attached as Appendix 4). In noting the changes in participants directly involved in federal-provincial statistical matters, he mentioned that Mr. Tom Beynon had become the new provincial focal point for British Columbia and that Mr. Yvon Goulet had accepted the position of Assistant Chief Statistician responsible for the Communications and Operations Field.

Mr. Desjardins drew attention to two documents prepared by the Secretariat and distributed to members at the meeting. These were:

a) Directory of Operational Documents

b) Report on Routine Communications with Provincial and Territorial Administrations 1989-1990.

He noted that comments on the documents would be welcomed.

Following some discussion, it was agreed that the Report of the Federal-Provincial Committee on Mineral Statistics contained in the Secretary's Report would be revised to include the Yukon Bureau of Statistics and the Northwest Territories Bureau of Statistics as members of the committee. In addition, it was agreed that the Record of Decision which formed part of the new Directory of Operational Documents would include a 1973 Resolution adopted at the Montebello Conference. This resolution dealt with the agreement to publish statistical information at the provincial or territorial level whenever such statistics could be published, instead of economic regions which grouped provinces and territories.

Finally, Mr. Desjardins distributed a proposed schedule for the 1991-92 meetings of the Federal-Provincial Committees. In response to comments from the delegates, it was agreed that an attempt would be made to schedule the Labour Statistics Committee back-to-back with the Transportation Statistics Committee for a meeting in May 1991 and that a meeting slated to start on June 24th would be re-scheduled.

6. Organizational Effectiveness

Mr. Glenn Grant presented a paper entitled "Organizational Effectiveness and the Yukon Bureau of Statistics". This paper was distributed to members at the meeting (attached as Appendix 5) along with two documents entitled "Organization Effectiveness - Case Study" and "Yukon Bureau of Statistics - Annual Work Plan 1990-91".

Mr. Grant observed that the purpose of his paper was to summarize the Yukon Bureau of Statistics' (YBS) experience in the last few years and to provide an understanding of what organizational effectiveness meant within the context of the Yukon Government. The experience was offered as a method of organizational self-evaluation rather than as an answer to the quantitative measurement of effectiveness. He added that the experience, the methodological experimentation and the collective action of the YBS staff were the formal results of the research.

The ensuing discussion dealt with the image and integration concepts, the pros and cons of the process followed by YBS and YBS's reduced control over its work plan due to the significant input of its data users. Dr. Fellegi noted that Statistics Canada had to address the issues of image and integration, as defined by YBS, by establishing networks with major departments and by demonstrating to other departments its relevance and credibility not only statistically but also from a management viewpoint. In his view, these concepts were essential and fundamental to a statistical organization and they should be addressed continually. The delegates concurred with the ideas presented by Mr. Grant but expressed reservations at the level of control exercised by other groups on YBS's work plan.

7. Marketing of Statistical Goods and Services

Mr. Harvey Ford presented a paper entitled "Cooperative Marketing Among Statistical Agencies". The paper was distributed to members in advance of the meeting (attached as Appendix 6).

Discussion focused on the underlying premises on which the suggestions dealing with marketing strategies and plans, products and product development, pricing, promotion, distribution and market research were based. It also dealt with the special role provincial and territorial focal points could play and the potential benefits which may be gained by exploring cooperative marketing with Statistics Canada. Participants agreed that the report should be referred to the Data Dissemination Committee for a more in-depth study of the suggestions. Upon review, this Committee would then develop recommendations and present them to the Council for consideration.

8. Cost-Recovery Programs - Some Approaches and Level of Activity

The cost-recovery programs of two provinces (Quebec and Manitoba) and that of Statistics Canada were described to the Council. The presentations may be summarized as follows:

a) The Bureau de la statistique du Québec (BSQ) Fund.

Mr. Luc Bessette presented a report distributed in advance of the meeting (attached as Appendix 7). He briefed the Council on the changes that occurred within his organization since the BSO Act was modified on June 24, 1987 to establish the BSQ Fund. The level of resources involved in terms of person-years and dollars, the types of services provided, the revenues generated by type of clients and the level of overhead which was charged for cost-recovery services were described. He highlighted that the creation of the Fund brought a new level of dynamism to the organization. Because it allowed the BSQ to initiate new projects, its employees have as a result become more aware of their expertise and of the value of their work. They also have become much more attuned to the needs of their clients. There were, however, two main concerns; one related to the potential that all statistical activities of the BSQ would become cost-recoverable and the second, that priority would be given to current-interest projects at the expense of ongoing projects.

b) Manitoba Bureau of Statistics (MBS) Cost-Recovery Program

Mr. Wilf Falk presented a report distributed in advance of the meeting (attached as Appendix 8). He informed the Council on the Manitoba Cabinet directive that led to the introduction of cost-recovery projects by MBS in 1986-87 and on the type of services that his organization provided to its different clients. He observed that the introduction of cost-recovery services and MBS's dependence on a few large projects for a significant portion of its revenues had had a number of impacts on their operations. These included, among others, the requirements to constantly market the availability of products and services, develop innovative new services and achieve productivity gains.

Nevertheless, his organization favoured the cost-recovery model because it raised the profile of the MBS within the provincial government and its clients valued the services provided.

c) Cost-Recovery Programs at Statistics Canada

Mr. Richard Barnabé briefed the Council on the report he had distributed in advance of the meeting (attached as Appendix 9). He described the evolution of cost-recovery projects at Statistics Canada and provided revenue figures by type of recoverable product and service. The cost-recovery programs had stabilized at approximately \$30 million which accounted for close to 12% of the total Statistics Canada budget.

In terms of strategic considerations, he observed that costrecovery programs have the following impact:

- they have enabled the Agency to rationalize its publication and electronic data dissemination programs by forcing it to put its products to the test of the market place.
- they have enabled the Agency to produce new data that otherwise would not have been produced due to the lack of funds.
- they have forced the Agency to review its resource allocations to invest in infrastructure activities which will make it possible to attract further outside funding for particular programs.

In the ensuing discussion, it was observed that Quebec, British Columbia, Nova Scotia, New Brunswick, the Northwest Territories (for its publications) and Manitoba (up to a specified level) could bring back into their own budget, revenues generated by cost-recovery activities.

It was concluded that some of the positive elements of costrecovery programs included improved relevance of the products,
improved service orientation, a better interpretation of market
signals for products and services, accounting flexibility to
overcome both salary and non-salary rigidities, and the
enhancement of the public good by the legitimate use of overhead
charges. Some of the negative elements of such programs
included: the risk that all activities could become cost-recovery
dependent, the disadvantage for clients who could not afford to
pay and the loss of continuity in series dependent on costrecovery funds.

Dr. Fellegi added that a mix of base and cost-recovery funds was useful with the most significant portion of the budget being from general revenues and an important component from cost-recovery. Cost-recovery should be used for ad hoc requirements. It should not be used for continuing series and for general purpose statistics.

9. Update on the 1991 Census

Mr. Bruce Petrie brought members up-to-date on preparations for the 1991 Census. He reported that the content options were in the process of Cabinet review and that a decision was expected in the near future. He noted that no significant changes had been made to the 2-B questionnaire which had been previously sent to focal points.

The ethnic origin and aboriginal identity questions were then discussed. It was noted that after careful consideration of the different alternatives, the Agency had recommended retention of the ethnic origin question only. The delegates from the Northwest Territories, Yukon and Manitoba advised that the aboriginal identity question was important for their respective governments and that it should have been retained. It was noted that the retention of the ethnic origin question addressed the requirements of the Multiculturalism and the Employment Equity Acts while avoiding response and data quality problems that two questions would have generated. In addition, Mr. Petrie pointed out that there was a high probability that a post-censal survey directed at the aboriginal population would be conducted. survey would permit the collection of information which, hopefully, would satisfy provincial and territorial data requirements. The post-censal survey proposal has been drafted and approval for funding is being sought.

With respect to other Census questions, the delegate from Ontario advised that most of their major proposals were incorporated in the 1991 Census except for the energy questions. The absence of the energy questions was a strong disappointment for the Ontario Ministry of Energy. The suggestion that the energy related information from the annual household facilities survey would serve their purpose was not acceptable since these data are not available at the sub-provincial level. Mr. Petrie noted that he appreciated the need for data on energy but that the Census was subjected to constraints which meant that several of the demands, including energy, could not be accommodated.

The public communications plan for the 1991 Census was briefly described. In discussing the appropriate level of communications for soliciting the cooperation and collaboration of the Focal Points' office, it was agreed that a letter from the Minister

responsible for Statistics Canada would be sent to the appropriate Provincial and Territorial Minister.

Mr. Petrie then described plans to improve coverage. These included such items as an advertising plan to help the collection process, a review of ways to promote knowledge and awareness of the Census, the resolution of special localized problems, the use of an address register, the extension of the mailback procedure to all regions, the holding of special meetings with aboriginal groups to enlist their support and the retention of early enumeration for Northern communities.

Other items which were briefly discussed dealt with the place of work information, the availability of reference documents and proper field procedures to enlist respondents' support. These items were referred to the Federal-Provincial Committee on the Census of Population, scheduled for the following week, for a more in-depth discussion.

Finally, Mr. Petrie referred to the Agency's efforts to develop a methodology for population estimation which would take account of coverage errors in the Census. Further details on these efforts were presented in the paper "Incorporation of Estimates of Net Census Coverage Error into the Population Estimates Program-Proposed Workplan" which was circulated prior to the meeting (See Appendix 10). This project had been discussed at a previous meeting of the Federal-Provincial Demography Committee, and would receive further consideration at future meetings of both the Demography and Census committees.

10. Report on the Business Statistics Program

Mr. Ryten presented a report on the Business Survey Redesign Project distributed to members in advance of the meeting (attached as Appendix 11).

He then proceeded to brief the Council, by addressing the following four main questions.

a) What is the current condition of the Business Register?

b) What does the Agency propose to do in the course of this fiscal year?

c) How does the Business and Trade Statistics Field see the prospects for key surveys in the next two to three years?

d) How will the GST impact on the Business Register and on economic surveys?

With respect to the Business Register, Mr. Ryten noted that it currently supports the monthly Retail and Wholesale Trade Surveys. Although work is still needed to reduce duplication and the number of unlinked records, all the required computer software had been developed and the system had been improved to use computer resources more efficiently.

During the course of this fiscal year, it is planned to link the Survey of Earnings, Payrolls and Hours (SEPH) to the Central Frame Data Base (CFDB). Subsequently, the CFDB will be used for the mail-out of annual surveys related to manufacturing, construction, retail and wholesale trade, transportation and services. It is expected that the hook-up of these annual surveys will be completed in the following year and that the linking of other monthly surveys including the survey of Shipments, Inventories and Orders would also be carried out at that time.

With respect to the status and prospect of some key surveys, Mr. Ryten briefed delegates on surveys related to: wholesale and retail trade, manufacturing, construction, services and international trade statistics. He described quality and response problems that were encountered and the efforts spent by the Agency to improve these surveys. The establishment of closer communications with the National Retail Council to enlist its support in promoting response to the Retail Trade Survey by its members and further negotiations with United States Customs to obtain their commitment in validating information important to Canada were given as examples of these efforts.

Mr. Ryten advised that the Goods and Services Tax (GST) continues to hold interesting prospects as a source of data. The GST has advantages for monitoring business births and deaths and a better coverage than Pay Deduction accounts (PDs). However, he cautioned that discussions with representatives of France, New Zealand, Scandinavia and England had revealed that very few countries were able to make extensive use of these tax data. They encountered problems with periodicity, the different tax rates used and the exclusion of certain commodities and services. Nevertheless, Statistics Canada is monitoring developments on the GST and it is maintaining close communications with Revenue Canada.

The ensuing discussion concerned the importance of detailed retail trade data at the provincial/territorial level and the related data analysis presently carried out by Statistics Canada. It also dealt with the decision by some provinces to undertake survey work to fulfill some of their requirements for detailed information on commodities manufactured and the conversion of the Survey of Earnings, Payroll and Hours to the CFDB and the 1980 SIC. On that latter point, Mr. Ryten noted that efforts were

being made to gather historical material to avoid a break in the data series and that Labour Division plans to produce historical series back to 1983 at the 2-digit level for users.

In discussing the current status of the CFDB, it was agreed that an extract of the CFDB entries, similar to that provided to British Columbia, will be provided to the other provinces and territories so they may review them and, where possible, provide comments to improve the quality of the information contained on the register. In addition, it was agreed that a current description of the CFDB will be provided to the provinces and territories for their information.

11. <u>Directory of Programs, Products and Services of Provincial</u> and Territorial Statistical Agencies

Mr. D. Chartrand presented an oral report on the status of the project. He observed that as recommended by the Program Committee at its November 21, 1989 meeting, the Secretariat had initiated the development of a Directory of Programs, Products and Services of Provincial and Territorial Statistical Agencies.

At this time, 10 submissions had been received and the remaining province and territory had indicated that they planned to provide the requested information shortly. The reports submitted to date varied greatly in detail. They reflected both the interpretation that individual focal points gave to the request and the level of statistical activity which took place in individual provinces or territories.

He noted that the Secretariat planned to produce a first draft of the Directory by the end of June and circulate it to each agency for review. This would enable the agencies to examine their submission in the context of the full document and provide revisions for a final version of the document.

12. Nomination of the Program Committee

On behalf of the provincial focal points, Mr. George Courage nominated Mr. Glenn Grant and Mr. Luc Bessette as the provincial representatives on the Program Committee. It was recommended that Mr. Courage should remain a member of the Committee for the coming year to ensure continuity and that Mr. Bessette should serve as chairperson. Statistics Canada representatives, nominated by Dr. Fellegi, were Mr. Michael Wolfson, Mr. Yvon Goulet and Mrs. Barbara Slater with Mr. Denis Desjardins serving as an ex-officio member of the Committee.

The nominations and recommendations were accepted by the Council.

13. Other Business

Mr. Courage invited members to hold the next meeting of the Consultative Council in Saint John's, Newfoundland. The Council graciously accepted the invitation.

Finally, Dr. Fellegi informed delegates that a seminar of the Conference of European Statisticians of the Economic Commission for Europe will be held in Ottawa in September 1990. Focal Points who wish to attend are welcome. They should communicate with Mr. Béla Prigly's office to obtain additional information or to confirm their attendance.

The meeting was adjourned.

May 14 and 15, 1990

Ottawa, Ontario

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May 14 and 15, 1990

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AGENDA

May 14 - 15, 1990

Government Conference Centre
Centennial Room
2 Rideau Street
Ottawa, Ontario

Monday, May 14, 1990

9:00	AM	Opening Remarks
		approval of the agenda
		approval of the minutes
9:15	AM	Statistics Canada Report - Dr. Ivan Fellegi
10:15	AM	Coffee
10:30	AM	Provincial and Territorial Program Reports - Provincial and Territorial Members
11:30	AM	Program Committee Report - Mr. George Courage
12:00	AM	Lunch
1:30	PM	Secretary's Report - Mr. Denis Desjardins
2:00	PM	Organizational Effectiveness and the Yukon Bureau of Statistics - Mr. Glenn Grant
2:45	PM	Marketing of Statistical Goods and Services - Mr. Harvey Ford
3:15	PM	Coffee
3:30	PM	Cost-Recovery Programs - Some Approaches and Level of Activity - Provincial Representatives and Statistics Canada
5:00	PM	End of first day

Tuesday, May 15, 1990

9:00 AM	Update on Petrie	the 1991 Census of Canada - Mr. Bruce
10:15 AM	Coffee	
10:30 AM	Report on Mr. Jacob	the Business Survey Redesign Project - Ryten
11:30 AM	Directory Provincia Secretari	of Programs, Products and Services of 1 and Territorial Statistical Agencies - at
11:45 AM		n of the Program Committee - Mr. George and Dr. Ivan Fellegi
12:00 AM	Other Bus	iness
12:30 AM	Adjournme	ent

Appendix 1

REPORT BY THE CHIEF STATISTICIAN

TO THE MAY 14-15, 1990

MEETING OF THE FEDERAL-PROVINCIAL COUNCIL ON STATISTICAL POLICY

A: MAJOR EVENTS AND DEVELOPMENTS OF THE PAST YEAR

1. Presentation to Federal Deputy Ministers

- Office to make a presentation to key Deputy Ministers on areas where essential information was not available for proper decision-making. These areas included: the global economy, the service sector, government subsidies to business, the environment, social safety nets, health and education.
- The opportunity costs resulting from continuing budget reductions, the disproportionate cut in Statistics Canada's budget in relation to total government departmental expenditures and the Agency's budget reduction as compared to the budget of the statistical organization of Australia, France, the United States and the United Kingdom are important issues to be considered. In addition, the intrinsic risks of not preserving the quality of the statistical system were the subject of numerous news articles published by the media in the United States and the United Kingdom.

2. Planning for the 1996 Statistical Environment

Statistics Canada is establishing a working group to evaluate the key options available in 1996 to fulfill the information requirements of the late 90's. These options will include census, survey and administrative data sources.

3. Expansion of the Labour Force Survey

The sample size of the survey has been increased from 48,000 to 64,000 households in order to provide reliable data for the new regions defined by the Unemployment Insurance Program. Funding for this survey expansion is provided for the most part by the Department of Employment and Immigration.

4.

New Canadian Centre for Health Information

- O The Agency lobbied long and hard to establish the Canadian Centre for Health Information because it was convinced of the intrinsic importance and inadequacy of Canadian health information.
- o The Centre will receive overall guidance in health information development from the National Health Information Council (NHIC). This Council is comprised of Federal and Provincial Assistant Deputy Ministers (ADM) and is chaired by a provincial ADM.

5.

Health Reports

o A new quarterly publication Health Reports replaces several regular reports previously published separately. The report places the emphasis on specific issues instead of the results of a particular survey. The first edition was very well received by users.

6. Compendia on Education Indices

Two compendia publications on education indices will be produced as part of an important joint initiative with the Council of Ministers of Education. One will deal with primary and secondary school education while the other will deal with postsecondary education. These will serve as a model of cooperation between the provincial ministers of educations and Statistics Canada.

7. Review of Low Income Cut-Offs

o A discussion paper, "Review of Low Income Cut-Offs" was circulated to the major users. It was intended to serve as a launching pad for a review of the Agency's low income statistics.

8. Longitudinal Database on the Evolution of Incomes

o The Agency developed and tested a longitudinal database on the evolution of incomes of individuals and families from 1976 to 1986. The database is currently being used for a joint Statistics Canada - Economic Council Study on Labour and Income Adjustments.

9. Services

- o This is a strategic priority as it is the fastest growing sector which now accounts for about 70% of current employment. The program of the Agency has two basic thrusts:
 - a) Basic groundwork on the development of a classification of outputs. This is an international effort which benefitted from Canadian leadership. The Agency's contribution concentrated on developing draft classifications of outputs in the areas of banking, accounting, telecommunications, computer sciences and management consulting.
 - b) Piloting and implementing surveys in these industries to complete our coverage of this sector in terms of financial data. These are pathbreaking activities in which Canada is leading the world.

10. Major Improvements in International Trade in Services

o Services account for \$5 billion in exports and \$7 billion in imports. The Agency developed improved data related to banking services, brokerage fees, mergers and acquisitions and insurance services.

11. Exchange of Imports Data with the United States

o The statistical exchange was started in January 1990 without major hitches. Henceforth, comparisons with the United States of goods in trade at a very detailed level will be possible. On-going negotiations to resolve some operational difficulties and data needs for auxiliary information are also being carried out.

12. Conversion key between the Canadian Industrial Classification and the American Classification

o The Agency has reached agreement on an official conversion key between the Canadian Industrial Classification and the American Classification. This means that negotiators between the two countries now have an officially sanctioned set of comparable industrial statistics for the two countries.

13. Results of the Survey on the Use and Sources of Business Services

The survey attempted to establish whether large businesses increased their use of contractors for legal services, accounting, informatics, advertising and research over the last three years. The result indicated that these services enjoyed a real growth which was not linked to contracting out services which previously were provided in-house.

14. Results of the Survey of Manufacturing Technology

o Statistics Canada recently published the second part of the survey results which covered 22 types of leading technologies, and their present and projected utilization. The latest results permitted the Agency to obtain estimates for the whole manufacturing sector. They measured trends and were based on comparable concepts with those of the United States. The project served as an international model and it permitted an evaluation of the competitiveness of Canadian industries.

15. Publication of the Results of Various Small Cost-Recoverable Projects

o Advanced Technology in Service Industries and Economic Performance of Immigrants are two studies which were published. They serve as excellent examples of low cost studies which use existing data collection vehicles to fill important information gaps.

16. Publication of the Results of Remote Sensing of Crop Conditions

o The first results of remote sensing of crop conditions were published last summer. They attempt to provide users with a weekly summary of crop conditions in relation to the previous year or a standard year. These weekly reports have the potential of being particularly useful in situations of major droughts.

17. Richmond Hill High School Telichart Experience

- This pilot project was a collaborative effort between Statistics Canada and Richmond Hill High School. A similar pilot project was also carried out in Alberta. For the project, CANSIM and the Telichart Software were married and students were provided with on-line access. The significance of the project is enormous for:
 - a) education in Canada

b) computer literacy

c) developing analytic skills in interactive mode

d) getting students to better appreciate statistics and become users at the secondary school level.

The experience will be enlarged in a pilot mode to some 40 schools.

18. Auditor General's Comprehensive Audit Report

The Auditor General's report released last November described Statistics Canada as "a highly professional organization that provides data for a very broad range of requirements and faces practically limitless demands for more and better data". It noted the high standards of the Agency's staff as follows: "Statistics Canada commands a widely held respect by many users for (its) professionalism... We noted the dedication on the part of the Agency's staff to maintaining good statistical practice (and) found that most managers satisfactorily carried out their statistical activities in conformity with the Agency's guidelines for maintaining quality."

B: RESULTS OF THE 1990-91 LONG-TERM PLANNING PROCESS

1. General Adjustments in Resource Levels

- Some 128 person-years and approximately \$9.2 million in non-salary dollars were reallocated during the 1990-91 long-term planning process to support a variety of new planning proposals and Agency-wide initiatives. These include resources returned from previous "sunset" allocations as well as additional savings of 31 person-years identified through new efficiencies and 43 person-years reallocated from lower priority activities which were reduced or eliminated. They also include a one-year infusion of capital funds (\$6 million) from the Treasury Board.
- This realignment of resources represents approximately 3% of Statistics Canada's person-years complement and 11% of its non-salary budget.
- New initiatives to strengthen both statistical programs and the Agency's infrastructure were allocated 64 person-years and \$3.7 million. The remaining 64 person-years and \$5.5 million were redeployed to existing activities which required resources to maintain their level of output and/or to cope with unavoidable workload increases. They were also used to replenish the Agency's capital stock and invested in productivity measures that will yield more person-year savings in future years.

2. Health Statistics

- Emphasis has been given to consultation with Provincial and Territorial Ministries of Health and the Federal Department of Health, to identify statistical data gaps and to develop a mechanism for building consensus on future directions for the program.
- o Continuation of the health initiative in 1990-91 will focus on :
 - research, in collaboration with the Canadian Institute for Advanced Research, on conceptual frameworks to support the establishment of an integrated system of health statistics;
 - development of patient-oriented health care records;

- development of a comprehensive cancer register for Canada;
- further refinements and additional content to a Database of Health Indicators and Small Area Health Databases for individual communities; and
- continued work with the Health Information Council to define the strategic and operational objectives for the program of the Canadian Centre for Health Information.
- To sustain these initiatives and other work of the health statistics program at Statistics Canada, the Agency has, beginning in 1990-91, allocated 9 personyears and \$75,000.

3. Education Statistics

- o Follow-up on the initiative in education statistics will include in 1990-91:
 - Technical aid to the provinces and territories to modify their systems to provide better sources of statistics on education, more comparable at the national level
 - Statistical development work in high priority areas as defined by the Council of Ministers. This work included:
 - statistics on part-time postsecondary education
 - development of a typology for the education program
 - development of a methodology for "full-time equivalent" registrations
 - continuation of developmental work on a common publication program.
- o Statistics Canada allocated 6 person-years and \$65,000 for these activities in 1990-91.

4. Linkages Between International Trade and Production Data

- The Harmonized System (HS) has been implemented in the International Trade Statistics Program and in the annual survey of manufacturing. The HS is now being brought into Input-Output tables and the Prices program.
- The main activities which will need to be undertaken in the future are:
 - conversion of transportation statistics to harmonized system categories
 - examination of the possibility of adopting a system of identifying outputs and inputs using the harmonized system categories for the agriculture program; and
 - testing and implementation of the new harmonized system classification for the capital expenditures survey.
- These activities will be carried out on a priority basis by staff currently assigned to the program.

5. Expanded Program in the Services Sector

- The development of a program aimed at expanding the collection of current statistics in the service sector requires three closely linked elements:
 - The development of a classification of products for service industries
 - The development of a complete universe for financial surveys of the different service industries (revenues and expenses), and
 - The production of improved estimates for international trade in services.
- o The Agency allocated 10 person-years and \$79,000 to continue this activity initiated in 1989-90.

6. Provincial GDP by Industry

- o The Agency hopes to accomplish three things over the next few years. They are:
 - introduce measures to improve timeliness (from three to one year) of provincial GDP for goods producing industries at the first digit of the SIC
 - introduce measures to expand industrial and services coverage in current prices
 - achieve more improvements in coverage, in constant prices, in future years.
- o The Agency allocated 5 person-years to this initiative in 1990-91.

7. Impact of Government Aid to Business

- o An area of importance to government and industry, in light of free trade subsidy negotiations, is the ability to assess the effectiveness of government aid to business.
- The assessment of the impact of government aid programs involves a longitudinal study of businesses and the development of measures of performance, including financial, employment, productivity, export and balance of payment performance.
- o The Agency allocated a small amount of funds to this activity for EDP equipment in 1990-91.

8. Earnings Index

- There is strong support from users to provide an Hourly Earnings Index, incorporated into the Survey of Employment, Payrolls and Hours.
- The Agency allocated a small amount of funds mainly for EDP equipment and software to support this initiative.

9. Survey of Employment, Payrolls and Hours (SEPH)

- o The longer-term plans call for a major redesign in order to reduce costs and response burden, to improve the accuracy of the data series and to optimize use of the new business register.
- The immediate objective is to carry out research into issues of overall survey costs, ways and means of simplifying survey methodology and data quality measures including the use of PD-7A remittance data for SEPH.
- o The Agency will invest 3.5 person-years and some non-salary money to support these research activities.

10. Labour Force Survey Redesign

- o The growth in the number and variety of household surveys has pushed the capacity of the Labour Force Survey to its limit.
- The Agency must determine the demand for social surveys in the years ahead, through consultation with users, so it may be possible to develop appropriate strategies and better define the areas requiring changes.
- o The Agency will allocate 2 person-years and \$80,000 in research and development before initiating in-depth modifications to the survey.

11. Public Sector Statistics

- o The Financial Management System will be redeveloped to be more compatible with the System of National Accounts in terms of concepts, classification, data sources and definitions.
- o Work has taken place on the reconciliation of the coverage and concepts of the Financial Management System and the System of National Accounts.
- This process has resulted in the identification of a number of gaps in the government sector database, including the need for quality improvements in quarterly provincial estimates of revenue and expenditure, more timely annual benchmark data, functional disaggregation of government expenditure data and more analytically oriented products.

o Statistics Canada has allocated 2 person-years and \$60,000 to the program starting in 1990-91.

12. Other Program Improvements Through Research, Development and Data Integration Activities

- Research and analysis, using Census data, will be further promoted through the continuation of internal data retrieval support for an externally conducted research program. This will allow the academic community to conduct a census analytical program in the public interest with minimal cost to Statistics Canada. The Agency will devote 2.1 person-years and some non-salary money to support these activities.
- The establishment of a longitudinal component to the General Social Survey will be supported. The Agency will allocate 2.5 person-years and some non-salary funds.
- o Statistics Canada's Fellowship Program, established to foster the application of external expertise to the development and analysis of the Agency's information, will continue to be funded with an allocation of 0.5 person-year and \$125,000). The Agency expects that two new fellowships will be awarded for the following:
 - to strengthen the analytical capability of the General Social Survey Program (during 1990, new data sets on education, work, and family and friends) will become available; and
 - to further enhance the Agency's understanding of ethnicity in society by carrying out research on this subject.

13. Program Consolidations and Reductions

- o Continuing fiscal pressures and the need for the Agency to rebalance its program to meet evolving needs makes internal resource reallocation necessary.
- o Reductions in detail, frequency and coverage or level of service provided included:
 - decrease the long form questionnaire coverage for the annual manufacturing survey

- reduction of verification of small-value exports from non-USA countries
- various internal infrastructure activities
- o Elimination or cancellation of surveys or operational and administrative tasks included:
 - cancellation of some 1986 Census outputs
 - cancellation of selected industrial prices programs
 - cancellation of the annual urban transit survey
 - elimination of statistics on scientists and patent trends.
- These changes plus the transfer of a few small surveys to cost recovery provided approximately 43 person-years and \$120,000 to be reallocated for higher priority requirements.

Appendix 2

PROVINCIAL AND TERRITORIAL PROGRAM REPORTS

1990 NEWFOUNDLAND ACTIVITY REPORT

Report submitted by the Newfoundland Statistics Agency to the May 14-15, 1990 meeting of the Federal-Provincial Consultative Council on Statistical Policy Our Agency added one new position during the past year. This statistician is responsible for administrative files and small area statistics. As well we have just concluded an arrangement with the Statistics Canada Regional Office. Mr. Hugh Ridler will be going on temporary assignment with the Regional office under the Corporate Assignment Division Program. He will be assuming the role of the Assistant Director of the Regional Office, who is in charge of data dissemination.

During the past year we initiated a number of projects. We carried out a survey of Artists for the Provincial Arts Committee. We published a report highlighting demographic trends for the past 20 years. This publication contains information for various age and sex groups: pre-school, laboratory, elderly, etc. We also published Provincial Electorial Profiles based on the 1986 Census. These profiles included coloured maps showing income levels and unemployment rates in the electorial districts.

A project is being undertaken with the Provincial Department of Finance to determine the impact on individuals and business of changing from the present Retail Sales Tax Base to the proposed Federal Goods and Service Tax Base. We have found the diskette developed by the Input/Output Division of Statistics Canada on Commodity Indirect Taxes by Industry to be very useful in this exercise.

1990 PRINCE EDWARD ISLAND ACTIVITY REPORT

Report submitted by the Economics, Statistics and Fiscal Analysis Division of the P.E.I. Department of Finance to the May 14-15, 1990 meeting of the Federal-Provincial Consultative Council on Statistical Policy

The Director of the Economics, Statistics and Fiscal Analysis Division of the Department of Finance is the Statistical Focal Point for Prince Edward Island. In total, the division employs five persons: myself, John Palmer, Director, two economists, one statistical assistant, and one secretary.

We are continually looking for extra resources to improve the statistical activities of our operation. With only one statistical person, we rely heavily upon Statistics Canada for the majority of data we require. We canvass our Provincial departments for data, especially for our annual and quarterly publications.

Activities since the last Consultative Council meeting include a presentation to a Cabinet Committee of Ministers investigating rural development on Prince Edward Island in terms of where Prince Edward Island came from and where Prince Edward Island is heading. The material used was small area data from John Leyes' group, combined with historical Census data.

The Premier of our province has set up two policy committees of Deputy Ministers. The committee members consist of Deputy Ministers who serve on either the Social Policy Committee or the Economic Policy Committee. Both committees are chaired by Senior Deputy Ministers and their agenda is to review economic and social development of Prince Edward Island and reflect on what can be done relative to present policy. My division made presentations to each committee. They dealt with the economic situation facing Prince Edward Island today and our concerns for the future long-term development of Prince Edward Island.

Presentations were also made to the following: the Institute of Public Administration meeting held on the Island; the Agricultural Outlook Conference held in Charlottetown; Federal External Trade Officials visiting Prince Edward Island; and the National Defence College when they came to the Island.

In terms of pure statistical activity, on behalf of the Provincial Department of Community and Cultural Affairs, we agreed to provide population estimates for those "municipalities" which were not recognized as Census Sub-divisions in the 1986 Census.

We have produced a new document called <u>Prince Edward Island</u>
<u>Statistics: Past and Present</u> as well as several Economic Trends papers. One paper was a preview of the document Past and Present, and another was on multiplier analysis.

One of the objectives put forth in our annual strategic overview plan is to try to highlight and reinforce the importance of Statistics Canada for Prince Edward Island, in terms of a valuable source of information.

We made arrangements to have Stewart Wells give a presentation to the Deputy Ministers of both Policy Committees in June. We are presently finalizing plans to have Bruce Petrie make a presentation this fall. These sessions are to give the Deputy Ministers an appreciation of the people employed at a senior level in Statistics Canada and to hear what they have to say about their statistical work and how it interacts with Prince Edward Island.

We have an extremely good working relationship with all levels of the Statistics Canada Advisory Office in Halifax. In cooperation with the Halifax regional office, we are planning a data information session for government officials and the public to inform them of statistical activities available on Prince Edward Island. We feel this type of session will help raise the profile of statistical information sources available.

1990 NOVA SCOTIA ACTIVITY REPORT

Report submitted by Statistical Services Branch of the Department of Industry, Trade and Technology to the May 14-15, 1990 meeting of the Federal-Provincial Consultative Council on Statistical Policy

There have been no changes in regards with staffing levels or funding levels over the past year and it does not appear that there is going to be any for 1990-91.

Activities over the past year have included:

- publication of family population and household projections at both the provincial and CD levels. These were prepared by a consulting group.
- update of the directory of manufacturers in hard copy.
 (It was made available on diskette for the first time to provincial users).
- preparation of a demographic profile of seniors in the province for the Senior Citizens Secretariat.
- continuation with the quarterly construction update and the commercial space survey in the Halifax/Dartmouth area.

For 1990-91, we are going to be preparing a stats facts sheet similar to the Statistics Canada one and similar to those produced in other provinces, i.e., Nova Scotia's "At a glance". We hope to get back into production of our export quarterly publication that has been in limbo for the past two years due to both staffing and the situation with the export data.

This past winter, a presentation was made to all of the Deputy Ministers within the Provincial Government with regard to the past and future trend in demography and labour force. This was very helpful in terms of giving the Deputy Ministers some idea of the activities that we engage in, as well as giving them some background on the situation within the province. This is the first time that we have had the opportunity to talk to the Deputy Ministers.

Very little changes are expected again in 1990-91.

1990 NEW BRUNSWICK ACTIVITY REPORT

Report submitted by the New Brunswick Statistics Agency to the May 14-15, 1990 meeting of the Federal-Provincial Consultative Council on Statistical Policy The New Brunswick Statistics Agency continued to concentrate its efforts on specific areas of common interest to most New Brunswick departments and agencies. Its data collection activities to date have been limited to joint collection agreements with Statistics Canada and areas such as culture, health, justice and education are covered by the relevant provincial department.

In the past year, the Agency's activities were similar to those reported last year. They included the preparation of population profiles and projections for departmental administrative districts, economic impact studies using the input-output model, maintenance of the economic account estimates and some work in the labour market area in conjunction with other provincial departments. The latter included the development of a profile of the youth in the labour market and the analyses of the impact of changes in unemployment insurance. More recently, there has been interest in establishing a limited retail trade survey to collect sub-provincial sales data.

Recently, the Agency held a two-day user seminar in Fredericton for new data users in the provincial government. The seminar was jointly organized by the Statistics Canada's Halifax Regional Office and the Agency. It also included the active participation of several members of Statistics Canada's Ottawa staff. An evaluation of the seminar indicated that it was well received by users and that follow-up workshops were supported.

The Agency expects to be involved in the following activities in the next year:

a) a review of incomes for the elderly

b) revival of the Agency's statistical newsletter

c) the use of the social policy model and database to gain

some training and experience

d) the identification of the volume of consumer purchases in other provinces, particularly those in the United States. (This is to provide information on lost provincial revenues).

In addition, the Agency has been approached by the Statistics Department of the University of New Brunswick concerning working relationships with their consulting group. This is of particular interest to the Agency because of its limited statistical expertise. Finally, a study has been initiated to explore the potential for information sharing within the government with a demonstration project to identify areas of potential benefits. The selected questions were aimed at providing new and useful information on data sources and the linking of such sources. The study established that there was no single source to determine what data are available. The absence of standards and common identifiers made file linking difficult and most data have been developed for the purpose of a single program. Nevertheless, the government has indicated some support for a long-term strategy to facilitate the development of a basic information database on residents, enterprises and land. The immediate task will be the preparation of a proposal to develop and maintain an inventory of electronically held information.

1990 QUEBEC ACTIVITY REPORT

Report submitted by the Bureau de la statistique du Québec to the May 14-15, 1990 meeting of the Federal-Provincial Consultative Council on Statistical Policy

SUMMARY

HIGHI DETAI	LIGHTS						•		•	•	
	Agriculture and fishing										5
	Manufacturing sector						•				6
	Tertiary sector			•		•	•				7
	Cultural statistics			٠				• •	•		7
	International trade								•		8
	Private and public investment								•		9
	Science and technology			•							9
	Employment, earnings and hours	of wo	rk .							1	LO
	Financial statistics						•			1	0
	Economic accounts									1	12
	Analysis and modelling of the i	ndust	rial	st	ruc	tur	e			1	L3
	Statistics on population and ho	useho	lds	٠						1	L 4
	Environmental statistics			•		•	•			1	15
	Regional statistics			•		•			•	1	15
	Consultation and statistical me	thodo	logy			•	•			1	L6
	Territorial standardization .						•			1	L7
	Surveys									1	L9
	Centre d'information et de docu	menta	tion							1	L9
	Banque de statistiques du Québe	c							•	2	20
	General publications								•	2	20
	Data processing					•				2	21
	Communications									2	21
	Secretariat									2	22

APPENDIX: Organization chart of the Bureau de la statistique du Québec as of April 11, 1990

HIGHLIGHTS

Fiscal 1989-90 was an important year in the recent history of the Bureau de la statistique du Québec: a multi-year planning process begun in the fall of 1988 served to reaffirm the importance of the BSQ, its role and its programming, and marked a new beginning for it.

The BSQ's mandate as Quebec's main statistical agency was confirmed. To guide its actions, the BSQ has made the following strategic choices: it will continue to play a major role coordinating statistical activities in Quebec; it will give priority to serving the basic, ongoing needs of the Quebec provincial government; its role will be complementary to that of Statistics Canada and the departments of the Quebec government; it will engage only in activities in which it has a comparative advantage, or where, from the viewpoint of Quebec government users, discontinuing or not carrying out these activities would have major negative consequences; in relation to its clientele, the BSQ will have clear policies on the financing of its activities; it will continue to disseminate its data and provide access to the information that it holds, while observing the rules of confidentiality.

It will henceforth fulfil its mission by using two methods of financing: its regular budget and external financing via the BSQ Fund. Constituted in 1987 (but operationalized in February 1988) to enable the Bureau to meet specific or ad hoc needs of certain clients and bill the services thus provided, this Fund will henceforth also be used to finance any new project. In a time of repeated budget cuts, being able to count on a second method of financing gives the BSO a definite comparative advantage. In the past year, more than \$1 million passed through the Fund. Among the main projects thus financed were the surveys on regional disparities (for the Treasury Board), film screenings (for the Régie du cinéma), hotel occupancy rates (for the Department of Tourism), consumption of computer communication services (for the Department of Communications), and landscaping firms and garden centres (for the Department of Agriculture, Fisheries and Food). More than 300 economic impact studies were carried out for various clients, using the INTERSECTORIEL model. The Bureau marketed some 50 monthly, quarterly or annual publications and responded to numerous requests for data retrievals in the fields social statistics, international trade and of demographics, manufacturing.

In the coming years, the BSQ will remain active in most of the fields already covered by its <u>programming</u>. Thus it will continue its efforts to organize statistics on agriculture, the manufacturing sector and international trade. It will intensify its

efforts in the fields of culture and communications and will continue to produce data on investments and industrial research and development. It will maintain its activities with respect to public and private sector financial statistics, revenue and expenditure economic accounts and the INTERSECTORIEL model. is also undertaking to develop an external account for the Quebec economy and make a complete analysis of data available and needs to be met with respect to statistics on the vast tertiary sector of the economy. Demographics will continue to be a sector in which the BSQ performs functions vital to Quebec: managing the Registre de la population, making population estimates and forecasts and examining the current demographic situation; production of statistical compilations on various target groups, incomes, family assets and social indicators will also contribute to the field of socio-economic statistics. In terms of support for the statistical system in Quebec, the Bureau will continue its activities in the spheres of consultation and statistical methodology, surveys, territorial standardization, dissemination (in particular through its publications -- more than 70 titles - and its Centre d'information et de documentation) and coordination.

In addition to pursuing these activities, it will make improve-ments to various production schedules (such as in the field of agriculture), and in the coverage of certain sectors (statistics on poultry and pigs, private financial institutions, culture and communications); it will also conduct a methodological review of various projects. Other projects will be redefined, including those on electronic data dissemination, the data base on international trade and the survey on small manufacturing establishments. On the latter point, it should be noted that in view of Statistics Canada's increasing use of fiscal data and the need expressed by users for detailed data by region and by sector, the BSQ will within the next two years take over from Statistics Canada in the survey of manufacturing establishments in Quebec.

However, having made these choices, the BSQ has had to resign itself to withdrawing certain projects from its regular programming. The main projects eliminated are the production and management of surveys on fishing, employment, earnings and hours of work, as well as the Banque de statistiques du Québec.

A significant indicator of the importance that senior officials of the Department attach to the role and activities of the Bureau is that its budget and staff are to be maintained in 1990-91 at their current level in a period of budgetary restraint. The general orientations that emerged from the three-year planning process were put into effect in February and March in detailed planning of activities, and were reflected in the revision of the Bureau's organization chart (see Appendix). These efforts to

rationalize programming follow on those undertaken some months ago with respect to management (especially human resources management) and on initiatives taken in the fields of communications and computer equipment, fields in which the Bureau has adopted three-year action plans.

DETAILED REVIEW

· Agriculture and fishing

During the last fiscal year, the Bureau de la statistique du Québec continued its work in organizing economic statistics on agricultural and fishing enterprises. It completed the data processing work that it had undertaken to adapt the acquisition of data on the dairy industry to the system implemented by the Régie des marchés agricoles du Québec. As a result of other computer innovations, we are now able to generate by computer most of the tables in the publication <u>Statistiques laitières</u>.

An increasing number of surveys are now processed using micro-computers. A survey on the activity of garden centres and nursery operators has been started. A complete review of the universe of the survey on honey was carried out, along with a thorough validation of the data gathered. However, during the year the Bureau also discontinued the survey on apple production in Quebec, and as an outcome of the multi-year planning process, it decided to end its survey on fishing.

The publication <u>Statistiques de l'agriculture, des pêches et l'alimentation</u>, 1990 edition, is in preparation. The Bureau has also participated in the work of several committees and co-operated with Statistics Canada, Agriculture Canada and the Quebec Department of Agriculture, Fisheries and Food in the preliminary work on forecasts of farmers' receipts in 1989 and 1990.

Manufacturing sector

The review of computer programs and the rationalization of our modes of production have continued and resulted once again, in 1989-90, in productivity gains. The work that could not be finalized in 1988-89 has been completed. On the other hand, the lengthy delays by Statistics Canada in releasing data from the 1987 Survey of Manufactures have hampered completion of the 1989-90 program, forcing us to postpone most projects to the next fiscal year.

The Business Survey Redesign Program at Statistics Canada continues to be a major concern. The BSQ examined all the options open to it and concluded that the only way to compensate for the reduction in information produced by Statistics Canada was to conduct its own survey of manufactures in Quebec. It began setting up the structures needed to implement that project.

Furthermore, the Bureau continued to provide technical support to the Quebec Department of Industry and Commerce within the framework of the Statistics Canada Statistical Program on Small Businesses.

· Tertiary sector

Assisted by the Department of Tourism, the Bureau continued its monthly survey on hotel occupancy rates. The survey results, issued less than 40 days after the period that it covers, provides the room occupancy rate, the average number of occupants and the average rental price. The Bureau also continued to focus on the business services industry, mainly by obtaining from Statistics Canada special compilations on computer services and advertising.

The multi-year planning process called for a significant expansion of this program, and we have undertaken a consultation of possible users with a view to proposing a detailed program. The major orientations that seem to be emerging have to do with the business services industry, the communications industry and the development of indicators for measuring activity in the sector and each of its main components.

· Cultural statistics

The cultural statistics program progressed significantly in 1989. The Bureau published the first edition of its cultural indicators. The monthly survey of cinemas and drive-ins was resumed in conjunction with the Régie du cinéma; the quarterly summary publication was published barely two months after the end of the period covered. The 1989 annual edition came out in early April, after an even shorter production period than in the previous year.

The survey of both provincial and local government expenditures on culture continued, and work is under way on the first publication covering such government expenditures as a whole.

We continued to co-ordinate the activities of the interdepartmental task force on cultural and communications statistics, and we helped to evaluate Statistics Canada's cultural statistics program and make preparations for the second federal-provincial conference on cultural statistics.

· International trade

The Bureau processes statistics on international trade on a monthly basis and is making improvements to this operation, with respect to both imports to and exports from Quebec. Tables based on the SGI and SGE (summary import and export groups) classifications are released monthly. Data in the HS format may be obtained on demand.

The main users of international trade data, including the BSQ, agreed to develop in 1990-91 a system for the management and dissemination of these data. Before work can begin, all that remains is to make the agreement official.

In addition, a publication with data from 1978 to 1988 is being prepared. Because of the level at which the data are being aggregated, the old and new classification systems can be reconciled. Thereafter, the data should be published annually according to the new classification.

· Private and public investment:

The Bureau continued to produce data on capital expenditures on machinery and equipment in the public sector in Quebec. It produced a publication on public and private investment in Quebec from 1987 to 1989, with its main objectives being to regionalize the data from the Statistics Canada survey and to break it down by sector of the economy.

Science and technology

The 1987 data on industrial research and development were published. The Bureau continued to co-ordinate the interdepartmental task force on science and technology statistics. Early in 1990 the task force met with officials from Industry, Science and Technology Canada (ISTC) and Statistics Canada to discuss statistical developments in this area.

In 1989-90, we co-ordinated, together with our colleagues from Statistics Canada, the implementation of the survey on government science and technology activities. Co-operation between all parties was excellent.

· Employment, earnings and hours of work

As an outcome of the multi-year planning process, the employment and earnings program had to be discontinued, largely to free up resources in order to conduct the survey of manufacturing establishments. We therefore ceased publication of our data with the issue for the fourth quarter of 1989. Meetings have been held with our colleagues in Statistics Canada to organize the transfer of certain responsibilities.

· Financial statistics

In the field of private-sector financial statistics, the publications on Quebec deposit institutions are eliciting growing interest among financial institutions, and the number of subscriptions has now reached 150. Moreover, this product will be a "first" among the 3,700 titles of Publications Québec, in that subscribers may receive it by fax in order to obtain the data more quickly. Sectoral publications on credit unions were discontinued following a regrouping of the different types of credit unions and after users were consulted to determine the impact of this decision. The bulk of these data are now presented in the publications on deposit institutions.

A pilot publication on private and public insurance in Quebec was the object of limited consultations with various potential users, and a second version will be tested more widely so as to properly position this product in the market. A new project was launched, the purpose of which was to develop a classification system for the universe of financial institutions and to enumerate the institutions currently covered.

In the field of public financial statistics, 1990-91 should see the culmination of long years of effort when the Bureau issues the first annual publication on the Quebec public sector as a whole, examined according to the Canadian financial management system. At the same time we intend to co-operate fully with the developments under way at Statistics Canada in this field.

The coming months should see greater co-ordination between our two agencies in setting up an improved system of public financial statistics.

· Economic accounts

The revenue and expenditure economic accounts program has a number of accomplishments to its credit. The most recent annual edition of the Comptes économiques des revenus et des dépenses, available in August 1989, presents interim data for 1988, in addition to the historical data covering the period from 1973 to 1987. The quarterly economic accounts data for the third quarter of 1989 have been on sale since February 1990. For the first time, this publication presents seasonally adjusted data and certain data on final demand expressed in constant dollars. As a result the number of tables has increased from four to twelve. The Bureau also produces quarterly data on provincial government revenue and expenditures based on the economic accounts. data are available 35 days after the end of a quarter and are transmitted directly to Statistics Canada. An agreement on the provision of these data will be reached shortly.

As part of this program, the Bureau also produces the quarterly <u>Statistiques</u>, which presents some 150 indicators and 200 graphs. Lastly, preliminary estimates of the main statistics on Quebec manufacturers (which enable users to obtain the data two years earlier) were once again prepared using an appropriate econometric model.

With regard to developments in the area of provincial economic accounts, the Bureau is currently continuing work on the deflation of quarterly data on the components of final demand (public investment and expenditures), and on the seasonal adjustment of these same components. A new project has been launched to produce an external account for Quebec according to the economic accounts approach (internal basis).

· Analysis and modelling of the industrial structure

During the fiscal year ended March 31, 1990, nearly 300 economic impact studies including more than 500 simulations and nearly 1,000 supplementary tables were produced using the BSQ's INTERSECTORIEL modelling software, at the request of various clients in the public and private sectors.

During the last six fiscal years, more than 1,100 economic impact studies and more than 3,000 simulations have been produced using this model. In the coming year, the ongoing work of updating the INTERSECTORIEL model data base will continue, notably through the integration of data derived from the most recent Statistics Canada censuses of manufactures and mines, the latest Statistics Canada survey on household expenditures and the most recent

federal and Quebec budgets. In 1989-90, the data on manpower and on direct, indirect and incidental taxation were revised for 1990. The BSQ has also begun work on incorporating into the data base of the INTERSECTORIEL model the disaggregated version of the 1984 input-output tables for Quebec compiled by Statistics Canada.

· Statistics on population and households

The Bureau's activity in the field of socio-demographic statistics is structured along three lines: organization of data, estimating/ forecasting and analysis.

With regard to the organization of data, the Bureau continued its ongoing operations of gathering and validating data on births, deaths, stillbirths and marriages; an additional effort was devoted to improving the quality of these data. The Bureau also co-ordinated, on behalf of the Quebec government, the purchase of census tables and tapes of survey micro-data; it is currently organizing this information into socio-demographic data bases. In addition, the Bureau conducted consultations with the Quebec government with respect to three postcensal surveys (the elderly, disability, native people), the pretest of the 1991 Census and the methodology for determining low-income thresholds. Also of note was the production of a publication on the labour force.

With regard to estimates and forecasts, activity was focussed primarily on making forecasts of population and the number of households by administrative region and by Regional County Municipalities. Work on estimates served mainly to establish a base population, corrected to take account of the census undercount, in order to produce population forecasts.

In the area of analytical work, the main activities were the following: production of the 1989 edition of La situation démographique du Québec and a monograph on family incomes, studies on the contribution of women to household income, a study on the demographic aspects of the Quebec labour force, special work on fertility and the divorce rate.

Environmental statistics

In the field of environmental statistics, the Bureau continued its discussions with the Department of the Environment in order to lay the foundations for a co-operative effort which both parties consider essential. These efforts resulted in the production of a joint report on desirable future directions.

· Regional statistics

Adapting data to the new administrative regions was on the list of activities of every administrative unit of the BSQ. Most statistical fields have been affected by this sustained regionalization effort, although the results vary from one field to another; thus noteworthy efforts were made in the fields of demographic data, investment data and cultural statistics, while there is still room for improvement in other sectors.

Following a consultation conducted in 1988-89 on the needs of users of regional data, preparations continued on a second series of 16 publications, based geographically on the new administrative regions (1987) and regional county municipalities; this new series, which will include only data from the 1986 Census, is now being printed.

Within the framework of the interdepartmental co-ordinating committee on the regions and the Federal-Provincial Committee on Small Area Data, the BSQ was asked to encourage Quebec government departments and agencies to adopt the new administrative regions in producing their statistical data, and to this end it made numerous contacts with them during the 1989-90 fiscal year.

· Consultation and statistical methodology

Our experts in statistical methodology continued to provide support for the Bureau's regular surveys, and they continued to improve the tools necessary for developing polling plans and questionnaires and for analyzing data (sampling base for businesses, generalized estimation program). In addition, they continued to act as consultants in the areas of statistical methodology and survey methodology for various Quebec departments and agencies, and at the latter's request they also acted as project officers for specific surveys. Among the main activities started or completed this year were analysis of the results of the survey on regional disparities; the survey on the use of computer communication services by Quebec businesses; follow-up on the Quebec health survey (cardiovascular health and health in northern areas); revision of the sampling plan for checking student enrolment in Quebec universities; and analysis of data in the survey of earnings at or near the minimum wage.

· Territorial standardization

In the field of territorial standardization, while carrying on its regular geographic code management operations, the Bureau continued to participate in the work of the joint BSQ/Statistics Canada task force on the geographic coding of Quebec by finalizing the revision of the code on the basis of the regional county municipalities (RCMs). The latter will be treated as the 1991 Census divisions and over time will be brought into use in the various existing statistical files and computer systems.

The BSQ has completed production of a file matching the postal code and the geographic code, for use in carrying out its own statistical programs and to meet a need felt by the entire Quebec provincial government. Created by validating and matching various sources of information including Statistics Canada's Postal Code Conversion File (PCCF) and Canada Post's Delivery Mode File (DMF), this product is now being made available to Quebec departments and public agencies through existing channels of distribution.

In addition, the acquisition of systems management software (fourth generation) has led the Bureau to develop a prototype applicable to the management of the geographic code system. Its implementation is planned for 1990, and it should contribute to greater clarity in day-to-day activities (update and corrections) and higher-quality, more accurate information. Furthermore, this "data base" environment will facilitate and accelerate operating procedures and, as a pilot project, will enlighten Bureau management as to the possibilities of eventually applying it to other projects. Lastly, the BSQ was invited to participate (on the prototypes task force) in the development of geomatics within the Quebec provincial government; to a great extent it owed this opportunity to its central role and its function as an organizer of statistical information.

· Surveys

Once again this year, the Bureau had a role in the carrying out of some 50 surveys. Most are carried out on a regular basis under statistical programs set up by the Bureau itself; others are done in conjunction with Statistics Canada, while still others are done in order to meet the needs of government agencies that contribute financially to carrying them out.

· Centre d'information et de documentation

The Centre d'information et de documentation has continued its efforts to implement a classification system which over the medium term will enable the Bureau to establish links with various networks of the Quebec government. It has also devoted efforts to the computerization of its entire documentary system. In this connection, it has maintained its subscription to a computerized system for documentary research and reference that provides access to all government libraries in Quebec and throughout Canada.

As regards data dissemination, the Centre has improved its procedures (rules, terms and conditions) for managing information requests (providing access to information, preparing response files and applying invoicing procedures). These measures are continually being improved, and they serve to ensure that clients receive high-quality service (with some 7,000 files being processed during the 1989-90 fiscal year).

· Banque de statistiques du Québec

The Banque's regular activities of updating and disseminating statistical information continued throughout the year; however, the lack of human and financial resources precluded any new activity. Thus the Bureau decided to terminate the operations of the Banque on March 31, 1990 and conduct a thorough study of users' needs with respect to electronic dissemination of data in the 1990s.

General publications

With regard to general publications on Quebec, the Bureau has published the 1989 edition of Québec statistique, a major statistical work that offers a very wide range of social and economic data on modern Quebec. This 59th edition is of special historical importance, as it marks the 75th anniversary of the publication, which first appeared in 1914 under the title Annuaire statistique de Québec. In addition, the 1990 edition of Quebec By Numbers was published. This brochure, published in French, English and Spanish, presents in summary form basic statistics on the Quebec population and economic activity on a provincial scale, as well as a brief regional overview for each of the 16 new administrative regions.

· Data processing

In order to cope with the evermore numerous requests of its clients combined with a significant reduction in its resources, the Bureau has continued to make improvements to its technological infrastructure in a process that began several years ago.

One such improvement has been the acquisition of additional work stations. A technical analysis of the technological aspects of integrating minicomputers and microcomputers was then carried out so as to enable the Bureau to set up multi-functional work stations. The solution chosen, a "local microcomputer network", will be put in place during the summer of 1990.

This solution will favour integrity and confidentiality as well as intercommunication between stations which are presently autonomous. The sharing of the equipment and of the software will ensure optimal use of the microcomputers. This will also generate significant savings when new software is bought and it will improve user support while permitting problem resolution away from the work stations.

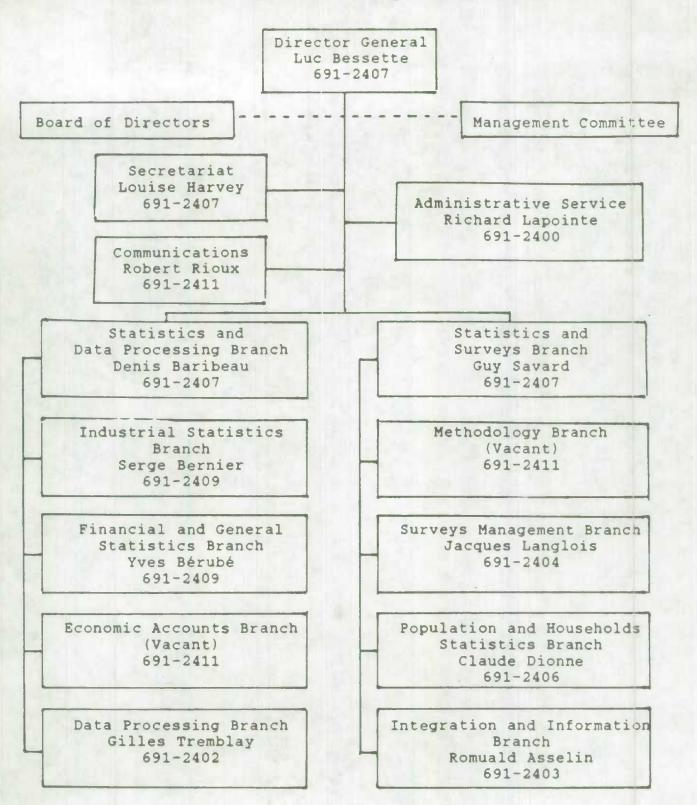
Communications

With respect to communications, the Bureau undertook in the past year to operationalize its three-year plan. The emphasis was mainly on developing our relations with the media (in large part by way of press releases) and on promoting our products and services. Accordingly four promotional brochures were produced: on the Bureau as a whole, the Centre d'information et de documentation, economic impact studies, and survey and methodology services.

· Secretariat

Since the last meeting of the Board, the Bureau's Secretariat has guided through the Quebec provincial government a draft agreement with Statistics Canada on the exchange of agricultural information, up to its signing in the fall of 1989. It has also been following up on a draft agreement on vital statistics that is currently under negotiation.

BUREAU DE LA STATISTIQUE DU QUEBEC



1990 ONTARIO ACTIVITY REPORT

Report submitted by the Statistics Unit, Sectoral and Regional Policy Branch of the Ministry of Treasury and Economics to the May 14-15, 1990 meeting of the Federal-Provincial Consultative Council on Statistical Policy

A reorganization is taking place in the Sectoral and Regional Policy Branch of the Ministry of Treasury and Economics. John Morning, who has been for a number of years the manager of the Federal/Provincial Agreements Unit within the Branch, has been designated the new manager of the Statistics Unit. The Federal/Provincial Agreements Unit has been responsible for negotiating economic and regional agreements under the Canada/Ontario ERDA program. However, the cut in funding by the Federal Government for this activity has led to a reduction in the work of this unit and accordingly a reorganization. John will be assuming the position of manager and the role of the Ontario focal point by the end of the month.

With respect to activities during the past year, a major part of the Statistics Unit's work continues to be related to the maintenance, expansion and updating of databases. The small area database "SHARC" continues to get extensive usage not only within the ministry but throughout the government. The latest data series negotiated and brought into the database include assessment data providing the amount of vacant and commercial land in communities. Income data produced by the Small Area and Administrative Data Division of Statistics Canada were recently purchased. The postal code file continues to be maintained in order that it can be applied to not only the Revenue Canada data series but also to other areas such as the Unemployment Insurance Claimants file.

We are continuously looking for new administrative data areas that can be developed for this database. There has been some difficulty in maintaining some of the existing business data series due to the cuts within the business redesign program. We are big users of SEPH data and as the subprovincial data has been discontinued, there have been discussions with both John Leyes and Jim Selley regarding the use of tax data as a proxy for earnings.

In the business sector, a new study is underway to measure the comparative economic performance between Ontario and other provinces and the U.S. States. Factors being measured include business costs, living costs and quality of life elements. This project was initiated because of the heightened importance for such a tool with the introduction of the Free Trade Agreement. More industrial detail by province and especially a breakdown of the Prairies data into individual provinces would help with impact studies of varying industrial structures in the economy.

Although the Census data is four years old, we are still getting a number of special requests. A fairly large request from the royal Commission on the Future of the Toronto Waterfront was recently completed.

With the cancellation of the <u>Ontario Statistics</u> publication, the data is now maintained on an electronic database. A survey of government users to determine the usefulness of this database is planned and improvements both in terms of usefulness and timeliness will possibly be made.

During the past year, networking within the Office of Economic Policy has been introduced, primarily to co-ordinate internal memos and to help prepare ministry briefings. Consideration is being given to new and improved database software which is applicable to networking and will provide for more efficiency and better user friendliness. With improved accessing, we hope to achieve greater usage of these databases.

A number of focal point co-ordination activities were arranged during the past year. Arrangements were made with Stuart Wells to have Kirk Hamilton make a presentation to the Ontario Round Table on the Environment and to other ministry representatives interested in StatsCan plans to incorporate natural resource accounting into the National Accounts. There was extensive interest in this meeting and a large turn-out. The ministry participants expressed strong interest in having a provincial dimension to any satellite accounts produced. As an indicator of the importance that Ontario gives to environmental issues, our new branch organization has incorporated a Unit to deal with the environment.

There have been some follow-up meetings regarding the 1991 Census content with Gustave Goldmann. Meetings were arranged with the StatsCan regional office on means of improving the 1991 coverage for the native population as well as meetings on the post-censal surveys. A large number of ministry representatives attended a meeting to review StatsCan's modes of data dissemination and we look forward to a follow-up report at the data dissemination meeting. The Ontario participants at that meeting expressed interest in receiving data in machine-readable format for the micro-computer.

A large number of requests were co-ordinated for the Public Institutions Division. A meeting was arranged between staff of that division and the Ministry of Government Services. It appears that Ontario may be able to provide provincial government employment to Statistics Canada on a more efficient electronic basis rather than the current manual questionnaire forms.

And lastly, we also co-ordinated for Statistics Canada the mailing and follow-up/collection of the quarterly "Survey of Capital and Repair Expenditures" for Provincial Government ministries and agencies.

1990 MANITOBA ACTIVITY REPORT

Report submitted by the Manitoba Bureau of Statistics to the May 14-15, 1990 meeting of the Federal-Provincial Consultative Council on Statistical Policy

INTRODUCTION:

In July 1989, the responsibility for the Manitoba Bureau of Statistics (MBS) and the Manitoba Statistics Act was transferred to the Minister of Industry, Trade and Tourism. MBS now reports to its Minister through the Deputy Minister, Industry, Trade and Tourism. This reporting change, resulting from a Cabinet reorganization in April 1989, now associates MBS with an economic department as opposed to a social service department.

The 1990/91 budget has not yet been approved, it is six months late in terms of the approval process. The requested budgetary levels represent no change from the previous year level. Staffing remains at 10 permanent staff, unchanged in the last 5 years. Cost-recovery/revenue generation targets have been kept constant. The current targets are approximately 17 percent of the total budget.

PROGRAM HIGHLIGHTS:

In terms of its program, MBS acts as a cross-departmental service agency to government and provides a wide range of programs and services. These products and services include provincial accounts (annual/quarterly); survey development/implementation; information systems design; administrative data development; statistical/economic consulting; and information dissemination.

Program highlights for 1989/90 include the following:

- Development of detail statistical profiles for provincial electoral constituencies based on 1986 census data. This major information activity, consisting of hard copy and electronic products, has provided MBS with an enlarged profile. New electoral boundaries have been recently proclaimed and are to be used in the next provincial election. All three Manitoba political parties have shown an interest in obtaining detailed profile information on these new ridings.
- MBS has increased its utilization of the micro-computer based modelling software like Statistics Canada's X-11-ARIMA and XV software programs and the MBS input/output model. The modelling has been used in the areas of provincial economic accounts, accommodation occupancy statistics, and trends analysis of key economic indicators. MBS is in the process of refining our I/O model to reflect the 1984 input/output data from Statistics Canada.

- MBS has increased its utilization of graphic software to display information. A custom graphic support service has been initiated for provincial departments and agencies. This service allows for the complete in-house production of high quality colour graphics in the form of charts, text or thematic maps. These are available on paper, transparencies and 35mm slides. This new service has resulted in a number of new clients being serviced by MBS.
- One of a number of data development initiatives has been the development of a system to produce quarterly trade statistics. This quarterly system, differing from the existing annual trade statistics program (publications/custom reports), is an attempt to monitor the current trade performance in Manitoba and especially how it relates to the United States.
- A number of statistical information products were produced and disseminated to subscribers. Topics for these reports include The Disabled in Manitoba; Male/Female Income Trends; Manitoba Industry Profiles and Manitoba Aboriginal Persons.
- Selected reports that will be produced this year include a compendium profile of seniors in Manitoba; a compendium profile of Manitoba's eight economic regions, and a Manitoba economic multipliers book which incorporates the 1984 input/output information.
- Continued marketing of MBS products and services to provincial departments has been a major activity. One method used is the wide dissemination of MBS information products catalogue. MBS is sending out the catalogue to between 600 to 800 government and non-government clients and potential clients.
- In the area of federal/provincial co-operation, MBS has a very good working relationship with the regional office in Winnipeg. An example of federal/provincial co-operation is the recently concluded agreement between MBS and Statistics Canada. This agreement would allow the production of census based population estimates for about 56 northern communities. MBS thanks Statistics Canada for their efforts in developing the separate enumeration areas for these 56 northern communities. This agreement concludes a 10-year process to produce census based population estimate for the communities under the jurisdiction of the Manitoba Department of Northern Affairs.

1990 SASKATCHEWAN ACTIVITY REPORT

Report submitted by the Saskatchewan Bureau of Statistics to the May 14-15, 1990 meeting of the Federal-Provincial Consultative Council on Statistical Policy

Organization

The Saskatchewan Bureau of Statistics (SBS) now reports to the Department of Finance instead of the Provincial Librarian. Currently, it has an allocation of 5 person-years including the Director's position. This level of resourcing represents a reduction of approximately 30% in personnel when compared to 1986. In real terms, the Bureau's budget has been reduced by approximately 40% over the same period. It is anticipated that some new resources will be added to the Bureau shortly to address new data requirements.

Work Program

The key project remains the maintenance of the provincial economic accounts along with some data dissemination activities. The current resources will be involved in a rebasing exercise of key economic series in the fall. This will be done to maintain comparability with the national accounts which will be rebased from a 1981 base to a 1986 base = 100. To assist in this time-consuming exercise, the SBS would appreciate receiving early information on the rebasing procedures and whether or not Statistics Canada will continue to publish the old series in parallel with the new series for a period of time.

The Retail Sales project had been put on hold 4 or 5 years ago due to a lack of resources. However, the data files have been kept up-to-date and new entries are verified for proper coding to the 1980 SIC once a month. This project may be re-activated should resources become available as the demand for retail trade information is very high.

Co-operative Agreements

The Saskatchewan Bureau of Statistics played an important role in facilitating a co-operative agreement for the 1991 Census between Statistics Canada and the Federation of Saskatchewan Indians. This agreement is working well.

1990 ALBERTA ACTIVITY REPORT

Report submitted by the Alberta Bureau of Statistics to the May 14-15, 1990 meeting of the Federal-Provincial Consultative Council on Statistical Policy The highlights during the past year were:

- Continued to emphasize a greater client and team orientation, with increased custom output.
- 2. Began producing a newsletter designed to give a brief overview of current and planned ABS activities. Called "Abstracts", it will be circulated within government 3 times a year.
- 3. Established an Economic Accounts Users' Group including both public and private sector users. Began making Accounts data available on diskette. The accounts will be rebased to 1986=100 in June for internal use and the rebased numbers released publicly this Fall.
- 4. Handled a significantly growing demand for methodological assistance. A greater percentage of clients now are requesting help at the beginning of the research project, rather than after the damage has been done. There is an increasing involvement in helping departments design better sampling plans in response to auditor criticisms.
- 5. Placed increased emphasis on customized international trade output. Currently investigating the feasibility of making the data available on micro-computer.
- 6. Continued to negotiate with Statistics Canada concerning jointly producing population numbers (quarterly for Alberta and annually for CD's/CMA's). This will eliminate the release of separate population estimates by ABS and Statistics Canada, which are not significantly different.
- 7. Coordinated the Government's obtaining several special outputs from Statistics Canada. Included were the Social Policy Simulation Database/Model, the Volunteer Activity Survey, the Health and Activity Limitation Survey, and the National Survey on Drinking and Driving.
- 8. Contracted Statistics Canada to provide retail trade data for nineteen urban locations, and profiles for centres with population less than 2,000, 2-5,000, 5-10,000 and 10,000 and over.
- Developed computer programs to use Health Care data to produce family structure information for sub-provincial geographic areas.

- 10. Continued to expand and enhance our GIS activities. A micro GIS system has been installed and the Bureau is producing and disseminating thematic maps and boundary files to government departments.
- 11. Further enhanced our statistical database (ASIST). A PC front end interface has been developed. This will allow users to specify information requests at a micro-computer prior to signing on and retrieving the data from the mainframe.
 - A special marketing thrust is being planned to increase ASIST usage in the private sector.
- 12. Began utilizing data from the Workers' Compensation Board files to develop unemployment and wage estimates for selected industries.
- 13. Developed small area unemployment and participation indicators for about 30 communities not covered by the Labour Force Survey.
- 14. Conducted a spatial price survey (comparing six northern communities to Edmonton) for a consortium of government and private sponsors.
- 15. Continued to produce custom Census aggregations by administrative areas for government clients using an ABS developed micro-computer system.
- 16. Published statistical profiles for Alberta provincial electoral divisions based on 1986 2A and 2B Census data.
- 17. Held successful 50th anniversary celebrations. More than 100 attended the reunion, and over 200 the open house for government. The letters of congratulation from Statistics Canada and the focal points were prominently displayed at the reunion. The plaque which the Council presented last year is hanging in the reception area of our new quarters.
- 18. Learned our 1990-91 budget would be basically unchanged from last year, in current dollars. No staff cuts will occur.
- 19. Lost Greg Jones, one of our senior managers, who recently accepted a position with the B.C. Government. We will be reviewing our organization structure before filling Greg's position this Fall.

1990 BRITISH COLUMBIA ACTIVITY REPORT

Report submitted by the Central Statistics Bureau to the May 14-15, 1990 meeting of the Federal-Provincial Consultative Council on Statistical Policy

Organization

On January 1, 1990, the Central Statistics Bureau was incorporated into the Planning and Statistics Division of the Ministry of Finance and Corporate Relations. This new division is headed by Assistant Deputy Minister Ian McKinnon and is comprised of three branches. The Statistics Branch (Director Tom Beynon) is responsible for most statistical production and dissemination, while the Quantitative Analysis Branch (Director Nick Paul) handles economic analysis, forecasting and modelling activities. The Planning Branch is a new entity whose function is to provide information and analysis in support of planning and policy development within government.

The Division employs approximately 50 people and has a budget of \$3.5 million.

1989/90 Program Highlights

1. Retail Sales Project

Administrative micro data from the Provincial Sales Tax system are being analyzed to produce estimates of retail sales. The initial objective is to release monthly sales for approximately 150 kinds of business at the provincial level. In a second phase, the tabulations will be extended to subprovincial regions and large communities.

The major methodological challenges of the work include imputing sales from tax collected in those cases where sales have not been reported. This is particularly difficult given the highly variable mixes of taxable and non-taxable sales by kind of business and over time. Other areas include allocating data from irregular returns to the appropriate calendar months, disaggregating returns of multi-establishment firms to obtain regional estimates, and accounting for administrative procedures and data adjustments such as revisions due to audits, payments "on account", payments including previous penalties and interest, etc.

The initial impetus for the project was to provide a vehicle for regional economic monitoring, and to assist potential investors with specific regional/kind of business assessments. Following the cutbacks to the Statistics Canada Retail Sales Survey in January 1990, additional retail sales measurements by kind of business are required to maintain the integrity of the Provincial Economic Accounts.

Processing of these large administrative files will be handled by a fully configured micro-computer, including 9 track tape drives and 660 mb of disk storage. The project will consume up to 3 1/2 person-years during its development phase. Initial results at the provincial level are expected by June 1990, with regional results before the calendar year end.

2. Census Undercount Project

Relative to other provinces, British Columbia has traditionally had a significantly larger undercount in the Census of Population. The objective of the Census Undercount Project is to reduce this underenumeration of British Columbia's population in the 1991 Census. Because federal transfer payments are based on the number of B.C. residents, substantial increases in income to the province are expected.

Statistics Canada has selected a national approach for handling the undercount problem which will be applied to all urban areas with a population exceeding 50,000 persons. This approach is based on an Address Register of residential dwellings created from various administrative files together with an Area Master File of computerized map information. These two databases will be used to assist census enumerators cover all dwellings on their routes.

The CUS project will extend the Statistics Canada program to areas with populations below 50,000, with a target coverage of up to 88% of the provincial population.

The project involves close cooperation between the Planning and Statistics Division and Statistics Canada. B.C. is responsible for preparation of the Address Registers for all urban areas and for extension of the Area Master File to smaller communities. Statistics Canada will consolidate the resulting data and, as in previous censuses, will be responsible for census collection procedures and operations.

3. Immigration Database

Several years ago the Population and Social Statistics
Section of the Division began to collect statistics
describing the characteristics of immigrants to B.C. Over
the past two years, the demand for immigration data from
other ministries within the provincial government has grown
considerably. As a result, we have expanded the amount of
immigrant information available by developing a database and

extraction system for the immigration data received from Employment and Immigration Canada (EIC). These newly available immigration data are obtained from the "Immigrant Visa and Record of Landing Form" and the "Immigrant Assessment Record-Abroad Form" used by EIC for processing the application of each immigrant landed in Canada. EIC has provided us with data for the period from January, 1980 to September, 1989, and has agreed to provide quarterly updates.

Statistics available from the database permit analysis of the social, economic, demographic, educational, geographic, and labour force characteristics of the immigrants. Since the data are available at a micro level, detailed research can be done by destination (down to city level), by age group (also, by age at date of landing since birth date and landing date are both available), and by specific time period. In addition, cross-sectional and time-series comparisons between British Columbia and other provinces will be possible if the database is expanded to include other provinces.

Some specific examples of the type of information available from the database are included in an attachment to this report.

4. Business Directories

Directories produced by the Planning and Statistics Division include information on location, employment size, sales, products produced, export destinations and volumes, regional profiles of multi-establishment companies, etc. In addition to their traditional value as market research and economic development tools, they are useful as regional statistical databases.

Recent directories produced by the Division include the British Columbia Directory of Importers and Manufacturers' Agents, the British columbia Offshore Directory, sixteen Sectoral Directories in the manufacturing sector, and several regional manufacturing directories.

The B.C. Manufacturers' Directory is the oldest and most widely distributed of the various directory products. The Manufacturers' Directory provides codes for employment size, Standard Industrial Classification, product classification based on the ICC, Standard Geographic Classification and exporter status. The directory covers approximately 7,300 firms and 4,300 products.

The B.C. Manufacturers' Directory is supported by an annual mail survey and continuous telephone updating activity. Additional data sources include industry associations, data files held by the B.C. government, information supplied by regional economic development officers, and matches against other industrial directories. The Manufacturers' Directory is released as an annual publication and on diskettes, as well as via a dial-in service. Annual circulation is approximately 3,000.

Two person-years are required annually for Directory maintenance, and additional costs of \$27,000 are incurred for printing and mailing. The database is maintained on PC's and involves no mainframe costs.

1990/91 Plans

Some re-orientation of statistical activities may occur in 1990 in response to the needs of the new Planning Branch. Other major planned initiatives include the following:

1. Marketing

The statistics function is not widely known within government. Seminars, meetings, newsletters and other vehicles will be used to promote the Division's products and services. The intention is not only to promote awareness, but also ensure that the Divisional work program is meaningful and priorities are well chosen.

2 Administrative Records

Greater emphasis will be placed on deriving statistical information from existing administrative records, and where administrative files are being set up or re-designed, providing advice to host ministries on how to build-in statistical capabilities without jeopardizing administrative objectives.

3. Cost Recovery

The Division has traditionally provided general purpose data and statistical services free of charge. Data and services developed for special purposes and particular users have sometimes been partially cost recovered. The Division is now proposing to recover a larger portion of the cost of special services, and extend partial cost recovery to cover general purpose data and users. Divisional publications and

releases, which were previously free will be available in future at prices which are high enough to offset printing costs and to discourage frivolous demand. The Division's recovery target for fiscal year 1990/91 is \$250,000, or just over 10% of its base budget. A descriptive brochure showing the prices of Divisional products is attached to this report.

Immigration Database

The following are some examples of statistical information available for British Columbia immigrants landed in 1988:

- 1. Of the 23,198 landed immigrants, 11,478 (49%) reported English ability, 104 (0.4%) reported French ability, 381 (1.6%) reported they were bilingual, and 11,235 (48%) report no official language ability.
- 2. The following table compares the immigrants by education level, and by selected age groups:

		Age Group	
Education Level	0-19	20-64	65+
No Education	2,141 (30.1%)	868 (5.8%)	371 (30.8%)
Secondary or Less	4,691 (66.8%)	6,503 (43.4%)	613 (50.9%)
Trade School Cert.	78 (1.1%)	2,398 (16%)	60 (5%)
University Cert.	9 (0.1%)	1,251 (8.4%)	32 (2.7%)
Some University, no Degree	92 (1.3%)	1,068 (7.1%)	50 (4.2%)
Bachelor Degree	9 (0.1%)	2,214 (14.8%)	58 (4.8%)
Post-Grad., no Master Degree	1 (0%)	144 (1%)	3 (0.2%)
Master Degree	0 (0%)	444 (3%)	11 (0.9%)
Doctor Degree	1 (0%)	82 (0.5%)	6 (0.4%)
Total	7,022 (100%)	14,972 (100%)	1,204 (100%)

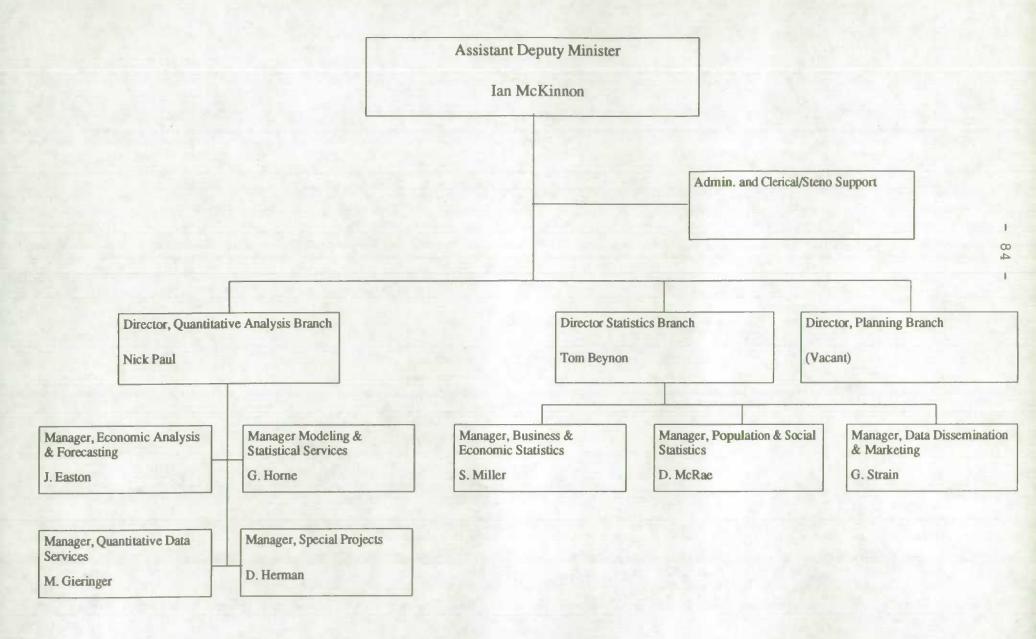
- 3. Of the 23,198 immigrants, 10 have reported that they are "qualified and will work in designated occupations", 59 have a non-confirmed pre-arranged job, 202 have a confirmed job, and the rest have no job offer.
- 4. There were 152 immigrants who reported the occupation of nursing. Of these, some 130 were general duty nurses, 6 public health nurses, 1 occupational health nurse, 2 doctor's office nurses, 1 nurse consultant, 1 private duty nurse, and 11 psychiatric nurses. Only three of the immigrant nurses had confirmed job offers before landing.

5. The following table shows immigrants by selected destinations by selected age groups:

Age Group

Intended Destination	0-14	15-64	<u>65+</u>
Vancouver	3,954	12,775	701
Burnaby	47	217	26
Coquitlam	0	1	0
Langley	0	3	0
New Westminster	0	4	1
North Vancouver	4	18	1
Port Coquitlam	0	2	0
Port Hardy	2	3	0
Richmond	107	335	35
Surrey	7	10	2
West Vancouver	35	175	33
Vanderhoof	1	6	0
Vernon	11	80	11
Victoria	149	695	97
Esquimalt	0	1	0

PLANNING AND STATISTICS DIVISION — ORGANIZATION CHART



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Information For Your Business

85



Planning and Statistics Division
Ministry of Finance and Corporate Relations



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Gordon Strain Manager, Data Dissemination and Marketing (604) 387-0331

or write to us at:

Planning and Statistics Division
Ministry of Finance and Corporate Relations
2nd Floor, 1405 Douglas Street
Victoria, British Columbia
V8V 1X4

PUBLICATION

British Columbia Manufacturers' Directory, 1990, 670 pages

Over 7,000 of the province's manufacturers are listed in the 1990 edition. This is an invaluable tool for those seeking to find suppliers as well as for firms providing products and services to manufacturing businesses. Manufacturers are listed by name, products, location and industry. Addresses, telephone numbers and contact names are included.

(\$15, Disk \$250)

British Columbia Regional Index, 1989, 450 pages

Produced about every five years since 1948, the Index is the most comprehensive, one-volume source of information about the municipalities and regions of B.C. An indispensable compendium of small-area statistics, the 1989 Index contains information on the province's eight Development Regions, over 100 maps, and descriptions of local and regional economies.

(\$30)

British Columbia Population Forecast, 1988-2011, 50 pages

What effect are the baby-boomers having on the age structure of the population? What are the school-age and workingage populations? How many seniors come to B.C. from elsewhere in Canada? What will be the size and composition of B.C.'s population in the year 2000? These and many other questions are answered in this easy-to-understand publication, which includes numerous charts, graphs and tables along with descriptive text.

(\$10)

British Columbia Economic Accounts, 1961-87, 260 pages

This is the definitive source of information on the composition of the province's Gross Domestic Product, based on revised data and current methodology. Anyone examining the performance of B.C.'s economy, its industrial structure, sources of income, and the disposition of expenditures in the economy would need this reference document. Quarterly estimates are given in both current and constant dollar amounts. Updates for 1988 and 1989 will be sent to those who order this publication.

(\$20, Disk \$75)

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1990 YUKON ACTIVITY REPORT

Report submitted by the Yukon Bureau of Statistics and the Government of the Yukon to the May 14-15, 1990 meeting of the Federal-Provincial Consultative Council on Statistical Policy

1. INTRODUCTION

The Yukon Bureau of Statistics (YBS) has undergone considerable self-reflection and assessment of its role within the Government of the Yukon. The past year was highlighted by a major program review conceived and conducted by the Director and staff of YBS. The purpose of this research was to formally understand and consequently to define and make explicit the mandate of the YBS. This definition was facilitated by understanding the nature of organizational effectiveness of a government statistical agency and subsequently organizing commensurate with that understanding.

This present document summarizes the organizational environment of the YBS and sets out the principles, expectations, and plans of this program over the short the medium term. This document will be an annual submission to the Cabinet Committees on Economic and Social Policy. This document is formally offered to the policy committees for their consideration, acceptance or modification - the ultimate measure of the effectiveness to the YBS is their utility to the policy and planning process.

This work plan reflects project activity anticipated and identified by departments as a result of the first YBS call letter. The response from departments was adequate for a first call of this type however it is anticipated that responses to subsequent call letters will be more uniforms and comprehensive. The YBS anticipates that we will face a considerable number on unplanned requests from departments as has been the experience of the past.

The first work plan exhibits a major improvement in communications between YBS and departments and it will serve as an excellent beginning to the development of an annual review cycle for planning YBS project work. The 1990/91 YBS work plan will be submitted to the Cabinet Committee on Economic Policy and the Cabinet Committee on Social Policy for their consideration. Comments and explicit priorities conveyed by these committees will be used to modify and set forth the final work plan for the YBS. The YBS annual work plan will be submitted each year. Next year's work plan will provide a status statement on each project identified in this document. This statement will provide the first performance related information on the YBS's integration into departmental policy research.

2. ORGANIZATIONAL ENVIRONMENT

2.1 Stakeholders

The stakeholders of the YBS are found primarily within the Yukon Government. Other stakeholders exist but the central orientation of the YBS is that of a support resource to the Yukon Government. As the central statistical agency for the Yukon Government the priorities of the Cabinet are the focus of the annual work plan of the YBS.

As a public agency and research organization, the YBS must balance a diverse set of interests: government priorities and expectations, as well as the demands of respondents, clients and other data users. Stakeholders include:

Yukon Government

Within this government, the Cabinet and Cabinet Committees on Social and Economic Policy are seen as the ultimate source of direction for the YBS.

Yukon Departments

As the embodiment of Cabinet priorities, departmental staff are prime users of both the information and analytical services of the YBS.

Statistics Canada

As a full member of the National Statistical System, the YBS is closely tied to the operations of Statistics Canada. Statistics Canada relies on the YBS for a regional perspective as well as assistance on the many activities undertaken within the Yukon and this government.

Federal Government Departments

Many of the local and Ottawa-based Federal departments rely on the YBS for statistical information about the Yukon.

General Public

All information produced by the YBS is made available to the Public. The YBS does not produce information solely for the consumption of the general public, but data developed for policy research is put into the public domain by the YBS.

Private Sector

The private sector uses the information disseminated by the YBS for market research as well as strategic planning. The YBS does not interpret its mandate to work directly with the private sector but, as the private sector is an important part of the Yukon economy, the YBS makes every effort to respond to their requests in an appropriate manner.

Universities, Research Institutes, and Libraries

These clients are important repositories of information on the Yukon. As sources of research information, they represent the most appropriate destination for YBS published

2.2 Government Environment

The Yukon Bureau of Statistics faces several unique issues with regard to the provision of statistical services in the Yukon.

Size of the YTG

materials.

The Yukon Government, by virtue of its size and geographic situation, has developed its own organizational adaptations. With departments that can not support dedicated statistical staff, and a historical lack of information developed by Statistics Canada or other sources, the YBS has had to respond by offering both information (and publications) and analytical (and methodological) services. The basis of this bimodal orientation is to make the technical resources of the YBS complement and support the policy research in the departments. The YBS conducts its own "core" research as well as undertaking research on behalf of departments in support of their policy initiatives. By working with departments, Cabinet research priorities are achieved while developing research skills within the departments.

Local Research Consultants

Statistical analysis and research methodology are activities that demand technical knowledge and practical experience. As a government research agency, this experience for the YBS has been acquired through its association with Statistics Canada and the rigours of their survey methodology, contacts with academic and independent researchers, and the experience developed through ongoing demands of departmental and research activities. The market for these skills is strong yet the size and diversity of the Yukon market has produced limited private sector expertise in this one area. The YBS expects this situation to continue for some time as the threshold value for these services far exceeds the size of the Yukon market. In the absence of local expertise, the YBS must service both their own research demands as well as providing advice and support to departmental activities.

Academic Community

Other jurisdictions have the benefit of independent research conducted by their own academic community. The Yukon academic community is not as developed as the university environment of the provinces. With the emerging community

focus of Yukon College and the lack of formal university status, it is unlikely that in the short term the Yukon will attract a base of experienced and knowledgeable researchers.

The implication of this situation is that Yukon will not be served by the analytical research typically available through the academic environment. YBS is in the position of having to serve both the traditional government research as well as the expectations usually fulfilled by academic research.

2.3 National Statistical System

The statistical system of Canada is comprised of the national statistical agency (Statistics Canada) and the ten provincial and two territorial government statistical agencies. Through the Federal-Provincial Consultative Council, statistical policy and content issues are debated. The YBS is a full partner in this system and participates in the policy and content matter forums. This involvement affords the Yukon influence in the content and focus of the national system, specifically the operations of Statistics Canada.

Cut backs within Statistics Canada have seriously eroded the statistical programs of the national statistical agency. Reductions in survey sample sizes, program terminations, and cancellation of proposed program extensions have severe consequences for the Yukon.

As the federal government reduces Statistics Canada's ability to perform basic data collection, the responsibility is "de facto" transferred to the next level of government. The long term forecast precludes an end of this trend and as such the YBS must continue to embark on a systematic expansion of the data base for the Yukon by Yukoners.

3. PRINCIPLES AND EXPECTATIONS

3.1 Effectiveness

The YBS is actively modifying its present operations to integrate itself more effectively into the policy and planning priorities of this government while retaining the integrity of the image of a professional central statistical agency. The concepts of image and integration summarize the stated intentions of the YBS and have resulted in significant philosophical and operational changes within the Bureau and its activities.

Image:

As a statistics agency, the YBS's effectiveness is synonymous with credibility and trust. Statistical operations are essentially a means of exhibiting professionalism, trustworthiness, and credibility in basic numbers. The YBS itself must be viewed as credible to be of any value to this government. This statement may be obvious to some, but it must be emphasized that image is a measure of effectiveness for a statistical organization.

Integration:

Fundamental effectiveness of a statistics agency epitomizes its integration with the policy and political activities of the government. As a service agency geared toward the internal operations of the government, a statistics agency is valuable to the government when it achieves this integrative function.

Integration has several facets. One of these facets includes intelligence gathering of political and policy priorities of the government. This intelligence process includes two-way communication: between the client's awareness of the YBS services and products, and the YBS's awareness of client needs. Another facet of integration is the ability to respond with sensitivity to policy and political priorities. Lastly, to complete the integration process, ongoing interpretation and education must occur in any interaction with clients.

3.2 Statement of Intentions

The Yukon Bureau of Statistics is the central statistical agency for the Government of the Yukon. It is our intention to uphold professional research standards within the Yukon Government (professional image) and to develop timely and relevant information for government decision making (effective program integration), validation, and measurement.

These intentions are addressed by:

- o Enhancing the quality of statistical and research activities within the Government of the Yukon. This is accomplished by professional example and technical and methodological assistance to government departments.
 - Coordinate and review government survey research.
 - Provide statistical and methodological expertise and advice to departmental research initiatives.

- Conduct and document professional research that improves the image and credibility of the Yukon statistical data base.
- Develop professional research expertise within the Yukon Government.
- Developing statistical information (independently or in collaboration with departments) that is necessary for economic, social, and environmental planning and policy formation.
 - Undertake major research contracts and initiatives on behalf of the Government of the Yukon to develop or expand the statistical data base for the Yukon.
 - Provide access to a base of statistical information from the National Statistical System.
 - Actively assume the responsibility to develop government administrative records for statistical purposes.
 - Foster greater awareness of the statistical needs of the Government of the Yukon by participating in the National Statistical System with Statistics Canada and the other provincial and territorial partners.
- o Participating in the planning and policy priorities of the government by providing statistical information and support to the Executive, Departments and Agencies of the Government of the Yukon.
 - Develop a timely and comprehensive program of publications and electronic data relevant to the demands of the Yukon Government. (These products are made available free of charge to the residents of the Yukon.)
 - Provide user education on the application of the services and products of the Yukon Bureau of Statistics.
 - Make statistical information accessible and appropriate to decision makers by interpreting and analyzing the information.
 - Undertake the responsibility to provide intelligence on user needs for statistical information within the Government of the Yukon.

3.3 Program Design

The Yukon Bureau of Statistics is a professional research organization that undertakes statistical activities for the Government of Yukon. Several program related issues include:

Management Approach

The operations of the YBS focuses around the concept of a project. These projects are discrete research initiatives that are assigned to and conducted by a professional YBS staff member acting as a project leader. Each project leader undertakes the project work with the support of the Director and other members of the YBS who are expert in a technical, analytical, or methodological field. On an annual basis a work plan is developed using input from a departmental call letter, explicit government policy priorities, YBS staff initiatives, and representation by other users within the government. Short term demands and unforeseen priorities on the part of the government will inevitably modify the work plan throughout the year. Some of the research the YBS undertakes is a result of a departmental initiative that may or may not have been fully planned one year in advance.

Program Logic

The following describes the overall program design of the Yukon Bureau of Statistics:

Administration and Management

The administration and management activity of the YBS provides the overall direction and administrative support to the YBS. As a small organization there exists a great deal of overlap between functional areas. Overall this area covers such activities as:

(1) management direction: strategic and operational management is provided consistent with the research role of YBS and the technical and professional nature of the staff. Management within this context also includes the involvement of the Director as territorial statistician in project work;

(2) liaison and policy: includes dealing with departments and other stakeholders in the government;

(3) internal policy: coordinate and set the internal procedures and policies of the YBS;

(4) financial and administrative: undertaking the many financial and cost recovery transactions of the YBS;

(5) office support: ongoing office management and maintenance.

Methodological and Analytical

The methodological and analytical functions of the YBS are the technical and professional activities associated with research. This would include such activities as experimental design, sampling theory, survey methodology, statistical and computer analysis, record linkage, mathematical modelling, and all related research activities such as data collection, verification, editing, and entry. Included in this area are:

- (1) methodological design: the development of the procedures and controls for research;
- (2) research/survey operations: the administrative and operational aspects of running research and survey projects;
- (3) data analysis: the statistical application of analytical techniques for research;
- (4) research support: ongoing support functions such as assisting other researchers in designing their own research work;
- (5) statistical analysis of administrative records: ongoing support.

Information and Publication

This area includes all activities related to the production of YBS internal research document/instruments (examples: survey, control, and administrative forms) as well as the production of publications and information sheets. Included are:

- (1) client contact: general client relations and information services for departments and other users;
- (2) information maintenance: ongoing upkeep and maintenance of YBS statistical and data resources and holdings;
- (3) information compilation: data collection from secondary sources;
- (4) graphic design: desk top publishing work associated with YBS publications, presentations, and statistical instruments;
- (5) interpretation and writing: providing statistical analysis and interpretative writing;
- (6) publication production: activities associated with production, distribution, and handling of YBS publication materials.

4. PROPOSED PLAN

4.1 Management Philosophy

The effectiveness of the Yukon Bureau of Statistics is contingent upon its credibility (image) and the relevancy of its activity (integration). Consistent with this interpretation of effectiveness is a basic philosophy of managing human resources to include the concepts of professionalism, creativity, and independence. All new management initiatives reflect these basic concepts.

4.2 Staffing

Staffing priorities for the YBS will reflect the need to align existing resources to Cabinet priorities. Present direction is towards the balance of services of the YBS to reflect more closely the needs of clients for basic information services while improving the technical and methodological resources. This last emphasis is as a result of the growing sophistication of policy research and the demand for analytical data.

Past efforts have been directed towards addressing the need for the balance between analytical and information services. The immediate needs of the YBS will be to respond to the environmental and social information needs. New staff priorities will be in these latter areas without jeopardizing the present economic or demographic statistics programs.

4.3 Work Plan Design

The following outlines the work plan for the YBS for the year 1990/91. This work plan is developed and presented in March for the fiscal year 1990/91 (it also covers work done during the last quarter of fiscal year 1989/90). Two components are presented: (1) new program and research priorities for 1990/91, and (2) core program priorities.

The Bureau has approximately the following resources available for the planning period:

Available Resources	
Full time staff (7.5 * 15 months)	112
Auxiliary (0.6 * 15)	9
Less over head	
Annual/other leave/overhead	(21)
Total Available Person Months	100
Planned Resource Demands (X)	
(X) New Program and Research Priorities for 1990/91	43
(X) Core Management and Program Activities	57
(X) Total Planned Person Months	100
Requested but Presently Non-Planned Resource Demands	
New Program and Research Priorities for 1990/91	17
Core Management and Program Activities	7
Small Non-presented Activities	6
Unscheduled Departmental Demands	8
Total Non-Planned Person Months	38

In an effort to meet both existing and future government priorities, the work plan has been designed to indicate suggested project priorities. A complete list of these projects, is provided in the Yukon Bureau of Statistics Annual Work Plan 1990-91.

1990 NORTHWEST TERRITORIES ACTIVITY REPORT

Report submitted by the Northwest Territories
Bureau of Statistics to the May 14-15, 1990
meeting of the Federal-Provincial Consultative
Council on Statistical Policy

Since the last Consultative Council meeting, the NWT Bureau of Statistics has been involved in several major projects as well as carrying on its usual work. Highlights include the 1989 NWT labour force survey (over 16,000 respondents) which was completed in early 1989 and covered current labour force activity, employment during calendar year 1988 and involvement in hunting, fishing and trapping. Three reports were published on this survey. The first presents overall results and community labour force information. The second examines the relationship between labour force activity and education and language, while the third examines the seasonality of employment and the traditional onthe-land activities and labour force participation of native persons.

Two additional reports are planned from this survey. The first examines in some detail those persons who were not working at the time of the survey, describing type of work and training wanted, willingness to move to other communities for employment, and so on. In addition, this report presents various measures of unemployment based on alternative definitions of labour force participation. The final report outlines the occupation and industry characteristics of the work force.

In addition to the statistical reports, a number of special tabulations have been prepared for government departments, particularly the Department of Education in support of its employment strategy and the Department of Economic Development and Tourism which used labour force survey data extensively in the preparation of its economic strategy tabled at the last session of the Legislative Assembly. Other departments requesting labour force survey tabulations have included Renewable Resources, Social Services, Finance, Personnel and Executive Council. As well, tabulations have been prepared for the Legislative Assembly's Special Committee on the Northern Economy, for federal government departments, for private sector consultants, for union organizations, and for university researchers.

Currently the Bureau is involved in another major survey, a study of the renewable resource harvesting, labour force participation and incomes of native households. This research is being undertaken as part of a territorial government study of current and potential income support programs, and was completed in cooperation with the NWT native associations. The survey involved interviewing over 2,000 households distributed roughly equally among the three claims areas: Inuit (TFN), Inuvialuit (COPE) and Dene/Métis. Tabulations have been provided to the departments involved in the study and a statistical report is being prepared for publication at a later date.

Since the last meeting of the Council, Northwest Territories and Yukon have had extensive discussions with Statistics Canada officials regarding the extension of the national labour force survey to the territories. Accomplishing this goal for Yukon, with a population concentrated in Whitehorse and a few smaller communities, is considerably easier than for Northwest Territories where people are spread among more than 60 communities. In addition to various meetings in Ottawa which included Yukon officials, the Bureau of Statistics recently spent several days with Statistics Canada staff in Yellowknife exploring the methodological issues associated with providing ongoing labour force data for Northwest Territories. Further consultations are planned for the Fall.

Work continued in the area of developing the economic accounts information for Northwest Territories, again in close consultation with the Yukon Bureau of Statistics. Recent developments include the preparation of separate input-output tables (1984) for Northwest Territories and Yukon. In addition, the territorial bureaus have a major joint contract with Input-Output Division for work on GDP by industry and other data series. Also of note has been the publication of deflated final demand series by Income and Expenditure Accounts Division (with the financial support from the Government of Ontario).

There are two additional matters where the NWT Bureau of Statistics wishes to raise its concern. First, although five additional PYs are being added to the provincial GDP by industry project, the required provincial and territorial detail may not be available due to the effects of moving business surveys to the central frame data base and other cutbacks in Statistics Canada's business surveys. Secondly, the recent introduction of revised labour income estimates into the Income and Expenditure Accounts for the provinces and territories creates a major discontinuity in both labour income and GDP estimates, and should be rectified as soon as possible. As well, while this labour income revision takes us closer to the measurement of labour income on a domestic product basis providing better GDP estimates for the provinces and territories, it negatively affects the personal income and savings measures in the provincial economic accounts. To correct this situation, personal income and expenditure data must be developed on both a GDP and GNP basis.

Appendix 3

PROGRAM COMMITTEE REPORT

MAY 14-15, 1990 Ottawa, Ontario

Submitted by:

Mr. George Courage

Chairman
Program Committee
Federal-Provincial Consultative
Council on Statistical Policy

PROGRAM COMMITTEE REPORT

The Program Committee consisted of: Bill McReynolds, British Columbia, Chairman; Arch Noseworthy, Ontario; George Courage, Newfoundland; Stewart Wells, Marlene Levine, John Coombs and Denis Desjardins, Statistics Canada. Wayne Smith and Denis Chartrand of Statistics Canada also attended the meeting.

The Committee met on November 21, 1989 in Ottawa at British Columbia House, Royal Bank Building. Bill McReynolds was in the process of changing jobs and was unable to attend. Nick Paul attended as the representative of British Columbia and I was asked to act as chairman.

Denis Chartrand distributed and discussed a report on the followup items from the 1989 meeting.

The Committee discussed the catalogue of current and potential activities of the provincial and territorial statistical Agencies. It was decided that a document would be prepared that dealt with programs and services but would not include information on staffing and expenditures. Denis Chartrand agreed to coordinate the publication of this document.

There was also discussion of the break in the wages and salaries series, the resulting impact on such important series as GDP and Personal Income and the need for historical data.

Some of the provinces had requested video tapes of Statistics Canada's courses. Denis Desjardins explained that many of the courses were workshops and that video taping these courses would not provide suitable training material. He is to pass this information along to the interested provinces.

The committee agreed on an agenda for the 1990 conference and Denis Chartrand was to confirm the details with the various presenters. The provinces and territories will each give a presentation on initiatives undertaken in the past year and those planned for the coming year.

Appendix 4

REPORT OF THE SECRETARY TO THE

FEDERAL-PROVINCIAL CONSULTATIVE COUNCIL

ON STATISTICAL POLICY 1990-91

Submitted by Mr. Denis Desjardins, Director General of the Marketing and Information Services Branch, Statistics Canada to the May 14-15, 1990 meeting of the Federal-Provincial Consultative Council on Statistical Policy.

TABLE OF CONTENTS

Highlights 1990-1991	109
Committee reports	113
Agriculture Statistics	115
Business Statistics	116
Census of Population	117
Data Dissemination	119
Demography	120
Labour Statistics	122
Local Government Accounting and Statistics	123
Mineral Statistics	125
Provincial Economic Accounts	127
Public Sector Statistics	128
Small Area Data	129
Social Statistics	130
Transportation Statistics	131
Vital Statistics	133
Appendix: Follow-ups from the 1989 meeting	135

1989-1990 HIGHLIGHTS

The past year has been marked by a moderate activity in federal-provincial relations. It has been a period of change for Statistics Canada, during which time both the Director, Doug Newson, and the Consultative Council Secretariat's coordinator, Wayne Smith, have left the Communications Division. Doug is now the Director of the Regional Office in Toronto, where he will be closer to Arch Noseworthy. Wayne is the Assistant Director of the Agriculture Division since March 1990.

We welcomed Maryanne Webber as Assistant Director of the Communications Division and Denis Chartrand, who takes over Wayne's responsibilities as Chief of Government Relations. Maryanne gained much experience working with the Labour and Household Surveys Analysis Division where she closely monitored the work done by the Federal-Provincial Committee on Labour Statistics, while Denis has several years of experience within our own structure, mainly through his participation in the Transportation Committee.

Each committee's activities are described in the second section of this report. Following are the major developments that have affected federal-provincial relations in 1989-1990.

- The publication of an article entitled "Canada Wide Cooperation Ensures a Successful National Statistical System" in the February 1990 issue of SCAN highlighted to all managers and employees of Statistics Canada the importance of the National Statistical System.
- At the co-operative level, Statistics Canada's training courses are now available to provincial and territorial statistical agencies' employees at the same cost as those offered to the Agency's employees. Furthermore, a copy of Statistics Canada's statistics course manuals was sent to all the Focal Points that requested them. Statistical agencies will now be able to offer these courses to their employees if they wish to do so.
- After some discussions with the Personnel Policies Division, we had to inform the Focal Point who had requested statistics courses on video-cassettes that it would not be practical to record them for training purposes. Courses provided by Statistics Canada are, for the most part, given in the form of workshops; the video-cassettes would therefore be ineffective as a training method. However, our

Personnel Policies Division has offered to make the necessary arrangements in order to provide some technical courses in the provinces at a minimum cost, if such a request is made.

- regarding federal-provincial relations was distributed in early December 1989 to all Statistics Canada managers. This memorandum stressed the close relationship between Provincial and Territorial Statistical Focal Points and Statistics Canada. In addition, to promote better communications with the provinces and territories, the Secretariat informed all Statistics Canada divisions that the Agency has a daily priority post service to the offices of the Focal Points.
- During 1990, Focal Points were consulted about the national Census to be held on June 4, 1991. Your cooperation is essential to the success of this Census and the Census Division has informed me that it appreciates all the assistance you will be able to provide.
- You will soon receive the 1990-1991 version of the Contingency Plans. These plans will not have a negative impact on our major programs in 1990-91 as has been the case in the last few years.
- on the issue of program streamlining, Statistics Canada tried to keep you informed of new developments by distributing various papers explaining the proposed changes. Two papers are noteworthy: the first is entitled "Report on the Frequency and the Detail of Economic Statistics" and the second, a working paper on the conversion of the Census of Manufactures to the Central Frame Data Base is entitled "Two-Phase Sample Design for Tax Data". We hope these papers fostered a better understanding of our operations.
- The Secretariat will continue to inform Focal Points of current communications between Statistics Canada and their provincial and territorial governments by distributing in May 1990 the third annual report on on-going contacts. Furthermore, we were able to reinstate the financial statements on provincial and territorial cost-recovery projects with the help of the Financial Operations Division. A first Report was distributed in January 1990 and the second will be distributed in May 1990. These reports will now be produced on a regular basis.

- The Council members will recall the distribution of the Record of Decisions of the Consultative Council at the last meeting. This document will now be called Directory of Operational Documents, a title which better reflects the following five-part content:
 - the Terms of Reference of the Consultative Council and its Central Secretariat;
 - the Register of Decisions since its creation;
 - the Committees' Terms of Reference as approved by the Council;
 - Statistics Canada Policies and Procedures Concerning Federal-Provincial Relations; and
 - the Memorandum of Understanding.

This Directory will be an invaluable working and reference tool for members of the Consultative Council. The new version of the document will be distributed in May 1990.

- Regarding new federal-provincial-territorial agreements, under Article 11 of the Statistics Act, the Data Access and Control Services Division has confirmed that Statistical Focal Points are informed of all new initiatives undertaken to conclude an agreement. A copy of any new proposal is sent to Statistical Focal Points who may, at that point, get in touch with the interested parties.
- The Program Committee has reviewed the proposal concerning the development of a regular information report summarizing provincial and territorial statistical agencies' programs, resources, services and products. It proposed the development of a directory that would include all of the above with the exception of information on resources. A memorandum inviting Focal Points to take part in this initiative was sent in early February 1990.

- The availability of the Social Policy Simulation Data Base and the Model which has the same name was evaluated by the statistical agencies during the past year. Two statistical agencies have acquired this new analytical product by purchasing a \$12,500 Site Licence. These are Ontario, in April 1989, and Alberta, in February 1990. In addition, four provinces have obtained a Basic Licence for \$5,000. These are: British-Columbia, in September 1989; Manitoba, in November 1989; New-Brunswick, in March 1990; and Nova Scotia, in April 1990.
- The traditional meeting of the federal-provincial committee chairpersons and the Secretary of the Council gave us an appreciation of the commitment and enthusiasm that are present in these committees and the mutual benefits which can be gained by Statistics Canada and the provincial and territorial delegates. The enclosed committee summaries support these views.

During the meeting, it was highlighted that:

- 1) the Provincial Economic Accounts Committee has added environment statistics to its projects.
- the Labour Division decided to hold a two-day meeting. It will hold a Symposium on Labour Market Information for Human Resources Professionals, thus giving an opportunity to different experts in the field to present their research findings. Provincial and territorial delegates attending the Federal-Provincial Labour Statistics Committee's meeting will be able to attend the Symposium without having to pay the registration fee.
- the Transportation Division also decided to hold a two-day meeting. It will permit more in-depth discussions on related transportation topics of interest to provincial and territorial delegates.
- 4) the importance of submitting a detailed and comprehensive summary of contacts with provincial and territorial governments was also stressed for the preparation of the report on routine contacts.

COMMITTEE REPORTS

AGRICULTURE STATISTICS

Last Meeting: September 1989 Next Meeting: September 1990

Members : Representatives of the Provincial Departments of Agriculture and a few Provincial and Territorial

Focal Points

Small Area Data

Representatives emphasized their requirements for small area data and the need to maintain a survey program able to provide information for establishing sub-provincial estimates.

Methods and Procedures

The delegates requested the development of a document describing the methods and procedures used by the Agriculture Division in making estimates.

Census of Agriculture

Planning and preparations for the 1991 Census of Agriculture are on schedule. A number of changes in the questionnaire are being considered as a consequence of user workshops, focus group reviews and field tests. The most notable examples are a section on land management practices, increased detail on forage seeds, and changes to recognize the role of farm women and the complexity of farm operating arrangements.

Horticulture Crop Area Estimates

The Canada-United States Trade Agreement (CUSTA), Snap-Back Tariff Mechanism has resulted in funding to obtain information on horticulture crop areas. As a result, the quality and timeliness of the statistics have been greatly improved.

Farm Level Data Project

The pilot project undertaken on a cost-recovery basis for Agriculture Canada has been successful and plans are underway to secure funding for a program to become annual. The unit of analysis is the farm and the sources of information are the Census of Agriculture, National Farm Survey and Taxfiler Records. The project does not increase response burden as it uses data already collected.

BUSINESS STATISTICS

Last meeting: November 1989 Next meeting: November 1990

Members : Provincial and Territorial Statistical Focal

Points or representatives

1. The following items were discussed at the November 1989 meeting:

The Business Survey Redesign Project; new initiatives on respondent relations; divisional activities and plans; the Prices Division proposal to start calculating a net price index; the survey of manufacturing and the retail and wholesale surveys.

- Decisions and Actions:
 - It was agreed to hold a special meeting devoted to international trade statistics.
 - There was a need for a meeting to deal with the problems of the annual survey of manufactures and the retail and wholesale surveys.

(Two back-to-back meetings were subsequently held in March 1990 in Ottawa covering the above.)

- Statistics Canada undertook to give support with classification concordances with exports and imports.
 Bilateral consultation should take place with Standards Division as a result.
- Statistics Canada undertook to look into the possibility of providing the provinces with monthly print-outs of housing starts and completions.
- The Small Business and Special Surveys Division will keep the provinces abreast of outputs that they circulate to the so-called stakeholders.
- It was proposed that the origin/destination question on the survey of manufactures be asked every two years. Statistics Canada agreed to take the proposal under advisement.

BUSINESS STATISTICS

(continued)

3. The next annual meeting will deal with development of clearly defined rules of disclosure and how the confidentiality problems of one province can be prevented from creating problems for others.

CENSUS OF POPULATION

Last meeting: June 1989 Next meeting: May 1990

Members : Provincial and Territorial Statistical Focal

Points or representatives

Dr. Ed Pryor, the Chairman, opened the meeting with a summary of census activities since the last meeting of this Committee. The delegates were brought up-to-date on 1991 content development process, including a briefing on the results of the National Census Test, the follow-up activities and the primary areas of concern that were not yet resolved. Committee members were asked to provide their views either at the meeting or after consultations within their governments. The follow-up activities included meetings with ethnic and aboriginal groups, federal departments and agencies and advisory committees. Committee members were asked to inform Gustave Goldmann if there was a requirement to make presentations or to have discussions of this kind within each of their jurisdictions. The Committee members were also briefed on post-censal survey plans as well as on some aspects of the geography, collection and public communications programs for the 1991 Census.

Dr. Pryor called on each of the Committee members to make their opening remarks. The issues raised were already on the agenda. In addition, some delegates expressed concern over the cost and time delays with the 1986 dissemination program. It was noted that the trend to staff reduction on 1986 programs continues.

CENSUS OF POPULATION

(continued)

The content development process which included extensive consultations on potential content changes, a series of modular tests, and the National Census Tract (NCT) were summarized. Presentations were made on the results of the NCT questions on race, ethnic origin and ethnic identity, on aboriginal data obtained from the three questions on ethnicity and race, on language related questions, on demographic questions including marital status, fertility, nuptiality and mobility, and on coverage questions.

The schedule leading to submission of the content to Cabinet and the publication of the 1991 Census content in the Canada Gazette was outlined. Dr. Pryor pointed out that currently content decisions tended to be very heavily influenced by federal legal requirements and by federal departments' demands. He would like to supplement that with the provincial and territorial needs that may also be legal or essential. The Committee members were asked to provide Dr. Pryor with their uses of census data and their views in writing in order to have documentation of views. The content issues still to be addressed are: Ethnicity/race questions, status/non-status distinction for aboriginal people, language questions, extent of census content, funding and additional testing.

A presentation was made on the potential post-censal survey program for 1991. The provinces and territories have been approached to determine their interest in "buying in" to get additional sample size and/or customized supplementary content on any post-censal survey that might be carried out. Consultations with federal departments and provinces and territories began in the Fall of 1988 and continued through 1989/90.

An outline of where the Geography Division was with respect to the preparation of geographic units for the 1991 Census was presented. A presentation was made on the preparations underway for the operational aspects of 1991 Census collection. A presentation was made on the public communications activities that were underway. Several areas where the provincial and territorial focal points might be able to help with the communications program for the 1991 Census were suggested. The provincial and territorial focal points were asked for their input.

DATA DISSEMINATION

Last meeting: April 1989 Next meeting: October 1990

Members : Provincial and Territorial Statistical Focal

Points or representatives

Highlights of the 1989 meeting included:

- 1. The meeting opened with an exchange of information on developments in the data dissemination programs of Statistics Canada and the provincial and territorial statistical agencies. General trends include reductions in published output, increasing emphasis on cost-recovery, reliance on on-line systems for electronic data dissemination, growing demand for delivery of data by facsimile transmission, poor performance of standard diskette products for micro-computers and increased use of micro-computers in dissemination programs.
- 2. Representatives of the provincial and territorial statistical focal points confirmed that the report on routine communications with their respective governments, distributed at the 1988 meeting of the Consultative Council, had been useful and that they wished to continue receiving it. The Secretariat will be delivering the second annual report during the spring of 1989.
- 3. The Chairman reported on efforts made to resolve irritants arising from Statistics Canada's Policy on the Distribution of Products to Focal Points. These irritants had been identified by focal point offices as agreed at the 1988 meeting of the Committee. Committee members agreed that the results achieved made it unnecessary to raise this issue with the Consultative Council as had originally been proposed.

Delegates were also advised that a mechanism had been established to pre-screen invoices destined to focal point offices.

DATA DISSEMINATION

(continued)

- 4. An issue was raised concerning the extent to which focal points can redistribute products and services, purchased from Statistics Canada, outside the provincial and territorial governments. After some discussion, it was agreed that review, by Statistics Canada, of specific redistribution proposals from focal points would be the most constructive approach. Focal point offices were asked to refer specific redistribution proposals to the Secretariat for response. In the event of a disagreement between the Secretariat and the Focal Point, appeals will be referred to the Chief Statistician.
- 5. Delegates also heard presentations on the Secretary of State Canada's Jean Talon Project, Developments in Electronic Data Dissemination at Statistics Canada and Marketing in statistical agencies.

DEMOGRAPHY

Last meeting: March 1989 Next meeting: May 24, 1990

Members : Provincial and Territorial Statistical Focal

Points or representatives

Some delegates felt the estimates and projections might be downwardly biased as they are based on the 1986 Census which has experienced a relatively high undercoverage. This is particularly true of young adults who have more than their proportionate share in the undercoverage. The use of the age-cohort method in future estimates does introduce a distortion in age distribution. The meeting considered the inflation/deflation method as a means of minimizing age-biases due to the differential age undercoverage.

An issue of policy regarding population projections has been raised. Some delegates felt that Statistics Canada should designate one "preferred" scenario from among those published.

DEMOGRAPHY

(continued)

The argument is that users must turn to Statistics Canada for professional advice in order to choose among the alternatives offered (high, medium and low). It was pointed out to the delegates that such preferential treatment of a particular scenario would contravene the current Statistics Canada's policy on projections (March 19, 1986). The latter clearly stipulates that no single set of estimates should be labelled as "most probable".

The participants were briefed on the plans and progress regarding the development of the post-1991 estimation methodology. In this connection some delegates felt that the linkage between the Census and postcensal estimates called for a serious examination.

The Quebec delegation presented a report on the statistical use of health care data. The results are very encouraging and they feel confident that medicare can generate reliable population estimates.

It was suggested that a special meeting should be organized to address the use of medicare files for estimation purposes.

The practices of consulting provincial and territorial agencies prior to the implementation of new estimation methods and the release of projections and estimates, have been reconfirmed.

The delegates strongly endorsed the terms of reference of the Federal/Provincial Committee on Demography as they stand now. They favour a committee which is primarily technical in character. Technical issues related to population estimates and projections remain of prime concern to the provincial and territorial statistical agencies.

The next meeting of the Federal/Provincial Committee on Demography should be devoted primarily to review progress in the development of the post-1991 estimation methodology. By that time Demography Division will be able to report on the work currently underway in the internal and international migration. New data sources are being explored (the Current Population Profile Survey as a supplement to Labour Force Survey on Internal Migration, Customs and Excise data for returning Canadians from abroad, Medicare on internal migration, etc.).

LABOUR STATISTICS

Last meeting: June 1989 Next meeting: June 1990

Members : Mostly composed of representatives from Provincial

Departments concerned with Human Resources and a

few Provincial and Territorial Focal Points

The twenty-fourth meeting of this committee was held on June 1-2, 1989 in Ottawa. Presentations dealt with the labour aspects of such Statistics Canada programs as the Survey of Employment, Payrolls and Hours (SEPH); the Labour Force Survey (LFS); the Labour Market Activity Survey; Occupational Classification; and the 1991 Census. Presentations were also made by speakers from Employment and Immigration Canada, Queen's University, the Conference Board, the Canadian Labour Market and Productivity Centre, provincial delegates from Quebec, Ontario, Nova Scotia and the territorial delegate from the Northwest Territories.

Interesting research was presented on subjects such as trends in productivity, unionization, compensation and benefits, employment and unemployment, and on a survey of graduates.

A status report involving the seven resolutions of the previous year's meeting was presented.

Four resolutions were adopted at the 1989 meeting.

1990 Resolutions

Resolution 1

Whereas the historical data from SEPH have certain inconsistencies, be it resolved that Statistics Canada make immediate efforts to produce a historically consistent series of employment and earnings data for provinces and territories at levels of industry that are currently available and that these data be made available to the Focal Points at no charge.

Resolution 2

Given that SEPH is one of the more important sources of current employment and earnings information by detailed industry and because of a possible reduction to a quarterly survey, be it resolved that Statistics Canada retain the SEPH as a monthly survey and estimates be published monthly as is currently the case.

LABOUR STATISTICS

(continued)

Resolution 3

Whereas the Labour Market Activity Survey is the only household survey of longitudinal labour market information and given the importance of the cross-sectional data on wage rates and union membership, the provinces and territories support Statistics Canada in its initiatives to continue the survey.

Resolution 4

Given that the Resolutions Committee has become superfluous with a good deal of the resolutions being of the "motherhood" variety and with the committee adopting a "resolutions-for-resolution's-sake" approach, be it resolved that the Resolutions Committee be dissolved and resolutions evolve from the proceedings.

LOCAL GOVERNMENT ACCOUNTING AND STATISTICS

Last meeting: May 1987

Next meeting: To be determined

Members : Mostly representatives from Provincial Departments

of Municipal Affairs and a few Provincial and

Territorial Statistical Focal Points or

representatives

The 1987 meeting of the above conference encompassed the following topics and included papers presented by Statistics Canada and provincial/territorial delegates and discussions on various topics:

- a) Progress Reports on Developments in Local Government Statistical Projects in Public Institutions Division;
- b) Small Area Data Project Report;
- c) Revision of Financial Information System for Municipalities;

LOCAL GOVERNMENT ACCOUNTING AND STATISTICS

(continued)

- d) Canadian Institute of Chartered Accountants Research Study on Local Government Financial Reporting;
- e) Data Processing Developments Data Suppliers and Statistics Canada;
- f) Dissemination of Data on Local Governments;
- g) User's Perspective on Local Data
 - a) Input/Output Projects
 - b) Capital Expenditures and Stocks
 - c) Canadian Tax Foundation; and
- h) Treatment of Local Government Pension Plans.

The delegates agreed to change the name of the group to The Intergovernmental Committee on Local Government Accounting and Statistics and to continue the tri-level cooperative efforts to develop standardized accounting and financial reporting systems and concepts which would contribute to improved financial statistics on the local government sector.

Delegates provided papers on most topics and agreed with proposals put forward by Statistics Canada to expand the use of machine readable financial data developed by provincial and territorial departments.

The Conference concurred with the Public Institutions Division's plans to expand its programs of employment and payroll and public debt statistics and also agreed to assist in the collection of capital data and detailed municipal expenditure information for use by the Input/Output Division.

A conference consensus report is to be prepared for presentation to the Canadian Institute of Chartered Accountants on the accounting recommendations contained in its research study and their possible implication on municipal financial statistics.

In order to carry out inter-conference research and review projects and also to develop future agenda content, the conference had created a Working Group on Financial Reporting which presented a discussion paper at the 1987 meeting. The mandate of this group was extended to cover the 1988 meeting as well.

MINERAL STATISTICS

Last meeting: October 1989 Next meeting: October 1990

Members : Delegates from Energy, Mines and Resources

(Chairperson), Indian and Northern Affairs, Statistics Canada, all Provincial Mining Departments or Agencies and the Yukon and Northwest Territories Bureaus of Statistics

Observers : The Mining Association of Canada, and the

Prospectors and Developers Association

The 15th annual meeting of the Committee was held October 3-4, 1989 in Victoria under a new format agreed upon by all members. Small Working Groups (SWG) met separately first to discuss their specific tasks, then reported back to the Committee during the General Session.

SWG on Definition (Exploration)

Energy, Mines and Resources' new one-page questionnaire "Survey of Canadian Mineral Exploration Expenditures" will be sent to non-producing, i.e. junior mining companies. Statistics Canada will continue to survey the producers through its Annual Manufacturers Survey. The need for separate data on mine site and general exploration is recognized, but acceptable definitions to make these destinations readily apparent remain elusive, requiring more effort by the SWG.

SWG on Employment Statistic

Statistics Canada surveyed Committee members in mid-1989 to determine the specific information needed for each segment of the mining industry. The SWG's report to the Committee noted the need for re-design of the question on employment for both the Statistics Canada (producers) and the Energy, Mines and Resources (junior mining) surveys. The SWG has targeted mid-summer 1990 for a pilot test of a new questionnaire.

MINERAL STATISTICS

(continued)

SWG on Questionnaire Review

The SWG annually reviews the Annual Census of Mines (ACM) and Monthly Mineral Production forms and amends as required to adapt to ongoing provincial, territorial and federal data needs. For 1990, the relative importance of each data element on the ACM will be addressed by Committee members, followed by a targeting of the form parts for revision. In addition, the working of the Authority Section will be reviewed.

SWG on Committee Processes

The SWG presented a report to the Committee that focused on the need for effective coordination of processes including: preparation and distribution of subsequent minutes; terms of reference of the Committee; SWG organizations, operations and reporting methods; and meeting schedules and formats.

SWG on Computers

This information-oriented SWG acts as a forum for dicussion of computer and technology-related issues of general interest to Committee members. System summaries or profiles from each province are to be presented at the next meeting. Ontario reported on the development and implementation of a new in-house computerized statistical database.

Mining Association of Canada (MAC)

A MAC representative attended the Committee meetings in an advisory capacity. He reported on a new MAC committee, the Mining Industry Land Use Strategy, that is concerned with maintaining access to land available for exploration and development. Statistical needs include appropriate data related to native land claims and parks, mine waste, and health and safety in the work-place. The MAC's "Facts & Figures" publication, which is a joint effort with EMR, will emphasize a new section for 1990 on capital expenditures for environmental pollution control and health and safety.

PROVINCIAL ECONOMIC ACCOUNTS

Last meeting: October 1989 Next meeting: October 1990

Members : Provincial and Territorial Statistical Focal

Points or representatives

The last meeting of the Committee was held in Hull on October 26, 1989. The major items on the agenda included reports on the progress of existing provincial and territorial programs within the System of National Accounts (SNA) Branch, along with presentations on the following topics:

- provincial distribution of wages and salaries by industry;
- net price index project;
- provincial and territorial allocation of indirect taxes; and
- 4. national resources and environmental statistics.

The Provincial Economic Accounts for the years 1985 to 1988 were released on February 2, 1990 and contained, for the first time, estimates of final domestic demand at 1981 prices for the period 1971 to 1988. Two corresponding publications were also issued, Provincial Economic Accounts, Preliminary Estimates, 1988, and Provincial Economic Accounts, Annual Estimates, 1984-1988. These estimates are available on micro-computer diskettes. The 1984 provincial Input-Output tables were released in the summer of 1989, while the publication Provincial Gross Domestic Product by Industry, 1984-1985 was issued in January 1990.

The coming year will see the release of Preliminary Provincial Economic Accounts for 1989 at the beginning of May 1990; this release will also contain estimates of final domestic demand at constant prices. In addition, revised estimates of provincial Gross Domestic Product by industry for the years 1984 to 1986 will become available in the Spring of 1990.

The next meeting of the Committee is scheduled for October 1990. Items on the agenda will include, among others, labour income and personal expenditure on consumer goods and services on a "residency" basis and interprovincial trade flows.

PUBLIC SECTOR STATISTICS

Last meeting: October 1989 Next meeting: October 1990

Members : Provincial and Territorial Statistical

Focal Points or representatives and

delegates from Provincial and Territorial

Departments of Finance

The sixth meeting of the Public Sector Committee encompassed the following major topics and consisted of papers presented by Public Institutions Division Staff and discussions on various topics raised in these papers:

- 1. Overview:
 - Public Institutions Division Re-organization;
 - Implementation of the Program Evaluation; and
 - Dissemination Plans;
- Quality Assurance for PID's Provincial Public Finance and Employment Data;
- 3. Public Sector Universe:
 - Case Study on the Presentation of Government data;
 and
 - Public Sector Definition;
- Reconciliation Program;
- Accounting Rules: Provincial Public Accounts;
- 6. Analytical Studies Programme, PID; and
- Government Revenue & Expenditure System (GREE).

Delegates were provided with information on the initiatives and developments put forward by the Public Institutions Division. Delegates were requested to provide feedback on a number of subjects.

SMALL AREA DATA

Last meeting: November 1989 Next meeting: November 1990

Members : Provincial and Territorial Statistical

Focal Points or representatives

At the 1989 meeting, the provincial and territorial delegates presented an overview of new developments and activities within their jurisdictions. Among the topics mentioned were:

- 1. promotion of standard products for sub-provincial areas;
- production of compendia of regional statistics, population estimates and projections;
- 3. maintenance of postal code conversion files;
- 4. maintenance of electronic databases, the dissemination of data on diskettes, and the use of mapping software;
- 5. coding of vital statistics to sub-provincial areas;
- 6. use of small area data in analyzing social and economic policy issues; and
- 7. concerns were expressed regarding the loss of small area detail through the business survey redesign.

Three presentations were made by provincial and territorial representatives:

- the applications/uses of small area data (i) in Newfoundland, and (ii) Northwest Territories;
- 2. the applications/uses of geographical software in Alberta; and
- 3. an Economic Council of Canada presentation on new developments in social research.

SMALL AREA DATA

(continued)

Six presentations were made by Statistics Canada personnel:

- the development of a longitudinal database using administrative records;
- the utility of standard geostatistical areas;
- tax reform and the implications for small area taxfiler data;
- 4. new developments and improvements in the taxfiler family data;
- 5. new developments in the products of the Small Area and Administrative Data Division; and
- 6. the development of an index to small area data.

SOCIAL STATISTICS

Last meeting: June 1988

Next meeting: September 1990

Members : Provincial and Territorial Statistical Focal

Points or representatives

Major topics at this meeting included a review of the Committee's mandate and an examination of the changing federal/provincial/territorial relationships in the areas of health, culture and education statistics programs. The meeting also included updates from members concerning significant developments in their programs in the past year and their future plans. A discussion of the Social Policy Simulation Model, originally proposed for inclusion on the agenda was held over for future consideration.

SOCIAL STATISTICS

(continued)

Major outcomes of the meeting included the following points:

- that a special meeting of officials from federal/provincial/territorial ministries of culture and interested members of the Social Statistics Committee be held to review the issue expanded funding and content for the culture statistics program. This meeting was subsequently held in September 1988; and
- that members of the Committee be kept apprised of developments with respect to federal/ provincial/territorial agreements in the health and education areas.

It is tentatively planned to hold the next meeting of the Committee in the Fall of 1990.

TRANSPORTATION STATISTICS

Last meeting: June 1989 Next meeting: June 1990

Members : Provincial and Territorial Statistical Focal

Points or representatives and delegates from

Provincial and Federal Departments of

Transportation

All Provinces and Territories were represented at the last meeting except Prince Edward Island, New Brunswick and the Yukon.

A Statistics Canada report on "A Model For An Integrated Motor Carrier Statistical System" was tabled and adopted at the meeting held in June 1989 in response to the impact of deregulation on transportation statistics and the need for cost-recovery financing.

TRANSPORTATION STATISTICS

(continued)

A Working Group, chaired by Statistics Canada (Transportation Division) was formed to develop an implementation plan and a funding proposal for the model on trucking statistics. Members consist of representatives from the National Transportation Agency, Transport Canada, Quebec, Ontario, Alberta and British Columbia.

Activities in 1989-1990

Working Group on Trucking Statistics

- 1. Four meetings have been held since June 1989.
- 2. Recommendations for the implementation and funding of the proposed integrated system for trucking statistics by April 1991, have been submitted to the Chairman of the Federal Provincial Committee on Transportation Statistics, for consideration.

Other Modes of Transport

- 3. The Marine Trade program will not be implemented this year as planned due to unforeseen data problems. An in-depth review is underway.
- 4. In the other modes of transport, the Transportation Division has concentrated its efforts on the publication program.

 New computer programs have been developed to create the tables for the new aviation publications. The publication,

 Air Carrier Operations in Canada is now being released in a catch-up mode. Final testing of the programs to create the new airport activity publication is in progress.
- 5. The first issue of the new publication, <u>Rail In Canada</u>, was released in December 1989.

VITAL STATISTICS

Last meeting: June 1989 Next meeting: June 1990

Members : Provincial and Territorial registrars of vital

statistics

Status as at March 1990

- 1. The establishment of a National Health Information Council (NHIC) has provided a more senior body with interest in the potential health content of the Vital Statistics System. This body has identified a liaison person to ensure that the appropriate matters are brought to the attention of NHIC. This representative is currently Dan Rice, Senior Administrator, Health Information Systems, Nova Scotia Department of Health.
- 2. The revised Agreements which have been under development for the last few years are currently out for signature with:
 Prince Edward Island, Nova Scotia, Saskatchewan, Alberta, the Yukon and Quebec. The remaining jurisdictions are considering the latest version.
- 3. The Model Data Sets were fully discussed at the last Council meeting and data elements were divided into two groups, Essential and Desirable. Essential items are those that every jurisdiction agrees are required and will make every effort to collect. Desirable items are those that provide useful information and each jurisdiction agreed to study this list with a view to identifying those which they wanted to add to the current collection.
- 4. The installation of edit specifications as supplied by Statistics Canada to each jurisdiction is proceeding. Testing was completed in Saskatchewan, Alberta and Quebec. Work is active in New Brunswick and British Columbia.
- 5. The agenda for the June 1990 meeting is now under development. A call for topics has gone to all jurisdictions and a first draft has been discussed with the Executive Committee. All items mentioned above will continue to receive attention during 1990. The item likely to require the most attention is Model Data Sets.

APPENDIX: FOLLOW-UPS FROM THE 1989 MEETING OF THE FEDERAL-PROVINCIAL CONSULTATIVE COUNCIL ON STATISTICAL POLICY

STATUS REPORT

Item:

Responsible: Action:

1.0 Statistics Canada Report

1.1 Provision would be made to ensure that documents necessary for the interpretation of codes used in trade tabulations would be available regionally.

ACS, Business and Trade Statistics

A copy of the Customs Tariffs - Departmental Consolidation was sent to all regional offices in December 1989. This Customs Tariffs is based on the Harmonized Commodity Description and Coding System.

2.0 <u>Provincial and</u> <u>Territorial Program</u> <u>Reports</u>

The new Program 2.1 Committee will consider the desirability of presentations at the next Council meeting on work done by the Yukon Bureau of Statistics in the measurement of the effectiveness of statistical agencies and on the cost-recovery programs of Statistics Canada and the provincial/territorial statistical agencies.

Program Committee

These topics were reviewed at the November 21, 1989 meeting of the Program Committee. It was agreed to add them to the Agenda of the May 14 and 15, 1990 meeting of the Consultative Council.

Item:

Responsible: Action:

3.0 Program Committee Report

3.1 Council accepted that the terms of reference of the Federal-Provincial Committee on Demography and the Federal-Provincial Committee on Small Area Data be adopted as distributed with the Program Committee report.

Secretariat

The approved terms of reference were conveyed to the Chairpersons of the Committees concerned (May 1989). A copy of the approved terms of reference is provided in the Directory of Operational Documents.

The new Program Committee Program would develop a more Committee comprehensive proposal for a periodic, structured review and summary of programs, services, and outputs of the provincial and territorial statistical agencies.

The Program Committee reviewed such a proposal and it was agreed to create a directory covering programs, products and services.
The Secretariat sent a memorandum to all provinces and territories on February 2, 1990 requesting their input.

4.0 Secretary's Report

4.1 Secretariat to confirm the wording of section 2.3.1 in the Decision Record to ensure it conformed to the 1985 decision of the Council as recorded in the minutes.

Secretariat

Wording confirmed to be correct and discussed with the member that raised the issue during the meeting.

Item:		Responsible:	Action:
4.2	Focal Points to be advised of new agreements under Section 11 of the Statistics Act when negotiations begin toward the agreement rather than when the agreement is finalized.	Secretariat and Director of Data Access and Control Division	The Data Access and Control Division has confirmed that the Focal Points are copied on all proposed agreements.
4.3	Past decisions of the Council that were not implemented to be deleted but listed as an appendix to the Decision Record.	Secretariat	Obsolete decisions were summarized and listed in Section 2: Annex 1 of the Directory of Operational Documents.
5.0	Measures for the Preservation and Development of the National Statistical System		
5.1	Statistics Canada's training programs are open to the staff of the provincial and territorial statistical agencies.	Secretariat and Director, Personnel Policies Division	This is a reaffirmation of a previous decision. Focal Points have been advised to register their staff through the Secretariat.
5.2	Focal Points will be provided with course lecture notes for Statistics Canada's training courses and may set-up these courses in their jurisdictions.	Secretariat and Director, Personnel Policies Division	The course manuals have been provided by Personnel Policies Division. They were distributed to Focal Points November 22, 1989.
5.3	An article on the role of the provinces in the statistical system and the focal point function will be developed and published in SCAN .	Secretariat	An article was published in the February 1990 edition of <u>SCAN</u> .

Item:

Responsible: Action:

Assignments Program will continue to work to encourage staff exchanges between Statistics Canada and provincial and territorial statistical agencies. Provinces and Territories may submit names of potential assignees from their agencies.

Director, Corporate Assignments Division and Focal Points Director advised in July 1989.
Initiative is with Statistics Canada Divisions and the provincial and territorial statistical agencies to propose candidates for assignment.

5.5 A compilation of
Statistics Canada
policies affecting
federal-provincial
relations will be
circulated to senior
managers of the Agency.

Secretariat

A copy of the policies relevant to Federal-Provincial relations was distributed by D. Desjardins on December 4, 1989 to all senior managers.

Specific proposals for the contracting of work from Statistics Canada to provincial and territorial statistical agencies will be identified by members for discussion at technical committees reporting to the Council.

Focal
Points, the
Secretariat
and
Committee
Chairpersons

The initiative for this item is with the Focal Points.

Action: Item: Responsible: 5.7 Coordination of 1991 Secretariat, The Census Manager Census consultations Focal Points confirmed that there would be ongoing with provincial and and 1991 coordination through territorial Census administrations will be the Focal Points. Manager handled through focal point offices if desired. 5.8 The Program Committee Program The Program Committee reviewed will consider whether Committee this item at its future agendas should November 21, 1989 include presentations by meeting. Four provincial and provinces agreed to territorial members on initiatives of their make presentations agencies in order to at the May 14 and encourage interaction 15, 1990 meeting of the Consultative between provincial and Council. territorial agencies. 5.9 Focal Points will Secretariat Memo sent June 28, receive a second request and Focal 1989 to Focal Points on this issue. Only to identify Statistics Points Canada training courses one province requested courses on they would like to videocassette. As a obtain on video-tape. large portion of statistical courses consists of workshops, videocassettes would be ineffective. Personnel Policies Division agreed to make arrangements to provide a specialist, to give the selected course or courses at minimum cost to this

province if it requests it.

Item:		Responsible:	Action:
5.10	An increased effort will be made to ensure meetings of federal- provincial committees are scheduled in pairs.	Secretariat	On-going.
5.11	Focal Points may approach Statistics Canada's regional offices directly to make arrangements for data collection of provincial or territorial surveys. (Focal Points should contact the ACS of the Communications and Operations Field should any difficulty arise.)	Focal Points, Regional Directors, Assistant Chief Stat- istician, Communica- tions and Operations	The initiative for this item is with the Focal Points. The Associate Director General for Regional Operations has been advised of the discussion.
6.0	Provincial and Territorial Inputs into Priority Setting in an Environment of Budget Reductions		
6.1	The document outlining Statistics Canada's contingency plans for 1988-89 will be recirculated to Council members. This document can be distributed within the provincial and territorial administrations.	Secretariat	Distributed to Council members in May 1989.

Responsible: Action: Item: Distributed to Secretariat A summary of contingency 6.2 Council members in plans identified in June 1989. Statistics Canada's 1989-90 planning cycle will be compiled and distributed to members. This document should be viewed as an internal planning document and its distribution restricted to Council members. Paper distributed in Secretariat 6.3 The paper Report on May 1989. Frequency and Detail of Economic Statistics prepared by Statistics Canada will be distributed to Council members. Program The Program The Program Committee 6.4 Committee discussed will determine whether a Committee discussion of Statistics this item at its November 21, 1989 Canada's contingency meeting. It was plans should be concluded not to add scheduled for the next it to the agenda but meeting of the Council. to distribute Statistics Canada's Strategic Overview. The 1990-91 Contingency Plans will be distributed as soon as they are available. Update on the 1991 7.0 Census Distributed at the 7.1 Copies of the National Secretariat Council meeting. Census Test

questionnaire to be provided to any member

requiring one.

Item:

Responsible: Action:

Members will be advised 7.2 at the earliest possible and Director moment of any changes to of Geography the boundaries of Census Metropolitan Areas resulting from the 1986 Census.

Secretariat Division

Minor fluctuations are expected for 1991 Census CMA boundaries. As the same source data used for the 1986 CMA's will be used for 1991 CMA's, only the amalgamation of cities, towns and villages by the Provinces will affect the boundaries.

7.3 The issue of post-censal surveys to be discussed at the June meeting of the Committee on the Census of Population.

ACS, Social, Institutions and Labour Statistics and Chairperson, Committee on the Census of Population

A presentation on this topic was given at the June 23-24, 1989 meeting of the Committee on the Census of Population.

8.0 Update on Business Statistics Programs

8.1 The Business Statistics Committee will discuss, at its next meeting, means by which provinces and territories could contribute to the improvement of the Business Register as it pertains to large businesses.

ACS, Business and Trade Statistics

The Business Register was discussed at the November 23, 1989 meeting of the Business Statistics Committee.

Responsible: Action: Item: The Program Manager 8.2 Concerns over large, ACS, unexplained movements in Business and has communicated some components of Trade back the information to the member from retail trade reported by Statistics the member from Saskatchewan. Further clarifica-Saskatchewan will be tions were requested passed on to the program and they were manager. provided. The paper entitled A methodology paper on Secretariat 8.3 Two-Phase Sample the conversion from the and ACS, old Census of Business and Design for the Data Trade prepared by the Manufactures to the new survey under the Central Statistics Business Survey Frame Data base would be Methods Division was distributed to members. circulated January 18, 1990. Federal-Provincial 9.0 Consultative Mechanisms in the Field of Social Statistics The statistical Focal ACS, Social, The relevant points Points will be kept Institutions will be covered in the agenda of this abreast of developments and Labour in the areas of justice, Statistics Committee. health, education, tourism and culture statistics through briefings at meetings of the Federal-Provincial Committee on Social Statistics. Directors concerned 9.2 Focal points will be ACS, Social, Institutions were advised at a provided with membership lists of the senior and and Labour Field meeting in May working level federal-**Statistics** 1989. Initial distribution of provincial committees and minutes and memberand agendas and minutes directors of ship has already of the senior federaldivisions

concerned

provincial councils in

the areas of justice, health and education.

taken place.

Item:		Responsible:	Action:
9.3	The member from Saskatchewan will be provided with a list of the membership of the Tourism Research Council.	ACS, Social, Institutions and Labour Statistics	A copy of the list has been received by the Secretariat and has been distributed.
10.	Other Business		
10.1	The Council would not proceed with the proposal from the Demography Committee for a special meeting on the use of health insurance records for the development of demographic statistics.	Secretariat and Chairperson of the Demography Committee	The decision of the Council was communicated to the Chairperson of the Demography Committee in May 1989. Tapes of the Council discussion were also provided to the Chairperson.
10.2	Mr. Stewart Wells will make bilateral contact with the Bureau de la statistique du Québec on the topic of environmental statistics.	ACS, National Accounts and Analytical Services	Initial discussion has taken place and there was an exchange of documentation relevant to environmental statistics.
10.3	Topic of activities in the area of environmental statistics will be added to the agenda of the Committee on Provincial Economic Accounts as an information item.	ACS, National Accounts and Analytical Services and Chairperson of the Provincial Economic Accounts Committee	Presentation held during October 1989 meeting of the Provincial Economic Accounts Committee.

Appendix 5

ORGANIZATIONAL EFFECTIVENESS AND THE YUKON BUREAU OF STATISTICS

Notes on an internal organizational self-assessment of the Yukon Bureau of Statistics

Presented to:

Federal Provincial Consultative Council Meeting on Statistical Policy May 14th and 15th 1990. Ottawa, Ontario

Presented by:

Yukon Bureau of Statistics Executive Council Office The Yukon Government Whitehorse, Yukon

INTRODUCTION

Purpose:

The purpose of this paper is to provide other statistical agencies with a summary of the Yukon Bureau of Statistics' (YBS) attempt to construct its own understanding of organizational effectiveness within the context of the Government of Yukon.

There are no illusions of generalizations and the experience is offered as a method of organizational self-evaluation rather than an answer to the quantitative measurement of effectiveness. The experience, the methodological experimentation, and the collective action of staff are the formal results of the research. As a more comprehensive treatment of the actual research exists elsewhere, the intent of this paper is to put in perspective the background and learning acquired from this collective effort.

National Statistical Context:

Impressions of Ottawa

The view of the National Statistical Agency is that of an organization beset by cost recovery and restraint management. the 10-year period, 1974-1975 to 1984-1985, Statistics Canada witnessed reductions in budgeted person-years of 20%. By 1989-1990, an additional reduction in staff of 11% was to be made. The effects of this down-sizing are not the subject of this paper, but the evidence of budgetary and person-year reductions suggests the vulnerability of service agencies within a government. Much debate has already been generated on the impacts of budgetary reductions to the National Statistical System. The final impact on an agency such as the YBS is simply data availability. Where data quality is reduced, or where data series are either not available to the Yukon or have been eliminated, the responsibility to provide equivalent data by default is transferred to the Yukon Government. Consequently, the YBS must deal with the pressures of government restraint, the need to meet the demands of a rapidly evolving government, and the increased expectations for statistical data available for provincial/territorial jurisdictions.

Observations of Others:

Provincial statistical agencies similarly have been affected by restraint and resource limitations over the past five years. Program offerings and consequently, the influence and potential effectiveness of the statistical function within the provincial context ultimately have been the consequence.

No assumption is made that effectiveness is directly related to budgetary or person-year resource allocation. Despite this, reductions indicate that some decision-makers are weighting the contribution of statistical agencies less than other program alternatives. This apparent trend should evoke the survival instinct of statistical agencies.

For the past three years the YBS has consciously adopted a research support function within the Government of Yukon. Using departmental resources, federally cost-shared agreements, and internal funds, the YBS acquired skills in as broad a range of research as was feasible. Originally, this strategy was based on the need for experience, contacts, and visibility within the Government of Yukon.

As a result, the Capital and Operating and Maintenance budgets of the YBS has been maintained and person-year allocation has been modestly increased. In the less-than-rational environment of the organizations this is not necessarily because we have been doing the "right things", but it does suggest that restraint actions within our own Government may have eluded us for some reason. Were we successful in avoiding Type III and IV errors, was our modest success a coincidence, or was it just a function of our unique environment? (Type I and II asks the right questions but accepts or rejects the appropriate or inappropriate answers, where Type III asks the wrong questions to begin with and Type IV asks questions no one cares about.)

The context of the Yukon Government is markedly different than that of other jurisdictions and we can only take the observations of down-sizing of other agencies as an indicator of our future. Intuition suggested that if the YBS was to survive then it must clearly understand its role and its own base of effectiveness within the Government of Yukon. Although an obvious statement, the means of acquiring this knowledge was less than straightforward.

ISSUE

Some writers on organizational effectiveness suggest there may not be a high association between organizational persistence and its performance. Despite this relationship, effectiveness can be viewed in terms of "organizational isomorphism" or simply knowing and being consistent with the organization's environment. Similarly, the organization should be asking the right questions, addressing the fundamental needs of the clients, or fulfilling the expectations of the organization's users. To address these issues is to ask the question of effectiveness.

The YBS undertook this particular research project to determine its own understanding of effectiveness. It was felt that only the organization itself had the commitment, enthusiasm, and expertise to undertake this major research project. In the tradition of this statistical agency, the research would be performed with the standards of rigor and professionalism assumed of the function. Using a mode of inquiry unconventional for some statisticians, and borrowing liberally from anthropology, ethnography, organizational assessment, and program evaluation research, the YBS carried out an organizational self-evaluation. This process required a major collaborative effort by staff to acquire new skills, teach each other unfamiliar techniques, and develop methodologies suitable to our purpose. Subsequently, the YBS has been requested to undertake other similar organizational research projects within the Yukon Government.

Strategic Defence or Self-Indulgence:

Some question the value of initiating one's own evaluation. Others see the approach as self-serving, limited, or just plain biased. Self-study implies a perspective that is endogenous and, consequently, subjectivity becomes a central concern. Viewing an organization from within ultimately reflects a particular interpretation of reality but when formative rather than summative research is the purpose, objectivity may neither be achievable nor desirable. Although some may see this perspective as a limitation, this limitation is no more severe than those found in any other approach to research.

Given the contribution of the process and the present impact of the results, the answer to the question is academic. We perceived a need to respond to our position within the government. The results obtained have increased our ability to deal with change and an environment of restraint. The stance is perspectival, and we make no apology for the fact: the objective is pragmatic and, with formative results, the questions of objectivity and judgement are left to those who observe.

Organizational Effectiveness:

Simply, the objective was to anticipate and to avoid becoming ineffective in the view of users and stakeholders. Generally, the budgetary process is incremental, but the cumulative effect shapes the fate of programs. Both the incremental impacts and the dramatic effects of restraint management are influenced by perceptions of the organization's effectiveness (real or otherwise). To respond to this situation, the YBS sought to understand the organizational expectation of a statistical agency's effectiveness within its own government.

The Debate

Researchers and managers are presented with a confusing array of perspectives on the concept of effectiveness as well as its contextual host - the organization. Effectiveness is a context-bounded term that is intertwined with issues of value, perspective, and measurement. Before effectiveness has relevance it first must be understood within its setting. "Efficient for whom? Under what circumstances? As compared with what? Effectiveness for whom? At what cost? Over what domain?" These questions begin to identify the essential conceptual difficulties that must be confronted by the researcher when defining effectiveness.

There is no commonly shared definition of effectiveness. Neither practice nor theory suggests any consensus on the definition of organizational effectiveness. The understanding of the term is contingent upon the perspective being considered. Typically researchers in the field of organizational effectiveness ignore three basic problems: (a) who should decide what measures of effectiveness are to be used, (b) whose model should be used, and (c) how one implements the process and learns from the process.

The measurement of effectiveness is a form of debate rather than a well specified and understood process. This debate revolves around objectives, relative perspectives, stakeholders, and the standards and means used to measure performance. This understanding of effectiveness as a debate or communications process has been adopted by the YBS.

PROCESS

Methodological Choice:

The choice of a research method determines the boundaries for questions that can be asked and the answers that can be offered. Qualitative and quantitative methodologies are not substitutes for each other as they observe very different realities. Consequently, the selection of a qualitative research approach critically influences options available to the researcher.

The collaborative self-study approach assumes the flexibility to modify the research design in a participatory manner. Qualitative inquiry assumes a preference for a natural setting rather than a laboratory setting. Although many models of effectiveness exist, non-qualitative approaches do not adequately accommodate the collaborative self-study option nor do they provide the understanding required to deal with change. This research was not a controlled test. It provided us the opportunity to learn, influence our environment/respondents, and ground our responses in terms consistent with our environment.

RESULTS

Concept of Effectiveness:

Effectiveness is a topic that many participants had opinions about but few were capable of defining clearly. The most prevalent perception represented basic goal attainment or meeting the expectations of the client. Once the conventional criteria of effectiveness were expressed, a more meaningful pattern emerged. This pattern of comments provides a two dimensional interpretation of effectiveness for the YBS: image and integration.

Image

As a statistics agency, many participants saw the YBS's effectiveness as being synonymous with credibility or trust. Statistical operations essentially are a means of exhibiting professionalism, trustworthiness, and credibility in basic numbers. The YBS itself must be viewed as being completely credible to be of any value to the government. This statement may be obvious to some, yet credibility or image must be recognized as one of the measures of effectiveness for a statistical organization. Image is developed through experience, exhibited behaviour, professional controls, and other means of

convincing clients of the credibility and trustworthiness of the products of the YBS. Schematically, image is shown to vary from a light (low quality image) to a dark colour (high quality image).

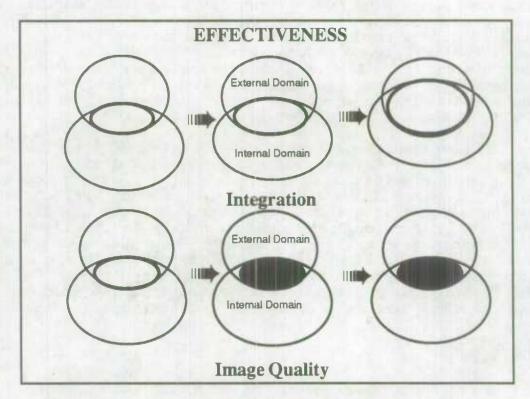


Figure 1

Integration:

The second dimension that emerged portrayed the complex theme of integration. This viewpoint suggests that the fundamental effectiveness of a statistics agency depends upon its integration with the policy and political activities of the government. As a service agency aimed at the internal operations of the government, a statistics agency is only valuable when it achieves this integration function. Integration has several facets. One of these facets involves the intelligence-gathering ability to read the political and policy priorities of the government. intelligence process includes two-way communication between the client awareness of the YBS services and products and the YBS's awareness of client needs. Another facet of integration represents the ability to respond with sensitivity to policy and political priorities. Lastly, integration requires the ongoing interpretation and education that must occur with the clients to complete the integration process. This complex of activities dynamically defines the state of integration.

Figure 1 illustrates the integration dimension of effectiveness as a growth in the intersect between internal and external domains of the organization. The two facets of effectiveness must again be balanced and be mutually dependent: neither can exist or be meaningful without the other. Pockets of well-respected and professional employees who have little integration into the organization are not effective. Conversely, many well connected agencies lacking credibility may persist but ultimately lack effectiveness from an organizational perspective. The final solution is balance, a balance neither jeopardizing image nor crossing the fine line from organizational integration to cooptation.

Implications:

Interpreting effectiveness as image and integration suggests a means of understanding the effectiveness of the YBS. These concepts provide a basis to develop and present arguments of effectiveness (performance indicators). Naive assumptions of simple causality are rejected. In their place, a strategy is offered in the form of a statement of intentions for the YBS

Statement of Intentions

The final set of intentions developed for the YBS is as follows:

The Yukon Bureau of Statistics is the central statistical agency for the Yukon Government. It is our intention to uphold professional research standards within the Yukon Government (professional image) and to develop timely and relevant information for government decision making (effective program integration), validation, and measurement.

These intentions are addressed by:

- o Enhancing the quality of statistical and research activities within the Yukon Government. This is accomplished by professional example and technical and methodological assistance to government departments.
- O Developing statistical information (independently or in collaboration with departments) that is necessary for economic, social, and environmental planning and policy formation.
- o Participating in the planning and policy priorities of the government by providing statistical information and support to the Executive, Departments and Agencies of the Yukon Government.

Adjusting to the Interpretation:

Balance Between Image and Integration

The concept of effectiveness as integration and image means little on its own. It will take time to incorporate the means of achieving these intentions. Operationally, many changes have taken place within the YBS. Internal information systems, project management, introduction of a heterarchy, outreach to departments, and an acceptance of the responsibility to apply the measure of integration and image to all aspects of our operations are a few examples of recent program modifications.

Much work is still required to deal with the issues of evaluation and measurement. The developed concepts of effectiveness only provides a conceptual framework on which to build the expected or required indicators of effectiveness. Whether one believes that measuring effectiveness is either achievable or desirable, the trappings of rationality must be served. The two dimensions have given the YBS a means of presenting information on our activities that is consistent with the collectively developed interpretation of an effective statistical agency in the Government of Yukon.

Acceptance:

Internally the process has been accepted. The collaborative process resulted in a product all participants understood clearly. Those persons who did not conform or accept the standards made their own decisions of compatibility. From a management perspective, the YBS is seen as both extremely productive, and credible, and exhibiting a desire to be relevant.

CONCLUSION

Only Time Will Tell:

For those who do not see the value in the process, believe they already know what appears to be obvious, adhere to rhetorical or presentational goals and objectives, or believe effectiveness to be a qualitatively measurable absolute we can only suggest "time will tell".

Pros: More Work?:

The major contribution has been the concepts of "integration" and "image". Although somewhat overused by the YBS in our internal documents, objective statements, and other rationalizations of ourselves, these terms will continue to be applied until they lose their meaning, or our interpretation of effectiveness is renegotiated.

With these definitions of effectiveness, the YBS has been successful in clearly articulating its mission and intentions to senior management. Work plans, Statement of Intentions (program mandate), and management direction have been well received by senior management.

The interpretation and the implications of this research have provided both staff and management with a clear set of plans for implementation. As a product of collaboration, implementation plans have proceeded with minimal resistance and the final product was collectively debated, developed, and accepted.

Integration has given the YBS access to several formal review committees and other operational mechanisms within the Government of Yukon. These forums have created a cognizance of the YBS that did not exist before: many were aware of the function of the YBS and its products but its critical involvement in policy support was absent.

Presently, the YBS faces demands by departments and other users that far exceeds time available to the Bureau. Although demand itself does not denote effectiveness, the ability to be selective and weigh activities consistently with government priorities provides a visible statement that we are attempting to be relevant, timely, and sensitive to Executive direction. Clearly a balance between statistical priorities and policy priorities must be achieved as there exists a fine line between being relevant and being co-opted and losing a statistical corporate perspective.

As was once said of simulation modelling, the best thing you could do with the model after completion was to throw it away, because the most important contribution of the model had been achieved, namely, the understanding of the process simulated. This statement could equally be applied to the self-study. The major contribution resides in the staff and their understanding of the mission of the YBS and the interpretation of our effectiveness. Image and integration have been internalized. The significance of this understanding will continue long after the various program recommendations and physical program changes have occurred.

The methodological stance used also reinforced the value of a set of methodologies often viewed as less than conventional. Enthusiasm for the benefits of qualitative analysis have complimented the role of providing policy-related research. To engage in the epistemological, ontological, and resultant methodological debate required for qualitative analysis contributed to the research perspective and techniques available to the YBS. Several of our subsequent joint research projects have benefited from the incorporation of qualitative methodological aspects.

Cons: A Sell Out?:

The desired profile of the YBS comes at some cost. Approximately 47% of our work plan for 1990/91 is controlled through a negotiation process with the departments and the Executive. YBS research reflects the collective government priorities as set by the Executive and interpreted by the Deputy Ministers. The loss of control over the work plan could be seen as a concession that limits professional discretion and violates the autonomy and independence of a statistical agency. We would argue against this interpretation since from our perspective a balance between control and integration required the negotiation of priorities and ultimately an acceptance of a common measure of the YBS effectiveness. Put simply: the avoidance of Type III and IV error.

Freedom of operations is replaced with consensual decision-making. Over the long term this process drives the debate to educate or make visible the attempt of YBS to be responsive.

No Generalizations or Grand Solutions Only Survival?:

No generalized prescription for organizational survival is offered, only the statement that the YBS learned something about its organizational role and took measures to enhance its effectiveness based on these understandings. Organizational survival in this sense denotes relevancy, relative health, or active participation in the realities of a government. Termination of a government program, given past observations, is unlikely, yet for a statistical agency to be isolated from the policy and planning process (integration) and to lose credibility (image) is effective termination.

The process of qualitative analysis is not logical but phenomenological. The replication or generalization of such work is not the aim of the research (very different from the traditional concept of external validity). The objective was to provide an approach to dealing with organizational survival that might have potential for transfer to other agencies. Transferability in this sense relates to the degree of fit between the present research context and other potential contexts. Fittingness, rather than generalization, is the key concept.

For those who say they already know the obvious regarding program effectiveness, or believe the consequences of "integration" or "image" are not appropriate, we can only offer time. Only time will provide an answer to what is effective for a statistical agency. We believe given the past performance of both ourselves and others that our course of action is correct for the YBS at this time.

Wisdom of the Journey

The self-evaluation process is merely what all managers do on an ongoing basis. It is never ending and the results, understandings, and definitions are transitory. The organization did not fundamentally change its attitudes to the YBS overnight, no rewards for innovation were given to those who gave untold and unpaid evenings, weekends, and energies; nor were resources thrust upon the YBS in recognition of their contribution. The intervention produced understanding of what effectiveness is to the Government of Yukon, it provided an opportunity to clarify our role and the expectations of the YBS from other members of the organization. What was gained on the journey is now internalized and we need to begin to plan the process once again.

Appendix 6

COOPERATIVE MARKETING AMONG STATISTICAL AGENCIES

COOPERATIVE MARKETING AMONG STATISTICAL AGENCIES

A. UNDERLYING PREMISES

- 1. Given the increasing sophistication of both clients and technology, statistical agencies limit their ability to operate successfully and their chances of continued success (i.e., survival) if they do not have a strong client/applications orientation. We are all in the service business so obviously we must serve.
- 2. Good marketing focuses an organization's attention on its clients, making their needs the driving force for product, pricing and distribution decisions. It also ensures that clients are fully aware of the products and services offered by the statistical agency.
- 3. The national and provincial statistical agencies each have distinct strengths which, given their partnership arrangement, can, and should be combined to produce much more effective marketing than can be achieved by doing it alone.

As the major producer of statistics in Canada, the national agency meets a significant portion of data needs at the provincial level. Being in bed with an elephant, means the focal point has to develop a market niche which complements that of Statistics Canada; overlap, particularly in this time of severely constrained budgets, should be avoided.

The focal points are, in large part, intermediate users of Statistics Canada data and, particularly for the provincial government sector, are a major component of Statistics Canada's distribution system. They bring unique strengths to a cooperative endeavour. By being closer to the provincial users, more familiar with the program and policy environment faced, and having specialized on-site expertise, the focal point has a better handle on client needs and thus can make a substantive contribution to the development of more timely, innovative, often customized solutions.

This is significantly different than most Federal Government departments which are primarily end users of the Statistics Canada products.

B. MARKETING TOGETHER FOR MUTUAL BENEFIT

Some suggestions for cooperative marketing are set out below. This is not intended to be an exhaustive list, but rather to serve as a starting point for discussion. In any joint endeavour, often the only limitation is our ability to be creative.

It is also recognized that the ability to participate in joint marketing activities will vary among focal points.

Marketing Strategies/Plans

- 1. The partners (Statistics Canada and focal points) should exchange information on marketing strategies and plans and provide input and comments as requested.
- 2. Moving an organization from a production to a marketing orientation is the difficult task facing statistical agencies. Staff have to change their way of thinking after spending many years without having to worry excessively about client needs. Sharing experiences on how the agency works its way through this transition would be most beneficial.

Products and Product Development

- 1. Joint research and development should be fostered. For example, at the planning stage for all major product and service developments (including models such as SPSD/M), Statistics Canada's policy should be to seek provincial government input, either through or with the involvement of the focal point.
- 2. Both partners should be aware of each other's output to minimize overlap and "competition". For example, when Statistics Canada provides/sells a data tape to the focal point so special provincial tabulations can be done for users, Statistics Canada should not produce special tabulations for that province without prior discussions with the focal point.

A real willingness to resolve methodological differences also should reduce unnecessary product duplication. The partners must be willing to change the status quo and find creative, mutually satisfactory solutions to methodological differences.

- 3. At times the focal point may have a more current product for its province than does Statistics Canada (e.g., postal code translator file). If this happens, Statistics Canada should consider meeting non-government demand in that province by marketing the focal point product on some quid pro quo basis with the focal point.
- 4. To increase interest in Statistics Canada products, focal points should consider adding provincially oriented value to the products. For example, the value added could take the form of descriptive analysis to alert potential users to both the data and the significance of the relationships contained in them.
- 5. The focal point could seek opportunities to augment Statistics Canada's products by providing complementary services to its government clientele (e.g., offering training seminars on how to use the product).
- 6. The focal point could analyse Statistics Canada data to provide a provincial perspective and have such analysis added to a Statistics Canada publication. A "Provincial Perspective" as part of appropriate articles in Canadian Social Trends or Canadian Economic Observer would be an option.
- 7. The partners should continue to pursue creative data sharing and data collection arrangements (i) to provide lower cost and/or new data for provincial government users and (ii) increase Statistics Canada sales.

Pricing

- 1. The partners should ensure their pricing policies do not undercut one another.
- 2. Whenever possible, Statistics Canada should make it price advantageous for provincial government departments to deal through the focal point. In return, the focal point should offer a meaningful coordinative function for such request.

3. Although the concept is fine, it is probably unrealistic to expect any effective development of inter-provincial consortia. Thus, to expand the use of its data, Statistics Canada must develop more imaginative pricing/cost sharing arrangements.

For example, if Statistics Canada develops new data for one provincial government and subsequently uses that development expertise to provide a similar product to another client (province or otherwise), there should be retroactive benefits to the original province. In effect, that province would have a quasi-ownership position and would benefit from subsequent uses of the development expertise. As a result, the focal points should be more willing to (i) arrange for seed money to support Statistics Canada developments and (ii) promote the use of the product/data by others, given there could be a subsequent return on investment.

Promotion

- 1. The focal point should be given first right of refusal for coordinating Statistics Canada promotional efforts within the provincial government.
- 2. Some form of joint advertising should be considered, whenever feasible. For example, when the focal point is assisting Statistics Canada with the marketing of a product within government, this should be included in any promotional pieces. A jointly prepared promotional package should be considered.

Distribution

- 1. Statistics Canada should continue to enhance the focal point's role by making available exclusive distribution rights within the provincial government for special new products (e.g., SPSD/M).
- 2. Focal points sometimes add value to Statistics Canada output by customizing its (e.g., doing special tabulations) for their government clients. Assuming no confidentiality constraints, such value added products may be of interest to the private sector.

If so, serious consideration should be given to marketing them through the Statistics Canada regional office. If the regional office is interested, some quid pro quo arrangement with the focal point should be arranged.

- 3. Statistics Canada should continue to pre-release data to the focal points whenever possible.
- 4. One of the possible quid pro quo's that Statistics Canada might consider is giving priority to focal point requests for special tabulations.

Market Research

- 1. There should be a continuing exchange of market research/client needs information (both methodology and results) among the partners.
- 2. Focal points should be given the first right of refusal for coordinating Statistics Canada user needs surveys within the provincial government.

Appendix 7

THE BUREAU DE LA STATISTIQUE DU QUÉBEC FUND

THE BUREAU DE LA STATISTIQUE DU QUEBEC FUND

Over the past ten years, the Bureau de la statistique du Québec [Quebec bureau of statistics] (BSQ) has experienced severe budget reductions. The number of employees has been reduced from 250 to 175, and its 1990-91 budget is smaller than the 1981-82 budget. Despite significant productivity gains, over time it has become more and more difficult to maintain existing programs and impossible to respond to new requirements.

The Fund

For these reasons, the <u>Act respecting the Bureau de la</u> <u>statistique</u> was amended on June 24, 1987, to establish the Fonds du Bureau de la statistique [Bureau de la statistique fund], a fund which enables the BSQ to recover the cost of certain services from specified clients. Over the past year, the fund has generated revenues of approximately \$1 million, and made possible the hiring of 25 to 50 persons, depending on the time of year.

Services covered

While the BSQ will continue to respond to Quebec's general statistical needs through its regular programs, the Fund was established to respond to specific and ad hoc needs. However, for some time now, it has also been used to fund those general needs which the BSQ can no longer afford to keep in its regular programs, as well as all new requirements.

The services the BSQ is authorized to provide through the BSQ Fund cover a broad range. They fall into two categories—"standardized" services (pre-determined services based on anticipated client demands) and "customized" services (services which are tailored to a client's specific requirements or specifications).

Standardized services essentially include socio-economic impact studies, demographic forecasts, Bureau publications, distribution of the geographical code, consulting services on the classification of economic activities in Quebec and the supplying of information. The cost of these services is determined in advance. Customized services include such services as conducting surveys, compiling statistics and performing analyses. These are billed on the basis of the full expected or incurred cost.

The BSQ Fund has been in full operation since 1988 and a large number of projects have been completed through it. They include: a minimum wage survey for the Commission des normes du travail, a study for the [Quebec] Treasury Board on isolation factors in remote areas, retail prices and the cost of living and a study on the establishment of a group insurance plan for the child care services network by the Office des services de garde à l'enfance. A study has just been completed on behalf of the [Quebec] Department of Communications dealing with the production and distribution of government-run data banks, as well as one on computer data processing networks. Within the next few months, a horticultural survey will be undertaken on behalf of the [Quebec] Department of Agriculture. Over the past year, 240 economic impact studies and 500 simulations were performed. All Bureau publications are now sold through the Fund, and data purchasing consortiums deal with the Fund. One final example, a computer project involving the installation of a data base on international trade, will be developed through the Fund, under a cost-sharing arrangement which includes the BSQ, the [Quebec] Department of Industry and Trade and the [Quebec] Department of International Affairs.

The Fund is managed as a business. Its revenues are not paid into the consolidated revenue fund and are used as working capital. There is no limit on the amount of business it can do or the resources it can use. It has a mandate to recover its costs. The Fund has a \$500,000 line of credit which is quaranteed by the [Quebec] Department of Finance. In return, the Minister of Finance can request the profits if the Fund shows a surplus.

Conclusion

The Fund has brought a great deal of energy and new projects and services to the BSQ. For an organization that was in decline, it has been like a breath of spring. The employees have become more aware of their expertise and of the value of their work, and have become much more attuned to the needs of our clients.

Clients that had become accustomed to taking full advantage of free services were somewhat reticent, especially after the Bureau transferred regular activities to the Fund. However, from discussions with them, they all recognize that it is normal and administratively more sound for clients to pay for services received.

Our greatest concerns are that:

- 1. the government may decide that all statistical activities of the BSQ will be placed on a cost-recovery basis (which would be a logical continuation of the decision to transfer all new requirements to the Fund). If that happens, what would happen to the unprofitable activities?
- 2. in future, priority will be given to current-interest projects at the expense of ongoing projects, to projects which produce immediate results at the expense of projects requiring long-term development and to large-budget departments at the expense of less well-endowed clients.

Appendix 8

MANITOBA BUREAU OF STATISTICS

COST-RECOVERY PROGRAM

I. BACKGROUND:

The Manitoba Bureau of Statistics has been operating a comprehensive cost-recovery/revenue generating program for the last four years. For the 1986/87 fiscal year, MBS was directed to recover \$80,000 or 20% of its total budget from the provision of services to provincial departments. In addition, MBS was to be operated on a 100% cost-recovery basis within three years. The 100% Cabinet directive was subsequently rescinded during the 1987/88 estimates process.

The yearly budget process provides MBS with its salary and operating requirements net of required provincial department recoveries (i.e., for 1989/90, MBS is funded at 87% of the required expenditure level). Recoveries from provincial crown corporations, other governments, libraries and businesses are not deducted from the MBS budget as they are allocated the General Revenue Fund.

If the required recovery amount are not to be achieved, then the only options available to MBS are:

- i) underspend its salary budget (if possible)
- ii) underspend its operating budget
- iii) request supplementary funding from Treasury Board

In the four years that the cost-recovery system has been in place, MBS has always reached its revenue requirements. For 1989/90, MBS recovered a gross total of \$131,000 (provincial departments \$90,000; others \$41,000) resulting in net recoveries of \$100,000.

II. SERVICES:

The existing MBS program provides for the recovery of incurred costs for a wide range of products and services from MBS clients, including Ministers and Members of the Manitoba Legislative Assembly. These products and services include:

- 1. MBS Publication Subscription Service
- 2. Custom Surveys
- 3. Statistical Consulting
- 4. Economic Impact Assessments
- 5. Information Systems Development (micro-computer)
- 6. Custom Information Retrievals
- 7. Custom Information Presentations

MBS is always exploring the possibility of providing new services that could become new sources of revenue. These services may not necessarily be those traditionally provided by provincial statistical agencies. As a result, MBS would be augmenting its traditional role by providing a full range of information services within the provincial government.

An example of a new information service is the MBS Custom Graphic Service. For provincial departments and crown agencies MBS offers a complete in-house service for the production of high-quality colour graphics in the form of charts, text and thematic maps. This new service is available for 35 mm slides, overhead transparencies or paper. These has been considerable interest and a number of requests for this service, especially from traditionally non-MBS clients.

III. IMPACTS:

There are a number of impacts that have resulted from the on-going requirement to generate revenue from the provision of certain services. These impacts include:

- 1. requirement to constantly market the availability of MBS products and services to provincial departments and crown agencies to ensure the achievement of revenue requirements. It is becoming more difficult to reach revenue targets with increased restraint in government budgets.
- requirement to develop innovative new services that are responsive to the information needs of existing and potential MBS clients.
- requirement to achieve productivity gains to allow the undertaking of new initiatives while maintaining the existing services.
- 4. requirements for clients to be more exact in specifying their specific data requirements.

 Generally clients are now conditioned to pay for provided services and tend to value the services more than when it was "freely" available.
- 5. requirement to withhold service from clients that do not have the required funds for a cost-recoverable service.

Cost-recovery has also had the effect of raising the profile of MBS within the provincial government. The generation of revenue can also be seen as a form of "credit" for the organization. Receiving recognition for their activities can be a major problem for "service" agencies. Paid services are viewed as important and more relevant than if they were provided free of charge.

IV. ISSUES:

- (1) The extent to which revenue generation is to be pursued as an organizational goal. Increased revenue targets would require MBS to become more of a contract service agency as defined by the Manitoba Statistics Act. As a result, there would be less public good aspects to the MBS operation.
- (2) How to provide required services, which are costrecoverable to clients with insufficient financial resources.
- (3) How to develop and implement new statistical programs/infrastructure of a cross-departmental nature when no major sponsoring department exists.

Appendix 9

COST-RECOVERY PROGRAMS

AT

STATISTICS CANADA

Prepared by Statistics Canada for
The Federal-Provincial Consultative Council
On Statistical Policy

1. Introduction

At the request of the Program Committee, we are pleased to present Statistics Canada's policy and practices on cost recovery. Following a brief historical overview of cost-recovery programs, the pricing policy is described and a number of strategic considerations identified.

2. Background

The first Statistics Canada attempts at cost recovery took place more than 25 years ago. In fact, it was during fiscal year 1963-64 that specific statistical services were first provided in exchange for a sum of money. The amount involved was approximately \$80,000. Five years later, in 1969-70, revenues exceeded one million dollars, rising to approximately \$3.5 million in 1973-74. During the remainder of the seventies revenues remained stable, varying between \$2.5 million and \$3.5 million annually.

It was during the eighties that the cost-recovery program at Statistics Canada really expanded. From \$2.6 million in 1979-80, cost recoveries reached close to \$7 million the following year, rising to almost \$30 million in 1988-89. That year, cost recoveries accounted for close to 12% of the total Statistics Canada budget.

These figures must be looked at in the context of the economic conditions prevailing in the late seventies and government budgetary reductions and fiscal restraint. In a November 1984 speech on the "Reevaluation of government spending programs", Treasury Board President Robert De Cotret stated:

"...the government provides Canadians with many services which are akin to those in the commercial sector or are specifically tailored for particular groups or organizations. In most cases, these services are provided well below their cost. It is only fair that those who benefit from these services should bear a significant share of the costs. In recent years, the government has held down increases in its prices. The result has been that today the percentage of costs recovered has fallen dramatically. The government is, therefore, moving to increase prices for many of the services it provides. After these increases most services will still recover only a percentage of their costs, but the burden of providing these services will be more equitably shared than before."

In addition to complying with this general policy, Statistics Canada had to increase its revenues by \$44 million over a fiveyear period, beginning in 1985-86, in order to meet commitments relating to the reestablishment of the 1986 census.

In March 1985, Statistics Canada adopted its current costrecovery policy concerning publications and CANSIM products. This latest initiative increased revenues from the sale of its publications to more than \$5 million in 1989-90, compared with \$1.1 million in 1984-85. The sale of CANSIM products allowed Statistics Canada to recover \$200,000 in costs in 1985-86, and approximately \$1 million annually in the years which followed.

Finally, cost recoveries on specialized Statistics Canada services increased rapidly during this period, rising from approximately \$3.8 million in 1980-81 to more than \$21 million in 1988-89. During 1988-89, approximately 80% (\$17 million) in cost recoveries for specialized services came from federal government organizations. The remaining \$4 million came primarily from the private sector, universities and non-federal public-sector organizations.

3. Pricing policy

The current pricing policy at Statistics Canada reflects a commitment to making information available and free of charge through the following channels:

- THE DAILY, the official release vehicle of Statistics Canada information;
- a system of several hundred depository libraries;
- provincial and territorial governments which receive our information;
- a toll free telephone and inquiries service network in Ottawa and our Regional Offices.

While honouring this commitment to providing information free of charge through the above-mentioned network, there is also a pricing policy in effect at Statistics Canada which stipulates that individuals or organizations wishing a private copy of a product shall pay a fee for that product. This fee is established in such a way that the Agency can recover the costs of producing its various information products "in their collectivity", given that the basic cost of data collection, processing and manuscript preparation is paid for from the Agency's budget appropriation. Prices are set according to the following criteria:

a) Publications

Essentially, the process involved in recouping the cost of the publications program "in its collectivity" devolves on two operational guidelines:

- 1. The actual costs that the Agency seeks to recover for its publications are those associated with the typesetting, printing, mailing and handling and marketing of the product, but not for the collection, development and analysis of the data.
- 2. The responsibility for balancing costs with revenues now rests with subject matter divisions. Thus, they are encouraged to look first at the viability of their existing publications programs, and where the necessity to publish is deemed valid, at the most cost-effective technologies of dissemination.

While these two precepts are the primary guidelines for Statistics Canada's pricing policy, it is not expected that each individual publication will "break even"; there will be some publications that do not fully recover their costs. Nonetheless, the publication program must balance in its collectivity.

b) Electronic Products

In the case of CANSIM, the underlying policy is the same, but the practice varies somewhat. Here, only that segment of CANSIM's operational cost attributable to the servicing of external clientele is targeted for recovery.

With CANSIM, the agency contracts out the maintenance and distribution of the product to a private sector firm. For each use of the system, Statistics Canada collects a royalty, but the primary distributor sets its own prices for the sale of CANSIM data. In addition, this primary distributor sets its own prices for a series of secondary distributors (approved by Statistics Canada) who also set their own prices.

With regards to other electronic products, the fees are set so as to recover the full cost of making these products available.

c) Other Products and Services

This category refers to such items as special surveys or simulations as well as maps, concordance tables, directories and custom tabulations derived from regular Statistics Canada activities. These items are costed on an individual basis, such that Statistics Canada can recover the full cost of providing them.

4. Strategic Considerations

Cost recovery has made it possible for Statistics Canada to rationalize its publications and electronic products by subjecting them to market conditions and still respect the publishing mandate given to it under the <u>Statistics Act</u>. For example, in 1990-91 the publications program is expected to achieve a balance between costs and revenues, as opposed to a deficit of approximately \$2 million recorded in 1988-89. This rationalization has also brought about notable improvements in the content and format of a number of publications.

Cost recovery has also made it possible to include in Statistics Canada's program data on certain issues which specific users considered particularly important. Some of the items for which data were produced recently through cost recovery include: small businesses, travel and tourism, the cost and stock of housing, employment equity, certain types of transportation and the employment status of university graduates. Financial support, however, is often partial and temporary, a fact that leaves these externally-funded programs in a vulnerable state.

As part of its operational planning process, Statistics Canada attempts to redirect to selected high-priority sectors a portion of the resources which can be freed up by achieving productivity gains or by cutting programs deemed to have lower priority. These resources are sometimes used to implement a conceptual and technical infrastructure, which makes it possible to attract further outside funding for a particular program. In fact, given the current fiscal situation, this type of joint venture frequently represents the only method whereby a statistical program can be significantly enhanced.

Appendix 10

INCORPORATION OF ESTIMATES OF NET CENSUS COVERAGE ERROR INTO THE POPULATION ESTIMATES PROGRAM

PROPOSED WORKPLAN

April 3, 1990

TABLE OF CONTENTS

1.	Introduction	181
2.	Background	182
3.	Objectives	184
4.	Estimation of Net Census Coverage Error	185
5.	Proposed Workplan	188
6.	References	195
App	pendix 1: Experience of Other Countries	
Apr	pendix 2: Impact on Demographic Estimates	

1. Introduction

This paper presents a workplan describing the steps necessary to develop and implement a methodology whereby estimates of net coverage error for the 1991 Census of Population will be incorporated into the population estimates program of Statistics Canada. This workplan was prepared by a joint working group involving three divisions of Statistics Canada: Demography Division, Social Survey Methods Division, and Labour and Household Surveys Analysis Division.

Section 2 describes the background to this issue and how it led to the consideration of incorporating coverage measures into the estimates. Section 3 describes the objectives underlying this step and describes the implications for the estimates program. Section 4 presents an overview of the plans for estimating Census coverage error, along with a brief description of other sources of information on the June 1991 population. Details of the proposed workplan are presented in Section 5. A list of references, including background papers prepared by the working group, is given in Section 6.

This paper deals only with the population estimates program. This should not be confused with adjustment of the 1991 Census data for estimated net coverage error. All of the 1991 Census data will be published with no adjustment for coverage error other than those for Temporary Residents and misclassified vacant dwellings that are already built into the Census process.

A final decision concerning this issue cannot appropriately be taken until late 1992, when both the 1991 Census data and estimates of net coverage error are available and evaluated. Nevertheless, it is the intention of Statistics Canada that, barring unforeseen circumstances, estimates of net coverage error in the 1991 Census will be incorporated into the population estimates program at some level. At a minimum, it is anticipated this would be done at the level of province and territory estimates of total population.

Many additional questions remain to be answered, however. For example:

- at what levels of geographic and demographic detail should estimates of Census coverage error be incorporated into the estimates?
- what, if anything, should be done for pre-1991 estimates?

- for what universes (population, census families, etc.) should estimates of Census coverage error be incorporated into the estimates?
- what would be the effect on current surveys that use population estimates in their weighting?
- when would such estimates be available?

The workplan described in this paper has been developed to address such questions.

2. Background

Traditionally, Canadian population estimates have been based on Census counts. In Census years, the June 1 population estimates are essentially the Census counts (with a minor adjustment for the variation in the Census reference date). Between Censuses, the estimates are obtained by adding births and in-migrants to the base population and subtracting deaths and out-migrants. When the next Census results are available, the estimates are revised to bring them in line with the new counts, and are then called inter-censal estimates.

The current population estimates program provides a wide variety of estimates at various levels of geography and demographic subgroups. The most detailed series is the annual estimates, with a reference date of June 1. Estimates of population are produced for Canada, the provinces and the territories by age (single years from 0 to 89 and 90+), sex and marital status. Estimates of population are also made for each census division (of which there are 260 - Yukon and Northwest Territories being excluded) and each census metropolitan area (of which there are 25) by age (again single years) and sex. Estimates of the number of census families are also made at the Canada, province and territory levels. Research is underway into the possible production of estimates of households. Finally, the estimates program also handles special requests, for example estimates by economic region used in weighting the monthly Labour Force Survey.

The major uses of the population estimates are:

- (a) in the calculation of social and economic indicators (e.g., vital rates);
- (b) in the calculation of weights for current surveys such as the Labour Force Survey, the Survey of Consumer Finances, and the Family Expenditure Survey;

- (c) in the preparation of population projections;
- (d) as an input to determination of future levels of immigration by the Government of Canada; and
- (e) as an input to the calculation of transfer payments between levels of government, in particular from the federal to provincial governments for equalization, health and education.

Up to 1986, the data sources used to produce population estimates proved, by and large, to be acceptable to most users. Birth, death and immigrant data are generally accepted as being accurate. Estimates of emigration and migration within Canada are less accurate but are based on the best sources available. Census counts are known to be subject to some undercoverage, but this was acceptably small and fairly constant at around 2% at the national level between 1971 and 1981. There was some concern, however, over provincial variation in undercoverage, particularly the persistently high undercoverage in British Columbia. The issue of adjusting the 1981 Census for the measured undercoverage was raised in 1980, but after consultation with the provinces' representatives and other experts, the Chief Statistician decided not to adjust the Census counts.

In 1986, undercoverage in the Census increased substantially to 3.2%, and in B.C. reached 4.5%. Suggestions were again made that the 1986 Census counts should be adjusted for undercoverage - at least the provincial population counts used to determine Federal transfer payments to the provinces.

Despite the apparently high undercoverage, however, Statistics Canada decided once again not to adjust the Census counts. It was felt that the estimates of undercoverage were insufficiently reliable to be used as a basis for adjustment. The Reverse Record Check from which they were derived did not cover the entire population, measured only gross undercoverage rather than net undercoverage, and was inherently subject to unknown and potentially significant biases. Even if Reverse Record Check estimates of undercoverage were accepted at the province level, there was no proven technique for estimating undercoverage for smaller geographic and demographic groups, and it would have been highly undesirable to produce counts that were inconsistent at different levels. Finally, adjustment would have resulted in serious delays in the Census output program, since the first results of the Reverse Record Check were not available until October 1987, some six months after the release of the final Census counts.

It should be noted that some other countries, notably Australia and the United Kingdom, take estimates of Census coverage error into account in their official population estimates, although they do not adjust their Census counts. In the United States, the issue of adjusting the 1990 Census counts for undercoverage has been intensively studied but is not yet resolved. For further details, see Fortier (1989) and Appendix 1.

Some examples of the effect on Canadian demographic rates of using unadjusted versus adjusted Census counts are given in Appendix 2.

3. Objectives

The objective of the plan described in this paper is to improve the overall accuracy of the estimates program by incorporating into the base population an allowance for estimated net Census coverage error. If done with sufficient precision, such an allowance would improve the estimate of total population, would reduce the distortion in the estimates caused by differential undercoverage in the Census (e.g., by province, by age group), and would reduce the disruption in time series caused by changes in coverage error between Censuses. In practice, of course, no procedure can guarantee improvement of every single estimate; there will inevitably be some estimates that are made worse by incorporating a coverage error allowance. The objective, therefore, is not to improve every estimate but rather to effect an overall improvement.

It is highly desirable, of course, that the system of population estimates be consistent over all levels of geography and over all demographic subgroups. A situation where, for example, subprovincial estimates do not add up to the provincial totals is to be avoided if at all possible. In the context of the current population estimates program, this objective would require that estimates be consistent:

- (a) by full geographic level, i.e., CDs, CMAs and provinces/territories;
- (b) by full demographic subgroup level, i.e., by single years of age, sex and marital status;
- (c) for census families and possibly households in the future;
- (d) for all intercensal estimates back to 1971; and
- (e) for all special requests for population estimates.

The extent to which complete consistency can be achieved is not yet known, however. Considerable research (described further in Section 5) is required.

4. Estimation of Net Census Coverage Error

The estimates of net Census coverage error to be incorporated into the base population (as described in Section 3) will be derived from two 1991 Census coverage measurement studies, namely the Reverse Record Check and the Overcoverage Study, described in Section 4.1. Two other sources of information concerning the June 1991 population, administrative data and demographic estimates based on previous Censuses, are described in Sections 4.2 and 4.3.

4.1 1991 Coverage Measurement Studies

The major coverage measurement vehicle for 1991 will be the Reverse Record Check, the source of official undercoverage estimates for every Canadian Census since 1966. Although it has limitations (Burgess, 1988), the methodology is relatively well-developed. For 1991, it is planned to extend the coverage of the RRC to the territories, using copies of the health care files made available by the respective territorial governments. Other planned changes include the introduction of automation into the searching operation, and a further field follow-up of certain missed cases. These latter two measures may help to reduce the no-trace rate and the misclassification of enumerated persons as missed, although the effects of these changes are expected to be relatively minor. It is also planned to increase the sample sizes (see section 5.2).

One limitation of the Reverse Record Check that should be noted in the context of the estimates program is that it does not produce any estimates of undercoverage of census families. Estimates of private household undercoverage are produced, and it may be possible to modify the RRC methodology to also produce estimates for census families, but some investigation and development of methodology would be required, and the results could not be guaranteed.

The major limitation of the Reverse Record Check remains, however, that it is not designed to provide any measure of overcoverage, and thus no measure of net undercoverage. An experimental Overcoverage Study (OCS) was conducted in 1986 in an effort to gain some familiarity with the methodology and operations required, and to estimate the order of magnitude of overcoverage. In total, the study arrived at an estimate of

45,600 persons overcovered. (By comparison, the Reverse Record Check estimated that 839,000 persons were missed.) However, because of its experimental nature, the study was subject to several serious limitations. Not all the sources of overcoverage were measured by the study: only duplication was measured, and only three types of collective dwellings were included in the collective dwelling component. As well, the levels of both sampling and non-sampling error were high: for example, the estimate of total overcoverage had a coefficient of variation of 15%, the non-response rate to the private dwelling component was over 20%, and the automated searches for duplicate enumerations were quite limited. It is possible that the actual level of overcoverage is considerably higher than the 45,600 persons measured in the 1986 study.

For 1991, it is planned to expand the Overcoverage Study in a major way. The sample size will be increased (see section 5.2), the coverage of collective dwellings will be extended, better sample selection and interviewing procedures will be put in place, and the use of automated searching will be extended.

4.2 Administrative Data

Three national sets of data are currently available to Statistics Canada: Family Allowance (covering the population aged 0 to 17), Revenue Canada Taxation files, and Old Age Security (covering primarily the population aged 65 and over). At the province and territory level, the major sources are the health care systems maintained by the provincial and territorial governments.

Evaluations of the three federal sources indicate that, with one exception, the net coverage of the Family Allowance and Old Age Security files is not as good as either the 1986 or 1981 Census. The one exception occurs in the case of the Family Allowance files for the age group 0 to 14, where the (net) undercoverage rate is approximately 0.9%, considerably lower than that of the 1986 Census (approximately 2.2%). (It should be noted, however, that the latter figure is an estimate of gross undercoverage; no estimate of net undercoverage is available for 1986). The coverage of Family Allowance for ages 15 to 17 is not as good due

The coefficient of variation of an estimate is the standard error of the estimate divided by the quantity being estimated. It is a measure of relative sampling error.

to higher rates of ineligibility for this age group. In the case of Old Age Security files, a major problem is that certain individuals aged 65 and over are not covered by the program, either because they do not meet the 10 year residency requirement or because they do not apply. The net coverage for Revenue Canada Taxation files, which would be the only national source of data for the age range 18 to 64, would also not be adequate at present. For example, net coverage for the population 20 to 64 is estimated to be only 86% relative to the 1986 Census counts.

Turning to the non-federal sources, the provincial and territorial health care files appear to exhibit net overcoverage, rather than the net undercoverage seen in the above federal sources. Furthermore, their quality varies considerably from province to province (or territory). The lack of full reciprocal arrangements between jurisdictions in recording inter-provincial moves is a serious problem, and is one of the causes of overcoverage in the files. In addition to coverage errors, however, a major obstacle to full use of provincial and territorial health care files at present is that with few exceptions Statistics Canada does not have access to identifiable records, making it impossible to conduct any evaluation of gross coverage errors. In several cases, even the provincial or territorial statistical offices do not have such access.

Despite these limitations, however, administrative records play an important role in the population estimates program. For example, both the Family Allowance and Revenue Canada Taxation files are used in the production of inter-provincial migration estimates, and counts from the Saskatchewan and Alberta health care systems are used by Demography Division to disaggregate provincial population estimates down to small geographic areas. However, administrative data are not at present sufficiently reliable to provide a base for the population estimates program in the post-1991 period. While further research and comparisons will be carried out following the 1991 Census, the role of administrative data in deriving estimates of net Census coverage error will be one of evaluating and validating the results of the 1991 coverage measurement studies, rather than as a direct source of population estimates.

4.3 Demographic Estimates

The other source of information on the June 1991 population will be the set of demographic estimates based on the 1986 Census (estimates based on earlier censuses are of course also available). Similar estimates have, in the past, been used to evaluate both the results of the Census and the Reverse Record Check. In particular, the error of closure (the difference between the population estimates and the Census counts) provides an estimate of the change in net coverage between the two

Censuses. While this cannot be compared directly to the Reverse Record Check since the latter measures only gross undercoverage, it is still useful for confirming general trends. In 1986, the demographic estimates implied an increase in net undercoverage of some 243,000 persons from 1981, while the Reverse Record Check estimated an increase in gross undercoverage of 342,000 persons (thus implying an increase of 99,000 persons in gross overcoverage). Of course, it must be remembered that estimates of the components of change in the demographic estimates are also subject to errors, particularly the emigration and (for province level estimates) the inter-provincial migration components.

As another example, the Reverse Record Check produces, as a byproduct, estimates of certain inter-censal components of population change such as deaths and emigration. These estimates can be compared to independently derived demographic estimates of the same components.

In summary, the estimates of net Census coverage error that would be incorporated into the base population used for the population estimates program would be derived by combining estimates of gross undercoverage from the Reverse Record Check with estimates of gross overcoverage from the Overcoverage Study. Administrative data and demographic estimates may, in certain circumstances, be used to evaluate the results of the coverage measurement studies. However they will not play a major role in determining the base population.

5. Proposed Workplan

This section describes the various steps that will be taken for Statistics Canada to incorporate estimates of net Census coverage error into the population estimates in the post-1991 Census period.

5.1. Consult with Major Users and Advisory Groups

Full consultation with major users and advisory groups is of course an essential first step, and the circulation of this workplan for comments represents the starting point. Among those to be consulted are the provincial and territorial governments, the Chief Electoral Officer, the Commissioner of Official Languages, Consumer and Corporate Affairs, the Department of Finance, Health and Welfare Canada, Secretary of State, the National Statistics Council and the Advisory Committees on Demography and Statistical Methods.

5.2. Increase Sample Sizes of 1991 Reverse Record Check and Overcoverage Study

In both 1986 and 1981 the Reverse Record Check had a sample size of about 36,000 persons in the ten provinces. The experimental Overcoverage Study carried out in the 1986 Census (no such study was done in 1981) had a sample size of about 31,000 persons for the private dwelling component. For 1991, the sample sizes of both these studies will be increased. This section describes the implications for the sampling errors of the estimates produced by the studies. It should be kept in mind, however, that the studies are also subject to non-sampling errors, which will not be reduced simply by increasing the sample sizes.

In the 1986 RRC, the Canada (ten provinces) estimate of undercoverage had a coefficient of variation (CV) of 3.7%, the three largest provinces (Ontario, Quebec and B.C.) had CVs between 5% and 10%, and the other provinces had CVs between 10% and 20% except for PEI which had a CV of 37%. In 1981, because the undercoverage rates were generally lower, the CVs were higher: only Ontario had a CV of less than 10% and five provinces had CVs of more than 25%.

The sample size of the 1991 Reverse Record Check will be increased to about 50,000 persons in the ten provinces. Even larger samples were considered, but it was felt that beyond this size, major changes to the tracing, searching and classification operations, which could not be implemented for 1991, would have been required for results to be released without significant delay from the planned schedule. The strategy for increasing the sample size will be to allocate the additional sample so as to ensure that the CV for each province is reduced to some maximum level (approximately 20%), assuming undercoverage rates somewhere between 1981 and 1986. Additional samples of 2,400 and 2,600 persons will be selected in the Yukon and the Northwest Territories respectively, for a total sample size of approximately 55,000 persons.

As well as province-level estimates, undercoverage estimates were produced in 1981 and 1986 for large demographic subgroups at the Canada level (including age group by sex, marital status by sex, mother tongue (six groups), and urban size class (six groups)). Estimates were also produced for the three largest CMAs and by CMA part at the Canada level. By and large, however, estimates by demographic subgroups at the province level were not reliable. For example, in a 1986 tabulation of estimates by province, age group (11 categories) and sex, 10% of the 220 cells had no missed cases at all in the sample (meaning that no realistic estimates were possible). Of those cells that did have missed cases, 60% of the estimates had estimated coefficients of variation in excess of 50%, and 20% had estimated coefficients of variation in excess of 100%. For these estimates, the gains of the sample size increase to 55,000 persons will be minimal. There will still be a

very high proportion of CMAs and province by age, by sex estimates for which direct estimates of undercoverage will not be reliable. Other methods would be needed to make indirect estimates of undercoverage for smaller geographic areas and demographic subgroups.

For the 1991 Overcoverage Study, the main objective is to estimate the level of gross overcoverage in the Census. Because overcoverage is rarer than undercoverage, it requires more sample to measure it with the same relative error. For 1991, the sample size will be increased to approximately 80,000 persons (30,000 households) in the private dwelling component. (Sample sizes have not yet been determined for the collective dwellings and automated search components, but they will also increase.) If the overcoverage rate is 0.5%, then a sample of this size will likely give a CV of between 5% and 10% at the national level. Depending on the allocation of the sample to the provinces and the provincial overcoverage rates, the CVs at the province level would probably fall anywhere between 20% for the larger provinces and 50% for the smaller ones. While estimates of overcoverage will likely have higher CVs than will estimates of undercoverage, most province-level estimates of net undercoverage will still have CVs of less than about 25% (with a Reverse Record Check of 55,000 persons), as long as the level of overcoverage does not exceed about one-quarter of the level of undercoverage.

In summary, it is planned to increase the sample size of the Reverse Record Check to 55,000 persons, and to conduct an Overcoverage Study of approximately 80,000 persons. With these sample sizes, direct estimates of undercoverage, overcoverage and net undercoverage will have reasonable levels of sampling error only for provinces and for major demographic subgroups at the Canada level.

5.3. Research into Small Area Estimation Methods

Since no feasible sample sizes of the RRC and OCS can achieve the full requirements for population estimate detail, small area estimation methods would have to be developed if the direct survey estimates of undercoverage and overcoverage are to be allocated among lower level areas and subgroups. A variety of techniques are available, the major ones being synthetic estimation, iterative proportional fitting (IPF), regression, and empirical Bayes techniques (see, for example, Choi et al (1988), Ericksen and Kadane (1985), Freedman and Navidi (1986), Cressie (1989)). All of these methods require the assumption of some statistical model for coverage error.

This research will consist of three parts. First, a review of the technical literature on small area estimation methods will be required to identify those methods to be selected for further investigation. In particular, methods used by Australia and the U.S. Bureau of the Census will be studied. Second, in order to evaluate these methods, it will be necessary to conduct some simulation studies to evaluate the performance of the methods at various levels of geography and demographic subgroup. Following this research, a decision can be taken concerning the appropriate level of geographic and demographic detail for which estimates of net Census coverage error can be incorporated into the estimates. Finally, assuming a successful method is found, it will be necessary to develop the methodology and systems to implement the small area estimation procedure, in order to actually produce the new estimates.

5.4. Investigate Methods for Census Family and Household Estimates

Two investigations will be carried out in this step. First, the possibility of modifying the Reverse Record Check and Overcoverage Study methodologies to include the production of estimates of undercoverage and overcoverage of census families would have to be studied. Because this would require changes to the RRC and OCS questionnaires, this investigation will have to be completed by the end of June, 1990 in order to be incorporated into the questionnaire design activity.

Second, because the production of estimates of net coverage error for census families is somewhat doubtful, the potential impact of the inconsistency that would be caused by not incorporating estimates of net Census coverage error into the estimates of census families should be studied. We note that the U.S. plans for adjustment in 1990 are limited to adjustment of the person universe; their household and family counts will not be adjusted. The Australians also confine their adjustment to the population universe.

5.5. Investigate Impact on Household Surveys

Incorporating estimates of net census coverage error into the population estimates would have an impact on estimates from household surveys which use population estimates in their weighting, such as the Labour Force Survey, Survey of Consumer Finances and the Family Expenditure Survey. An investigation into the impact of this would be done by simulating the results that would have been obtained if such a procedure had been in place at the time of the 1986 Census. The results of the 1986 Reverse Record Check would be used to produce population estimates incorporating coverage error and the survey(s) re-weighted using

these estimates. Analysis of the differences between the two sets of estimates would then be carried out in order to develop explanations to users of the reasons for and effects of switching to the new estimates. In addition, the LFS and other surveys using population estimates in their weighting would have to develop specifications for the pre-1991 estimates needed in order to re-weight retroactively. Finally, a strategy for introducing the new estimates into the LFS weighting would need to be developed. It might be desirable to do the phase-in at the same time as the phase-in of the new sample design, so that all changes are introduced at once.

5.6. Investigate Impact on Population Projections

The main activity in this step would be to determine the data needed by the population projections activity, in terms of geographic detail, demographic subgroup detail and time periods. Once these data needs have been identified, and the results of the small area estimation research are known, a strategy for phasing in the new projections would be developed.

5.7. Identify Legislative and Regulatory Changes Needed

A study of the federal legislation and regulations that require change if population estimates are to incorporate estimates of net Census coverage error has identified the following:

- (a) Federal-Provincial Fiscal Arrangements Regulations, 1987: Section 4;
- (b) Tax Collection Agreements and Federal Post-Secondary Education and Health Contributions Regulations 1987: Section 3;
- (c) The Electoral Boundaries Readjustment Act: Subsection 13(1), Subsection 15(1)(a);
- (e) The Official Languages Act: Subsection 3(2), Subsection 15(1).

The first two of these concern the Fiscal Equalization and Established Programs Financing programs. Other government legislation might be affected as well.

5.8. Develop Methods for Intercensal Estimates Prior to 1991

Investigation into possible methods for producing intercensal estimates would be required. Estimates back to 1971 are used, for example, in established programs financing, and estimates would be also required for re-weighting several historical series, e.g., Labour Force Survey estimates. Because no measures of overcoverage are available for previous Censuses, however, it is not possible to directly adjust the population figures from these Censuses for net undercoverage. Any method for producing pre-1991 estimates would have to be based on assumptions which are intrinsically unverifiable.

One assumption, for example, would be that the ratio of net undercoverage to gross undercoverage has remained constant over censuses. If this assumption were made, one would then adjust the 1971, 1976, 1981 and 1986 Census counts using the Reverse Record Check (gross undercoverage) results for the respective censuses and the observed 1991 ratio of net undercoverage to gross undercoverage. New intercensal estimates would then be derived using these adjusted Census counts and the intercensal components of change, just as has been done in the past. The problem with this approach, of course, is that the true ratio of net to gross undercoverage may in fact change from Census to Census.

Alternatively, one could assume that there were no systematic errors in the intercensal components of change (births, deaths and migration) back to 1971. If this assumption were adopted, one could apply the components of change backwards from 1991 to 1971, without any reference to the Censuses of 1971, 1976, 1981 and 1986. Again, however, this assumption is unverifiable.

Other approaches might also be envisaged, such as a combination of the above two approaches. Some simulation studies of the second method could be conducted prior to 1991, using the 1986 Census and RRC results. Such a study could shed some light on the relative contributions of closure error and Census coverage error.

5.9. Conduct and Evaluate Reverse Record Check and Overcoverage Study

Current plans call for the results of the RRC and OCS to be released in October 1992. Before using the results in the population estimates program, it will be necessary to evaluate the quality of the coverage error estimates. This will include, for example, the estimation of sampling errors, the calculation of no trace rates for the RRC and non-response rates for the OCS, and comparisons of results to independent data sources. However since the new estimates are required early in 1993, a full evaluation will not be completed before the final estimates are produced.

5.10 Summary of Major Milestones

The major activities in the workplan are summarized below (in chronological order).

	Milestone	Completion Date
1.	Circulate proposed workplan for comments	April 30, 1990
2.	Review potential methods for small area estimation	April 30, 1990
3.	Study of feasibility of producing estimates of census family undercoverage and overcoverage from RRC and OCS	June 30, 1990
4.	Assessment of implications of not incorporating estimates of net Census coverage error into census family estimates	Dec. 31, 1990
5.	Decide level of demographic and geographic detail of new estimates based on results of small area estimation research	June 30, 1991
6.	Specifications for implementation of small area estimation (depending on research results)	Dec. 31, 1991
7.	Definition of data needs for population projections	Dec. 31, 1991
8.	Simulation studies on impact on weighting of current surveys	Dec. 31, 1991
9.	Identification of approaches for intercensal estimates	Dec. 31, 1991
10.	Development of specifications for pre-1991 estimates required to re-weight current surveys	June 30, 1992
11.	Release of results of Reverse Record Check and Overcoverage Study	Oct. 31, 1992
12.	Evaluation of results of RRC and OCS (to the extent possible)	Dec. 31, 1992
13.	Selection of methodology for intercensal estimates	Dec. 31, 1992
14.	Phase-in of new population projections	June 1993
15.	Phase-in of new estimates in weighting of current surveys	October 1993

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APPENDICES

Appendix 1: Experience of Other Countries

This appendix illustrates some relevant experience from two countries: Australia and the United States. Other countries, such as the United Kingdom, include allowances for Census coverage error in their population estimates programs. For further information on the experience of other countries, see Fortier (1989).

1. Australia

Australia has incorporated an allowance for census coverage error into its population estimates in the 1976, 1981 and 1986 censuses. Census data themselves are published without adjustment.

The information for adjusting the population estimates comes primarily from a Post-Enumeration Survey. The survey is based on the Labour Force Survey frame and in 1986 had a sample size of about 35,000 households. Remote areas and non-private or special dwellings (e.g., hospitals, hotels, motels) are excluded. Because the Australian census is conducted quite rapidly, the PES is in the field about four to five weeks after Census Day, thus minimizing problems due to persons moving. The PES is designed to collect the information needed to estimate both undercoverage and overcoverage at the same time.

The estimates of net undercoverage from the PES are evaluated by comparing them to administrative sources, such as demographic estimates, medicare enrolments, family allowance, and school enrolments. In 1986, minor adjustments were made to the results based on this evaluation. An adjustment was made to the PES estimate of females in the age range 0 to 4 using the demographic sex ratio and the PES estimate for males 0 to 4. Also, the estimate for the Northern Territory was adjusted to eliminate the effect of one problematic collection district.

The final estimates were carried down to lower levels of geography by the use of iterative proportional fitting. In 1986, part of state (capital city/rest of state, for each state) estimates by age, sex and birthplace were derived by taking the part of state by birthplace estimates and the national age by sex estimates from the PES and adjusting the census part of state by birthplace, by age, by sex counts so as to add up to these two margins. Estimates for some 900 Local Government Authorities (LGAs) were then obtained by synthetic estimation. That is, the appropriate adjustment factors by age, sex, birthplace and part of state obtained by IPF were applied to the census counts for each LGA in the appropriate age, sex and birthplace cell and these adjusted cell counts were added to give the final LGA figures.

Only population figures are adjusted. No adjustment for undercoverage of households or families is attempted.

For 1991, the Australian Bureau of Statistics has been exploring several other approaches, including improved synthetic estimation methods, regression and empirical Bayes methods, and methods incorporating spatial autocorrelation.

2. United States

In the United States, the issue of adjusting the decennial Census has been ongoing since at least the early 1980s, and has not yet been resolved. This section outlines the methodology developed by the U.S. Census Bureau for adjusting the 1990 Census counts and tested in the 1986 Test of Adjustment Related Operations (TARO) in Los Angeles and the 1988 Dress Rehearsal in St.Louis and the surrounding area.

Net undercoverage in the U.S. Census will be measured by a Post-Enumeration Survey designed specifically for this purpose. A sample of some 150,000 housing units is planned. Direct estimates of net undercoverage will be produced for 1332 "post-strata", defined in terms of geography, race/origin, in some cases tenure, age and sex. The post-strata are designed to be as internally homogeneous as possible with respect to undercoverage, in order to provide a good basis for the model-fitting described below. The design of the PES methodology has put considerable emphasis on reducing and controlling the important sources of non-sampling error, such as non-response bias, matching error, and response errors in reporting of Census Day addresses. Based on test results to date, significant improvements over the 1980 methodology have been achieved.

The direct estimates from the PES for the 1332 post-strata will form the "observations" for fitting a regression model which relates undercoverage rates (or "adjustment factors" based on these rates) to explanatory variables. These explanatory variables might be, for example, the variables used to form the post-strata, with the restriction that no cross-product terms are allowed (Diffendal, 1988). Ericksen and Kadane (1985) used crime rates, percent minority and percent conventional enumeration. The final estimates for each post-stratum would be a weighted combination of the direct PES estimate and the estimate obtained from the regression model. Although the approach has a number of names - empirical Bayes, prediction approach, components of variance model - the underlying idea is to reduce the effects of sampling error in the post-stratum level estimates by incorporating a statistical model of coverage error into the final estimation process.

The final adjustment factors for each post-stratum are then simply applied at the block level to all Census tabulations. Since such block-level tabulations must show integer values, which are typically small at the block level, a rounding process is required to "integerize" the adjusted tabulations. The method used is controlled rounding, which (among other properties) ensures that the tabulations remain additive.

The most recent plans for the 1990 Census are that unadjusted counts will be published by the required deadline of December 31, 1990, with a note stating that they are subject to adjustment. By July 15, 1991, either adjusted counts will be published, or a statement will be issued giving detailed reasons why adjusted counts will not be published.

Appendix 2: Impact on Demographic Estimates

This appendix illustrates the impact of the decision not to adjust the 1986 Census on selected demographic estimates.

a) differences in demographic rates at the Canada level especially in the age groups 20-24 and 25-29

	1986 Unadjusted	1986 Adj	usted1
Fertility Total rate	1.673	1.596	
Age-specific	(per thousand		
20-24	84.80	78.41	
25-29	124.69	119.81	
Nuptiality (first marriage)			
Total rate	0.608	0.561	
Females	0.622	0.589	
Mortality Life expectancy at birth			
Males	72.9 years	73 2	years
Females	79.7 years		years
Male probability of dying ² (per 1,000)			
aged 20-24	6.92	6.18	
25-29	6.23	5.86	
Female probability of dying (per 1,000)			
aged 20-24	2.03	1.88	
25-29	2.22	2.14	

^{&#}x27;Adjusted using 1986 Reverse Record Check estimates of undercoverage.

²Probability of dying in the five-year period for those persons in the five-year period.

b) differences in annual net international migration figures between those derived from administrative sources and those implied by unadjusted Census

YEAR	ESTIMATE	RESIDUAL ¹
	20.522	41 205
1981-82	89,582	41,395 6,853
1982-83 1983-84	55,037 38,678	-9,506
1984-85	37,810	-10,374
1985-86	43,235	-4,951
Total, 1981-86	264,342	23,417

Estimated by residual method. A positive number refers to net in-migration and a negative number to net out-migration.

Appendix 11

BUSINESS SURVEY REDESIGN PROJECT

REPORT TO THE FEDERAL-PROVINCIAL CONSULTATIVE COUNCIL ON STATISTICAL POLICY BUSINESS SURVEY REDESIGN PROJECT

This is a short update on the condition of the project and on its prospects for 1990-1991.

- 1. Five years ago, we believed that the chief impediment to the success of the project was the commitment on the part of survey takers to the use of a single sampling frame, a single set of definitions of what constitutes a business and how the activities of that business would be classified.

 In contrast, the creation of systems to support these objectives was thought to be a surmountable challenge.
- 2. After five years in the course of which the project has occupied centre stage in the agency's programme of economic statistics, commitment is no longer perceived as a problem. However, systems are still being tested, improved and put together and the staff assigned to their use is still being trained to use them reliably, economically, and efficiently. The difficulties associated with this part of the project were underestimated.
- 3. Achievements to date include establishing the new Business Register as the replacement for the eighteen year old BRMF (Business Register Master File); launching the new monthly retail and wholesale sales surveys; and processing on a regular basis payroll deduction and survey updates to the frame.
- Among the objectives set for 1989-1990 and postponed for 1990-91 are: the integration of SEPH in the new Business Register; the hooking of Statistics Canada's major annual surveys to the new BR; and reaching a new and hitherto unachieved level of register completeness and integrity. When these objectives are attained, Statistics Canada will be able to claim for the very first time, that its principal economic series are sampled, surveyed and processed on a consistent basis.

- As of January 1990, Statistics Canada will be publishing a provincial breakdown of monthly wholesale sales. As of January 1990, the monthly data for retail sales will be more consistent with the corresponding data collected through the annual survey and through tax records. As of reference year 1990, annual series on the service industries will share the same frame.
- There are improvements to the quality of the frame that are required and that can only be brought about through continuing and intensive use. Provincial focal points, through their representatives on the Federal-Provincial Business Statistics Committee have been asked to assist in improving the quality of the Register by confronting their records with those of the Register and cooperating in the resolution of differences. Some encouraging reactions have been received so far.
- There have been some grounds for disappointment on the part of provinces because of the loss of frequency (Annual Survey of Manufactures) and detail (Monthly Retail Sales). The effect of some of these reductions may be mitigated if circumstances allow. In the case of the Survey of Manufactures, budgetary considerations and lack of support in some quarters for annual survey taking, led to the proposal to reduce the measurement of commodity outputs to once every two years. There is however a plan afoot to take a smaller commodity survey in the odd year and so as to be able to compile a minimum set of commodity data.
- 8. In the case of the Monthly Retail Trade Survey, its results will be evaluated by mid 1990-91 and if at that stage their quality permits, there will be a release possibly quarterly, of a series by kind of business and by province.
- 9. As on previous occasions, Statistics Canada strongly encourages the possibility of having one or two members of provincial statistical offices spend time in Ottawa working on the new business register or else on any one of the surveys being hooked up to it.

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