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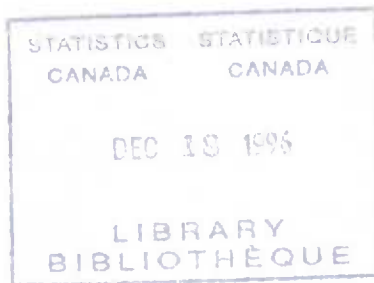
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# Federal-Provincial Consultative Council on Statistical Policy

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May 20-21, 1992  
Ottawa, Ontario





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**FEDERAL-PROVINCIAL CONSULTATIVE COUNCIL  
ON STATISTICAL POLICY**

**MINUTES**

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Meeting of May 20 and 21, 1992

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Ottawa, Ontario

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**Minutes of the Meeting of May 20 and 21, 1992**

## **1. Opening Remarks**

The Chairperson opened the 19th annual meeting of the Consultative Council by welcoming the delegates.

The proposed agenda and the minutes of the previous meeting (June 20-21, 1991) 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. These are provided in more detail in Appendix 1.

Dr. Fellegi proposed that the Minister Responsible for Statistics Canada write to each of the ministers responsible for provincial or territorial statistical offices, to bring to their attention the public event to be held in recognition of the accomplishments of Statistics Canada, and to underline the significant role played by the provincial and territorial statistical offices in the national statistical system. There were no objections to this proposal.

Mr. Falk expressed concern about media misinterpretations from time to time of data produced by Statistics Canada. Dr. Fellegi replied that much effort has gone into dealing with this problem and this will continue.

Mr. Dober asked how Statistics Canada was now using administrative data collected for the GST. At present the major use being made of this data relates to the maintenance of the Business Register.

Mr. Beynon inquired about the effect of free trade agreements on the future of international trade data. It was pointed out that Statistics Canada has noted the problem and allocated a budget to examine alternatives.

## **3. Provincial and Territorial Program Reports**

Provincial and territorial members presented reports on the current status and activities of their respective statistical agencies. These reports are provided in Appendix 2.

## **4. Program Committee Report**

John Morning, Chairperson of the Program Committee, presented a report on the work of this committee. Both this report and the minutes from the 1992 meeting of the Program Committee are attached as Appendix 3.

Referring to the minutes of the 1992 Program Committee, Mr. Falk asked about the status of a report on demographic estimates produced by the Demography and the Small Area and Administrative Data Divisions of Statistics Canada. Copies of a report, entitled **Evaluation of 1989-90 Total Interprovincial Migration Estimates Based on Revenue Canada Income Tax Files**, and dated February 1992 were distributed to all focal points.

#### **5. Secretary's Report**

The Secretary, Denis Desjardins, tabled the following documents:

- a) 1991-92 Highlights;
- b) Annual activity reports from each federal-provincial committee;
- c) Status report on follow-up items from the 1991 meeting of the Consultative Council.

These documents are attached as Appendix 4.

Mr. Joyce repeated a request that was made at the last meeting of the Small Area Statistics Committee: that Statistics Canada not impose confidentiality restrictions on data produced from income tax files from Revenue Canada beyond those imposed by Revenue Canada. Mr. Brackstone reported that this was necessary since Statistics Canada produced a much richer array of data than Revenue Canada does. However, he has promised to work jointly with the Northwest Territories Bureau of Statistics to develop a less detailed profile for the NWT which would allow release of data for places smaller than would otherwise be released.

#### **6. Use of Statistics in Federal-Provincial Fiscal Arrangements**

Robert Mc Larty, senior adviser in the Federal-Provincial Relations Division, Finance Canada, made an informational and interesting presentation on this topic, with particular emphasis on historical facts underlying federal-provincial fiscal arrangements.

Mr. Falk requested a copy of the "certificate" which outlines all the formulae for determining federal-provincial fiscal transfers. The Secretariat will undertake to send copies to all focal points.

7. Frequency of Revisions to the Provincial and Territorial Component of the System of National Accounts

Ralph Joyce made a presentation, based on a paper he had prepared (included in Appendix 5). As discussant, Stu Wells replied to the major points, and agreed to the recommendations made. He noted, however, that resource constraints are an important consideration. It may be necessary to re-examine priorities to determine if certain work now being done is considered to have lower priority than other work which could be done.

The delegates from British Columbia and Saskatchewan, noting major differences between the provincial GDP numbers produced by Statistics Canada and those produced by their offices, requested that consultation take place to reconcile them. Mr. Wells replied that the two sets of numbers differ due to the different methods used to generate them. He also indicated that discrepancies between the two sets of numbers resulting from recent changes in Statistics Canada's method for compiling GDP estimates should be resolved.

At present, the published estimates of labour income for both personal income and for GDP are based on place of employment, although conceptually, the estimates for personal income should be based on place of residence. Mr. Wells agreed to change the estimation procedure, although he added that the resulting two different estimates of labour income might cause some confusion for data users.

Mr. Falk stated that the estimates of corporate profits have some problems which need to be resolved. Mr. Wells agreed to add a discussion on this topic to the agenda of the next meeting of the Committee on Provincial Economic Accounts.

Dr. Fellegi suggested that this item should be placed on the agenda for the 1993 Council meeting, as an update to this discussion and to the discussions at the next meeting of the Committee on Provincial Economic Accounts.

8. Evaluation of the Functioning and Effectiveness of the Federal-Provincial Committee System

Denis Desjardins tabled proposed terms of reference for this evaluation, attached as Appendix 6. He emphasised two points:

- a) this evaluation does not question in any way the existence of the Federal-Provincial Consultative Council on Statistical Policy;
- b) the intention is not to compile a list of complaints, but to compile a list of specific and concrete recommendations for improvements to the existing system.



It was agreed to create a task force, including members from both Statistics Canada and the Focal Points. The task force was given the mandate to:

- a) decide whether there was potential for implementing improvements to the current federal-provincial system;
- b) if the response to the previous question was in the affirmative, then to proceed with consultations with all parties concerned and submit a series of recommendations at the 1993 meeting of the Consultative Council.

As representatives from Statistics Canada on the task force, Dr. Fellegi nominated Yvon Fortin, Doug Newson and Denis Desjardins. In his role as chairperson of the Program Committee, John Morning nominated John Palmer, Luc Bessette, Wilf Falk, and Tom Beynon as the provincial and territorial representatives. Mr. Fortin was asked to serve as chairperson.

#### 9. Census of Population

Bruce Petrie addressed four topics related to the Census of Population:

- a) 1991 Census Electronic Products (Notes are attached in Appendix 8.);
- b) 1991 Post-Censal Surveys (Notes are attached in Appendix 9.);
- c) Decision-making process underlying adjustment of population estimates for Census undercoverage (A paper on this subject is attached as Appendix 7);
- d) Consultation and plans for 1996 Census (Notes are attached in Appendix 10).

The delegate from the Northwest Territories noted that data collection for the post-censal survey of aboriginal people was conducted at different times for different parts of the country. Certain data items are likely to be time-sensitive, which might result in apparent differences being due to the date of data collection only. Mr. Petrie promised to ensure that the data would be studied to determine the effect of date of collection. If a significant effect is found, changes will be made to data collection specifications in future surveys.

As part of the discussion, Dr. Fellegi stressed the difference between adjusting the Census database for estimates of undercoverage (which was the scenario considered for the 1990 U.S. Census of Population), and using estimates of Census undercoverage in the population estimation methodology (which is the situation now being studied in Canada, and also in the U.S.).

## 10. Information Updates

A series of brief reports were provided.

- a) Labour Force Survey Redesign;  
Notes on this presentation are attached in Appendix 11. Mr. Falk stated that he had access to the monthly CMA unemployment estimates (in addition to the three-month moving average) on LFS release day, but was asked not to use them. Mr. Petrie could see no reason why he could not, but promised to follow up with LFS staff.
- b) Survey of Labour and Income Dynamics;  
Notes on this presentation are attached as Appendix 12.
- c) National Health Survey;  
Notes on this presentation are attached as Appendix 13.
- d) Impact on Statistical Programs of Changes in Family Allowance Program;  
Notes on this presentation are attached in Appendix 14. Mr. Mc Mahon asked whether any studies had been done to determine the number of families currently receiving Family Allowance Benefits, but who would not receive benefits under the new program. Mr. Petrie replied that such studies were carried out and promised to send this information to all focal points.
- e) Interprovincial trade;  
Notes on this presentation are attached as Appendix 15.

## 11. Nomination of the Program Committee

On behalf of the provincial and territorial focal points, the outgoing chairperson of the Program Committee nominated Paul Dober, Luc Bessette and Wilf Falk as the provincial/territorial representatives on the Program Committee. If Mr. Bessette is unable to serve, John Morning would be the replacement. It was recommended that Mr. Dober serve as chairperson.

Statistics Canada representatives nominated by Dr. Fellegi were David Dodds, Benoit Laroche, and Tim Davis. Denis Desjardins will serve as an ex-officio committee member.

The nominations and recommendations were accepted by the Council.

## 12. Other Business

Mr. Falk noted several instances where federal departments had initiated statistical projects involving Statistics Canada and various provincial departments or agencies other than the office of the focal point. These projects are typically led by the federal department with Statistics Canada's involvement limited to that of provider of products or services (e.g. J. Krault's project led by Secretary of State). Mr. Falk observed that when this type of federal-provincial initiative occurs, the focal point office is rarely informed of its existence or kept abreast of its development. He requested that a mechanism for informing the focal point be developed. The request was referred to the Program Committee for discussion.

**FEDERAL-PROVINCIAL CONSULTATIVE COUNCIL  
ON STATISTICAL POLICY  
LIST OF DELEGATES AND PARTICIPANTS**

**FEDERAL-PROVINCIAL CONSULTATIVE COUNCIL  
ON STATISTICAL POLICY**

**LIST OF DELEGATES AND PARTICIPANTS**

<b>Delegates</b> Chairperson:	Ivan Fellegi	Chief Statistician of Canada Statistics Canada
Secretary:	Denis Desjardins	Director General Marketing and Information Services Branch
Newfoundland	George Courage	Director, Newfoundland Statistics Agency
Prince Edward Island	John Palmer	Director, Economics, Statistics and Fiscal Analysis Division, Department of Finance
Nova Scotia	Paul Dober	Director, Statistics Branch, Department of Economic Development
New Brunswick	Clifford Marks	Director, New Brunswick Statistics Agency
Ontario	John Morning	Manager, Statistics Unit, Ministry of Treasury and Economics
Manitoba	Wilf Falk	Director, Manitoba Bureau of Statistics
Saskatchewan	Ron McMahon	Director, Saskatchewan Bureau of Statistics
Alberta	Harvey Ford	Director, Alberta Bureau of Statistics
British Columbia	Tom Beynon	Director, Statistics Planning and Statistics Division, Ministry of Finance and Corporate Relations

Yukon	Glenn Grant	Director, Yukon Bureau of Statistics
Northwest Territories	Ralph Joyce	Territorial Statistician, Northwest Territories Bureau of Statistics
<b>Participants Presenter</b>	Robert Mc Larty	Federal-Provincial Relations Division, Finance Canada
Statistics Canada	Gordon Brackstone	Assistant Chief Statistician, Informatics and Methodology Field
Statistics Canada	Philip Giles	Chief, Government Relations Section, Communications Division
Statistics Canada	Yvon Goulet	Assistant Chief Statistician, Communications and Operations Field
Statistics Canada	Bruce Petrie	Assistant Chief Statistician, Social, Institutions and Labour Statistics Field
Statistics Canada	Jacob Ryten	Assistant Chief Statistician, Business and Trade Statistics Field
Statistics Canada	Wayne Smith	Director, Communications Division
Statistics Canada	Stewart Wells	Assistant Chief Statistician, National Accounts and Analytical Studies Field

**FEDERAL-PROVINCIAL CONSULTATIVE COUNCIL  
ON STATISTICAL POLICY  
AGENDA**

**FEDERAL-PROVINCIAL CONSULTATIVE COUNCIL  
ON STATISTICAL POLICY**

**AGENDA**

May 20 - 21, 1992

Ottawa, Ontario

Location: Simon A. Goldberg Conference Room

**Wednesday May 20, 1992**

9:00 AM	Opening Remarks <ul style="list-style-type: none"><li>• approval of the agenda</li><li>• approval of the minutes of the 1991 meeting</li></ul>
9:15 AM	Statistics Canada Report - Dr. Ivan P. Fellegi
10:15 AM	Coffee
10:30 AM	Provincial and Territorial Reports - Provincial and Territorial Representatives
11:30 AM	Program Committee Report - Mr. John Morning
12:00 PM	Secretary's Report - Mr. Denis Desjardins
12:30 PM	Lunch
2:00 PM	Use of Statistics in Federal-Provincial Fiscal Arrangements - Presentation by Mr. Robert McLarty (Finance Canada)
3:15 PM	Coffee
3:30 PM	Frequency of Revisions to the Provincial and Territorial Component of the System of National Accounts - Dr. Ralph Joyce
4:30 PM	Evaluation of the Functioning and Effectiveness of the Federal-Provincial Committee System - Discussion of terms of reference - Mr. Denis Desjardins
5:00 PM	End of first day



Thursday May 21, 1992

- 9:00 AM Census of Population - Mr. Bruce Petrie
- 1991 electronic products
  - 1991 post-censal surveys
  - Decision-making process underlying adjustment of population estimates for Census undercoverage
  - 1996 plans - consultation
- 10:30 AM Coffee
- 10:45 AM Information Updates
- LFS redesign
  - SLID
  - Interprovincial Trade
  - National Health Survey
  - Provincial Economic Accounts
  - Impact on statistical programs of changes in Family Allowance Program
- 11:30 AM Nomination of the Program Committee -  
Mr. John Morning and Dr. Ivan P. Fellegi
- 11:45 AM Other Business
- 12:00 PM Adjournment

**Appendix 1.**

**REPORT BY THE CHIEF STATISTICIAN**

**TO THE 1992 MEETING OF THE FEDERAL-PROVINCIAL  
CONSULTATIVE COUNCIL ON STATISTICAL POLICY**

REPORT BY THE CHIEF STATISTICIAN TO THE 1992 MEETING OF THE  
FEDERAL-PROVINCIAL CONSULTATIVE COUNCIL ON STATISTICAL POLICY

1. External Recognition

For the second year in a row, **The Economist** magazine explicitly recognized Statistics Canada as being the best statistical agency in the world, in its September 7, 1991 issue.

This testimony was later reinforced by a letter to all employees of Statistics Canada from Paul Tellier, Clerk of the Privy Council. According to PCO officials, this is the first time ever that such a letter has been sent to all employees of a department.

A letter was also sent from the Prime Minister, an excerpt from which said:

"I was very pleased to learn of the recent report in **The Economist** naming Statistics Canada as the best statistical agency among the ten largest countries of the OECD.

Statistics Canada has long enjoyed a high reputation for the quality of its statistical information and analysis. Not only governments, but many thousands of Canadians have come to take the excellence of your work for granted. I am delighted to see that you and your colleagues have gained the public recognition you so well deserve.

I want to extend my congratulations, and my appreciation, to you and to all the employees of Statistics Canada."

It is clear that such recognition cannot be interpreted as solely a reflection on Statistics Canada's good performance. It is an assessment of the entire Canadian Statistical System, and the provincial and territorial statistical offices must be associated with the recognition.

A further outcome from the article in **The Economist** is a public event on June 22 to recognize Statistics Canada's accomplishments, which is being organized by the Public Policy Forum, a private sector non-profit organization devoted to promoting cooperation between the private sector and government. To formally ensure that the roles of the provincial and territorial statistical offices are included in this event, it is proposed that the Minister Responsible for Statistics Canada

write to the appropriate provincial and territorial ministers. Such a letter would bring to their attention the public recognition and the part played by their government.

On a slightly different front, other activities indicate that Statistics Canada is highly regarded within the federal government as an exceptionally well-managed agency. One example, is that Treasury Board recently set up an interdepartmental working group to identify the best career development approaches. This group reviewed over sixty private and public sector organizations searching for appropriate models for the federal public service. Three were finally chosen: IBM and Chevron from the private sector, and Statistics Canada from the public sector. Another example to illustrate the high regard of Statistics Canada within the federal government is that the Auditor General has selected Statistics Canada for inclusion in the 1992 Report in a separate chapter devoted to lessons to be learned from successful organizations.

## 2. Budget Situation

On November 4, 1991, in a telephone conference call between the Chief Statistician and the provincial and territorial statistical focal points, funding to address significant data gaps was discussed. Briefly, a set of specific programs was approved, but only 70 % of the required funding was provided. Even after paring down these initiatives as far as possible, an additional \$1 million to \$3 million is required to implement the new programs.

As part of the February 25, 1992 federal budget, tabled by the Federal Minister of Finance, the non-salary budget of all departments was cut by 3 % -- about \$1.3 million for Statistics Canada.

The budget shortfalls created by these two situations will be absorbed partly through productivity increases and partly through program reductions. Specifically, the following decisions have been made regarding program changes:

- a) eliminate the commodity detail on the Annual Survey of Manufacturing every second year;
- b) redesign the science and technology statistics program to reduce the frequency of detailed statistics, which are highly stable over time;
- c) reductions in the tourism and culture statistics programs.

A request for additional resources still remains before Cabinet regarding the measurement of factors significant to international competitiveness. Even if the proposal is not approved, certain key parts of the submission, such as industry detail for

provincial GDP and interprovincial trade, must somehow be carried out.

### **3. Single Business Registration Number**

As a result of a request submitted by Statistics Canada, the Minister of Finance announced in his February 25 budget that:

"At present, different departments require as many as six different registration numbers from Canadian businesses. This means more work for businesses, more cost for government and, inevitably, poorer service. The government is committed to making the necessary changes to arrive at a single registration number in cases where this would be advantageous to the businesses concerned. This will mean less paperwork for business, greater efficiency and responsiveness by government, better economic statistics and a more effective system of revenue collection."

Treasury Board has organized a committee of deputy ministers, with the Chief Statistician as chairperson, of the departments most affected [Revenue Canada - Taxation, Revenue Canada - Customs and Excise, and Consumer and Corporate Affairs] to develop an implementation plan. This is a unique opportunity for Statistics Canada to influence the design of a major administrative system with the unreserved support and cooperation of the key departments in the Federal Government.

### **4. 1991 Census**

On April 28, the first of ten planned data releases from the 1991 Census of Population took place, involving information on population and dwelling counts. Three data releases are planned from the 1991 Census of Agriculture. Extensive media coverage was obtained, due in large part to a set of regional releases which were widely quoted and resulted in positive publicity for the Agency.

### **5. Developments in Health Information**

The 1991 meeting of the Consultative Council included a report on the National Task Force on Health Information. Significant follow-up developments have occurred.

A major finding was that there is a need for a systematic development of health information, for its analysis, and

proactive dissemination. Such information has to come from a variety of sources, including hospital management records, provincial medicare files, population health surveys, registries of people with specific health conditions (ex., cancer), and census data.

A partnership is needed of the major stakeholders: federal and provincial health departments, Statistics Canada, hospitals and other health institutions, health and related associations, pharmaceutical companies, and others. There is a clear need to provide leadership for such a partnership, provide integrated analyses, establish standards for health-information reporting based on analytic needs, and generally to provide the "information-based feedback loop" leading gradually to a more effective functioning of our broad health system.

After a long period of cautious explorations, it now appears that the provincial and federal deputy ministers of health are ready to agree to the creation of such an institute, a major breakthrough in general, and for Statistics Canada's health-statistics program in particular. Such an institute for health information, created through the merger of two existing groups (MIS and HMRI), should provide the comprehensive outlook, need identification and overall user-oriented guidance that has been missing in this area.

## **6. Interprovincial Trade**

During the past month, data on the interprovincial flow of goods for reference years 1984-88 were released. Data on interprovincial trade in services for reference year 1989 will be released this fall, the first time that data on interprovincial trade in services has been released. The recent release was the first time that any information on interprovincial trade has been available since 1984, clearly a critical need.

## **7. 500<sup>th</sup> Labour Force Survey**

The February 1992 LFS was the 500<sup>th</sup> carried out. The LFS has a long and illustrious history, and has contributed greatly to the reputation which Statistics Canada has achieved throughout the world.

## **8. Data on Capacity Utilization**

Since the 1970s, the Bank of Canada and Statistics Canada have produced separate estimates of capacity utilization rates, creating confusion among users and requiring duplication of efforts. Starting in September 1992, a single, jointly accepted measure of capacity utilization will be produced by Statistics Canada. This is, undoubtedly, a significant improvement in reducing "noise" in the body of official statistics.

## **9. Review of Low Income Cutoffs**

A thorough review of current measures of low income, including extensive public consultation has been completed. It has led to a much broader understanding of the current data and to the introduction of new measures. Reaction of data users to the new measures will determine whether they will replace existing LICOs.

## **10. Goods and Services Tax**

The first quarter 1991 income and expenditure accounts reflected the impact of the introduction of the GST, as well as other indirect taxes and subsidies. They were extended to include net price indexes and effective tax rates for nineteen categories of final demand and the Consumer Price Index. A report detailing the methodology was produced.

It should be noted that the introduction of the GST has caused a statistical discontinuity in both the CPI and retail trade statistics.

## **11. Historical Statistics on Canada's Balance of Payments**

A new publication presents, in a common format for the first time, balance of payment statistics from 1926 (the first year of the official series) to 1990.

## **12. Timeliness of Provincial GDP Estimates**

Constant dollar estimates of provincial GDP by industry, up to and including reference year 1990, were published in October 1991. In the previous year, estimates were published through to 1986 only, so timeliness has been improved by three years.

## **13. Telichart**

A new version of Telichart using CD-ROM technology with microcomputers is now available. Previously, the system was limited to 39 users, effectively eliminating many potential users. It is now hoped that most schools will obtain a copy, so that students can learn to be users of statistics.

## **14. Reconciliation of Trade Data between Europe and North America**

As a result of a trilateral study chaired by Statistics Canada and including the U.S.A. and European Economic Community, a reconciled set of 1989 data on North American - EEC trade were released. The next step is to work towards the adoption of common economic classifications.

#### **15. Timeliness and Reliability of Major Economic Indicators**

Recently, the OECD asked Statistics Canada to chair an upcoming conference on the timeliness and reliability of economic indicators.

#### **16. Conference on the Measurement of Ethnicity**

An international conference on the measurement of ethnicity, co-organized by Statistics Canada and the U.S. Bureau of the Census, was held this Spring in Ottawa.

#### **17. Disability Statistics**

The United Nations Statistical Office has asked Statistics Canada, an acknowledged world leader in the area of measuring disability, to co-host an international conference on this topic.

#### **18. Health Indicators**

In February, the second edition of a comprehensive set of health indicators was released. It contained the most current data available from a variety of national surveys. These indicators were grouped into four major categories: health determinants, health status, resources, and utilization.

#### **19. General Social Survey**

Two recent releases from the GSS were on trends in lifestyle risk factors and the quality of work in the service sector.

#### **20. Video: We Are Statistics Canada**

A new video on Statistics Canada, presenting its function, mandate and values, was recently produced. It is intended to be multi-purpose: orientation of new employees, university recruitment, and information sessions with current and potential data users.



**Appendix 2.**

**PROVINCIAL AND TERRITORIAL PROGRAM REPORTS  
TO THE 1992 MEETING OF THE FEDERAL-PROVINCIAL  
CONSULTATIVE COUNCIL ON STATISTICAL POLICY**

## 1992 NEWFOUNDLAND ACTIVITY REPORT

The Newfoundland Government has frozen salaries this year and left funding to Departments at the same level as last year. As well the Government is freezing positions as they become vacant.

Over the past year we have become involved in a number of new projects. We are presently conducting a review of files in the Department of Social Services to determine how they might be better used to produce information for the management in the Department. At the same time we are arranging to download portions of the Social Assistance files so that we can produce tabulations on the characteristics of persons receiving social assistance each year by Census Consolidated Subdivisions.

We started collecting information on job creations projects and persons who are employed on these projects last fall. These projects, which are run by federal and provincial departments, employ approximately 30,000 people each year. We are gathering the information on provincial projects and are arranging to sign an agreement with CEIC to receive information on federal projects.

We are also undertaking a project with the Department of Environment to monitor the number of persons working at the Hibernia Construction Site. It is planned to produce population forecasts by age and sex for persons living at the site and in the surrounding area.

## 1992 PRINCE EDWARD ISLAND ACTIVITY REPORT

The Economics, Statistics and Fiscal Analysis Division comprises a staff of five persons: John Palmer (Director), two economists, one statistical assistant and one secretary. The Director of this Division is the Statistical Focal Point for Prince Edward Island, and is a member of the National Statistics Council. The Division is responsible for federal/fiscal relations, tax policy, economic forecasting, and provincial statistical services. The Division assists the Department in preparing the provincial Budget, and supports the Minister and Deputy Minister in federal/provincial Finance discussions.

With only one statistical person, the Division relies heavily on Statistics Canada for the majority of its data requirements. The Provincial Departments also provide data to the division.

The Division continues to produce a number of statistical publications: The Annual Statistical Review, The Quarterly Statistical Review, Prince Edward Island Statistical Summary ... At a Glance, Financial Reports and Economic Trends.

Activities since the last Consultative Council meeting include two presentations by Statistics Canada on Prince Edward Island. In September 1991 Mr. Michel Séguin came to Prince Edward Island to discuss the 1991 Census Products and Output. In October of 1991 the Halifax Advisory office in conjunction with International Trade Division of Statistics Canada held a TIERS seminar on Prince Edward Island. Both seminars were well received by those attending.

The Division continues its objective of reinforcing the importance of Statistics Canada as a valuable source of information and of statistics within the provincial government. The Division conducted a number of consultations with Government Departments in response to, or on behalf of, Statistics Canada.

The Division has conducted extensive research in the area of Provincial Debt analysis and the incidence of Low Income on Prince Edward Island. Both have been released to the public via Economic Trends publications.

In 1990 the Division produced a document titled Economic Overview of Prince Edward Island. This Overview is widely used by policy groups, and is used as a reference by the provincial Government Reform Committee. It has become an influential document with respect to economic policy formulation.

The Division continues to try to improve statistical activities within the province and is aided by the extremely good working relationship it has with the Statistics Canada Advisory office in Halifax and in Ottawa generally.

## 1992 NOVA SCOTIA ACTIVITY REPORT

The Statistics Branch of the Department of Economic Development is designated as the Nova Scotia Statistics Agency under the Statistics Act of 1971. The Branch acts as the statistical focal point for dissemination of Census and other data to users within the provincial government as well as serving the general public. Inquiries serviced cover the social, economic, marketing and demographic fields. In scope, these inquiries range from simple requests for current indicators to more complex market profiles.

In early 1992 the previous departments of Industry, Trade and Technology and Small Business began the integration process to form the new Department of Economic Development. The new department has four divisions--Regional Development, Trade and Technology, Business Development and Planning and Policy. The branches within the Planning and Policy Division include Economic Policy and Analysis, Business Policy and Development and Statistics. The approved staff complement for the Statistics Branch includes a Director, five professional staff and a secretary. This is three more professionals than the staffing level in 1991.

The previous small staff complement limited the extent of survey work undertaken. However, data collection was done annually for a survey of commercial space, three times a year for a construction activity report and bi-annually for a directory of manufacturers. No provincial accounts are prepared by the provincial government but another branch of the department prepares input-output tables every four years. The preparation of population, household and family projections is contracted out after each Census.

The services of the Branch are known through the provincial government but had not been widely publicized to the business, academic and general publics due to staff and budget constraints. A series of Census releases informs users of services and data availability in that important area while publications generally promote the range of statistical information covering other sectors. Inquiries from any user of statistical information are welcomed. Analysis of data is generally confined to the government and business sectors. While no formal review of the provincial economy is published, in-house analysis is provided for government on many aspects of the economy. Extensive assistance has been provided in the demographic field to clients such as the Senior Citizens Secretariat and the United Way.

Market area analysis and commodity and industry information is provided for the industrial development and promotions sections of the Department as well as the general business community.

It is anticipated that the expanded staff level and new resources for the Branch will enable it to branch into new activities. These will include a companies data base, an economic indicators data base, additional survey activities and new publications. There will be more promotion of available services to all types of statistical users in the province. It is expected that many of these changes will be instituted in the 1992 calendar year.

## 1992 NEW BRUNSWICK ACTIVITY REPORT

During 1991-1992 the concentration was on maintaining the existing program of economic analysis, forecasting, data dissemination and statistical liaison activities. Considerable staff time was spent in consultations with Provincial departments and agencies with respect to 1991 Census outputs, the Post Censal Surveys, and the Labour Force Survey redesign.

Following the New Brunswick election last Fall there was a major reorganization of the Province's administrative structure which saw the merger of several departments and the disappearance of some agencies. An enlarged Department of Finance was created from the union of the previous department and the Board of Management. 383 positions in the two departments were reduced to 364. The New Brunswick Statistics Agency now reports to the Associate Deputy Minister.

Initiatives over the past 12 months have included the following:

- A survey of investment intentions to replace information lost by the cancellation of the 1991 mid-year survey. Survey results were consistent with the preliminary 1991 data from the 1992 Survey;
- Population estimates for municipalities were attempted for the first time, in response to a departmental request for something more current than 1986;
- 1986 Census profiles were completed for the Provincial electoral districts in response to the establishment of the Electoral Boundaries Commission;
- Use was made of the SPSD/M to estimate the impact of alternative tax strategies upon New Brunswick families and households. This provided background information for The New Brunswick Tax Structure: A Review, a Green Paper tabled in the Legislative Assembly in February;
- A profile of Charlotte County, one of the Province's smaller and less well-developed regions, was assembled, using data from the Small Area and Administrative Data Division of Statistics Canada. This profile supplemented a Labour Market Study of the region which included a household and employer survey by a consultant for the Department of Advanced Education and Labour.

## 1992 QUEBEC ACTIVITY REPORT

Quebec did not attend the 1992 Meeting of the Consultative Council on Statistical Policy. Thus no activity report was tabled.

## 1992 ONTARIO ACTIVITY REPORT

Since the last Consultative Council meeting, the Ontario Statistics Group has been involved in a number of major activities as well as carrying on its usual work. With the transfer of one staff member to another area, Group resources now total 10 person-years.

Highlights of activities during the year include:

### 1991 Census

The Ontario Statistics Group has spent recent months gearing up to meet client demand for 1991 Census data. Earlier in the process, we provided assistance to Statistics Canada in the dissemination of information about the Census within the Provincial Government, ensured Ministries were aware of the range of available products and services, canvassed Ministry data requirements and looked at cost effective strategies for accessing census data.

As for the 1986 Census, we are organizing a consortium of government users for the purchase of basic summary cross tabulations. We have also reviewed and refined our system for electronically manipulating and storing the data to include CD ROM capability as well as the mainframe and PC interface.

Our first 1991 Census Communiqué highlighting Ontario data was distributed to census contacts and policy branches shortly after data release April 28th.

In the area of the 1991 Post Censal Surveys - Health and Activity Limitation, and Aboriginal Peoples - we coordinated the provincial response to Statistics Canada regarding the proposed product line from the two surveys. Our role involved identifying data users, organizing a series of meetings between Statistics Canada and Ontario ministries to discuss survey response and forwarding a consolidated provincial response to Statistics Canada. For the provincial consortium of data users who purchased extra sample from HALS, we will assist in designing the specifications for a set of twenty cross tabulations to be produced as part of the contract output.

The requirement for Place-of-Work data from the 1991 Census at the Census Tract level prompted a search for a means of funding the \$1 million estimated cost of the project. The Ontario Ministry of Transportation has committed to fund 50 per cent of the total with interested municipalities to cost-share the other 50 per cent.



## **Database Development/Improvement**

As a result of a division-wide study of external database use and cost, we developed and implemented a plan that provides access to the required data at a substantial cost saving. We have contracted with the Conference Board of Canada to meet our CANSIM data needs and cancelled our CANSIM Class B Distribution Service.

We have reviewed our regional and community database system SHARC and undertaken a revision of the process to make it more user friendly and responsive to user needs including data content, geography, conversion to Oracle programming, presentation techniques and profile formatting. Conversion to Oracle has commenced and the early results are favourable, however, the process will be lengthy due to the variety of data sources and manual input. The ability of Oracle to interface with Lotus has a distinct advantage in that staff are less resistant to the introduction of Oracle knowing that data is in the familiar Lotus format.

Last summer we were fortunate enough to have access to two summer students with very good computer skills. This allowed us to implement a conversion of the Ontario Statistics Database from an out-moded and out-dated software to a more user friendly accessible medium - WordPerfect - and install the database on the Division network.

You are all familiar with the Interprovincial Trade Database project. Because a number of statistical activities are decentralized in Ontario our role has been one of coordination as well as development assistance. Initially, we set out to identify and inform specific ministries that would be interested in these data and to arrange for the funding of Ontario's share of \$100,000. The first year project costs were split 50:50 between Treasury and the Ministry of Industry, Trade and Technology. Subsequently, we have commented on the suitability of the 1984 Input-Output matrix and destination of shipments data from the 1984 Census of Manufactures as benchmarks for developing estimates of provincial trade flows by commodity. We have also reviewed the preliminary 1984-1986 estimates and provided feedback to Statistics Canada prior to final release of numbers. We look forward to the continuing development of this project.

A more recent project generating considerable interest arose from a direct request by the Premier for comparisons with North American jurisdictions with which Ontario does business.

Information was requested to position Ontario in North America in order to validate potential strategies for the Province, set priorities and track progress toward provincial goals.

Looking at the available data we have found a very mixed bag that are not very well integrated across sources or disciplines. The common indicators are very traditional and limited and the analytical perspective is basically constrained by organizational boundaries. Simply stated there is a significant shortage of interjurisdictional data to inform strategic decision-making.

In the short-term, we are attempting to find or devise indicators which provide the most urgently needed comparisons. In the longer-term, the focus will be on constructing new indicators and measures of Ontario's performance as well as build a network which allows broad access to information sets across all ministries.

#### **Labour Statistics**

In the area of labour statistics, we have been working with labour data users in the Ontario government with regard to proposed changes to the Labour Force Survey and the content of the proposed new Survey of Labour and Income Dynamics. Discussion papers were circulated to interested colleagues and comments/suggestions forwarded to Statistics Canada.

#### **Japanese Statistician's Visit**

Last November, at the request of Statistics Canada, the Ontario Statistics Group organized a seminar on the use of statistics in the Ontario Government for a visiting Japanese Statistician. A number of presentations were made by Treasury staff as well as staff from the Ministry of Industry, Trade and Technology.

## 1992 MANITOBA ACTIVITY REPORT

### Budget and staffing

No changes to the budget for staff (9 p.y.) have been experienced in the past year. The operating budget has increased slightly. The Manitoba Bureau of Statistics changed the location of its offices in March. Part of the budget includes cost recovery targets. These have not been changed for this fiscal year. However, it will be more difficult to reach the target due to budget cuts in client departments. A general organization of the Department of Industry, Trade and Tourism is currently being planned. It is still too early to predict what changes will be made which would affect the MBS. One possibility is a positive one: that the MBS would become a special operating agency. In the meantime, the Bureau will be receiving additional responsibilities from other departments (production of a Manufacturer's Directory, production of a quarterly provincial economic report, and the small business statistics program) as well as related staff.

### Program Activities

1. No changes have been made to the basic statistical program.
2. The MBS is now responsible for preparing a daily economic briefing document for the Premier and Cabinet.
3. Several cost-recoverable studies have been conducted using input-output models on the economic impact of certain changes; for example, on the closing of military bases and on Sunday shopping.
4. The MBS is in the final process of purchasing the TIERS system from Statistics Canada.
5. Several departments in the Manitoba government have a strong interest in the results of the post-censal aboriginal survey, and are anticipating the data release.
6. The results from the interprovincial trade statistics project will be of great use within the Manitoba government.
7. The MBS is considering changes to the main direction of its projects, by producing more projections and forecasts, particularly with respect to economic indicators.

8. A microcomputer-based provincial population projections model has been developed to provide estimates as low as the community level.
9. The MBS continues to enjoy good working relationships with staff of the Statistics Canada Regional Office in Winnipeg.

## 1992 SASKATCHEWAN ACTIVITY REPORT

The Saskatchewan Bureau of Statistics continues to work closely with its main client group - the Department of Finance. To this end the input/output model was used extensively in preparation of this year's provincial budget. In addition, the Bureau is providing expertise to assist the Department of Finance in restructuring the Department's economic forecasting model.

The Bureau continues to produce briefing packages on a monthly basis for both the Consumer Price Index and the Labour Force Survey. These packages are prepared on the day of the release and are available to Cabinet Ministers and the public by 8:00 AM.

On a monthly basis the Bureau releases the Monthly Statistical Review which is a compendium of the most asked for Saskatchewan monthly and quarterly data. The Saskatchewan Economic Review, released in December, provides the user community with historical annual data on Saskatchewan.

With the release of the 1991 Census the Bureau is again taking a leading role in assisting users and in disseminating Census data. A Census enumeration area map showing population counts is again being produced as a one map compilation of Saskatchewan enumeration boundaries. The Bureau is also assisting in disseminating the 1991 Census of Agriculture.

The Saskatchewan Bureau of Statistics would like to thank Statistics Canada for the cooperation we have received over the past year. However, there are one or two areas where consultation has been lacking and it is hoped that these areas might be addressed during the next few months.

## 1992 ALBERTA ACTIVITY REPORT

The highlights during 1991-92 were:

### NEW DEVELOPMENTS

1. Completed redevelopment of our electronic statistical database (ASIST) and access is now being offered to government users. When, and if, it will be made available to the private sector is still open to question.
2. In October 1991, conducted a place-to-place price comparison survey for selected Alberta communities, on a cost shared basis with a consortium of public and private sector clients.
3. Produced a prototype of an Alberta Business Register. Upon request, the data from this system are available to government users, on an experimental basis.
4. Introduced, in May 1992, a new dissemination vehicle, ABS Probe, designed to provide timely and concise (about 2 pages) information and/or analysis on a specific topic of interest. Probes will normally be distributed only within government although, depending on the topic, a wider distribution may occur. Two Probes, both dealing with the 1991 Census, have been released. One provided analysis of the population figures, while the second outlined Census products and services available from the Bureau.
5. In consultation with Statistics Canada, coordinated the updating of the 1991 Census geography data base and certified the population and dwelling counts for Alberta.
6. Received positive feedback on the research paper outlining a methodology to analyze economic diversification within the Alberta economy. Options for conducting further research and analysis are being investigated.
7. Added five communities (total now 35) to our production of seasonally adjusted and unadjusted unemployment data for small areas. Further adjustments in methodology have been carried out.
8. Continued with work on an Alberta based Competitiveness Index. A prototype methodology to produce interprovincial competitiveness indices has been completed. Work on international indices is under way.
9. We are part of a government inter-departmental group which is investigating development of a sectoral export services survey.

10. In conjunction with Alberta Career Development and CEIC, we are investigating the possibility of doing an Alberta wage and salary survey.
11. Using Alberta Health Care data, work is under way to develop a system that will record the movement of people into and out of the province and between Alberta geo-administrative regions.
12. Automating the assignment of enumeration area data to geo-administrative regions, with the use of a software package, is also under development.
13. The possibility of doing natural resource accounts for Alberta is being explored.
14. Purchased micro data files from Statistics Canada, including the General Social Survey (Family and Friends) and an Adult Education and Training Survey. Provided custom output to our clients.
15. Signed a data exchange agreement with Statistics Canada for the joint production of Alberta and census division level population estimates.
16. On a quarterly basis, and for limited distribution, produced a short International Macroeconomic Variable report containing current and historical economic and financial statistics for selected Group of Seven (G-7) countries.

#### **SELECTED ON-GOING PRODUCTS AND SERVICES**

1. Coordinated the dissemination of international trade information to users via a microcomputer data base system.
2. Upon user request, produced population estimates or projections for Alberta cities, towns and user defined areas.
3. Produced annual population estimates for Alberta Census Divisions.
4. Alberta's Economic Multipliers, based on the 1984 Input-Output Tables, were updated in 1991.
5. Publications released during the year included Economic Accounts, Alberta Facts, Quarterly Statistical Review, Quarterly Population, and Economic Multipliers. Circulated another three issues of our newsletter, "abstracts", to government, highlighting current and planned ABS activities.

6. Produced a monthly UI claimant report for government departments providing data by age, sex, and occupation for client specific geographic areas.
7. Provided methodological assistance to Alberta government departments, in designing questionnaires, sampling and analyzing data.
8. Under contract with Statistics Canada, received retail trade data for 20 Alberta municipalities.



## 1992 BRITISH COLUMBIA ACTIVITY REPORT

### Organizational Changes

On March 20, 1992, Ian McKinnon, Assistant Deputy Minister responsible for the Planning and Statistics Division was promoted to the position of Deputy Minister of Economic Development, Small Business and Trade. Steve Hollett, Assistant Deputy Minister of the Economics and Policy Division has been appointed Acting Assistant Deputy Minister of the Planning and Statistics Division, and Tom Beynon has been given responsibility for day-to-day management of the Division. It is generally expected that a further restructuring of the Planning and Statistics functions within government will take place in the near future.

### 1992/93 Budget

The Planning and Statistics Division's budget for fiscal 1992/93 is \$2.77 million, a 14 per cent reduction from the previous fiscal year. Some \$300,000 is targeted for financial and economic evaluation of native land claims, leaving approximately \$2.5 million for "core" statistical activities, including econometric modelling and other quantitative analytical projects. The Division employs 45 people, 7 of whom are long term contractors. The reduced budget in fiscal 1992/93 will result in major reductions in marketing, publications, hardware and software acquisition, staff training and travel. If restraint in these areas is inadequate, project cancellations may be required later in the year.

### Concordance Between Public and National Accounts

During 1991, the Planning and Statistics Division engaged in a joint venture with the Public Institutions Division (PID) of Statistics Canada to prepare a concordance which will show the specific relationships between public and national accounts data. The purpose of the exercise was to enable the division's econometric modelling group to translate forecast estimates (produced and reported on a national accounts basis) into estimates on a public accounts basis, which can be easily understood by provincial officials.

The first phase of the project focused on a specific fiscal year (1988/89) and traced through the process by which public accounts data are transformed, on a department by department basis, into national accounts data. PID provided the Planning and Statistics Division with a concordance, coded copies of the provincial public accounts and estimates, as well as the "roll-up tables" which show the adjustments made to public accounts estimates.

The second stage of the project expanded coverage to include all the years from 1985/86 to 1988/89. This allowed the Planning and Statistics Division to compare the magnitude of PID adjustments to public accounts data for each item of expenditure over time.

The Division is currently working on using the results from phase 2 of the project to provide rough adjustment factors for the 1989/90 and 1990/91 fiscal years. These adjustment factors will be applied to the national accounts data in order to translate the estimates, on a component by component basis, into public accounts data.

#### **Econometric Model Enhancements**

The Econometric Analysis and Forecasting section has recently enhanced the B.C. Econometric Simulation Model to permit forecasts to the year 2011. This new capability will be used to analyze the longer term effects of such issues as: resource constraints, particularly in forestry and mining; aging population structure; increased in-migration; and the long-term effects of various monetary and fiscal policy measures on the investment profile of the economy.

#### **Profiles of People with Disabilities in British Columbia**

In 1991, the Planning and Statistics Division produced a statistical profile of the Disabled in B.C. compiled from the 1986 Post Censal Health and Activity Limitations Survey. Excerpts from this profile have now been published in a document that includes human interest stories about disabled persons. The publication was handed out at "Independence 92" in Vancouver in the week of April 21st. A follow-up document is planned, based on data from the 1991 Post Censal Survey.

#### **British Columbia Child Care Database**

In June 1991, for the inter-ministerial Child Care Team, the Planning and Statistics Division conducted a survey of all the Licensed Child Care Facilities in the province. From this, an analytical report will be produced on the Child Care Industry, including capacity, enrolment, fee schedule, financial information and operators' perceptions of problems and supply shortages in the industry. We have begun to release the tables and are putting together a province-wide statistical database disaggregated to the Health Unit geographic regions. Another Child Care survey is currently under way, of Early Childhood Educators, which will address such issues as training, wages/benefits, working conditions, work history, turnover and problems in the industry from the perspective of educators.

## **Employment Equity**

In support of the Employment Equity Initiative in the B.C. Public Service, we are developing a longitudinal database of all B.C. Government employees to track career progression. The issues to be addressed include promotion, hiring and turnover patterns by demographic, occupational, ministry and regional variables. We will be conducting a census of employees to establish a "Workforce Profile" of the Designated Groups and from this, employment equity identifiers will be added to the database.

## **Aboriginal Land Claims**

The Division has established a unit to assess the probable financial and economic impacts of settling aboriginal land claims in British Columbia. This project was initiated as a result of a change in provincial government policy, when the province agreed to join with the federal government in resolving British Columbia's outstanding land claims.

By contrast with other provinces, only a small portion of British Columbia is subject to historical treaties. About 20 comprehensive land claims have been registered, covering 70 per cent of British Columbia's land area, and await resolution through negotiations; 10 or so more claims are anticipated.

As provincial policy and negotiating experience evolves, increasingly sophisticated models of the impacts will be required. The project will also place heavy demands for reliable data on: (a) financial performance of local governments; (b) the economies of British Columbia's rural communities; (c) the demographic and economic situation of British Columbia's aboriginal peoples.

## **Regional Retail Sales Statistics**

This program was initiated to take advantage of retail sales tax files coded by SIC and postal code and made available for statistical use by the Ministry of Finance Revenue Division.

Preliminary estimates covering sixteen retail trade groups in each of British Columbia's thirty census divisions have now been developed on a quarterly basis from 1989 to the present. These estimates are now undergoing internal review, and will likely be added to the Division's list of releases available to the public on a subscription basis.

The estimates are benchmarked at the trade group level to the Statistics Canada retail trade survey.

Possibilities for extensions include the production of municipal estimates for larger centres, the release of monthly figures, and the disaggregation of the trade groups to take advantage of four digit SIC coding.

### **Wholesaler's Directory**

The British Columbia Wholesalers' Directory has joined the directory of manufacturers that has been produced by the Division for many years. As is the case with the manufacturers' directory, the wholesalers' directory goes beyond the business register by including any company engaged in the activity, whether or not it is the predominant line of business. The directories are updated by matching against a variety of available databases, by an annual mailout, and through local sources, including newspapers.

The Wholesalers' Directory has been bundled this year with the Manufacturers' Directory, for a combined price of \$20. The Wholesalers' Directory does not yet cover all wholesale sectors, but will be expanded as resources are available.

### **Tourism Satellite Account**

The Tourism Satellite Account (TSA) project is being carried out in collaboration with the Ministry of Tourism. It is using a two-track approach -- "top-down" and "bottom-up".

The top-down approach is a short-term project to construct preliminary estimates of tourism GDP based on the industry set in the BC Economic Accounts. Papers presenting the preliminary results and describing the methodology are available. The bottom-up approach is a longer-term initiative to develop an IO-based TSA which can calculate tourism GDP as well as estimate direct, indirect and induced impacts of tourism spending. It will be based on data from the national TSA and provincial surveys, while building on a prototype version completed in 1991.

Both initiatives depend heavily on accurate estimates of "tourism proportions" ie., that part of standard industrial activity which is attributable to tourism. Substantial work has been carried out to develop appropriate provincial tourism proportions. This will result in the publication of tourism GDP estimates as part of our normal release of the Provincial Economic Accounts, scheduled for late summer.

## 1992 YUKON ACTIVITY REPORT

1. At the 1990 meeting of the Consultative Council, Glenn Grant presented a paper on organizational effectiveness and the need for the integration of credible statistical research within the management structure of a statistical agency. The Yukon Bureau of Statistics has adopted such an approach, and benefitted greatly from it. The YBS is a small agency, but faces many of the same problems and complexities that larger statistical agencies do; for example, budget constraints. However, over the past few years, the YBS has grown both in diversity and in size, and now has a complement of ten full-time staff and six to eight part-time contractors. In addition, a number of auxiliary staff reside in every community to serve the needs of the YBS and the Yukon government as a whole.
2. A regular set of publications are produced, many on a quarterly basis. New publications are being added to the product line this year.
3. Several surveys were conducted over the past year:
  - women's issues survey;
  - agricultural supplement to the Census of Agriculture;
  - marketing surveys;
  - Labour Force Survey on behalf of Statistics Canada;
  - Health promotion survey to go into the field in the fall.
4. Extensive work has been done in the area of qualitative research, resulting in additional services being available to the Agency's clients.
5. A variety of policy- and management-related research has been conducted. For example, a major study on social accounting is being conducted in collaboration with the Department of Health and Social Services.
6. In future, the YBS hopes to be able to provide more information at the community level.
7. The YBS appreciates its strong working relationship with Statistics Canada in general, and particularly with the Regional Office in Vancouver.

## 1992 NORTHWEST TERRITORIES ACTIVITY REPORT

Since last year's meeting of the Federal-Provincial Consultative Council on Statistical Policy, the NWT Bureau of Statistics has been involved in several major projects as well as carrying on its usual work. Highlights of activities include:

### Population Estimates and Projections

During the past year, the computer programming and data development work for an improved NWT population projection model were completed, and a statistical report describing the model and presenting its results was prepared. The population projection model is quite complex, incorporating probabilistic procedures to assign births, deaths and migration both geographically and to specific demographic cohorts. Projections are provided for Northwest Territories, its regions and communities, and by age, sex and ethnic group.

Information from the current version of the population projection model has been provided to users on a request basis. However, release of the statistical report has been delayed due to the substantial difference between 1991 census results for Northwest Territories and population estimates published earlier by Statistics Canada. When 1991 census data is available by age and sex, the population projection model will be rebased to the 1991 census and a statistical report will be distributed at that time.

The Bureau of Statistics also developed procedures during the year to prepare monthly inter-provincial migration estimates based on Family Allowance data well in advance of the publication of quarterly and annual population information by Statistics Canada. The procedures adopted are similar to those used by other provincial statistical agencies preparing such estimates, and follow Statistics Canada's methodology for preliminary estimates of interprovincial migration.

During the year, the Bureau of Statistics also produced June 1990 estimates of community populations by ethnic group, age and sex. These estimates were widely distributed within Northwest Territories and elsewhere, and are used extensively for planning purposes. As well, these estimates form the current base for the NWT population projection model. Estimates for June 1991 were not prepared due to changes in the Family Allowance computer system which require new programming to produce F-59 statistics.

### Price Statistics

In November 1991, the NWT Bureau of Statistics undertook another community food price survey in cooperation with the territorial Department of Social Services. Results from this price survey, the fourth survey since 1982, are used by that department to help

set the food portion of its social assistance rates for communities.

For the 1991 survey, the questionnaire was substantially redesigned to simplify price collection. Further, the data capture, edit and analysis work previously completed using mainframe computing equipment was transferred to microcomputer. As well, the costs of Agriculture Canada's nutritious and thrifty nutritious food baskets for a family of four were calculated for this survey, in addition to computing the usual food price indexes (Yellowknife = 100). Final results from the survey were provided to the Department of Social Services for its use, and a statistical report is now being prepared for publication.

Planning and development work was also undertaken during the past year for a community clothing price survey to be conducted on a pilot basis, again in consultation with the Department of Social Services. A survey form was designed incorporating computer imaging of those clothing items to be priced. Data collection will be completed for selected communities early this fiscal year.

Estimates for June 1991 Yellowknife-Edmonton spatial price indexes were also prepared. These estimates were once again calculated by carrying forward spatial price data at the item level using annual temporal price movement information for Yellowknife and Edmonton provided by Prices Division. As well, an information sheet was released in March which presents federal isolated post price indexes for NWT communities.

### **Labour Force Statistics**

During the past year, coding for industry of employment was finalized for the 1989 NWT labour force survey using the 1980 Standard Industrial Classification (SIC). While a planned report on industry of employment and occupation based on the 1989 survey has yet to be completed, several tabulations have been produced on a request basis presenting industry distributions for employment by region, ethnic group and age, as well as cross-tabulations with previously assigned occupation codes (1980 SOC).

With the recent extension of the national labour force survey to include Yukon, a priority item for the upcoming year is the resumption of work with Statistics Canada to establish a suitable methodology for extending this survey to Northwest Territories. The Bureau of Statistics will be meeting soon with Statistics Canada labour force survey staff to discuss this matter. As well, Bureau staff will visit Yukon during the next few months to observe field operations there.

## **Economic Accounts**

The microcomputer based input-output model developed by the Bureau of Statistics using 1984 input-output structures was expanded during the past year to incorporate an inter-provincial trade dimension. The model is available in both the open and closed (to households) versions, and provides estimates of direct, indirect, and induced economic impacts.

Recently, the Bureau of Statistics began production of personal income information for Northwest Territories on a quarterly basis. As well, quarterly estimates of territorial gross domestic product will be released shortly.

## **Renewable Resource Harvester Survey**

As reported last year, the Bureau completed a renewable resource harvester survey during 1990 intended to measure participation of native households in both harvesting and the labour market activities, along with the income and economic benefits derived from each. Following some delay, the final report from this survey was released publicly and widely distributed.

## **Print Publications & Electronic Data Dissemination**

The Bureau's principal publication, the *Statistics Quarterly*, was redesigned during the past year to improve its information layout and to reduce publication costs. As well, a new quarterly publication *Quarterly Economic Indicators* was released this January, for the period third quarter 1991. The fourth quarter document was published in March. This new publication provides a narrative overview of current indicators of the performance of the territorial economy, along with graphs and statistical tables presenting quarterly and annual data for key economic indicators. *Northwest Territories ... by the numbers*, the statistical booklet first published for 1989, was not printed in 1991 as a cost saving measure. The 1992 edition of this publication will be printed this summer.

During the year, a community profile component was also added to *T-stat*, the territorial government's on-line data retrieval system which was developed by the Bureau of Statistics. Previously, this system incorporated subsystems for time series retrieval and 1986 census tables. The new community profile component allows users to access a wide variety of information for all communities, including population estimates by age and sex, household and family structure statistics, education levels, labour force characteristics, personal income statistics, and prices data. A publication containing this information was also prepared and distributed to a limited number of users.



**Appendix 3.**

**REPORT BY THE PROGRAM COMMITTEE**

**TO THE 1992 MEETING OF THE FEDERAL-PROVINCIAL  
CONSULTATIVE COUNCIL ON STATISTICAL POLICY**

**AGENDA OF THE PROGRAM COMMITTEE  
OF THE  
1992 FEDERAL-PROVINCIAL CONSULTATIVE COUNCIL  
ON STATISTICAL POLICY**

**Date:** January 30, 1992

**Committee Members:**

John Morning (Ontario) - Chairperson  
Clifford Marks (New Brunswick)  
Glenn Grant (Yukon)  
Claude Simard (Statistics Canada)  
George Andrusiak (Statistics Canada)  
Jim Selley (Statistics Canada)  
Denis Desjardins (Statistics Canada) - ex-officio  
member

**Proposed Agenda Items:**

1. Review minutes from the 1991 meeting of the Consultative Council
2. Review items for follow-up as identified in the 1991 minutes of the Consultative Council
3. Confirm dates and location of the 1992 meeting of the Consultative Council
4. Determine agenda for 1992 meeting of the Consultative Council
5. Other Business

MINUTES OF THE PROGRAM COMMITTEE OF THE FEDERAL-PROVINCIAL  
CONSULTATIVE COUNCIL ON STATISTICAL POLICY

Meeting of January 30, 1992

1. Adoption of the Agenda

The agenda was adopted without amendment.

2. Review of Minutes from the 1991 Meeting of the Consultative Council

There were no modifications suggested.

3. Review Items for Follow-up as Identified at the 1991 Meeting of the Consultative Council

The current status of the follow-up items is attached in the following section. The item numbers below refer to numbers in that report.

Mr. Morning noted that three items had been directed to the 1992 Program Committee:

- **Item 2.3:** Revisions to the SNA was accepted as an agenda item for the Consultative Council. To generate discussion, Dr. Ralph Joyce will be asked to make a presentation.

- **Item 3.3:** Mr. John Coombs, Director General, Institutions and Social Statistics Branch, was invited to the meeting to discuss the possible creation of a Federal-Provincial Committee on Culture Statistics, reporting to the Consultative Council. He pointed out that ad-hoc federal-provincial meetings have been held to discuss culture statistics as the need has arisen. Also, the basic statistical program has not changed significantly. Therefore, his recommendation was to maintain the current arrangements. However, the possibility could be reconsidered in the future. The committee agreed to accept Mr. Coombs' recommendation.

- **Item 4.3:** The committee discussed the possible inclusion of a Council agenda item devoted to the use of Census undercoverage estimates in the Population Estimation process. It was pointed out that the Reverse Record Check estimates would be released in November, so discussion of their usage was passed to the Federal-Provincial Committee on Demography, which is meeting in December. However, it was suggested that it would be useful to discuss the decision-making process as it related to the issue. This was accepted as an agenda item for the Consultative Council.

Two other follow-up items were discussed:

- **Item 2.2:** This dealt with a long-standing issue regarding the production of regional, rather than

provincial, data. Mr. McMahon had contacted Mr. Giles to state his disagreement with the action as stated. Mr. Desjardins suggested that the item could be discussed at the Federal-Provincial Committee on Data Dissemination.

• **Item 3.1:** Concern had been expressed by some of the Focal Points that they were not always being informed of federal-provincial meetings. A memo has been circulated to subject-matter areas in Statistics Canada, asking them to contact and send information when appropriate to either the Focal Points directly or to Communications Division (who would handle distribution to the Focal Points). When necessary, Communications Division would handle translation of documents.

4. **Date and Location of the 1992 Meeting of the Consultative Council**

The current dates for the meeting are May 20, 21 in Ottawa. The Goldberg Room at Statistics Canada has been booked. One of the suggestions made to Mr. Morning from several of the Focal Points was to hold the Council meeting in a location other than the Goldberg Room. Therefore, the Federal-Provincial Secretariat will look for alternative locations. Availability of rooms may mean shifting the proposed dates.

5. **Agenda for the 1992 Meeting of the Consultative Council**

Mr. Morning had canvassed the provincial focal points for suitable topics for the Consultative Council meeting. The list of suggestions was discussed by the Program Committee.

LFS Redesign - It was noted that this would be a major item discussed at the meeting of the Federal-Provincial Committee on Labour Statistics, scheduled to be held in June. However, since not all Focal Points attend the Labour Statistics meeting, it was felt that a brief information update would be appropriate at the Council meeting.

SLID (Survey of Labour Income and Dynamics) - This should be handled in the same manner as the previous item. It was agreed that an information update on all the "data gaps initiatives" should be given at the Council meeting.

Business Survey Redesign - There were no issues related to the Business Survey Redesign that would merit its inclusion on the Council agenda. The Committee on Business Statistics is mandated to deal with ongoing consultation.

1991 Census - Electronic Products and Post Censal Surveys - This topic was deemed worthy for inclusion as a major item on the Council agenda. The discussion would also include

the use of the Census undercoverage estimates for producing the population estimates, as discussed earlier.

1996 Census - A status report can be given at the Council meeting, including plans for consultation.

Economic Accounts - loss of detail - This was deemed to be more appropriate for discussion at the Federal-Provincial Committee on Provincial Economic Accounts.

Review of Federal-Provincial Committee Structure - Coincidentally, an evaluation of the federal-provincial committee structure has recently been initiated by the Internal Audit Division at Statistics Canada. To more fully involve the provinces and territories as equal partners in the process, it was suggested to table the terms of reference of the evaluation at the Council meeting for discussion. (As with other Council documents, it will be distributed to delegates in advance of the meeting). The suggestion was endorsed by the Committee.

Relationship between Demography and Small Area Data Divisions - This item will be handled by the Federal-Provincial Secretariat, who will provide the information to the Focal Points.

The Data Release Process and Dissemination to Focal Points - This topic is one of the major items on the agenda of the Federal-Provincial Committee on Data Dissemination meeting in March. It was not accepted for inclusion on the Council agenda.

Problems with Answering Machines at Statistics Canada - This should be raised for discussion at the next meeting of the Data Dissemination Committee.

Interprovincial Trade Project - An information update could be provided at the meeting of the Consultative Council. More detailed discussions should be held by the Committee on Business Statistics.

Use of GST Administrative Records for Statistical Purposes - It was suggested that this topic should be handled by the Committee on Business Statistics.

Survey of Manufacturers - It was suggested that this topic should be handled by the Committee on Business Statistics.

Impact of Quebec not attending statistical meetings - It was suggested that this item could be raised under "Other Business" at the meeting of the Consultative Council.

External Speaker - This aspect of the agenda of the Consultative Council meeting was first introduced last year. It was well received and recommended for inclusion again this year. The Committee agreed on three possible topics, in the following order of priority:

- Role of statistics in policy formulation;
- Use of statistical data in federal-provincial fiscal arrangements;
- Unity debate.

The Secretariat will endeavour to locate an appropriate speaker.

6. Other Business

None.

**Appendix 4.**

**REPORT BY THE SECRETARY**

**TO THE 1992 MEETING OF THE FEDERAL-PROVINCIAL  
CONSULTATIVE COUNCIL ON STATISTICAL POLICY**

## 1991-92 HIGHLIGHTS

This past year has witnessed the continuation of rewarding consultations between Statistics Canada and the various provincial and territorial statistical organizations. The chairpersons of the committees have each submitted a report on their respective activities (see appropriate section in this binder).

The more notable accomplishments on the federal-provincial front include the following:

- Ongoing consultation and assistance regarding the 1991 Census which led to the first release from the Census of Population on April 28, the imminent release of the first data from the Census of Agriculture, and future releases from the two post-censal surveys;
- The careful scrutiny applied by many of the focal points to their portion of the Business Register, which will certainly yield a frame of much higher quality;
- The provision of partial funding by the provinces to produce detailed data on interprovincial trade;
- The advice offered on many statistical programs, in particular those linked closely to the provincial and territorial governments, such as the provincial economic accounts, public sector employment, revenues and expenditures, and, the population estimation methodology.

The ongoing activities of the Federal-Provincial Secretariat progressed smoothly throughout the year:

- the report of ongoing contacts between Statistics Canada and the provincial and territorial governments was distributed;
- financial statements on provincial and territorial cost-recovery projects are being distributed regularly;
- facsimile delivery of **The Daily** was extended to include all focal points;
- plans are being made for a revised version of the **Provincial and Territorial Programs, Products and Services** report to be available later this year.

As is the custom, the chairpersons of the various federal-provincial committees met recently to discuss events of the past year. As was the case last year, the chairpersons emphasized the positive contributions by the provincial and territorial delegates to the effectiveness of the meetings.

The Secretariat looks forward to another year of successful and effective interrelationships with the provinces and territories.



**COMMITTEE REPORTS**

## AGRICULTURE STATISTICS

**Last Meeting:** October 1991

**Next Meeting:** September 1992

**Members:** Representatives of the Provincial  
Departments of Agriculture or Provincial  
and Territorial Focal Points

### Farm Level Data Project

Agriculture Canada has been successful in obtaining funding through the Farm Income Protection Act for the establishment and maintenance of a comprehensive farm level data base. Statistics Canada has been engaged on a cost recovery basis to play a lead role in the development of this new statistical system. Some of the objectives of the project are (1) to develop a data base to allow for the analysis of policy and program changes on farm incomes and industry competitiveness, (2) to assist in the design of programs and provide data, (3) to evaluate the impacts and effectiveness of programs, and (4) to provide more information on farm input prices and on costs of returns for the major farm enterprises in the main agricultural regions of Canada.

A consultative process to involve the provinces in the project and on the major issues such as standardization, data sharing and access has been initiated by Agriculture Canada. The initial meetings have been encouraging. Key issues emerging from the consultations include (1) provincial access to the data, (2) the classification structure for the data base, and (3) the standardization of cost of production data.

### Territorial Estimates

The Northwest Territories wish to pursue the initiative of establishing a "Farm Cash Receipts" series in co-operation with Statistics Canada. Self-sufficiency in food and a reduction in food imports are objectives of the current administration as are measures of the income-in-kind that Territorial residents receive from their hunting and fishing activity.

### Small Area Data

Small area data continue to be a major concern of provincial statistical offices. The implications of the proposed changes to Agriculture Division's Survey program for 1993, particularly the timeliness and availability of small area crop and livestock indicators was an issue for all provinces.

## BUSINESS STATISTICS

**Last meetings:** April 1991 and May 1992

**Next meeting:** November 1992

**Members:** Provincial and Territorial Statistical Focal Points or Representatives.

The Federal-Provincial Committee on Business Statistics met twice during 1991, in Winnipeg, April 17-19, and in Ottawa, November 19-20. Another meeting was held recently, May 4-5, in Regina.

### WINNIPEG

At the invitation of Manitoba, the Committee met to discuss the following:

- Estimates of interprovincial merchandise trade;
- Business Register (BR) round table which centred on the following topics:
  - provincial review of BR data and plans to validate the National BR in an operational way;
  - status of business registers and directories;
  - general overview of the concepts and information in respect of the new BR, the Statistics Canada tax estimates program, current status of the new BR interface with Statistics Canada's surveys and SIC/geographic coding procedures.

The meeting was an unqualified success in large measure thanks to our hosts Wilf Falk and David Greenwood.

### OTTAWA

- 1) The Chairman welcomed the delegates to the meeting and extended his warm appreciation to the Manitoba delegates for hosting the special meeting last April. He then outlined the Large Enterprise Statistics Project (LESP), noting that this was designed to track very large enterprises over time and to assist in collecting provincial data on them.

- 2) **Provincial delegates** reported on their current activities, plans for future projects, and provincial concerns, including:
- Use of BR data with provincial data to build more complete frames, both national and provincial;
  - Development of small area business statistics and measures of interprovincial competitiveness;
  - Use of Statistics Canada data in preparing economic outlooks;
  - Provincial focal points need to be kept better informed of data releases and survey activity in their province, and receive copies of the reports published;
  - Contract needs to be drafted soon for the interprovincial trade project.
- 3) **Business Register (BR)** reported on its activities and stressed the importance of feedback from the provinces for updating the Frame. Statistics Canada was requested to hold a workshop on the BR and how to use its data files.
- 4) The future directions of the **Interprovincial Trade Project** include developing more detailed trade flow data, and regional data as resources permit, and defining what constitutes interprovincial movement of services.
- 5) Measures being undertaken to meet the **Data Gaps** problem are grouped into two packages: the Integrity Package and the Competitiveness Package with the former currently being accorded more attention from Federal (central) agencies. Funding for major new surveys on (a) the relationship between production and trade in goods and services, and (b) total labour costs has been requested.
- 6) **International Trade Division** outlined the problems affecting the data collection and the measures being taken to address them were discussed. The modified TIERS was demonstrated and future development plans outlined.

7) **Divisional** reports were presented outlining their current activities, published data released in the past year, and future plans, including:

- economic indicators and provincial production data for service industries;
- FAMEX basket update and improvement of provincial CPI indices;
- implementation of sample rotation in the monthly Retail Trade survey; and,
- development of a Standard Classification of commodities for the service industries.

Concerns were expressed that the focal points did not receive data developed under cost-recovery projects and that clients use Statistics Canada data in their analyses without including the caveats outlined by Statistics Canada.

8) a) The next **annual meeting** was set for November 18-19, 1992. Participants were asked to indicate if the format of the 1991 meeting was suitable, or should it be changed. They were requested to identify issues of particular interest to be put on the agenda.

b) A special meeting was scheduled for May 4-5, 1992, in Regina to review:

- Business registers (including a report from Alberta) with strong emphasis on the geographical aspects of business registers.
- A report on the interprovincial trade project, including input of the National Accounts (including Input/Output) and underlying surveys.

## CENSUS OF POPULATION

**Last meeting:**           **May 1991**

**Next meeting:**       **December 1992**

**Members:**           **Provincial and Territorial Statistical Focal  
Points or representatives**

Dr. E. Pryor welcomed participants and noted the significance of holding the Federal-Provincial Committee Meeting on the Census so close to Census Day. It provided Statistics Canada with the opportunity to give provinces and territories the most up to date status report on the conduct of the Census. The delegates were updated on the progress of the 1991 Census Communications program. An update was provided on early enumeration and coverage improvements in collection were highlighted. Committee members were briefed on the Post Censal Surveys as well as products and services.

Gratitude was expressed to the provincial-territorial focal points for their cooperation in the Public Communications program. "What's in it for me?" was the theme used for both the mainstream as well as special target groups. The majority of the promotional materials were produced in Ontario, with posters and some special target materials produced in the regions. Most large corporations, provincial and municipal governments were enthusiastic and a wide variety of materials were sent out to their employees and clients. Kits provided to all schools were very popular and very much in demand. 40% of paid advertising was done at the pre-census stage while 60% of paid advertising will target the national post-census stage. The messages "Count yourself in" and "It's not too late", would appear in print and would be broadcasted on T.V. approximately 10,900 times from May 27 to June 10, across Canada. Ads for radio stations would concentrate on post-Census Day messages.

It was reported that little information was available yet on the status of collection operations other than the final stages of drop-off which was taking place and that 600 operators were handling the telephone assistance lines. The first indicators of early enumeration results were positive. Early enumeration was completed on time and within budget. 11,000 households were enumerated compared to and estimated 9,600. An aboriginal peoples liaison program was set up for the 1991 Census. collection agreements were reached in B.C., Saskatchewan and Manitoba. A productive working relationship with the AFN was established.

New materials and training methods were produced. The video cassettes on census overview, management issues and enumerator training were very well received. An address register was produced for Area Master Files (AMF) areas to be used as a check for missed dwellings.

The soup kitchen enumeration program received good reaction in the press.

Provincial-territorial focal points were thanked for their support during the consultation phase of both surveys. Ontario was also thanked for their part in obtaining funding to extend the sample for adults in Ontario for the Health and Activity Limitation Survey. For 1991, two surveys received funding - the survey of disabled persons (Health and Activity Limitation Survey) and the survey of Aboriginal persons (Aboriginal Peoples Survey). HALS will be conducted during August and September. Data will be released in a staged process - similar to the approach used by the Census.

Preliminary counts are scheduled for release in April, 1992. The output consultation will begin in the late fall, 1991 and once again, the focal points will be approached to lend their support. Statistics Canada will use information from the Census questionnaire to identify who should be included in the Aboriginal Peoples Survey. Consultations were held with approximately 550 persons across Canada. Collection will begin in September, 1991 using Census staff wherever feasible. Data will be released in stages with preliminary counts scheduled for the fall of 1992. There is a commitment to produce profiles for each reserve and settlement that has a population of 100 or more.

Since the last Federal-Provincial Committee meeting on the Census of Population, the 1991 Census was successfully conducted. Regional office processing began three weeks after Census Day (June 25, 1991) and was completed by late November 1991. Keying began in mid-August 1991 and by January 3, 1992, 3.7 billion keystrokes worth of data have been captured and transferred onto computer cartridges. Automated coding began in early October 1991 and was completed by the end of February 1992. Head office processing began in August 1991 with the final Edit and Imputation stages to be completed by March 1993. During this time the data will be processed to coincide with the release strategy outlined below.

The release strategy is as follows:

Population and dwelling counts	April, 1992
Data on age, sex, marital status and common-law, 2A data on dwellings and households	July, 1992
2A data on mother tongue	September, 1992
Data on immigration, citizenship and place of birth	December, 1992
2B data on language - (home language, knowledge of official languages and mother tongue	January, 1993
Data on ethnic origin and private occupied dwellings	February, 1993
Data on labour force activity, occupation, industry, education and school attendance	March, 1993
Data on fertility, mobility and migration	March, 1993
Income data	April, 1993
Data on religion, major field of study, place of work, family, and dwellings	April, 1993



## DATA DISSEMINATION

**Last meeting:** April 1992

**Next meeting:** April 1993

**Members:** Provincial and Territorial Statistical Focal Points or representatives

Due to budget constraints, no meeting of the committee was held in fiscal year 1991-92.

The agenda for the April 1992 meeting included the following topics:

- The Daily re-engineering project;
- The data release process and the media;
- 1991 Census data dissemination;
- Statistics Canada Regional Office developments;
- Telichart in high schools.

A major theme of the meeting was the use of electronic technology for the dissemination of data.

Electronic dissemination eliminates problems which arise due to distances - for example, availability of The Daily. The ability to formulate data requests on-line, as offered by the Census PASS system, reduces the time and money spent by both Statistics Canada and data users.

CD-ROMs contain vast amounts of data and permit users easy access to the data. The use of CD-ROMs as opposed to on-line access to a central database is the major feature of the latest version of Telichart.

## DEMOGRAPHY

**Last Meeting:**           **May 1991**

**Next Meeting:**       **December 1992**

**Members:**           **Provincial and Territorial Statistical Focal  
Points or representatives**

The main focus of the agenda was, as in the previous meeting, on the various phases of the study examining the technical feasibility of modifying the 1991 Population Estimates Programme for net census coverage error. At the outset, Statistics Canada presented its position. Barring unforeseen circumstances in terms of the results of the coverage measures, Statistics Canada expects to be in a position to introduce into the population estimation methodology, adjustments to take into account differentials in census coverage, and thus produce population estimates which better reflect population levels, population distribution and trends over time in Canada. Five papers were presented to the Committee to brief the Members on the work in progress:

- Demographic Estimates: Development Overview;
- Criteria for Adjustment of Provincial Population Totals;
- Approaches to Adjustment of Estimates at Sub-provincial Levels;
- Estimations of Net Undercoverage for Census Families; and
- Intercensal Population Estimates Pre-1991 Period.

There was considerable discussion on Statistics Canada's commitment to incorporate estimates of net census coverage error into the population estimate methodology. The main issues can be summarized as follows:

- \* Statistics Canada does not intend to adjust the 1991 Census data.
- \* Any adjustments to the population estimates would be made in early 1993 when the analysis of the results of the undercoverage and overcoverage studies would be sufficiently advanced to enable Statistics Canada to take a decision on this issue.
- \* A decision has not yet been taken as to how far back in time adjustments would be made to the intercensal estimates.
- \* If the results of the 1991 coverage measurement show low or uniform undercoverage across the country, Statistics Canada may still decide to adjust given the fact that high rates of

undercoverage in the previous census and possibly in future censuses render unrealistic the growth of populations between censuses.

- \* Mr. Falk, the delegate from Manitoba, wished his concerns regarding this topic to be put on record. In particular he questions (1) the quality of the results of the undercoverage studies to produce reliable population estimates, (2) whether by December 1992 the studies will be sufficiently advanced to make a credible and defensible decision and (3) the possible negative impact on Statistics Canada's credibility.
  
- \* The Department of Finance has performed their own independent simulation studies on the impact of possible adjustments for census coverage error and the impact of the expansion of the census universe to include temporary immigrants on the federal-provincial revenue transfer payments. They have at no time requested that Statistics Canada incorporate estimates of census undercoverage in the population estimates. The finalization of the payments for 1991-92 onward will be based on official Statistics Canada population estimates. The Department of Finance will be contacted to ensure that this message is transmitted to the provinces and territories.

There were also progress reports made on i) the incorporation of non-permanent residents and Canadian returners in the Population Estimation Programme in relation to the 1991 Census target population change and ii) the developmental research on Household Estimates.

The next meeting will focus on the results of the census coverage studies and on the upcoming Statistics Canada decision on the adjustment of the Population Estimates.

## LABOUR STATISTICS

**Last Meeting:** June 1991

**Next Meeting:** June 1992

**Members:** Departments concerned with Human Resources or representatives from provincial and territorial statistical offices

The twenty-sixth meeting of this committee was held on June 11, 1991 in Ottawa. The committee meeting was restricted to one day with the second day set aside for workshops on labour market data. Presentations to the committee covered labour aspects on the following topics:

- Labour Force Survey;
- Special Surveys Program;
- Census: Update on 1991 Collection Activities;
- Post-Censal Surveys;
- Survey of Employment, Payrolls and Hours;
- Role of Public Institutions Division in Labour Market Data;
- Unemployment Insurance Legislation;
- Sub-Provincial Labour Market Data.

The prime objective of the conference is to facilitate communication between the provincial Bureaus of Statistics and the various representatives of Statistics Canada on labour market issues.

No resolutions were put forward at the 1991 meeting.

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

## MINERAL STATISTICS

**Last meetings:** April 1991 and October 1991

**Next meetings:** Annual: October, 1992

**Members:** Delegates from Energy, Mines and Resources Canada (including the Chairperson), Indian and Northern Affairs, Statistics Canada, all provincial Mining Departments/Agencies; Yukon and Northwest Territories Bureaux of Statistics

**Observers:** Mining Association of Canada;  
Prospectors and Developers Association of Canada

The meetings of the Committee were held on April 23-24, 1991 in Ottawa and on October 22-23, 1991 in Sudbury, Ontario at the offices of the Ontario Ministry of Northern Development and Mines. The ongoing theme of these meetings was the need to take measures to reduce response burden and processing costs and times. However, presentations, discussions and exchange of information covered a wide range of topics related to the collection, analysis and dissemination of Canadian mineral statistics.

The specific agenda items covered in the course of the meetings included:

- presentations describing the critical importance of the aggregate industry in the Canadian economy;
- presentations and discussions of the ongoing role and future of mineral exploration in Canada;
- an exchange of views on the measurement of the impact of mining on the various provincial/territorial GDPs;
- discussion of proposals to introduce sampling methods into the Annual Census of Mines processing cycle;
- a description of initiatives being undertaken for the collection and dissemination of environmental data; and
- reviews of the status of the development and implementation of computer systems by committee participants.

Progress in the development of computer systems has been discussed and demonstrated during the year, particularly during the April meetings in Ottawa. Further demonstrations of completed systems and databases will occur at committee meetings scheduled in 1992.

Small Working Groups (SWGs) are often established by the committee to report on issues, to undertake actions requiring joint participation and agreement and to recommend future courses of action as required.

#### **SWG on Employment Statistics**

Through the efforts on the SWG on Employment Statistics, Statistics Canada has been able to remove the employment question from its AM8/9 questionnaires. Provinces and EMR may conduct supplementary surveys that include a question on exploration employment, if required. A proposal for the format of that question was prepared within this SWG.

#### **SWG on Questionnaire Review**

In order to reduce the processing workload in the light of resource constraints, EMR, in cooperation with the participating provinces, will continue to identify areas on mineral industry questionnaires that may be reduced or eliminated. During the year, a proposal to reduce the scope of the monthly peat survey has been put forward and steps are being taken to reduce the response burden on small sand and gravel quarry and pit operators.

#### **Mining Association of Canada (MAC)**

Cooperation between EMR and MAC has resulted in the publication of data summaries and analyses of interest to the MAC membership in their newsletter, "INFOMAC". EMR and MAC also cooperate in the preparation of MAC's annual publication, 'Mining in Canada - Facts and Figures'. Despite the retirement of their current representative, it is anticipated that participation of the MAC in this committee's activities will continue.

## PROVINCIAL ECONOMIC ACCOUNTS

**Last meeting:**            **October 1991**

**Next meeting:**         **September 1992**

**Members:**             **Provincial and Territorial Focal Points or  
representatives**

The major items of the meeting on October 30, 1991 in Ottawa included reports on the progress of existing provincial programs within the System of National Accounts (SNA) Branch and in each province and territory, and presentations on the following topics:

- Interprovincial trade project;
- Environment statistics and satellite accounting;
- International business services by province.

The Provincial Economic Accounts for 1987 to 1990 were released on January 31, 1992. Provincial Gross Domestic Product by Industry, 1984-1990 (Catalogue 15-203) and Human Activity and Environment, 1991 (Catalogue 11-509E) were both issued in October 1991.

The coming year will see the release of 1991 preliminary estimates of Gross Domestic Product (GDP) by province and territory on May 1, 1992 together with those of final domestic demand at 1986 prices. This release will present for the first time preliminary estimates of the Sources and Disposition of Personal Income by province and territory for 1991. Provincial GDP estimates in current and constant prices for the years 1984 to 1988 for the industries covered in Catalogue 15-203 will be available in October 1992. This publication will also present constant price estimates of GDP for the goods-producing industries by province and territory for the period 1989-1991.

The next meeting of the committee is scheduled for September 16, 1992. Items on the agenda will include, among others, progress report on the interprovincial trade project and on the coverage of provincial GDP estimates for the services-producing industries in current and constant prices.



## PUBLIC SECTOR STATISTICS

**Last meeting:**           **October 1991**

**Next meeting:**         **September 1992**

**Members:**             **Provincial and Territorial Statistical Focal Points or representatives and delegates from Provincial and Territorial Departments of Finance**

The Committee met on October 29, 1991 in Ottawa. All provinces and territories were represented with the exception of Québec and New Brunswick.

The proceedings were chaired by Krishna Sahay, Acting Director of the Public Institutions Division, Statistics Canada. The first item of business was the "Provincial-Territorial Round Table". Delegates had been asked to come to the conference prepared to discuss public sector statistics issues pertinent to their province or territory. In raising their issues each delegate had praise for various PID activities and accomplishments. Some of the areas they discussed related to data collection and delivery, usage of FMS and SNA data, need for an updated reference manual, coding and classification of agriculture public sector statistics, and PID's reconciliation tables.

The following presentations were made by PID staff:

- New developments in PID
- The Public Sector and the PSFS
- Quarterly Estimates of Revenue and Expenditure
- Government Employment Statistical Presentation
- The United States Approach to Public Sector Statistics
- Conceptual Issues in the FMS
- PID Reconciliation Program
- Progress of the PID Dissemination Program

The Conference was a success. Furthermore PID continues to enjoy good relations with all provinces and territories. The nature of PID data are such that the Division is in regular contact with them and the working relationships are positive.

The next meeting is scheduled for September 15, 1992.

## SMALL AREA DATA

**Last meeting:** November 1991

**Next meeting:** November 1992

**Members:** Provincial and Territorial Statistical Focal Points or representatives

The Committee met in Ottawa on November 21, 1991. In the Roundtable, the delegates described their small area data work. Their descriptions included topics such as data sources used and the kinds of outputs produced (e.g., profiles and custom products).

Six presentations were made on the following topics:

- Description of the Methodology for Producing Tax Migration Estimates. Subsequently, SAADD was requested to provide (a) advance warning of the release of migration estimates; (b) an improved description in the Daily; and (c) improved support at the time of release. Statistics Canada was also asked to consider providing migration data to the focal points prior to the release date for quality assessment purposes.
- Report of the Research Subcommittee of the Federal Inter-departmental Committee on Rural and Remote Canada. The committee members exchange information, consult on new initiatives, and coordinate and support research on rural issues.
- Rules for Disclosure Avoidance. There was a general description followed by a statement of the new disclosure rules for SAADD. There was an agreement to examine the possibility of producing limited data for northern areas with fewer than 100 families or fewer than 100 tax filers.
- Provincial Statistics Program, Saskatchewan. This presentation focused on the combining of administrative and survey data to produce thematic maps.

- Overview and Description of the Current and Planned Work in the Geography Division. The mandate of the Geography Division and the National Geography Program were described. Focal points were asked to indicate if they would like to participate in the verification of the Postal Code Conversion File and/or become secondary distributors of the PCCF.

Report on the Address Register. The current Address Register and its future prospects were discussed. Focal points will receive a copy of the Address Register evaluation when it is completed.

## SOCIAL STATISTICS

**Last Meeting:           September 1990**

**Next Meeting:          April 1992**

**Members:               Provincial and Territorial Statistical Focal  
                          Points or Representatives**

### Status as at February 1992

Topics at the last meeting included updates on the programs of the Education, Culture and Tourism Division, the Canadian Centre for Health Information, the Canadian Centre for Justice and the General Social Survey. Members also received a demonstration of the CANSIM School Project using Telichart technology.

### Status as at April 1992

Topics at the last meeting included updates on the programs of the Education, Culture and Tourism Division, the Canadian Centre for Health Information, the Canadian Centre for Justice, the Housing, Family and Social Statistics Division and the programs of the Analytical Studies Branch.

## TRANSPORTATION STATISTICS

**Last meeting:** June 1991

**Next meeting:** June 1992

**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 Manitoba and Quebec.

A two-day format for the meetings has been established.

1. United States-Canada Transportation Statistics Interchange. A new series of meetings has been organized to discuss the issues in transportation statistics between the United States and Canada. The first meeting was held in Ottawa in November 1991. Representatives were from the U.S. Bureau of Census, U.S. Department of Commerce and U.S. Department of Transportation, the National Transportation Agency of Canada, Transport Canada, Quebec ministère des Transports, Ontario Transportation and Statistics Canada (Balance of Payments, Industry, International Trade, Input/Output and Transportation Division). The availability of existing data on trucking and related matters in both countries was discussed. It was established that meetings will be held every six months, alternating between Ottawa and Washington, D.C. The second meeting was held in Washington, D.C. in April 1992.
2. Working Group on Roadside Surveys. A new Working Group on Roadside Surveys has been established. Meetings are chaired by Statistics Canada (Transportation Division), with representatives from both federal and provincial transportation departments and agencies. The first meeting was held April 1992. Terms of Reference and objectives are being developed to investigate the linkage of roadside data to other surveys and data sources.

3. Based on a Provincial proposal, Federal-Provincial Ministries of Transportation will be approached via the Canadian Council of Motor Transport Administrators (CCMTA) for funding in support of the transportation program as opposed to via Provincial Focal Points, as in the past.
4. Marine/Trade Study. The marine/trade system is being redeveloped to begin full marine/trade production of 1989 and 1990 data in 1992.
5. New information is now available for "**hours of speciality flying**". This has been a data gap since the new legislation of the National Transportation Act, effective January 1, 1988 when this activity was no longer considered a commercially licensed activity.

A system is being developed to generate information, for the first time, on the "**corporate flying activity**".

6. The Royal Commission on Passenger Transportation's preliminary report has identified a need for more data on car travel as well as specific types of data for research projects (such as data on the public sector, capital stock used in transportation (e.g., highways, airports, etc.) and more up-to-date detailed government finance data.
7. For the first time, a Study of the Taxi Industry was carried out (for National Accounts). The study was conducted for the year 1989 to measure the financial position of the industry to establish a benchmark for income and expenditure accounts. Results were released in the "Surface and Marine Transport Service Bulletin" in December 1991.
8. A study of the Canadian for-hire trucking industry on Canada-U.S.A. Traffic was conducted for the years 1987 - 1989 to provide specific data on origin and destination movements. Results were released in the "Surface and Marine Transport Service Bulletin" in March 1992.
9. A ten year study of Canadian Owners-Operators for 1978 - 1988 was conducted to measure the financial and operating picture of the industry, for the first time. A presentation on the results was given at the Canadian Transportation Research Forum conference in Quebec City in June 1991. The study was published in "Trucking In Canada, 1989".

10. Annual urban transit data are provided by the Canadian Urban Transit Association, beginning for the year 1989. A Steering Committee has been established to examine data requirements for urban transit statistics. Representatives are from the Canadian Urban Transit Association, provincial transportation departments and agencies, urban transit establishments and Statistics Canada (Transportation Division).

## VITAL STATISTICS

Last meeting: July 1991  
Next meeting: July 1992  
Members: Provincial and Territorial registrars of  
vital statistics

### Status as at February 1992

1. The status of the revised Agreements is as follows:
  - i) signed .. Prince Edward Island, New Brunswick and Yukon,
  - ii) in province/territories for signature .. Nova Scotia, Quebec, Saskatchewan and Alberta,
  - iii) under review in province/territories .. Newfoundland, Ontario, Manitoba, British Columbia and Northwest Territories.
2. Participation of the province/territories in sending Guidelines to Funeral Directors for a more accurate completing of the death certificate.
3. Scheduling of vital events to ensure a more timely release of data.
4. To discuss the plans of the provinces/territories in regards to optical imaging.



**FOLLOW-UP FROM THE 1991 MEETING  
OF THE FEDERAL-PROVINCIAL CONSULTATIVE COUNCIL  
ON STATISTICAL POLICY**

**STATUS REPORT**

**Philip Giles  
Communications Division  
Statistics Canada**

**April 22, 1992**

Item:	Responsible:	Action:
1.0	<u>Statistics Canada Report</u>	
1.1	Secretariat	Ongoing.
	The focal points are to be advised when an official announcement is made regarding additional budget cuts, and the programs affected.	
2.0	<u>Provincial and Territorial Program Reports</u>	
2.1	Director General, Marketing and Information Services Branch.	The Director, Electronic Data Dissemination Division, wrote to the Manitoba delegate to explain available options to overcome this problem.
	The delegate from Manitoba expressed concern about the time lag between the release of the monthly manufacturing data (usually Tuesday), and their availability on CANSIM.	
2.2	ACS, Social, Institutions and Labour Statistics Field.	Statistics Canada does not publish regional data in cases where data quality would permit provincial display.
	The delegate from Saskatchewan stated his desire to obtain, without charge, provincial data for each of Manitoba, Saskatchewan and Alberta when data are published for the Prairie Region, but separately for other provinces, such as Ontario and Quebec.	
2.3	1992 Program Committee.	This is an agenda item for the 1992 Council meeting.
	The delegate from Northwest Territories requested that historical revisions to the SNA be included as an agenda item at next year's Consultative Council meeting.	

Item:	Responsible:	Action:
3.0 <u>Secretary's Report</u>		
3.1 The focal points reported being unaware of some federal-provincial meetings being organized by Statistics Canada outside the aegis of the Consultative Council.	Secretariat	Ongoing. The Secretariat will endeavour to obtain copies of the agenda and the minutes of all such meetings, and send copies to the focal points as early as possible.
3.2 Most of the focal points do not attend the Agriculture Committee meetings, since the delegate is often from the provincial department of agriculture. It was requested to twin the Agriculture Committee meeting with another so that the focal point could also attend the Agriculture Meeting, if desired.	ACS, Business and Trade Statistics Field; and; Secretariat	Beginning in 1991, the Agriculture Committee Meeting will be twinned with the meetings of the Public Sector Statistics and Provincial Economic Accounts committees to allow the focal points to attend.
3.3 The possibility of an "official" federal-provincial committee on culture statistics should be discussed at next year's Consultative Council meeting.	ACS, Social, Institutions and Labour Statistics; and; 1992 Program Committee.	The 1992 Program Committee decided that the merits of establishing such a committee would be assessed in the context of the evaluation of the effectiveness of the federal-provincial committee system.

Item:	Responsible:	Action:
4.0	<u>1991 Census of Canada</u>	
4.1	It was felt that the preliminary Census counts could be eliminated. If not, the content and the geographic level of the data should be reconsidered.	A decision was made to release certification tables to the Provincial / Territorial Focal Points for review. There will be no public release of preliminary population counts.
4.2	The delegate from Prince Edward Island requested that Charlottetown (and other provincial/territorial capitals which are not CMAs) be included in the Metropolitan Atlas Series.	Since Charlottetown has no Census Tracts, the production of a Metropolitan Atlas from the 1991 Census would be too expensive. One could be produced on a fully cost-recoverable basis.
4.3	It was requested that the 1992 Council Agenda include a significant block of time for discussion on the use of the 1991 Census Net Undercoverage estimates for the Population Estimates program.	This item is on the agenda for the 1992 Council meeting.
4.4	It was requested that Statistics Canada distribute, to the Focal Points, a copy of the decision of the U.S. Bureau of the Census, due July 15, regarding adjustment of the Census counts.	A copy of the report entitled "Adjustment of the 1990 Census for Overcounts and Undercounts of Population and Housing, Notice of Final Decision", has been provided to focal points.

Item:	Responsible:	Action:
5.0	<u>Update on the Business Statistics Program</u>	
5.1	Those provinces which purchase the TIERS database are asked to submit desirable modifications to allow the system to better serve its clients.	Focal Points.
5.2	The focal points were asked to confirm their intentions regarding funding for the proposed project on interprovincial trade.	Focal Points.
5.3	Assuming that data on interprovincial trade are produced, they must be reconcilable with current data.	ACS, Business and Trade Statistics Field
6.0	<u>Task Force on Health Information</u>	
6.1	The Focal Points asked to receive copies of the Task Force's report, and of the slides used by Dr. Wilk in his presentation to the steering committee.	ACS, Social, Institutions and Labour Statistics Field
		Ongoing.
		Negotiations regarding funding have been completed.
		The project manager (Director, Input-Output Division) is in agreement.
		A copy of the slides has been provided to the focal points. The final task force report will be distributed when it becomes available.

Item:		Responsible:	Action:
7.0	<u>Other Business</u>		
7.1	The Focal Points asked that the proposed date of the Demography Committee be reconsidered according to the proposed date for announcing a decision regarding the use of 1991 Census Net Undercoverage estimates in the Population Estimates program.	ACS, Social, Institutions and Labour Statistics Field; and; Secretariat	The scheduled date (December 3, 1992) is satisfactory; thus no change will be made.

**Appendix 5.**

**FREQUENCY OF REVISIONS TO THE PROVINCIAL AND TERRITORIAL  
COMPONENT OF THE SYSTEM OF NATIONAL ACCOUNTS  
REPORT TO THE 1992 MEETING OF THE FEDERAL-PROVINCIAL  
CONSULTATIVE COUNCIL ON STATISTICAL POLICY**

Prepared by:  
Bureau of Statistics  
Government of Northwest Territories

## FREQUENCY OF REVISIONS TO THE PROVINCIAL AND TERRITORIAL COMPONENTS OF THE SYSTEM OF NATIONAL ACCOUNTS

### Overview

Nationally, the system of national accounts is as an important decision making tool for both government and the private sector. Provincially and territorially, the provincial economic accounts serve similar, important purposes. However, while the system of national accounts includes both national level data and statistics for the provinces and territories, there is a substantial imbalance in the coverage and in the quality of the information available for the two levels.

The system of national accounts presents a comprehensive overview of the structure and operation of the Canadian economy in total. At the national level, the accounts provide a reasonably well integrated set of statistics covering the important components of economic activity. Further, the ongoing maintenance and development of the system of national accounts, and its overall statistical integrity, is supported by the extensive business survey program at Statistics Canada.

Provincially, the economic accounts are much less complete and the elements are considerably less well integrated. As well, the quality of the data underlying the accounts is poorer, particularly for the smaller provinces and territories. Further, the provincial and territorial accounts involve conceptual and measurement issues not encountered nationally; for example, the provincial and territorial distribution of corporate profits and depreciation for companies operating in more than one jurisdiction, the assignment of indirect taxes for goods and services produced in one province and consumed in another, and the allocation of federal government economic activity.

### Recent Developments at Statistics Canada

Recently, there have been important developments at Statistics Canada directed towards closing important data gaps in the provincial and territorial component of the system of national accounts; namely, the development of more timely GDP at factor cost estimates by industry with fuller coverage of industries, and a project to prepare interprovincial trade estimates. This work follows the preparation earlier of constant dollar final domestic demand estimates for the provinces and territories, and the development of income and expenditure accounts and input-output tables separately for each territory. Also of note, is the work within the provincial income and expenditure accounts program directed towards providing estimates of personal income and outlays on a national rather than domestic basis (that is, by province or territory of residence). As well, preliminary income



and expenditure accounts estimates for the previous year are now released each May.

The current work on interprovincial trade represents an important advancement for the provincial and territorial component of the accounts. In particular, the estimates of trade in both goods and services to be released late this year, when combined with the statistics currently being developed for net expenditure out-of-province, would permit the "closing" of the expenditure account for the provinces and territories, thereby providing an estimate of statistical discrepancy between the income and expenditure account currently calculated only for the national level accounts.

Statistics Canada's work relating to the provincial and territorial component of the system of national accounts has not been fully harmonized, however. As a result, provincial accounts estimates produced within the national statistics agency are sometimes at variance with each other. For example, total GDP for 1984 based on the input-output tables does not agree with corresponding income and expenditure accounts figures for the provinces and territories. Also, the interprovincial trade estimates released this month do not agree with data in the 1984 provincial and territorial input-output tables.

#### Provincial and Territorial Programs

Due to limitations in the data products available from Statistics Canada, several provinces and territories prepare economic accounts information to supplement the statistics currently published by Statistics Canada. This additional data is required to meet demands for more comprehensive and timely economic information for their jurisdictions. Examples of provincially prepared economic accounts products include: quarterly GDP estimates; GDP at factor cost by industry; GDP in constant dollars; and estimates for provincial trade.

The statistics published by the provinces and territories do not always agree with the economic accounts data published by Statistics Canada. In some cases, differences result from the use of somewhat different methodologies and data sources, and in others because Statistics Canada figures for the provinces and territories must respect national totals. In other instances, provincially prepared estimates differ due to discontinuities in Statistics Canada data series for which the provinces and territories have made adjustments. Also, GDP by industry estimates which have been developed by provincial statistical agencies vary considerably from the input-output based estimates recently published by Statistics Canada. For example, Saskatchewan reports that Statistics Canada estimates for GDP by industry are substantially at variance with its own figures.

## Statistical Volatility in the Provincial and Territorial Component

The provincial and territorial component of the system of national accounts is subject to considerable statistical volatility compared to national level data. This greater volatility is due to a variety of factors including: the poorer quality of the provincial estimates developed from national surveys compared to Canada level statistics; the additional conceptual and measurement difficulties associated with allocating economic production and consumption among the provinces and territories; and the improvements to provincial and territorial information resulting from recent statistical work within this component of the national accounts.

The wages and salaries statistic used in the income and expenditure accounts is a case in point. Here, the wages and salaries figure used by Statistics Canada to estimate both the labour income portion of GDP and personal income is based on province of employment. While this approach does not pose particular difficulties for national level data, important conceptual and measurement problems are involved for provincial and territorial statistics.

Conceptually, the problem is as follows: to estimate provincial and territorial GDP, wages and salaries should be determined on a domestic (that is, province of employment) basis so that value of production is correctly allocated; however, when estimating personal income, wages and salaries should be calculated on a national (that is, province of residence) basis. This means the current procedure for estimating the provincial and territorial distribution for personal income is incorrect.

Statistics Canada explicitly recognizes this conceptual problem and now includes a special table in its provincial accounts publication which presents wages and salaries estimates by province based on both place of employment and place of residence. However, Statistics Canada has not modified its published estimate of personal income to date. (A similar problem exists for personal expenditure estimates and derivative concepts such as personal saving.)

To further complicate matters, methodological problems were also identified with the estimates of provincial and territorial wages and salaries. It had been assumed that the survey information for labour income was compiled on a domestic (that is, province or territory of residence) basis. However, the methodology used actually provided estimates which mixed domestic (province or territory of employment) and national (province or territory of residence) elements. In effect, the wages and salaries estimates being used for the provincial and territorial accounts were neither "fish nor fowl."

The problem with the survey estimates was fixed, and the resulting adjustments were included in the provincial and territorial accounts beginning with the release of 1988 GDP figures. Unfortunately, the wages and salaries estimates prior to 1985 were not revised due to Statistics Canada's restriction of revisions within the system of national accounts to a four year window. As a result, a major discontinuity exists in the wages, salaries and supplementary income series, and in the resulting estimates of provincial and territorial GDP. The effects are particularly large for Northwest Territories, although the impacts on rates of change are substantial for most jurisdictions.

Volatility in provincial and territorial data series is also illustrated by the change in the treatment of subsidies paid by the Canadian Mortgage and Housing Corporation (CMHC) beginning in 1990 (with revisions to 1987). Prior to this, subsidies by province and territory had been allocated proportional to population rather than using actual data available from CMHC. Use of the actual data beginning in 1990 creates a statistical break in the indirect taxes less subsidies series.

Yet another statistical break was introduced with the 1990 reference year, when the Goods and Services Tax (GST) replaced the Federal Sales Tax (FST). Statistics Canada allocated FST to the province or territory where production occurred, while GST is being allocated to the province or territory of consumption. Quite apart from the issue of which approach is better, this change in allocation procedure for indirect taxes affects GDP at market prices with no corresponding change in production. In particular, it yields higher estimates of GDP at market prices for provinces with limited manufacturing activity. Since jurisdictions with proportionately lower manufacturing activity also tend to be smaller, the effects on total GDP and its rate change are substantial for such provinces and territories.

#### Summary of Shortcomings in the Provincial Component

Shortcomings of the provincial and territorial component in the system of national accounts compared to the Canada level information can be summarized as follows:

- the provincial and territorial component is affected more often, and to a greater extent, by statistical revisions as a result of the poorer quality data on which the provincial and territorial distributions are based, and due to yet unresolved conceptual issues associated with allocating output and demand among jurisdictions;

- due to the limited data available for imports and exports and for net expenditures out-of-province, the provincial and territorial component has no independent expenditure based estimate for GDP nor an estimate of statistical discrepancy between the income and expenditure account;
- the provincial and territorial component incorporates only limited price deflation with constant dollar estimates available only for the final demand components of the expenditure account and for certain industries based on the value added approach;
- industry coverage for GDP at factor cost is incomplete; and
- the provincial and territorial component exhibits discrepancies for total GDP estimates between the input-output and the income and expenditure approaches.

### Historical Revisions

Historical revisions to the system of national economic accounts are made periodically to incorporate important statistical, definitional or structural changes relating to the economy. Such revisions are essential to provide consistent time series data for economic and policy analysis. Since historical revisions are a comprehensive and resource intensive activity, such exercises are completed infrequently. In the period between historical revisions, system of national accounts data may be revised only within a four year window.

Due to the volatility of the statistical estimates for the provincial and territorial accounts, and the four year revision policy, the GDP estimates which Statistics Canada publishes for the provinces and territories will not reflect important statistical breaks such as those for labour income. Such breaks in national accounts data series seriously impair economic analysis and have contributed to the production of provincial and territorial accounts figures which differ from those published by Statistics Canada.

The provincial and territorial accounts used to carry the advisory label "experimental". This label warned users that these accounts were subject to more error and to more frequent and significant revisions than were the national figures. The experimental label was dropped a number of years ago. At that time, Statistics Canada indicated that the provincial and territorial accounts had for all intents and purposes ceased development even though the expenditure account was not fully developed and there were other important data gaps. It was further stated that Statistics Canada had neither the resources nor methodology required to prepare interprovincial trade

estimates. Nevertheless, there have been recent and significant data developments for the provinces and territories, including the current work on interprovincial trade.

### The Need for More Frequent Revisions

The credibility of national statistical system is called into question when important breaks in statistical series are not corrected in a timely fashion, and when as a result, substantially different numbers are being published by partners in the system. For example, in Northwest Territories, we find ourselves in the uncomfortable position of saying to users, "Don't use the Statistics Canada numbers for GDP prior to 1985 at all, and be careful when using anything but the most recent number," followed by "Yes, Statistics Canada knows about the problems, but it can't do anything about it right now because of its revision policy. Here is the set of figures we have prepared." For this reason alone, a less restrictive policy for revisions should be considered for the provincial and territorial component of the system of national accounts.

Given recent development work within the provincial and territorial component of the national accounts, the expectation is that important statistical breaks will occur with increased frequency. In particular, income and expenditure accounts figures are now subject to cross checks with new information developed through the input-output approach. As well, the work on interprovincial trade impacts the information in the provincial and territorial component.

One possibility to address current problems in the statistical series would be a revision to the provincial and territorial accounts back perhaps to 1981. Such a revision could respect the national totals currently published, and be limited to a few critical series so that the task would be both doable and effective. Such a list might include: wages, salaries and supplementary labour income; CMHC and agricultural subsidies; capital consumption allowances and miscellaneous valuation adjustments relating to the government sector and to the Petroleum Incentive Program; and indirect taxes as they relate to the different treatments of the FST and GST.

### Integration of Provincial Components

Currently there are at least four developmental thrusts within Statistics Canada relating to the provincial and territorial component of the national accounts. These are: the income and expenditure accounts, the development of GDP by industry estimates, the interprovincial trade project; and the input-output tables. Every effort should be made to ensure that the work in each area takes into account the information being developed in the others. Further, given the volatility of the

provincial estimates for all four, no single thrust should be taken as the final benchmark at this time. As well, it is essential that the provinces and territories be more fully involved in this work.

### Recommendations

Direction should be provided to the System of National Accounts branch to review these and related issues. This work would be undertaken with input from the provinces and territories.

A draft plan indicating alternative approaches would be circulated prior to the next meeting of the Federal-Provincial Committee on Provincial Economic Accounts, and this plan should be a major topic for discussion and decision at that meeting.

**Wages and Salaries, by Province and Territory  
1984 to 1985**

	1985 Published Data (\$ million)	1984 Published Data (\$ million)	1984 Correct Data (\$ million)	Differ- ence (%)	1985/84 Published Change (%)	1985/84 Correct Change (%)	% Point Differ- ence
Nfld	3,238	2,957	3,118	5.5	9.5	3.8	5.7
PEI	689	621	642	3.4	11.1	7.4	3.7
NS	6,154	5,347	5,713	6.8	15.1	7.7	7.4
NB	4,567	4,175	4,320	3.5	9.4	5.7	3.7
Que	54,007	50,717	50,591	-0.2	6.5	6.8	0.3
Ont	93,850	87,843	85,179	-3.0	6.8	10.2	3.3
Man	8,487	8,178	8,041	-1.7	3.8	5.6	1.8
Sask	7,101	6,540	6,772	3.5	8.6	4.9	3.7
Alta	24,277	21,793	22,795	4.6	11.4	6.5	4.9
BC	26,073	24,360	24,923	2.3	7.0	4.6	2.4
Yukon	265	252	271	7.5	5.2	-2.2	7.4
NWT	795	580	745	28.5	37.1	6.7	30.4

**Appendix 6.**

**EVALUATION OF THE FUNCTIONING AND EFFECTIVENESS OF THE  
FEDERAL-PROVINCIAL COMMITTEE SYSTEM**

**REPORT TO THE 1992 MEETING OF THE FEDERAL-PROVINCIAL  
CONSULTATIVE COUNCIL ON STATISTICAL POLICY**

**Prepared by:  
Federal-Provincial Secretariat**



## EVALUATION OF THE FUNCTIONING AND EFFECTIVENESS OF THE FEDERAL-PROVINCIAL COMMITTEE SYSTEM

### 1. Background

In 1974, the Federal-Provincial Consultative Council on Statistical Policy was created to facilitate consultation on statistical activities between the two levels of government. The overall objectives were as follows:

- to ensure that the provincial and territorial governments have input in the formulation of Statistics Canada's priorities and programs;
- to enable the provincial and territorial governments to assist Statistics Canada meet its mandate by disseminating Statistics Canada's information within their respective governmental administrations;
- to foster cooperation in the collection and exchange of statistical information.

The Consultative Council is chaired by the Chief Statistician of Canada. Each of the provincial and territorial governments has nominated a representative (called the statistical focal point) to the Consultative Council. The Council has created a Central Secretariat within Statistics Canada and fourteen federal-provincial statistical committees, each covering a different program area. The Consultative Council and the federal-provincial committees each meet annually. Policies have been developed to cover certain aspects of federal-provincial relations, and a set of procedures developed over time.

Terms of reference have been formulated for the Consultative Council, the Central Federal-Provincial Secretariat, and for each of the federal-provincial statistical committees. In general, the Consultative Council is responsible for matters relating to policy development and priority setting. The statistical committees are responsible for consultation regarding the statistical activities within the specified program area.

### 2. Objectives

The existence of the Council is integral and fundamental to federal-provincial relations between Statistics Canada and the provinces / territories. However, the Council has been in existence for almost twenty years and it is believed that it would be beneficial to conduct an assessment of the functioning of the federal-provincial committee system with a view to recommending concrete suggestions for improvements. In particular, three aspects will be examined: (a) effectiveness; (b) structure; and (c) adherence to policies.

a) Effectiveness

- the extent to which the defined goals and objectives of the Council and the statistical committees have been realized;
- the extent to which other achievements, either intended or unintended, have been realized;
- to the extent that there are shortcomings, what solutions are recommended.

b) Structure

- the extent to which the current structure is appropriate and logical, including the frequency of meetings and the content of the agendas of meetings;
- the relationship between the Council and the statistical committees (the extent to which appropriate direction is provided by the Council to the statistical committees, and the extent to which appropriate issues are raised from the committees to the Council);
- the extent to which all the current participants judge the current structure to be satisfactory and appropriate;
- to the extent that there are shortcomings, what solutions are recommended.

c) Adherence to policies

Four specific policies relating to federal-provincial relations have been developed. The appropriateness of these policies will be dealt with under Results and Structure. This section addresses whether the policies are being followed, and the reasons for any departures from these policies.

3. Resources and Time frame

It is proposed that the evaluation be conducted by a task force comprised of both focal points and staff in Statistics Canada. By necessity, the evaluation will involve discussions with all the following people:

- provincial / territorial focal points;
- chairpersons and secretaries of federal-provincial committees and a selection of provincial and territorial delegates to meetings who are not focal points;
- central federal-provincial secretariat.

In addition, the scope could be broadened to include other persons in subject-matter areas and in the regional offices who have "significant" contact with the provincial/territorial statistical focal points.

It is planned to table these terms of reference at the 1992 meeting of the Consultative Council. As a result of the discussion, modifications may be required. The evaluation will be conducted over the following year, with a draft report tabled at the 1993 meeting of the Consultative Council.

**Appendix 7.**

**INCORPORATING ESTIMATES OF CENSUS COVERAGE ERROR INTO  
THE CANADIAN POPULATION ESTIMATES PROGRAM  
REPORT TO THE 1992 MEETING OF THE FEDERAL-PROVINCIAL  
CONSULTATIVE COUNCIL ON STATISTICAL POLICY**

**INCORPORATING ESTIMATES OF CENSUS COVERAGE ERROR  
INTO THE CANADIAN POPULATION ESTIMATES PROGRAM**

**Don Royce  
Statistics Canada**

**ABSTRACT**

Intercensal estimates of population have many important applications in Canada, including the transfer of billions of dollars between levels of governments, the estimation of important demographic statistics, and the weighting of current population surveys. Traditionally, the estimates program has been benchmarked to the most recent Census, with no allowance for coverage error.

In the 1986 Census, however, undercoverage increased significantly, and continued to be distributed unevenly across geographic and demographic groups. As a result, a project was initiated in early 1989 to investigate whether, and if so how, the population estimates in the post-1991 Census period should be adjusted for Census coverage error. This paper describes the major elements of this project, including: (i) improvements to the 1991 coverage measurement program; (ii) the development of technical criteria for adjustment; (iii) the investigation of small-area estimation techniques for "carrying down" adjustments to the full level of detail of the estimates program; and (iv) the exploration of methods for adjusting the pre-1991 Census estimates.

**KEYWORDS:** Census, Adjustment, Coverage, Population Estimates

## 1. HISTORY OF THE ADJUSTMENT ISSUE

Traditionally, Canadian population estimates have been based on Census counts. In Census years, the population estimates are essentially the Census counts. 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 sub-groups. 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 some 260 Census Divisions and 25 Census Metropolitan Areas 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 under way into the possible production of estimates of households. The estimates program also handles special requests, for example estimates by economic region used in weighting the monthly Labour Force Survey.

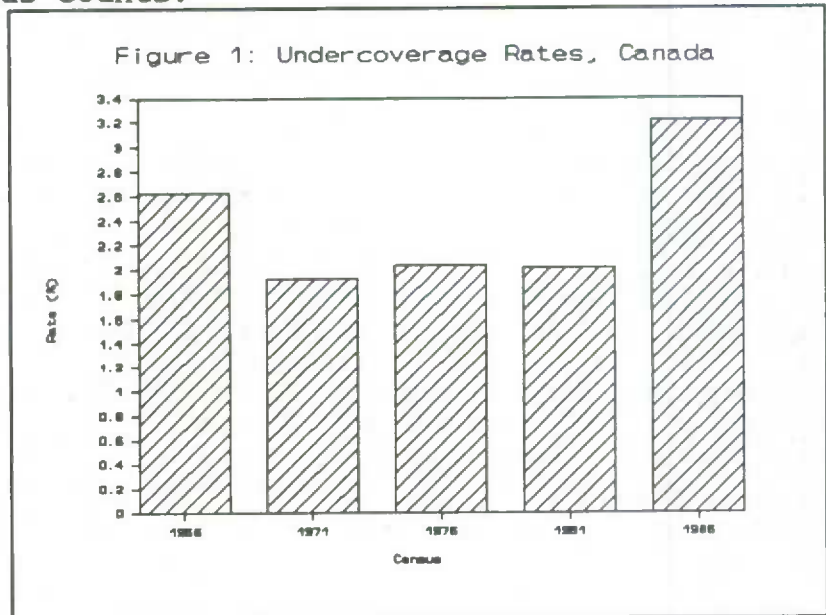
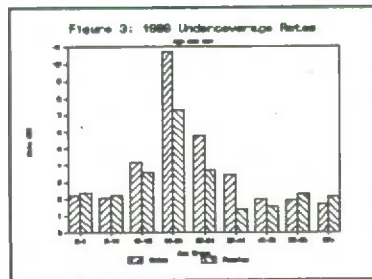
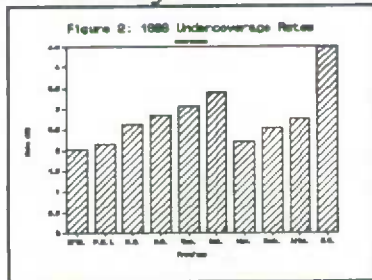
The major uses of the population estimates are:

- (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; and
- (e) as an input to the calculation of transfer payments between levels of government, in particular for some \$17 billion annually from the federal to provincial governments for equalization, health and education.

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<sup>1</sup> The Census reference date and the estimates reference date usually differ by a few days. A minor adjustment is made to take this variation into account.

Up to 1986, the data sources used to produce population estimates were, by and large, 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 the 1986 Census, undercoverage in the Census increased substantially to 3.2%, and there continued to be large variations in undercoverage among provinces, between males and females, and among age groups (see Figures 1, 2 and 3). 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. The possibility of continuing to use the 1981 Census as the base population for population estimates, on the grounds that it was more accurate than the 1986 Census, was also raised.

In the end, however, Statistics Canada decided that the population estimates for the 1986 to 1991 period would be based on the 1986 Census, with no adjustment for undercoverage. It was felt that the available estimates of undercoverage were insufficiently reliable to use as the basis of an adjustment. The Reverse Record Check from which they were derived measured

only gross undercoverage rather than net undercoverage, did not cover the Yukon and Northwest Territories, 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.

The existence of obvious problems of data quality in the base population that could not be corrected was not a satisfactory situation for Statistics Canada and for several users, however. It was therefore also decided to investigate the feasibility of incorporating estimates of net undercoverage into the Population Estimates Program in the post-1991 Census period. A working group was established in early 1989 and developed a work plan (Statistics Canada 1990) to tackle the complex issues involved in such a change of methodology.

One of the first activities of the project was to consult with the major users of the estimates program and with several of Statistics Canada's external advisory committees, in particular those on Demography and on Statistical Methods. Based on these consultations, as well as many internal discussions, a number of guiding principles for adjustment were adopted.

First, any such adjustment will be limited to the estimates program. The 1991 Census data will be published without adjustment. The level of detail of the Census, both geographically and in terms of characteristics, as well as severe problems of timing, ruled out any consideration of adjusting the Census itself.

Second, adjustment must result in estimates that are consistent across all geographic and demographic levels, as well as across time (back to 1971 at a minimum). It is considered essential that parts add up to totals, and that there be no major breaks in the time series of estimates.

Third, we must be confident that adjustment will result in an overall improvement in the accuracy of the base population. Although not all estimates will be improved by adjustment, and some will be made worse, there must be a definite improvement in some overall sense.

Fourth, adjustment will be based on the results of the Reverse Record Check and a new Overcoverage Study. Although other sources of information on census coverage error are available, such as administrative data and demographic estimates, such sources are not yet accurate or comprehensive enough for adjustment purposes.



Finally, although Statistics Canada has announced its intention to adjust the estimates, the final decision on adjustment will not be taken by the Chief Statistician until December 1992, after the Reverse Record Check and Overcoverage Study have been conducted and evaluated. There are several new aspects to our coverage measurement studies for the 1991 Census which must be proven successful before an adjustment can proceed.

The remaining sections of this paper describe improvements to the coverage measurement program for 1991, the development of technical criteria for adjustment, the investigation of small-area estimation methods, and the exploration of methods for adjusting pre-1991 Census estimates.

## **2. IMPROVEMENTS IN COVERAGE MEASUREMENT**

Because of the possibility of using the results of the coverage measurement studies for adjustment, in addition to their more traditional role of evaluating the Census, a number of improvements are being made to the 1991 Coverage Measurement Program.

### **2.1 Overcoverage Study**

Chief among these is the development of a new study to produce estimates of gross overcoverage which, when combined with estimates of gross undercoverage from the Reverse Record Check, will allow the production of estimates of net undercoverage for the first time. Until 1986, there had been no Canadian study to measure overcoverage, since it was believed that it tends to be quite small compared to undercoverage. As part of the 1986 Census, an experimental overcoverage study was carried out to gain some experience with the methodology and to obtain an approximate estimate of the level of overcoverage. Based on this experience, a full-scale overcoverage study is being conducted in 1991.

The 1991 Overcoverage Study in fact consists of three separate studies, the largest of which is the Private Dwelling Study. A sample of approximately 30,000 private households enumerated in the Census was selected, and the names, addresses and basic characteristics of the occupants were transcribed from the Census questionnaires onto Overcoverage Study questionnaires shortly after Census collection. The household was re-contacted a few weeks after Census Day, and questions were asked for each person to determine if the person was in scope for the Census (e.g., not a fictitious person, not a foreign resident) and to ask about other addresses where the person might have been enumerated (e.g., a vacation home, a parents' home for a student). The

Census questionnaires for these alternative addresses will then be checked to determine the extent of double-counting.

The second component of the study covers the population enumerated in collective dwellings. A sample of usual residents of collective dwellings was selected and information on other addresses at which they might have been enumerated was obtained. The Census questionnaires for these addresses will be checked to determine if the person was double-counted. For institutional-type collectives, such as hospitals and jails, a sample of 562 collective dwellings was selected and all usual residents of the selected dwellings were included in the sample. Information on alternative addresses was taken from the administrative records of the institution by the Census enumerator at the time of Census collection. For non-institutional collectives, such as hotels and student residences, the respondents completed an individual Census Form. A question was added to this form asking about other addresses, and a sample of 1200 forms where additional addresses were given was selected for searching.

The third component is designed primarily to detect double counting due to errors by the Census enumerator. For example, the enumerator might follow-up and complete a questionnaire for a non-response household, only to receive the original questionnaire in the mail a few days later. If not detected, this situation results in overcoverage. The study relies on automated matching of persons on the Census data base. A sample of Enumeration Areas (EAs) will be selected, and within each EA all persons will be matched to all other persons using date of birth and sex. Household pairs will be classified based on the strength of the matches between them (if any), and a sub-sample of cases from each class will be selected for manual verification of their Census questionnaires.

For more details on the methodology of these studies, see Dibbs and Royce (1990) and Julien (1991).

## **2.2 Extension of the Reverse Record Check to the Territories**

Previous Reverse Record Checks have not produced estimates of undercoverage for the Yukon and the Northwest Territories. Even though the territories account for only 0.3% of the Canadian population, separate population estimates are needed for the calculation of government payments and for other important applications. Any adjustment would therefore have to include adjustments to the territorial populations as well.

The Reverse Record Check methodology involves tracing a sample of persons, consisting largely of persons selected from the previous Census, to their address in the current census, and then checking the Census questionnaire for the current address to determine if the person was enumerated or missed. Because the territories have very high rates of in and out migration, the use of a frame which is five years out of date causes severe problems, both in terms of obtaining a representative sample and in terms of tracing persons to their current address. The problems are compounded by the remote nature of much of the territories and the inexact nature of many of the addresses.

For 1991, the territories have supplied Statistics Canada with current versions of their Health Care files. These medicare programs cover virtually all residents of the territories. A sample of persons has been selected from these files and the Census questionnaires for the address on the Health Care file will be checked. If the person is not found in this initial match, the case will be sent to one of Statistics Canada's Regional Offices for further tracing, followed by searching the Census questionnaires at any additional addresses obtained. In order to cover the part of the population not included in the Health Care files, a sample of persons enumerated in the 1986 Census, as well as a sample of inter-censal births, has been selected. This sample will be matched to the Health Care files in order to eliminate those persons already covered by the files.

### **2.3 Increase in Sample Size for the Reverse Record Check**

The potential use of the Reverse Record Check and the Overcoverage Study for adjustment, particularly of the important provincial total populations, means that more weight is being placed on the estimation of undercoverage at the province level. The Reverse Record Check allocation used in 1981 and 1986, while not a proportional allocation, still resulted in large differences in the precision of the estimates for different provinces. In 1986, for example, the Canada (10 provinces) estimate of undercoverage had a coefficient of variation (CV) of 3.7%, the three largest provinces (Ontario, Quebec, and British Columbia) had CVs between 5% and 10%, and the other provinces had CVs between 10% and 20% except for Prince Edward Island which had a CV of 37%.

As well, the combination of the results of the Reverse Record Check with those from the Overcoverage Study will result in a net undercoverage estimate that is smaller than the estimate of gross undercoverage, while resulting in a larger variance. Thus, the CV of net undercoverage will be larger than that of gross undercoverage.

Because of these considerations, it was decided to increase the total sample size of the Reverse Record Check from 36,000 persons

to 50,000 persons in the ten provinces, with proportionately more of the increase going to the smaller provinces. The allocation has been designed so that the CV of net undercoverage for each province will be no more than 25%, assuming that the levels of undercoverage are comparable to 1981 and 1986 and that the level of overcoverage does not exceed about one-quarter of the level of undercoverage. The 25% CV was based on criteria originally developed by Fellegi (1980), and extended by Royce (1991).

#### **2.4 Measures to Reduce Non-Sampling Errors**

A number of measures are also being taken to attempt to reduce the level of non-sampling errors in the coverage measurement studies.

The most important of these is the introduction of automation into the process of searching for persons in the Census questionnaires to determine whether or not they were enumerated at a certain address. In the past, this was a time-consuming, somewhat error-prone manual operation. The search clerk first had to convert the address into an Enumeration Area using maps, city directories, and other manual reference materials. The clerk then had to search the Visitation Record (the listing of households prepared by the Census enumerator) to locate the household number corresponding to the address. Finally, the clerk had to pull the Census questionnaire for that household and to verify whether the person being searched for was enumerated by comparing the name, date of birth, and other identifying information.

For 1991, the address to be searched as well as the date of birth and sex of the individual to be searched is being data-captured from the coverage study questionnaires. An automated geographic conversion system converts the address to one or more Enumeration Areas. If no EA can be found, or if too many are found, the address is referred for manual resolution. Once one or more EAs are identified for searching, a match to the Census database for those EAs is attempted using the date of birth and sex. If one or more matches are found, the corresponding questionnaires are pulled for a final verification using the name and address. For privacy reasons, name and address themselves are not captured on the Census database and are not used in the automated match.

Testing of the automated match was carried out using two samples of persons from the 1986 Reverse Record Check. The first sample consisted of persons classified as "Enumerated." Given the correct EA, 87.2% of this sample was found (correctly) by the automated match. There was a false match rate (i.e., someone else with the same date of birth and sex in the same EA) of 5.7%. Thus, the automated match is very efficient in finding someone if they are there, without a lot of wasted effort.

The second sample consisted of persons classified as "Missed" by the Reverse Record Check. In this case some 4.5% of the sample was found to have been enumerated. The clerical search operation had simply not found them.

These tests were conducted using only month and year of birth, since the day of birth was not available on the 1986 Census database. For 1991, the day of birth is also being captured in the Census so that the searching can be even more precise.

Efforts are also being made to reduce errors in the reporting of Census Day address. Such errors can lead to an upward bias in the estimate of undercoverage, since the search operation will be looking for the person at the wrong address. In the 1986 Reverse Record Check, approximately 30% of cases where the whole household was missed were cases where another household was enumerated at the address reported by the person in the Reverse Record Check. Additional address questions have been added to the tracing questionnaire used in the Reverse Record Check, and further field follow-up of most whole-household non-matches is planned in order to confirm that the selected person has been traced to the correct address.

### 3. TECHNICAL CRITERIA FOR ADJUSTMENT

Statistics Canada's initial work plan developed to address the issue of adjustment stated the objective in the following way:

"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."

Implicit in evaluating whether or not this objective is met, therefore, is the use of some sort of loss function which balances improvements in some estimates with degradation in others. As well, we must consider not only the population totals themselves, but the distribution (shares) of the population, both geographically and demographically, and changes over time.

The use of loss functions for evaluating the effects of adjustment is not new, of course (see, for example, Fellegi (1980), Citro and Cohen (1985), Spencer (1986), and Wolter and Causey (1991)). The loss function we have found useful is a generalization of previously-proposed loss functions for population totals and shares.

Let  $g(T) = (g_1(T), g_2(T), \dots, g_K(T))$  be a vector-valued function (e.g., growth rates) of a set of population totals  $T = (T_1, T_2, \dots, T_N)$  where in general  $K \neq N$ . The risk (expected loss) in using  $\hat{T} = (\hat{T}_1, \hat{T}_2, \dots, \hat{T}_N)$  as an estimator of  $T$  is defined as the Weighted Mean Square Relative Error of  $g(\hat{T})$  :

$$WMSRE(g(\hat{T})) = E \left\{ \sum_{k=1}^K g_k(T) \left[ \frac{g_k(\hat{T})}{g_k(T)} - 1 \right]^2 \right\}$$

Note that the relative squared error for the  $k^{\text{th}}$  component of  $g(\hat{T})$  is weighted by its true value.

Since  $g$  may be complex in practice, it is useful to work with an approximation to the WMSRE derived by expanding  $g(\hat{T})$  in a Taylor series around  $T$  :

$$WMSRE(g(\hat{T})) \doteq \sum_{i=1}^N \sum_{j=1}^N \omega_{ij} [\text{Cov}(\hat{U}_i, \hat{U}_j) + \text{Bias}(\hat{U}_i) \text{Bias}(\hat{U}_j)]$$

where

$$\omega_{ij} = \sum_{k=1}^K \frac{1}{g_k(T)} \frac{\partial g_k}{\partial T_i} \frac{\partial g_k}{\partial T_j}$$

and  $\hat{U}_i$  is the estimated net undercoverage corresponding to  $\hat{T}_i$ . This formulation conveniently splits each component in the risk

function into two parts: a weight  $\omega_{ij}$  that depends only on the form of the function  $g$ , and the portion in square brackets which depends only on the particular estimator used.

In the case of population totals, the risk function reduces to:

$$WMSRE = \sum_I \frac{1}{T_i} [\text{Var}(\hat{U}_i) + \text{Bias}^2(\hat{U}_i)]$$

For shares, it reduces to:

$$WMSRE = \frac{1}{T} \left\{ \sum_I \frac{1}{T_i} [\text{Var}(\hat{U}_i) + \text{Bias}^2(\hat{U}_i)] - T(\text{Var}(\hat{U}) + \text{Bias}^2(\hat{U})) \right\}$$

where  $T = \sum_I T_i$  and  $U = \sum_I U_i$ .

For growth rates it reduces to:

$$WMSRE = \sum_I \frac{T_{12}^2}{T_{11}(T_{12} - T_{11})} \left[ \text{Var} \left( \frac{\hat{U}_{11}}{T_{11}} - \frac{\hat{U}_{12}}{T_{12}} \right) + \left( \frac{\text{Bias}(\hat{U}_{11})}{T_{11}} - \frac{\text{Bias}(\hat{U}_{12})}{T_{12}} \right)^2 \right]$$

where the second subscript on the  $\hat{U}_i$  and the  $T_i$  equals 1 for the Census at time 1 and equals 2 for the Census at time 2.

For population totals and shares, these risk functions are equivalent to those proposed by Fellegi (1980) and also used by Wolter and Causey (1991), among others.

To date, we have examined two possible methods of using the WMSRE:

- (i) The WMSRE can be used as the basis of a preliminary test estimator. A statistical test is conducted of the hypothesis that the WMSRE of one estimator (say the adjusted Census) is less than the WMSRE of an alternative estimator (e.g., the unadjusted Census) and a choice is made between the two estimators based on the results of the test. This approach was proposed by Fellegi (1980) for totals and shares, and is extended to other functions (e.g., growth rates) and to other estimators (e.g., synthetic) in Royce (1991), although the characteristics of this estimator as a pre-test estimator were not explicitly examined.

- (ii) The WMSRE can be used as the basis of a compromise estimator defined as a weighted average of two extremes. For example, the estimator might be a weighted average of the unadjusted Census and the adjusted Census, similar to an approach suggested in Spencer (1980). The optimum weight is a function of the WMSREs of the two estimators and a cross product term (called the Weighted Mean Cross-Product Relative Error) defined analogously to the WMSRE. Substituting estimators of these quantities provides an estimate of the optimum weight.

The WMSREs of these two approaches, along with those of the adjusted Census and the unadjusted Census, have been examined for the case of a single population total. More work is necessary to extend the results to the more complex cases involving multivariate functions of population totals. For further details see Royce (1992).

While the WMSRE and the ways of using it described above provide a methodology for evaluating various estimators, the exact manner in which the methodology will be applied has yet to be decided. Specific issues that have yet to be resolved include:

1. What is the relative importance of various types of functions, such as population totals, population shares, and growth rates? Different functions give rise to different results, but in the end a single estimator must be chosen in order to maintain consistency.
2. At what geographic and/or demographic levels should these methods be applied? For example, should they apply at the province level, province by age group and sex, or at even more detailed levels? Again, the results obtained depend on the level of analysis used.
3. Could we even consider compromise estimators for "high profile" estimates such as the provincial totals? It is virtually certain that for some major groupings, the adjustments must coincide with the published estimates of undercoverage, rather than some lesser amount. However compromise estimators may still be very useful in distributing adjustments made at higher levels down to lower levels.

Because the resolution of issues such as these will require professional judgement, the decision about whether or not to adjust (or how to adjust) cannot be an automatic one based on completely pre-specified criteria. While the methods described above can provide useful guidance, the final decision will require a careful balancing of the potential improvement of the estimates with consideration of how easily the methods used can be understood by users.



#### 4. SMALL AREA (DOMAIN) ESTIMATION

Given a decision to adjust the estimates, the goal of consistency across all geographic and demographic levels would require that the adjustment be "carried down" to small geographic areas and small demographic domains. However the level of detail of the estimates program far exceeds the capacity of the coverage studies to produce reliable estimates of net undercoverage. In order to adjust to the full level of the estimates program, we will have to resort to some type of model-based estimation procedure, such as synthetic estimation or regression.

Efforts have been made to develop logistic regression models for undercoverage, using microdata from the 1986 Reverse Record Check. We have also attempted to use these models to predict undercoverage for small areas. However, the resulting models have been very complex and the computational costs have been high. Adjustment for net undercoverage would also require that we develop and apply a separate model for overcoverage. The costs, as well as the complexity of the models involved and the difficulty in explaining these models to users, have led us to consider synthetic estimation as a more practical alternative for small-area adjustment, at least for 1991.

With synthetic estimation, the adjusted counts are obtained by multiplying the Census counts by adjustment factors, which are the ratio of the estimated true population to the Census count at some aggregate level. Separate adjustment factors are used within each of a number of adjustment groups. The synthetic method is based on the assumption that net undercoverage is uniform within each adjustment group.

A constraint in using synthetic estimation, however, is that adjustment would almost certainly have to be consistent with at least the major published estimates of undercoverage. At a minimum this would be estimates by province, and estimates for about 20 age-sex groups. For example, we could not use synthetic estimation based on age groups and sex alone, since this would result in synthetic estimates of undercoverage at the province level that would differ from the direct, and official, estimates of undercoverage for the provinces. This is somewhat in contrast to the situation in the 1990 U.S. Post-Enumeration Survey, which was designed to give estimates of undercoverage for post-strata that did not necessarily respect state boundaries.

As well as province and age-sex groups, other variables that may be considered in forming adjustment groups are the major CMAs (for which some estimates are available), urban/rural, and tenure. Past experience has shown that undercoverage varies significantly on all of these factors.

Even with something as limited as adjustment groups defined as province-age group-sex combinations, however, the direct estimates of undercoverage from the coverage studies are not reliable enough to use in calculating adjustment factors. For example, in a 1986 tabulation of estimates by province, age groups and sex, some 10% of the cells had no missed cases at all in the sample. 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%. Even though the sample size of the Reverse Record Check has been increased for 1991, this situation is not likely to be significantly improved.

In order to derive more reliable estimates of undercoverage at the province-age-sex level, we have been examining the use of shrinkage estimators, either of the Empirical Bayes type as used by the U.S. Census Bureau (see for example Hogan (1991)), or of the type described in section 3. Using the U.S. approach, for example, we might develop a regression model having explanatory variables such as province, age, sex, percent urban/rural, percent owned etc., but with collapsing of provinces and or age groups, and without any interaction terms. The final estimate for each province-age-sex cell would be a weighted average of the direct estimate of undercoverage and the model-based estimate. In order to ensure consistency, these estimates would then be raked to the published province and age-sex margins.

## 5. METHODS FOR ADJUSTING PRE-1991 ESTIMATES

Many important applications of the population estimates require estimates in the form of a time series. For example, one of the federal-provincial transfer payment programs includes an "escalator" factor that depends on the population estimates for every year back to 1971. In order that the time series not contain a major break due to the incorporation of estimates of net Census coverage error into the program, it will be necessary to revise the estimates backwards (to 1971 at a minimum) to include an allowance for net coverage error.

There are at least two problems caused by this requirement, however:

1. There are no estimates of gross overcoverage for Censuses prior to 1991. Estimates of gross undercoverage are available from Reverse Record Checks conducted as far back as 1966, but the lack of overcoverage measures means that no estimates of net undercoverage exist.
2. For the Yukon and Northwest Territories, there are no estimates of undercoverage (net or gross) prior to 1991.

Any method for dealing with these problems will involve assumptions which are inherently unverifiable. One approach, for example, would be to apply the components of change (births, deaths, immigration and emigration) backwards from an adjusted 1991 Census, ignoring the Censuses of 1986, 1981, 1976 and 1971. This method assumes that the estimates of the components of change are completely reliable. Another approach would involve making some assumptions about the level of overcoverage in previous Censuses (and the level of undercoverage in the case of the territories) and adjusting the Censuses of 1971, 1976, 1981 and 1986 using Reverse Record Check estimates of undercoverage for these Censuses along with the assumptions concerning overcoverage.

To date, a limited amount of work has been done to compare these two methods (Fortier 1991). Estimates at the province level for 1981 have been calculated by applying the components of growth backwards from the 1986 Census adjusted on the basis of the 1986 Reverse Record Check. These estimates were then compared to the results obtained by adjusting the 1981 Census using the 1981 Reverse Record Check. The differences between the two methods were very small.

Further work is being undertaken to extend the analysis to time periods prior to 1981 and to breakdowns by age and sex. It may be that important differences between the methods will become evident once the methods are pushed to these levels.

As well, research has begun into the possibility of using Demographic Analysis to derive estimates of net undercoverage in recent Censuses. The plan is to begin with the 1921 Census and add components of change derived independently of the Census process. If successful, the results of this research could provide some guidance as to the most appropriate approach to developing adjusted population estimates for the pre-1991 period.

## 6. FUTURE WORK

The rest of 1992 will be a busy period for those of us working on the adjustment issue. First, we must complete our work on small area estimation methods and make a choice concerning the most appropriate method to use for carrying down the adjustment to the full level of the estimates program.

Second, we must complete our study of methods for adjusting pre-1991 estimates and select a method, or combination of methods, to be used.

Third, a number of other programs of Statistics Canada, such as our Labour Force Survey and Population Projections, are

conducting studies to evaluate the likely impact of adjustment on their estimates. These studies are also due to be completed this year.

Probably most importantly, we must complete and evaluate the results of the 1991 Reverse Record Check and Overcoverage Study. Results from these studies are due to be published in October 1992.

Once all of these studies have been completed, Statistics Canada will be ready to take the final decision concerning adjustment by the end of 1992. If the decision to adjust is confirmed, the adjusted estimates would be implemented beginning in February 1993.

Finally, in making a decision to adjust the estimates for census coverage error in the 1991 Census, Statistics Canada would in fact be deciding to adjust the estimates for future censuses as well. Once the basic decision to adjust is made, it would not be re-visited for each census, although future improvements in the methodology used for adjustment may very well occur. The decision to be made later this year must therefore anticipate how stable the process of measuring and adjusting for undercoverage is likely to be in the long run.

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**Appendix 8.**

**1991 CENSUS OF POPULATION ELECTRONIC PRODUCTS**

**REPORT TO THE 1992 MEETING OF THE FEDERAL-PROVINCIAL  
CONSULTATIVE COUNCIL ON STATISTICAL POLICY**

## 1991 CENSUS ELECTRONIC PRODUCTS

As a result of feedback received during an extensive user consultation process, there has been an increased emphasis on electronic products for the 1991 Census. The electronic products produced by the Census can be divided into two categories -- Standard Electronic Products and Electronic Services.

### **Standard Electronic Products**

We have introduced, on an experimental basis, standard diskette products which parallel the print publications. The first of these (the Census Electronic Dictionary, and Population and Dwelling Counts) have already been released. Others planned include one for each of the first four Nation Series (i.e. all 2A releases), a package for the CD/CSD Profile series, one entitled "Geo-Info" (links codes and descriptions for all levels in the geography hierarchy), and one to parallel the Census Catalogue called the "Tabulation Guide".

Depending on public response to these initial offerings, we will extend standard electronic products to cover the 2B Nation series and the Dimension series. These diskette products have been packaged, catalogued and marketed in a similar manner to their sister publications. Our objective is also to release them at the same time as the equivalent data publication. Each package contains diskettes in both 3.5 inch and 5.25 inch formats, documentation similar to the equivalent print product, as well as further "technical" documentation on how to install and run the product's software.

The software for the data products ("C-91"), developed internally by the Electronic Data Dissemination Division, permits users to easily select subsets of data (geographic areas, specific cross-tabulations or profiles) and save to a separate file, import to other application software, etc.. Software for reference type products is search and retrieve in nature with some thesaurus capability.

In terms of price, data products are priced at either two times (equivalent geographical content) or 2.5 times (additional geographic detail) the equivalent publication price. Prices for the reference products are priced as low as possible to facilitate access, usually in the same range as the equivalent paper product.

Several standard CD-ROM products are also planned. Two CD-ROM's containing primarily area profile tables, will be produced in 1993. One will be similar to the CD-ROM produced late in the 1986 Census cycle, while the second will have identical content but contain geographic boundary files and sophisticated, user-friendly mapping software. The files will be partitioned into

four geographic areas (West, Ontario, Quebec, East) to permit the selling of segments of the data through the use of "keys" in the access software. We are currently investigating the feasibility of splitting the 2B release for this product (similar to the planned MP Profiles) and selling the 2A and 2B products on a subscription basis.

Depending on the geography, prices for the lower end product would range between \$3,000 and \$5,000, while for the high-end version, they will range between \$6,000 and \$10,000. Educational discounts would apply.

A third CD-ROM product will contain the Census Microdata Files which will permit users to do their own retrievals from a one to two percent sample of the Census data base. A consortium has been formed to finance and determine the specific content of the planned household, family and individual files to be produced. Current plans for the CD product call for samples from the 1971 to 1991 Censuses to be included, as well as user-friendly retrieval software at a package price of \$1,500 (subject to consultations with the consortium).

As in 1986, we will also have available information on magnetic tape. Present plans are to have only the Basic Summary Tables (i.e. simple cross-tabulations designed for the presentation of data at the EA level) in this medium as a standard product.

#### **Electronic Services**

In cases where user requirements are not satisfied through standard products, Census services will be available in the regional offices. Through the use of PASS, we will be able to download information previously tabulated and stored on the Electronic Shelf onto diskettes and package it with the same C-91 software found in the standard diskette products (minimum price in the \$65 range). Custom product data produced from the CAPS (Computer Assisted Product Specification) system of PASS will naturally be put on the medium of choice as selected by the user. Turnaround times for these services will be drastically improved from 1986 -- 1 to 3 days for Electronic Shelf products and an average of 10 days or less for Custom Products.



**Appendix 9.**

**UPDATE ON THE 1991 POST-CENSAL SURVEYS**

**REPORT TO THE 1992 MEETING OF THE FEDERAL-PROVINCIAL  
CONSULTATIVE COUNCIL ON STATISTICAL POLICY**

## UPDATE ON THE 1991 POST-CENSAL SURVEYS

### HALS

- Collection activities have been completed for both the household and the institution components of the survey.
- The response rate for the household component is 87% (90% in 1986). The response for the institution component is 98% (97% in 1986).
- Consultation activities on the products and services of the 1991 HALS has been completed with the federal departments and provincial governments. To date, input from most of the provinces have been received. Consultation with associations is under way and will be completed by the end of June.
- The data will be released in phases, starting October, 1992. The initial release will include disability rate by age and sex, severity, and nature of disability.
- A workshop is being developed by User Advisory personnel in the Pacific Region to provide an "off-the-shelf" training package on "How to make use of the disability data".

### Aboriginal Peoples Survey

- Collection activities have been completed in most provinces, with the exception of about 24 reserves in the Prairie provinces. Response rates for these 24 reserves were less than 70% and some followup is being undertaken to determine if the response rates can be improved.
- The response rate for the off-Reserve component was 77% and 79% for the on-Reserve component. The expected response rate overall was 70%. Overall, the survey was well received by those individuals with whom we were able to make contact. The majority of the non-response can be attributed to no contact. These rates do not include those Reserves that did not participate in the 1991 Census. The success of the survey can be partially attributed to the consultation process and the fact that the questionnaire addressed the issues of concern to the Aboriginal people.
- Consultation activities with federal departments and provincial governments on the products and services are under way. Consultation with Aboriginal organizations is under way. Meetings were held with representatives from the Assembly of First Nations, the Metis National Council, the Inuit-Tapirisat and the Federation of Saskatchewan Indians.

Other meetings scheduled for May include the Native Council of Canada and the Assembly of Manitoba Chiefs.

- The first release of the data is scheduled for March, 1993. This first release will include counts by age and sex.
- A workshop is being developed by User Advisory personnel in the Ontario Region to provide an "off-the-shelf" training package on "How to make use of the Aboriginal data from the 1991 Census and the Aboriginal Peoples Survey".
- The Aboriginal Apprenticeship Program has been funded and will be developed during this fiscal year. This program will provide the opportunity for Aboriginal persons to receive some basic training at Statistics Canada on survey methods.

#### 1996 Consultation Plans for the Post-Censal Survey Program

- Consultation on planning for the 1996 post-censal survey program will begin in March, 1993, immediately following the release of the first data from the Aboriginal survey. It is proposed that this consultation include those departments (at the federal, provincial and territorial levels) who participated in the consultation process in 1988.

**Appendix 10.**

**1996 CENSUS CONTENT DETERMINATION PROJECT**

**REPORT TO THE 1992 MEETING OF THE FEDERAL-PROVINCIAL  
CONSULTATIVE COUNCIL ON STATISTICAL POLICY**

**Presented by:  
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Content Determination Project Manager**

## 1996 CONTENT DETERMINATION PROJECT

### Objective and Scope

The main outcome of the Content Determination project is the delivery of the final version of the 1996 Census questionnaire(s) to the Processing project for production. The scope of the project includes consulting users on the data requirements (thematic and spatial), establishing the target population and sampling plan, conducting questionnaire tests (for content and design) and designing the final questionnaires(s).

### 1996 CENSUS CONTENT DETERMINATION PROJECT

#### MAJOR DATES: 1992-1995

APRIL 1992-MARCH 1993	CONSULTING WITH KEY CLIENTS EVALUATING 1991 CENSUS RESULTS PLANNING 1996 CENSUS TESTS
APRIL 1993-MARCH 1994	FOCUS GROUPS QUESTIONNAIRE TESTS
FEBRUARY 1993-JUNE 1994	CONTENT PROPOSAL
MAY-JUNE 1994	PUBLIC CONSULTATION REPORT
JULY-AUGUST 1994	INTERDEPARTMENTAL CONSULTATION REPORT
SEPTEMBER-OCTOBER 1994	RECOMMENDATION TO CABINET
OCTOBER 1994-APRIL 1995	CONTENT APPROVAL

**1996 CONTENT DETERMINATION ASSUMPTIONS**

TRADITIONAL CENSUS METHODOLOGY

MARGINAL CONTENT CHANGE FROM 1991 CENSUS

BUILD ON THE KNOWLEDGE OBTAINED FROM 1991 CENSUS CONSULTATION AND TESTING

CONSOLIDATE ADVANCES ACHIEVED IN THE 1991 CENSUS

**1996 CONTENT CONSULTATION PLANS**

CONSULT WITH KEY DATA USERS, PROVINCIAL AND TERRITORIAL FOCAL POINTS.

THE 1991 CENSUS LARGE SCALE PUBLIC CONSULTATION PROGRAM WILL NOT BE REPEATED FOR THE 1996 CENSUS.

LINK 1996 CENSUS CONTENT CONSULTATION WITH 1996 PRODUCTS AND SERVICES CONSULTATION

**MAJOR CONSULTATION DATES**

APRIL 1992-MARCH 1993

KEY CLIENTS

- \*PROVINCIAL AND FEDERAL DEPARTMENTS
- \*PROVINCIAL AND TERRITORIAL FOCAL POINTS
- \*NON-GOVERNMENT ORGANIZATIONS

MAY-JUNE 1994

PUBLIC CONSULTATION REPORT

JULY-AUGUST 1994

INTERDEPARTMENTAL CONSULTATION REPORT

**1996 CENSUS CONTENT TEST(S)**

SMALL SAMPLE SURVEY TESTS

FOCUS GROUP TESTING

1996 CENSUS PLANNED FOR APRIL 1993 - MARCH 1994

**GENERAL APPROACH TO 1996 CENSUS CONTENT DETERMINATION**

EVALUATE IMPACT ON CONTENT OF 1991 CENSUS QUESTIONNAIRE CHANGES

EVALUATE IMPACT ON CONTENT OF THE 2D AND THE SOUP-KITCHENS  
QUESTIONNAIRES

REVISIT THE LEGISLATED AND MANDATED CENSUS DATA REQUIREMENTS

REVISIT 1991 CENSUS CONTENT AND QUESTIONNAIRE ISSUES

TARGET POPULATIONS: ELDERLY, YOUTH, ABORIGINALS,  
IMMIGRANTS, ETHNIC & VISIBLE MINORITIES

IMPROVE PRINT SIZE AND READABILITY

REDUCE RESPONDENT BURDEN

QUESTIONNAIRES IN LANGUAGES OTHER THAN ENGLISH OR FRENCH

**PRELIMINARY LIST OF 1996 CENSUS CONTENT ISSUES**

(Before 1991 Census data quality studies  
and consultation with key users)

FAMILY TYPES: BLENDED FAMILIES, STEP-CHILDREN, ADOPTED  
CHILDREN, GAY FAMILIES

CENSUS UNIVERSE: "NON-PERMANENT RESIDENTS"

ETHNICITY/RACE: ETHNIC ANCESTRY, ETHNIC IDENTITY, "CANADIAN",  
DATA REQUIREMENTS OF MULTICULTURALISM AND  
EMPLOYMENT EQUITY PROGRAMS

UNPAID WORK

ALTERNATIVE DATA SOURCES: REVENUE CANADA AS DATA SOURCE FOR  
INCOME

LANGUAGE ISSUES: 2A/2B SPLIT OF MOTHER TONGUE QUESTION,  
LANGUAGE OF WORK, LANGUAGE PREFERENCES  
(GOVERNMENT SERVICES)

JOURNEY TO WORK

EDUCATION: RETRAINING, SCHOOL ATTENDANCE

CENSUS CONTENT CONCERNING POST-CENSAL SURVEYS

2D and SOUP-KITCHEN QUESTIONNAIRES (3B)

CENSUS GUIDE

OTHER

EXPECTED 1996 CENSUS CONTENT REDUCTIONS  
(Before 1991 Census data quality studies and  
consultation with users)

RELIGION

FERTILITY

NUPTIALITY

HERITAGE LANGUAGES

FUEL TYPE



**Appendix 11.**

**UPDATE ON REDESIGN OF THE LABOUR FORCE SURVEY**  
**REPORT TO THE 1992 MEETING OF THE FEDERAL-PROVINCIAL**  
**CONSULTATIVE COUNCIL ON STATISTICAL POLICY**

## UPDATE ON REDESIGN OF THE LABOUR FORCE SURVEY

### 1. Scope of Project

Funding has been approved from Treasury Board for a three year period from 1992-93 to 1994-95 to redesign the Labour Force Survey. Plans are to fully introduce the redesigned survey in 1995. There are no provisions for an increase in the ongoing costs of the survey after the redesign.

The redesign will be broad in scope, encompassing modernization and updating of the survey on four fronts: sample design, data collection, questionnaire, and processing systems and products.

### 2. Goals of Redesign

There are 5 major goals to the redesign project as follows:

#### (i) Sample Redesign

The current sample is based on the 1981 Census and needs to be updated to reflect changes in the size, distribution and characteristics of the population. Sample redesign on a 10 year cycle following decennial Censuses has been a critical feature of the survey since its inception.

#### (ii) Computer Assisted Interviewing

Computer Assisted Interviewing represents a major advance in the conduct of surveys that will result in improved data quality. Interviewers will be equipped with note book computers, and electronic questionnaires will replace traditional paper and pencil questionnaires. Improvements in data quality are expected since this will enable on-line editing and verification of the data while the respondent is still available to provide clarification.

Adoption of Computer Assisted Interviewing (CAI) for the LFS is part of a larger effort to convert the majority household surveys to CAI in the next 2-3 years.

#### (iii) Modernize Questionnaire

The LFS questionnaires have remained virtually unchanged for twenty years. Revisions are needed to keep pace with societal changes, increased diversification of work arrangement, and to take advantage of the emergence of cognitive research as a powerful new tool in the evaluation and improvement of questionnaires.

(iv) Modernize Processing Systems and Products

Modernization of the processing systems is necessary to replace current systems, many of which have been in place for twenty years and use dated or obsolete technology that pose a high risk of system delay or failure. New processing approaches will yield substantial benefits in flexibility of outputs, permitting better analysis and more timely and improved service to users requesting data.

(v) General Household Survey Vehicle Orientation

The infrastructure which exists for the LFS provides a vehicle for Statistics Canada to conduct a wide range of other household surveys at less cost and with greater timeliness than would otherwise be possible. A goal is to improve the effectiveness of the survey as a base for other surveys in terms of sample design, processing systems and data collection capacity.

### 3. Status of Project

#### User Consultation

An initial thrust has been broad consultation with Federal and Provincial users of the survey data. A detailed consultation document was sent to the focal points in December 1991, who have co-ordinated the gathering of input from provincial users.

Responses have been received for most provinces. At the Federal level, consultations are in process with Employment and Immigration, the Bank of Canada, the Department of Finance, and the Canadian Labour Market Development Board.

In addition, an abbreviated consultation document was sent to 130 other subscribers to LFS publications.

A report on findings from the user consultation will be presented at the Federal-Provincial Conference on Labour Statistics, June 15-16, 1992.

#### Sample Design

Studies are underway to investigate improved sample allocation strategies, and methods for optimizing the sample design simultaneously for two different sets of subprovincial regions - the Unemployment Insurance Regions, required by Employment and Immigration Canada, and for Statistics Canada's official subprovincial regions, defined by Standards Division in consultation with the provinces.

Studies are also underway to investigate the feasibility of using the Address Register developed for the 1991 Census as a sample frame in larger urban areas.

### Computer Assisted Interviewing

An initial test of Computer Assisted Interviewing in 1991 proved the operational viability of the approach of equipping interviewers with portable computers for doing face to face interviews and telephone interviews from their homes.

A large test of the impact of Computer Assisted Interviewing on key estimates produced from the survey is scheduled from July 1992 to January 1993. In preparing for this test there have been extensive development efforts to prepare a computer assisted collection instrument to replace the current paper and pencil questionnaire, and to develop software for electronic transmission of questionnaires to and from interviewers and for management of the data collection process.

It is not anticipated that Computer Assisted Interviewing will have any effect on key estimates from the survey, and provided the test confirms this, it is planned to implement Computer Assisted Interviewing for the ongoing Labour Force Survey from June to December 1993.

### Modernize Questionnaire

In 1991, a focus group evaluation of the current LFS questionnaires was carried out. It concluded that for the most part the questionnaires work well, but it identified problems with the handling of certain groups (eg. the self-employed, on call, seasonally employed, and homemakers), and lack of clarity on key concepts such as "work" and "hours of work". The detailed findings will form one of the principal inputs into plans to improve the questionnaire.

In September 1991, the Survey of Work Arrangements was used as a vehicle for testing content items which some users want to see added to the LFS - including data on earnings, union membership, details on multiple jobs and overtime work. The findings were that there no difficulties or respondent resistance to these questions. As there are no provisions for increased ongoing costs of the survey after the redesign, the cost associated with extra content items would have to be offset by savings elsewhere. Examination of these costs and trade-offs has yet to be undertaken.

In March 1992 an alternative sequence of questions on job attachment for respondents who did not work in the reference week was administered to a sample of persons recently rotated out of the LFS. The new line of questioning is a more activity based approach, which is expected to yield better data. Results of the test are not yet available.

### Modernize Processing Systems and Products

A study was undertaken of requirements for tabulation and retrieval systems for LFS and for other household surveys. The

study identified a commercial software product as a tool for tabulation purposes to replace outdated in-house software. It also demonstrated the technical feasibility of off-loading the tabulation and retrieval functions from the mainframe to a local computer environment to provide a flexible, on-line retrieval capability to enable better service to users requesting data.

High level requirements for new processing systems have been prepared, encompassing edit and imputation, coding, weighting, and estimation, tabulation and retrieval, and general issues such as documentation, portability and generation and storage of measures of operational and quality performance.

#### General Household Survey Vehicle Orientation

A series of workshops related to each of the other four major goals of the redesign project are being held, with participants from other survey taking and analysis areas within Statistics Canada, to consider ways in which the infrastructure developed around the Labour Force Survey can be maximized as a general household survey vehicle. In addition to the workshops, other areas are being asked to provide written submissions of their requirements. Further, the questionnaire project has set up a sub-team with broad participation to address content harmonization issues across surveys.

**Appendix 12.**

**LABOUR AND INCOME DYNAMICS NEWSLETTER**

**VOLUME 1, NUMBER 1**

**REPORT TO THE 1992 MEETING OF THE FEDERAL-PROVINCIAL  
CONSULTATIVE COUNCIL ON STATISTICAL POLICY**

**LABOUR AND INCOME DYNAMICS**  
**Volume 1, Number 1**

**Note:** This document represents the contents of the newsletter.

**Introduction**

To meet research needs, Statistics Canada will launch a major panel survey of households in 1994. The Survey of Labour and Income Dynamics (SLID) will follow individuals and families for five or six years, collecting information on their labour market experiences, income and family circumstances. SLID will support research aimed at advancing our understanding of labour market behaviour and economic well-being, and ultimately support policy development.

As a longitudinal survey, SLID will record important events in a person's life, such as family formation and dissolution, migration, and job loss. The data will improve our understanding of the links between demographic events, labour market events and changes in income. In addition to longitudinal data, the survey will generate annual cross-sectional data, including estimates of the number of people employed or unemployed at some time during the year, and annual wage distributions.

The analytical power of longitudinal data is widely recognized and many countries have established panel surveys, similar to SLID, to supplement their cross-sectional sources.

SLID is currently in the planning stage. Thus, the information in this overview of the survey is subject to change.

**SLID's "roots"**

The external drive for SLID came from a group of university researchers who developed a proposal to conduct a national longitudinal survey. In the ensuing discussion, the idea of a partnership with Statistics Canada emerged.

SLID has a strong base within Statistics Canada as well. Its origins are in several surveys, including the Labour Force Survey and the Survey of Consumer Finances, which provides the starting point for defining the income content of SLID. The Labour Force Survey and Survey on Consumer Finances are well-adapted to certain types of research, but less so to others. As cross-sectional surveys, they offer a series of "snapshots" and are useful and efficient tools for monitoring trends at aggregate levels. However, social and economic research topics frequently focus on the change or stability experienced by an individual.

Statistics Canada has, for some time, recognized the need for measures of change at the "micro" level. Around 1980, the Agency began experimenting with retrospective labour market surveys conducted early in the year, that asked respondents to recall their work and job search activities during the previous year. Although some measurement problems were apparent, these surveys revealed a remarkable amount of movement in the labour market. The body of research on labour market dynamics grew, as did the experience in collecting retrospective information, culminating in the Labour Market Activity Survey (LMAS).

### The Labour Market Activity Survey

Two waves of LMAS were conducted, the first in 1986-1987 and the second in 1988-1990. In each wave, LMAS surveyed the same respondents. Thus, in addition to being retrospective, LMAS was longitudinal. The first wave provided two years of data on the respondents; the second wave provided three years.

One of the major strengths of LMAS was its contribution to the improvement of respondent recall. The earliest attempts to collect retrospective labour market information, the Annual Work Patterns Surveys, established month by month when the respondent worked or looked for work. These surveys were invaluable in demonstrating a massive amount of movement in the labour market over the year. But data quality studies on the surveys showed that people had difficulty recalling labour market events occurring early in the year, that is, up to a year before the date of the survey. The studies also showed, a "telescoping" effect, as people tend to remember events as occurring more recently than they really did.

LMAS helped to improve recall in two ways. First, it established the start and end dates of jobs held during the year. After collecting job-related information, LMAS then sought to "fill in the blanks" between these spells of employment, asking questions to determine whether the respondent was unemployed or not in the labour force. This approach helped to improve the quality of reporting.

Second, LMAS improved recall in the second and third year by feeding back information to respondents on their situation a year earlier. This reminder served as a baseline to respondents. Without it, reporting errors would inflate the number of labour market transitions occurring at the point where the two years of data for the same respondent are matched up, known as "seam problems". As such, LMAS is an important building block for SLID.



## Content

As indicated earlier, the content of SLID is not finalized. At the moment, there is no shortage of potential topics for the survey. The challenge now is to select the best content, which minimizes respondent burden and survey costs. Garnett Picot is head of the content determination activities. He can be reached at (613) 951-8214. A discussion paper, Content of The Survey of Labour and Income Dynamics is also available to interested readers. For a copy, call Anne Palmer at (613) 951-2903.

The survey will include such variables as:

- characteristics of jobs held during the year (industry, occupation, earnings, work schedule);
- job search activity and desire for employment between work spells;
- income by month for a variety of income sources (for example, employment income, unemployment insurance; social assistance, family allowance, pension income);
- annual income from other sources;
- education and training;
- language;
- demographic events.

## Survey Design

The individual will be the basic sample unit in SLID. A sample of approximately 80,000 individuals will be selected using an area frame. SLID will cover the non-institutional population aged 15 and over living in the ten provinces.

Respondents will be followed for about five years. They will be contacted each year in January to collect information on the jobs they held in the previous year and on their job search activities between spells of employment. A second contact, in April of each year will collect income data.

Various options for sample rotation are currently being examined. SLID must produce both cross-sectional and longitudinal estimates. The optimum rotation pattern is not a simple matter since it depends on analytical, methodological and operational factors which may pull in different directions.

One option is to divide the sample into five panels of 8,000 households (16,000 individuals) and replace one panel each year. To maintain a stable sample size with this scheme, each person would be followed for five years. An alternative is to divide the sample into two panels of 20,000 households (40,000 individuals) and replace one panel every three years. This way, a respondent would be followed for six years.

According to current plans, the first annual retrospective labour survey will be conducted in January 1994. The first income survey will be conducted three months later, in April 1994.

### Data Collection Technology

SLID data will be collected using a decentralized computer-assisted interviewing approach (CAPI). Most interviews will be conducted by telephone. Whether the interview is conducted in the respondent's home or by telephone from the interviewer's home, a lap-top computer will be used to record information rather than paper and pencil. This technique produces higher quality data since it reduces errors. For example, quality checks can be built right into the interviewing process so that inconsistent responses can be cleared up. Also, in a paper-and-pencil approach, interviewers may have to follow complicated "skip patterns" on the questionnaire. With CAPI, these instructions can be programmed into the laptop, eliminating errors due to the interviewer "taking a wrong turn" during the interview.

### Analysis and Dissemination

The initial wave of SLID products and services, including a linked labour and income microdata file for the 1993 reference year, should be released in 1994-95. In 1995-96, a two-year longitudinal file will be released. The first full longitudinal file will be released in 1998 or 1999, depending on decisions yet to be taken on the length of time a respondent will be followed.

In addition to the microdata file, a regular series of analytical publications has been proposed, along with a research paper series to disseminate results of research and testing, data quality evaluation and exploratory analysis.

## Milestones

### February 1992

- content proposal distributed to data user
- meetings, discussions with user community
- begin and continue through April

### May 1992

- final content document

### January 1993

- field test of labour questions

### April 1993

- field test of income questions

### January 1994

- first annual labour survey

### April 1994

- first annual income survey

### 1994-1995

- release of labour data for 1993 reference year

### 1994-1995

- release of linked labour and income data

**Appendix 13.**

**UPDATE ON THE NATIONAL POPULATION HEALTH SURVEY**  
**REPORT TO THE 1992 MEETING OF THE FEDERAL-PROVINCIAL**  
**CONSULTATIVE COUNCIL ON STATISTICAL POLICY**

## UPDATE ON THE NATIONAL POPULATION HEALTH SURVEY

### 1.0 INTRODUCTION

The National Health Information Council (NHIC), in 1991, recommended that a regular national survey of population health be conducted. The need for such a survey is based on the knowledge that existing sources of health data cannot provide a complete picture of the health status of the population and the myriad of factors that have an impact on health.

No single survey can fulfil all the objectives and meet all the needs for data. A National Population Health Survey will complement the existing sources of health information and be designed to be flexible and reactive to changing requirements, interests and policies.

The survey will be conducted every two years beginning in January, 1994. What follows is a general description of the parameters of the survey and some discussion of the direction the survey is currently taking.

### 2.0 METHODOLOGY

#### 2.1 Population

The survey will be designed to represent the household population in Canada. At the present time, the plans exclude residents of institutions and natives on reserves. We are however looking into the feasibility of representing these groups through separate surveys. All age groups will be included in the survey.

#### 2.2 Sampling

The National Population Health Survey will begin data collection in January, 1994. The NPHS will employ an area frame from which dwellings will be selected. Statistics Canada's major household survey frame is the Labour Force Survey Frame. It is feasible and cost-efficient to initially utilize the LFS frame and eventually a General Household Survey Frame being developed at Statistics Canada.

A sample of approximately 22,000 households will be selected. Currently, the distribution of the sample across the provinces and territories ensures a minimum of 600 households in the territories and ranges from 1,200 to 5,300 in the provinces.

### Approximate allocation of the sample by province/territory

Newfoundland	1225
Prince Edward Island	1200
Nova Scotia	1288
New Brunswick	1254
Quebec	3959
Ontario	5294
Manitoba	1345
Saskatchewan	1328
Alberta	1796
British Columbia	2112
Yukon	600
Northwest Territories	600

### 2.3 Cross-sectional and Longitudinal Information

The survey will be designed to produce both cross-sectional and longitudinal data at each cycle following the initial survey. At this time we expect the longitudinal component will be a random selection of the population rather than a specific cohort based on age, health status or other characteristic. We think that the longitudinal data has the potential of providing the most important information from the survey and therefore will attempt to maximize the size of this component.

### 2.4 Data Collection

The data collection for the survey will be spread over the year to ensure that seasonal variations in health characteristics are taken into account. Statistics Canada is currently testing the use of computer assisted interviewing tools and the health survey will be one of the first surveys to benefit from this development. This has the potential of improving both data quality and the timeliness of data release.

We will be attempting to maximize the amount of information collected in the households contacted. Some information will be collected from a knowledgeable household member. This will include variety of health status measures, health care utilization data, demographic and economic information. As part of the determination of the methods of data collection, we will be attempting to determine how much of the survey content can be reliably and validly collected by proxy.

### **3.0 CONTENT**

The goal of the National Population Health Survey is to fill the gap in available population health information. The activities of NHIC, particularly the Task Force on Health Information, have emphasized the need for information on health status and the determinants of health. It is conceded that no single survey can meet all the requirements for data but that a regular survey of the population is required which can be the basis for the innovative and "breakthrough" data sets described in the task force report.

It is clear that the health survey must collect information on health status, the utilization of health services and a variety of socio-demographic variables. It is also clear that we will have some difficult choices to make on the content of the survey because the determinants of health cover such a broad range of subject. At this time, the survey budget unfortunately does not include the opportunity to include any type of physical measures.

We will be consulting widely with experts and potential users to determine the survey content. Consultation on the survey objectives and content will continue until the Fall of 1992. Two themes have emerged from the discussions that have occurred up to this stage. First, we need to collect information on children. Many general health surveys have ignored the young or collected only cursory information about them. We will be attempting to define a specific content for children. Second, there is more and more evidence that data generally considered to be "soft" such as self-efficacy, self-esteem, empowerment are critical to an understanding of health. We will be attempting to include measures of these attributes in the survey.

### **4.0 OTHER HEALTH INFORMATION INITIATIVES**

In addition to resources allocated for a National Population Health Survey, Statistics Canada has received additional resources for a number of other initiatives in the health area. These include funding creation or extension of a number of data bases, improved quality assurance and an enhancement of analytic capability.

Some of the more important projects in 1992/93 include the following.

In collaboration with provinces and territories, development and exploitation of a data bases comprised of linked records from the provincial medical care systems, hospital admission separation records and death records. Such databases will provide information on the interaction of Canadians with the acute care system over time and an appreciation of the outcomes of such interactions. In an era when is increased interest in the relation of the cost of health care to the health care outcomes, availability of such information is essential.

Provincial and territorial vital statistics systems traditionally have been a rich source of information for the national statistics system. After a review of information needs and existing data collected, many provinces and territories have recently agreed to provide additional data elements such as residential postal code, individual occupation and education and health insurance numbers. These additions are both important in their own right as new data elements and will facilitate the integration of vital statistics information with other types of health information. Work is under way to modify the system at Statistics Canada to process and store this new information.

In reference year 1992, the Canadian Cancer Registry will be fully operational and will provide longitudinal information on the treatment and mortality status of Canadian cancer patients. For the first time, estimates of the incidence of cancer in the population will be possible as well as more traditional estimates of cancer prevalence. Work is under way to finalize implementation of systems.

For many years the machine readable Canadian Mortality database has been a key resource in carrying out studies of occupational health. Many groups with an interest in child and maternal health (including the Royal Commission on Reproductive Technologies) have been frustrated with the lack of comparable information on births. Resources have been allocated to a project to rectify this situation. A machine readable birth database will be created which when linked to the mortality data file will provide important new information on maternal and infant mortality and its correlates.



**Appendix 14.**

**IMPACT ON STATISTICAL PROGRAMS OF CHANGES  
IN FAMILY ALLOWANCE PROGRAM**

**REPORT TO THE 1992 MEETING OF THE FEDERAL-PROVINCIAL  
CONSULTATIVE COUNCIL ON STATISTICAL POLICY**

## IMPACT ON STATISTICAL PROGRAMS OF CHANGES IN FAMILY ALLOWANCE PROGRAM

This issue has arisen as a result of the last Federal Budget, which removed the universality of Family Allowance Benefits. Future benefits will be based on family income -- thus, many families now in the program will not be in the future program. Statistics Canada has used the administrative data from the Family Allowances Program as a source of information on interprovincial migration and as its only source of information on emigration from the country. Therefore, how will Statistics Canada replace these data?

There are no clear answers at this time. The proposed legislation (Bill C-80) was tabled for first reading in the House of Commons on May 13, 1992, and is scheduled to go into effect on January 1, 1993. Statistics Canada staff have met with representatives of other departments involved in the design and implementation of the new system (Health and Welfare Canada, Revenue Canada, and Supply and Services Canada) to try to influence the design of the administrative records. The hope is that the loss of information due to changes in the system will be minimal.

As a result of these meetings, the following information has been determined. With the new program, family allowance data will become the property of Revenue Canada, including the information that will still be collected by Health and Welfare Canada. Therefore, requests for family allowance data will have to be directed to Revenue Canada. This implies updating the Memorandum of Understanding between Statistics Canada and Revenue Canada. This will probably not pose major problems. However, given the short time frame until implementation of the new program, it may not be possible for Revenue Canada to create the infrastructure necessary to provide the required data on a timely basis.

Another interesting aspect is that Health and Welfare Canada may still be required to maintain its family allowance data for other purposes. A determination will be made shortly on which department (Revenue Canada or Health and Welfare Canada) will be responsible for providing Statistics Canada with family allowance data starting in January 1993. In the meantime, Statistics Canada is investigating estimation techniques to cover any data gaps which result from the changes in the program, until the long-term effects can be determined.

**Appendix 15.**

**UPDATE ON INTERPROVINCIAL TRADE PROJECT**

**REPORT TO THE 1992 MEETING OF THE FEDERAL-PROVINCIAL  
CONSULTATIVE COUNCIL ON STATISTICAL POLICY**

## UPDATE ON INTERPROVINCIAL TRADE PROJECT

With assistance from the provincial and territorial governments, this project is funded until the end of fiscal year 1992-93. Statistics Canada is still attempting to obtain funding to allow the project to continue in the future. It appears that no decision will be made before December. Data users must seriously consider alternatives if the funding does not become available.

At this point, data on interprovincial trade in goods for reference years 1984 to 1988 have been released.

Staff are currently working on interprovincial trade in services for reference year 1989. It was originally intended to release 75 commodity groups for services. However, more confidentiality problems than expected have been encountered. Even after collapsing to 30 commodity groups, some problems remain. The result may be that regional data only will be released.

"Warehousing" is a problematic issue. Often, manufactured goods are initially delivered to a warehouse. From there, they are shipped to a "final" destination. It is important to the provincial statistics that the warehouse not be counted as the final destination. To aid in dealing with this problem, a survey is about to be conducted of wholesalers. This survey, with reference year 1991, will collect information on origins of purchases and destination of sales for the company.

The System of National Accounts is designed to use all information available. Data users, particularly the provincial and territorial focal points, who have "local" knowledge which would be helpful in avoiding problems with the National Accounts, are asked to submit this information.

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