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**EMERGING ISSUES AND DEVELOPMENTS AT THE REGIONAL LEVEL:  
STATISTICS**

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**EMERGING ISSUES AND DEVELOPMENTS IN STATISTICS**

*Note by the secretariat*

**SUMMARY**

The present document brings to the Commission's attention issues which were for the most part discussed at the tenth session of the Working Group of Statistical Experts in November 1997. They include the year 2000 problem in computer systems; data dissemination standards; population and housing censuses; gender statistics; national accounts; price statistics; and the secretariat's work programme in statistics.

## CONTENTS

	<i>Page</i>
Introduction .....	1
I. THE YEAR 2000 PROBLEM: A MATTER OF URGENCY .....	1
A. The problem and its implications at national, regional and global levels .....	1
B. Prioritization required to prevent chaos.....	2
C. Responsibilities of governments, public sector organizations and individuals .....	3
D. Action for the consideration of the Commission .....	4
II. DEVELOPMENTS IN DATA DISSEMINATION STANDARDS .....	5
A. Introduction to the standards.....	5
B. Discussion at the regional level .....	6
III. OTHER SELECTED STATISTICAL ISSUES .....	7
A. Population and housing censuses.....	7
B. Gender statistics .....	9
C. National accounts .....	10
D. Price statistics .....	11
IV. PROGRAMME MATTERS .....	11
V. ACTION REQUESTED OF THE COMMISSION .....	12

## Introduction

1. In planning and implementing policies and programmes with the aim of attaining sustainable economic growth and social development, countries need timely and relevant statistical information of high quality. The recent financial and economic turmoil in many countries of the region has highlighted the importance of sound statistical data collection systems and the need for effective dissemination of data to support informed decision-making, both domestically and externally. In order to introduce and implement effective policies and programmes, governments need constantly to improve their statistical services, institutionalize the collection and dissemination of the required statistics, and promote analyses and research.

2. The present note commences with a description of the year 2000 problem in computer systems, which affects not only national statistical offices but practically all organizations in the public and private sectors. Section II of the document highlights developments in data dissemination standards initiated by the International Monetary Fund (IMF), while section III discusses selected issues concerning national statistical agencies of the region. Section IV brings programme matters to the Commission's attention. The topics discussed draw mainly on the deliberations of the Working Group of Statistical Experts at its tenth session, which was held at Bangkok from 11 to 14 November 1997.

### I. THE YEAR 2000 PROBLEM: A MATTER OF URGENCY

#### A. The problem and its implications at national, regional and global levels

3. The year 2000 (Y2K) problem refers to the inability of electronic applications to handle correctly information pertaining to dates at the turn of the millennium. It is caused by the once rational decision to code year information with two digits. Many systems will experience the problem before the year 1999 (i.e. 99) changes to 2000 (i.e. 00), for instance on 1 January 1999 when financial systems will roll over to cover the forthcoming 12 months.

4. The problem is more complex and potentially more harmful than a first look would suggest. Affecting all technologies that employ programming in which only two digits are used for the value of the year, including computer hardware, networks, operating systems, software, and systems with embedded chips (for example, security systems, lifts, facsimiles, photocopiers), it poses a real, serious and potentially economically damaging threat in the region. While many individuals will experience only minor annoyances, large or highly computerized organizations will be affected significantly. There is a need therefore for taking preventive action. Public sector organizations will not be an exception. They employ large financial, personnel and transaction systems, service a large clientele and depend on other organizations for crucial data inputs.

5. Industry analysts have noted the slowness with which the Asian and Pacific region is preparing for the critical date. Progress has been satisfactory in only one or two countries. The start-up of action

to prevent the problem has been slow, not only in developing economies but also in many developed ones, including Japan and Europe. Among various industries, banking, with its extensive networks and international transactions, is known to be especially vulnerable to the problem. Considering that Asia has one third of the global foreign exchange market, a crash in the computer system of a major bank owing to the year 2000 problem, combined with related crashes occurring simultaneously elsewhere, could cause severe disturbances in global financial markets. An even more paralysing impact would result if the problem caused an interruption in electricity supply or telecommunications.

6. At the global level, fixing the problem is estimated to cost between \$300-600 billion. That is still less than the estimated benefits already gained by two-digit coding. Detailed country estimates are not available, but the total cost in the ESCAP region could be tens of billions of dollars.

### **B. Prioritization required to prevent chaos**

7. A natural first step towards Y2K compliance for any organization is to include a clause requiring such compliance in all procurement contracts. The preferred solution to the problem is to retire the non-compliant hardware and software altogether or replace them with new systems. But that can be expensive and would require time for the delivery of the new systems and the migration of operations into the new environment. Because of the limited purchase budgets and the short time-frame left for the migration, many old generation applications are likely to be still in use after the turn of the millennium.

8. Except for those extremely rare cases where automated solutions to the problem can be applied, the fixing of the "bug" in custom-made systems often involves laborious line-by-line checking of program codes. The identification of the problem, resource allocation, and testing of applications always require the involvement of staff who have developed or are maintaining and running the systems. Outsourcing is a recommended addition to the remedial toolbox, but it may be difficult to find the necessary expertise. Large organizations have commonly chosen to tackle the problem internally.

9. Public sector organizations should identify the implications of failure of any of their systems in order to prioritize which of the mission-critical applications should be fixed first. The less important systems can be fixed when the time and resources allow. For instance, telephone companies and electricity suppliers should make sure that their basic services can continue uninterrupted before they start repairing their billing systems.

### **C. Responsibilities of governments, public sector organizations and individuals**

10. The ultimate responsibility for resolving Y2K problems lies with an organization's top executive, who will have to initiate an organization-wide alert and action to address the issue. The information technology department is likely to be assigned a key role in identifying the related problems. However, since many issues are beyond the control of the information technology

departments, the Working Group of Statistical Experts has recommended that all departments and their heads must be involved. Over-reliance on one department to solve the related problems in the entire organization contained a high risk.

11. Using a project approach is a typical way of tackling the Y2K problem. A well-planned project might include the following:

- Appointing project managers who would be responsible for the overall coordination of the project
- Contacting vendors and electronic trading partners to determine what action they are taking on the problem
- Setting a goal to have an action plan in place within a few months
- Establishing a relatively early goal for project completion (typically in late 1998, since an acceptable deadline for having "fixes" in place is 1 January 1999)
- Allocating a certain additional amount of non-discretionary money over each of the next few years to address this issue as part of the organization's ongoing maintenance programme

12. A disruption in business operations caused by Y2K defects could trigger a flood of litigation aimed at obtaining compensation for damages. Such cases would normally be brought against organizations (companies, government departments etc.) and be responded to by the top management, not the technical staff. The question of responsibility for damages will not arise in the majority of Y2K failures because of their limited impact. However, it is not difficult to imagine a situation where a government contractor becomes unable to continue delivering an expensive infrastructure project because a government ministry cannot meet its part of the contract owing to a Y2K failure in, for instance, key applications in the ministry's planning and accounting departments. It is unlikely that standard *force majeure* clauses could be used to avoid responsibility since Y2K problems are well known, predictable and preventable. To avoid accusations of gross negligence or other failures that could result in personal liability or dismissal, executives would be well advised to document their efforts to make their organization Y2K compliant. A legal audit should form part of their Y2K inventory.

13. More information about the year 2000 problem, its implications and available solutions can be found on the Internet, in computer magazines and in the December 1997 issue of ESCAP's *Government Computerization Newsletter* (<http://www.unescap.org/stat/gc/gcni/gcni10.htm>).

#### **D. Action for the consideration of the Commission**

14. The Commission may wish to note that at its tenth session, held at Bangkok in November 1997, the Working Group of Statistical Experts, comprising executives of national statistical offices (NSOs),

deliberated on how those offices might be affected by the Y2K problem. Alarmed by the fact that only the most advanced NSOs had made organization-wide Y2K plans, the Working Group proposed the following actions:

- The chairperson of the Working Group, the secretariat and the members of the United Nations Statistical Commission from the region should raise the issue in the forthcoming session of the Commission
- The secretariat should create awareness of the Y2K problem in the countries of the region by compiling and disseminating widely through its publications and web site information in non-technical language
- The secretariat and NSOs should facilitate the sharing of experience in the region, especially from governments and NSOs that have tackled the problem with some success; however, NSOs should not wait for information about the experience of other countries since their solutions were probably far from complete
- The secretariat should approach the donor of the planned seminar on information technology applications on the possibility of placing the Y2K issue on the agenda and of holding the seminar early in 1998
- The secretariat should investigate whether meetings on the Y2K issue could be held soon outside the standard project funding cycle
- The Statistical Institute for Asia and the Pacific (SIAP) should investigate whether it could organize a training event early in 1998 on the Y2K issue

15. The Commission may wish to endorse these actions. It may also wish to alert governments to the need to review their computer systems for the Y2K problem and create awareness of the problem in the private sector and among the general public. The Commission may also wish to urge countries to take Y2K compliance into account in all purchases and contracts.

## II. DEVELOPMENTS IN DATA DISSEMINATION STANDARDS

### A. Introduction to the standards

16. International financial crises in late 1994 and early 1995 have created greater awareness about the importance of comprehensive, timely, accessible and reliable statistics. In early 1995 the policy-making body of the International Monetary Fund (IMF) initiated the development of a set of standards to guide IMF member countries in providing economic and financial statistics to the public. The rationale was that relevant statistics meeting the standards would be a needed basis for countries which intend to seek access to international financial markets. The primary objective was to help avoid a repetition of the crises.

17. IMF recognized that a single standard could not be developed that would apply to all countries and circumstances. It chose to develop a basic standard useful for all countries, which is known as the General Data Dissemination System (GDDS), and a more demanding standard known as the Special Data Dissemination Standard (SDDS). Priority was given to the development of SDDS, which was established in April 1996.

18. SDDS covers four areas: the real sector, the fiscal sector, the financial sector and the external sector. In addition to providing guidelines, IMF also sought to encourage countries which have voluntarily subscribed to SDDS to ensure that their data meet with the prescribed standard and that information on the statistical data, known as metadata, is displayed on the Internet on the Fund's Dissemination Standards Bulletin Board (DSBB). The standards which provide the basis for user confidence in the data are grouped into the following four dimensions:

- Data in terms of coverage, periodicity and timeliness
- Accessibility by the public
- Integrity of the disseminated data
- Quality of the disseminated data

19. As of mid-November 1997, 43 countries had subscribed to SDDS, of which 10 were from the ESCAP region. The most important recent development in SDDS was the establishment of hyperlinks between DSBB and the countries' own Internet sites where the data were maintained.

20. GDDS, which is aimed at all IMF member countries, has recently been approved by the IMF Executive Board. In addition to the economic and financial data categories covered by SDDS, GDDS includes a set of socio-economic indicators. While the focus in SDDS is on dissemination in countries that generally already meet data quality standards, the primary focus of GDDS is on improvement in data quality. Member countries may participate voluntarily in GDDS. Participation entails (a) commitment to using GDDS as a framework for statistical development, (b) designating a country coordinator, and (c) preparation of metadata that consists of descriptions of (i) current practices, and

(ii) plans for short- and long-term improvements in these practices. Dissemination of information about countries that provide metadata will be undertaken by the Fund through an electronic bulletin board. To enhance their utility, metadata for GDDS should be accompanied by closely linked dissemination of the corresponding data, in the same way as for SDDS.

21. IMF considers that implementation of GDDS should be carried out in phases. It envisages a training phase of 18 months which includes regional seminars and workshops on GDDS, and foresees a need to assist countries in the development of metadata.

## **B. Discussion at the regional level**

22. At the tenth session of the Working Group of Statistical Experts, held at Bangkok in November 1997, it was noted that many countries, including statistically advanced ones, needed to make additional efforts to meet the stringent standard of SDDS by the end of the transition period in December 1998. Some subscribing countries had been able to mobilize additional resources for that purpose and obtain technical assistance from IMF. The Working Group heard that no subscribing country had yet fully complied with SDDS and welcomed the fact that DSBB allowed countries to indicate their practices with regard to the standards, including the use of flexibility options where relevant. It likewise welcomed the plan of IMF to conduct two more seminars in the region before the end of the transition period.

23. The Working Group expressed appreciation of the fact that SDDS and GDDS were in line with the objectives of the fundamental principles of official statistics, and that they had been developed with the aim of having a beneficial impact on national statistical services. In several countries SDDS had helped to raise awareness of official data and had been recognized as a set of good practices which it was important to work towards.

24. The Working Group agreed that the availability of data according to SDDS could not preclude financial crises, but more detailed and timelier relevant data could have a role in ameliorating their adverse impacts. IMF had already recognized that an additional item on net international reserves, yet to be defined precisely, might be added to SDDS.

25. The Working Group recognized the importance of SDDS and particularly GDDS as a type of master framework for the development of national statistical systems. GDDS in fact highlights well-known problems and long-standing shortcomings common to many statistically less advanced countries. The Working Group welcomed the possibility that the advent of GDDS would not only result in technical assistance for implementation of the System but also provide a strong argument for support to statistical infrastructure generally. Some concern was nevertheless expressed that pressure for assistance might fall on other agencies should IMF be unable to meet such requests, in particular in areas of social and demographic statistics where primary responsibility lies elsewhere than with IMF. The Working Group therefore indicated that inter-agency coordination was necessary in the provision of



technical assistance to countries seeking to participate in GDDS. It also emphasized the need for coordination among international agencies in the adoption of statistical and data dissemination standards and the avoidance of duplicative requests to countries, which would increase the already heavy compliance burden on national statistical offices. The Commission may wish to endorse these views.

26. The Commission may also wish to note the general view of the Working Group of Statistical Experts that GDDS and SDDS are desirable statistical targets, but also its concern that emphasis on adhering to them may cause resources to be diverted away from other statistical activities. The Commission may therefore wish to impress on policy makers the need for additional resources for national statistical agencies to respond to SDDS/GDDS requirements.

### **III. OTHER SELECTED STATISTICAL ISSUES**

#### **A. Population and housing censuses**

27. Population and housing censuses serve as vital sources of basic statistics required by the government for policy-making, planning and administration. The information obtained from censuses also has many important uses for the private sector. Censuses also constitute important sources of data for research and analysis in a number of areas, including ageing, urbanization, occupations and education.

28. A population and housing census is a large undertaking requiring careful planning, preparation and extensive resources. The issue of the cost of censuses was discussed by the Working Group of Statistical Experts at its tenth session. Some countries felt that it was difficult to reduce the cost of a census. However, it may be possible to spread the cost by devolving some operations from NSOs to local governments or households. The experience of other countries suggests that with improved infrastructure and technology it may be possible to reduce census cost and produce results quickly. Often the benefits of developments in one census (for example, improved data entry or coding operations), would only be fully realized in the following census.

29. Funding of future censuses has also been discussed in other regional and international forums. Recent policies, work plans and priorities of the traditional donors of population census activities in developing countries suggest that, in general, external financial support for individual censuses in the Asian and Pacific region will be at a lower level than was possible in previous decades. This and other developments make it increasingly important for census planning to be initiated well in advance so that resource requirements and allocations are worked out realistically. Technical cooperation among countries, the sharing of technical information, the transfer of technical knowledge, and the adoption and adaptation of best practices also assume greater importance.

30. In 1997, the United Nations Population Fund (UNFPA) and the United Nations Statistics Division organized two technical meetings on population and housing censuses in the region, which

provided an opportunity to discuss cost-effective approaches to population and housing censuses. The ESCAP secretariat collaborated in both meetings through participation and other contributions. The first meeting, a symposium on strengthening population information systems in the six Central Asian republics, was organized in Bishkek in March 1997. It focused on policy and technical issues, including issues of technical and financial assistance, and subregional coordination and cooperation.

31. The second meeting, the Regional Seminar on Strategies for the 2000 Round of Censuses, was organized for countries and areas in the Pacific subregion and was held in Nadi, Fiji in December 1997. The purpose of the Seminar was to initiate a subregional dialogue for sharing experience, developing common questions, controlling costs and establishing networks, especially on data processing. The Seminar adopted some 43 recommendations, including agreement on a set of common core questions for censuses in the Pacific subregion and the use of the Integrated Microcomputer Processing System (IMPS) as a common software for data processing. The recommendations of the Seminar and the common understanding of future activities have important implications for technical and other support in statistics provided to the Pacific subregion by regional and international agencies. The need for networking and enhanced communication has been emphasized. The modality of technical cooperation among developing countries (TCDC) assumes added significance as countries and areas in the Pacific are likely to use common questionnaires and IMPS.

32. In the area of population and housing censuses, advisory services remain an important mode of technical assistance. The three advisers of ESCAP in population statistics attached to the UNFPA Country Support Teams located in Bangkok, Suva and Kathmandu have continued to assist developing countries in planning, executing and processing population and housing censuses. In June 1997, the adviser attached to the Kathmandu team was relocated to Almaty in view of the needs of the Central Asian countries, each of which is soon scheduled to conduct its first census after independence. The ESCAP secretariat is also implementing a project on the application of new technology to population data, under which the first meeting was held in September 1997. This multi-year project concerns effective utilization of information technology with the ultimate aim of improving the quality, timely availability and usefulness of the statistical outputs and services of national statistical offices.

33. The Commission may wish to reiterate the importance of population and housing censuses and emphasize the need for members and associate members to ensure that the 2000 round of population and housing censuses receives due priority and adequate resources. The Commission may also wish to comment on the role of international and regional cooperation and the TCDC modality in this field.

### **B. Gender statistics**

34. As governments and non-governmental organizations focus on ensuring fuller participation of men and women in the economic, social and political advancement of society, greater attention is being given to the collection of statistics on gender issues for the formulation of policies and programmes. To monitor the implementation of programmes related to gender issues, most countries in the region attempt to collect data on gender-sensitive issues, sometimes as part of a set of social indicators. By using official and unofficial data from various sources, several national statistical publications have been produced and are scheduled to be revised in the near future.

35. The Working Group of Statistical Experts at its tenth session noted that in the collection and dissemination of statistics on gender issues many countries encountered similar problems, such as inadequacy of concepts and definitions, under-reporting of domestic violence owing to the unwillingness of victims to relate their experience, and difficulty in measuring the gender dimension of certain economic indicators. Data collection itself often requires better trained and gender-sensitized staff.

36. Difficulties in evaluating the economic contribution of women, especially in the informal sector, were also noted by the Working Group. In some countries, economic activities are not always recognized as such by women themselves. The monetary valuation of unpaid work has been attempted in more advanced countries such as Japan. Action plans for measuring paid and unpaid work and for classification of the work of women have also been formulated in some developing countries, with financial and technical support from international agencies as well as from bilateral sources.

37. To promote statistical development in this field, the secretariat will continue to encourage members and associate members to give priority to the development of statistics in several specific areas of gender issues, especially those important areas for which direct measurement remains difficult or where the information collected is still not reliable, such as time use, domestic violence against women and maternal mortality.

38. The Commission may wish to note the recent developments in the field of gender statistics in the region, and provide recommendations on the direction of development in the future.

### **C. National accounts**

39. At the tenth session of the Working Group of Statistical Experts, countries again recognized the

value of the 1993 System of National Accounts (SNA) as a framework that provides an integrated and consistent set of accounts for compilation of economic statistics. The current financial crisis in the region demonstrates the need for an integrated system that will link the real and financial transactions of the various institutions and detect the implications of these transactions for the whole economy.

40. Countries in the region are aware that the tables and accounts recommended in SNA could be implemented on an incremental basis according to their manpower capacities and statistical resources. For the purpose of monitoring progress in the implementation of the 1993 SNA, the Inter-Secretariat Working Group on National Accounts has recommended implementation by phases or [ ] milestones[ ], although countries would not necessarily proceed sequentially through the milestones.

41. The countries in transition to a market economy and those compiling national accounts based on the 1953 and 1968 SNA have cited practical difficulties in several areas of SNA compilation, such as data on illegal activities, the underground and informal sectors, and non-profit institutions serving households. Prerequisites for the compilation of the 1993 SNA are data which need to be gathered in new statistical collections by statistical offices or by other government agencies through their administrative functions. The Commission may therefore wish to note that government commitment is a critical factor in ensuring success in the implementation of the 1993 SNA, and to urge governments to mobilize the additional resources required for these statistical operations.

42. ESCAP, IMF, SIAP, the Asian Development Bank and other multilateral and bilateral agencies have endeavoured to assist in strengthening the capacity of countries in the region to compile national accounts. Clearly, the demand is much greater than the available assistance. The countries, in expressing appreciation for the training, advisory services, technical and financial assistance provided, have underlined the need for and looked forward to the continuation of this assistance. The ESCAP secretariat, with funds generously provided by the Government of the Netherlands and with host facilities supplied by the Government of Indonesia, is organizing the Subregional Workshop on the Implementation of the 1993 SNA, to be held in Jakarta in March 1998. The secretariat looks forward to receiving further support so that similar workshops can be organized in other subregional groupings. The Commission may therefore wish to impress on multilateral and bilateral donor agencies that additional support is needed to accelerate the development of national accounts compilation in the countries of the region.

#### **D. Price statistics**

43. The measurement of inflation is a crucial input expected of statisticians for policy-making purposes. However, statisticians are faced with problems in the absence of an internationally accepted set of concepts and definitions to underpin inflation measurements. Recent reports, including that of the Boskin Commission in 1996, have focused attention on efforts to improve methodology in several areas of price statistics, in particular in dealing with low-level substitution bias, in how to treat new goods and quality change, and in issues relating to defining and measuring the underlying or core rate of inflation.

44. When the Working Group of Statistical Experts discussed this topic at its tenth session, a number of other important technical problems concerning consumer price indexes (CPI) were brought to the fore. Those included the treatment of services subsidized by the Government and subsequently subject to a change in pricing policy. The Working Group noted that the accuracy of CPI using the Laspeyres formula might need to be reviewed in view of the impact of changes in household income and the substitution effect. It further noted that there were variations in the calculation of annual changes in price indexes, which could result in substantially different measures for inflation. It suggested that standardization of methodology in that and other respects would improve comparability across countries. Given the importance of CPI and the measurement of inflation generally, the Commission may wish to lend its support to the efforts of countries and the secretariat to tackle these issues.

45. At the time of writing, the results of the International Comparison Programme (ICP) both globally and in the ESCAP region were expected to be announced shortly. The Working Group of Statistical Experts had noted that ICP results would be a very useful alternative to measuring the real gross domestic product (GDP) of countries in the face of exchange rate volatility among countries in the region. Developments in the foreign exchange markets affecting many Asian currencies have further underlined the importance of comparable GDP measurement which does not rely on exchange rates. The Commission may therefore wish to urge donors to support the secretariat's project proposal in this area, which covers an ICP comparison with 1999 as the reference year, and to suggest other means by which work on purchasing power parities can proceed in the region.

#### **IV. PROGRAMME MATTERS**

46. The Working Group of Statistical Experts discussed the programme of work in statistics, 1998-1999, and also indicated some priority areas for the programme of work in the biennium 2000-2001. The Working Group noted the need to give more attention to poverty measurement and to facilitate the participation of countries from the region in the so-called "city groups" set up to advance methodological work in various fields. It welcomed the plan to conduct workshops on poverty measurement and gender statistics, and emphasized that the *Statistical Newsletter* should be assigned higher priority. It also urged the secretariat and SIAP to continue actively to seek funding and other

arrangements for organizing meetings on selected priority management issues in statistics, including the Y2K problem.

47. In looking forward to the programme of work, 2000-2001, the Working Group noted that most of the priority areas identified by the Committee on Statistics for 1998-1999 would still be valid, including the 1993 SNA, social statistics, services statistics, the informal sector, price statistics and environment statistics. The Working Group also endorsed the priority areas of work identified by the bureau of the Committee on Statistics, including poverty statistics; information dissemination, including mode of dissemination, sharing of microdata and confidentiality issues; review of statistical legislation in view of changing circumstances; data archiving; pricing of information; and coordination, in particular in decentralized systems. Some of those topics could be on the agenda of meetings organized under the series on improved management and organization of national statistical services. The Commission may wish to comment on and endorse the priority areas of work of the Statistics subprogramme in 1998-1999, and confirm that the priority areas identified for 2000-2001 should form the basis of the draft work programme to be drawn up for that biennium by the secretariat.

#### **V. ACTION REQUESTED OF THE COMMISSION**

48. To recapitulate, the Commission may wish to:

(a) Endorse the actions proposed by the Working Group of Statistical Experts in relation to the year 2000 problem in computers; alert governments to the need to review their computer systems for the existence of the problem; create awareness of the problem in the private sector and among the general public; and urge countries to take year 2000 compliance into account in all purchases and contracts (paragraphs 14-15);

(b) Endorse the views of the Working Group on inter-agency coordination in the provision of technical assistance on GDDS and in the adoption of statistical and data dissemination standards, and impress on policy makers the need for additional resources for national statistical agencies to respond to SDDS/GDDS requirements (paragraphs 25-26);

(c) Reiterate the importance of population and housing censuses, emphasize the need for members and associate members to ensure that the 2000 round of censuses receives due priority and adequate resources, and comment on the role of international and regional cooperation and the TCDC modality in this field (paragraph 33);

(d) Provide recommendations on the direction of development in the field of gender statistics (paragraph 38);

(e) Urge Governments to mobilize additional resources for new statistical collections needed for the compilation of the 1993 SNA, and impress on donor agencies that further support is needed to

accelerate the development of national accounts compilation in the region (paragraphs 41-42);

(f) Support efforts to improve the measurement of inflation, urge donors to support the secretariat's project proposal on ICP, and suggest other means by which work on purchasing power parities can proceed in the region (paragraphs 44-45);

(g) Comment on and endorse the priority areas of work of the Statistics subprogramme in 1998-1999, and confirm that the priority areas identified for 2000-2001 should form the basis of the draft work programme to be drawn up for that biennium (paragraph 47).