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The Importance of Official Energy Statistics

International principles for official statistics.

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1. Introduction – Why is important to develop energy statistics as Official Statistics?
Energy as a good or commodity is important for all countries. Some countries are dependent of import to meet the national demand for energy. Others are exporters of energy and wealthy nations. Energy statistics for both supply and use of energy, together with statistics for energy balances (accounts) will be important for national policy in many fields. To some extent energy balances can be interpreted as indicators for the level of international dependency and may be political sensitive.

For the global (world) economic trends, energy and energy markets are crucial. Energy is one of the most traded goods. Important changes have occurred in energy markets both internationally and national. Good and relevant knowledge about energy seems to be important.

One observation seems to be that the structure of statistics on energy and especially the role of official statistics in the field of energy do not seem to match the important role energy plays in many societies - also globally.

The objective of the Oslo group is to improve the quality of energy statistics and as it is written in the background document: "there is a need to strengthen official energy statistics and link/bridge it better to economic, social and environment statistics both at national and international level". The Oslo Group is asked to "define scope of official energy statistics".

The reason for the emphasis on **official** is to improve quality of energy statistics. Quality is defined in a multidimensional way and does not only content accuracy, but also relevance, timeliness, consistence, objectivity, confidence etc. It is important to make statistics relevant to users, both national and international use.

Beside quality another important concept is confidence. It is important for official statistics that the users have confidence in the quality and objectivity of official statistics.

The user group should also be diversified. Official statistics has to be disseminated in an open manner so all individuals/firms etc will have open and equal access to it. Official statistics have to be a **pure public good**.

2. What are the characteristics of official statistics in general, and what will be the natural scope for official energy statistics?

2.1. The concept of official statistics
The history of official statistics is rather old in many countries. In Norway the history of the national office –Statistics Norway – goes back to 1876. The first Statistics Act was from 1907 and used the

concept official statistics. Compared to modern standards the definition of official statistics was not very clear. Official statistics should cover themes of great national concern and should be accessible for the public.

Official statistics is basically a concept for national statistics. It should be added that the international statistical cooperation is to a large extent based on the national official statistics.

Official statistics is widely used in international cooperation. The concept is widely understood, but even so there will not be a very precise definition of it, and the definition may vary between countries.

In some countries it may be defined in the National Statistics Act. This definition may be linked to a legal text (in the national Statistics Act) with tasks and objectives for the National Statistical Office (Institute). In other cases the concept of official statistics is defined more from a reference to tradition and culture, without a very sharp definition.

The government will have to take the responsibility for; the existence, the setting, the public access of official statistics. It is important to underline that there are several national solutions for the practical organization of official statistics. It may be centralized to one statistical institute/office or it may be rather decentralized. To avoid an eventual misunderstanding about official energy statistics – to strengthen official energy statistics does not necessarily mean that more of it has to be produced by a centralized national statistical office. Many national solutions may be used.

In some countries official statistic are centralized to one National Statistical Institute (Bureau) while other countries may have a rather decentralized system for official statistics. The full amount of official statistics will then be produced by several government agencies. Some countries will have a rather precise definition of official statistics and put a label on those tables/data that are regarded to be official statistics, while others use the concept of official statistics, but without a precise label on tables.

Several countries have organized coordination committees (or other similar bodies) to stimulate the coordination and common understanding when official more than one government institute produces statistics.

Energy statistics seems to one of statistical themes, which rather often are produced in a decentralized manner that is outside the national statistical office. The Oslo Group is invited to give opinions on a country survey, meant to collect information about how energy statistics are organized.

2.2. International organizations and official statistics

In the 1990s some important international efforts contributed to the definition of official statistics. It is natural to refer to the UN Fundamental Principles (See Appendix 1) the implicit definition of official statistics in these UN Fundamental Principles includes elements of quality characteristics. The quality discussion is aimed both at the product (the outcome – Official Statistics), the process and the institutional setting for the responsible government body.

The UN Fundamental principles are full of high ambitions, for example by stating that that official statistics has to use the best scientific methods. This means first that the statisticians have to identify the best methods for energy statistics. Second the statisticians have to use the best methods to have as an aim or objective that the best scientific methods are used is a big professional challenge. There is a need for human resources with relevant skills. Energy statistics should be given support and priority.

Official statistics should serve the users and democracy. To do this it is stated that official statistics should be protected from political pressure. No pressure - political or from the business sector – should be used as an excuse to modify the best method. Since energy is both political and

economically important it is perhaps naïve to neglect the problems of pressure towards energy statistics with the aim to paint a biased picture.

The globalisation of the energy market does also make it important to give priority to the principles about international comparability and use of international standards and concepts.

The claim for confidentiality is a key element to all statistics (See the ISI Declaration on Professional Ethics, http://www.cbs.nl/isi/ethics/htm). The principles about confidentiality are of special importance for official statistics for several reasons. One is the power given to Statistical Office to perform mandatory data collection, even with the right to use fines for non-response.

In many countries data for energy production and markets will be very business sensitive. There may be a need for strong legal basis for both the collection of data protection of data. This means a strong legal base to guarantee confidentiality and protection against misuse. This element is a real challenge since the energy industry is so important in many economies and since there at the same time seems to be a strong tendency towards market concentration on the supply side. In some countries this may create conflicts with the importance of statistics. If the number of energy produces is less than three - it is difficult to find good and balanced solutions for dissemination,

2.3. National Statistics Act

The national setting for official statistics may be defined in a national statistical act. It is not necessary to have a national statistics act (it depends on the national traditions for legal acts for government institutions). But it is fair to say that a national statistical act is instrumental for the legal rights for the collection of data, and the autonomy and position for the statistical office. The wording and structure of Statistics Acts will vary between countries, and be adapted to national legal and governmental administrative traditions. (See UN Handbook of Statistical Organization, Third Edition 2003. For discussion of Statistics Acts)

http://unstats.un.org/unsd/publication/SeriesF/SeriesF_88E.pdf

As an example we will also refer to the Norwegian Statistics Act. See Appendix 2.

Important elements are the institutional setting and the independency of government body responsible for official statistics, the legal base for data collection, and the cooperation with other parts of government for the use of administrative data.

Energy is in most countries a sensitive political question. Data collection and dissemination of statistics may also be political sensitive. It is the important that the professional role of the body that given the responsibility for energy statistics is clearly described and accepted.

Energy statistics may be so special that there are examples that the data collection and production is not a part of the common official statistics – regulated by the Statistics Act

2.4. Other international standards for official statistics

The International Monetary Fund (IMF) has been active in developing quality concept of official statistics and has emphasised how to make it operational and how to evaluate quality.

A description of the IMF standards may be found on the IMF web pages:

http://dsbb.imf.org/Applications/web/overview/

Some elements about official statistics and quality aspects copied from the IMF web pages:

Purpose. The Special Data Dissemination Standard (SDDS) was established by the International Monetary Fund (IMF/Fund) to guide members that have, or that might seek, access to international capital markets in the provision of their economic and financial data to the public. Both the General Data Dissemination System (GDDS) and the SDDS are expected to enhance the availability of timely and comprehensive statistics and therefore contribute to the pursuit of sound macroeconomic policies; the SDDS is also expected to contribute to the improved functioning of financial markets.

The dimensions and monitor able elements of the standard. The SDDS, in taking a comprehensive view of the dissemination of economic and financial data, identifies four dimensions of data dissemination:

- The data: coverage, periodicity, and timeliness;
- Access by the public;
- Integrity of the disseminated data; and
- Quality of the disseminated data.

For each of these dimensions, the SDDS prescribes two to four monitor able elements--good practices that can be observed, or monitored, by the users of statistics

The monitor able elements of the SDDS for access, integrity, and quality emphasize transparency in the compilation and dissemination of statistics.

- To support ready and equal access, the SDDS prescribes (a) advance dissemination of release calendars and (b) simultaneous release to all interested parties.
- To assist users in assessing the integrity of the data disseminated under the SDDS, the SDDS requires (a) the dissemination of the terms and conditions under which official statistics are produced and disseminated; (b) the identification of internal government access to data before release; (c) the identification of ministerial commentary on the occasion of statistical release; and (d) the provision of information about revision and advance notice of major changes in methodology.
- To assist users in assessing data quality, the SDDS requires (a) the dissemination of documentation on statistical methodology and (b) the dissemination of component detail, reconciliations with related data, and statistical frameworks that make possible crosschecks and checks of reasonableness.

Metadata. A subscriber is expected to submit information about its data and its dissemination practices--its metadata--to the IMF for presentation on an electronic bulletin board. The IMF for comprehensiveness and international comparability reviews subscribers' metadata. The responsibility for the accuracy of the metadata, including timely updates, and for the economic and financial data underlying the metadata rests with the subscriber. In addition, subscribers are required to certify the accuracy of all metadata posted on the DSBB on a quarterly basis. Metadata certification is required three days after the end of the quarter.

Important element in the IMF approach is:

- Clear definitions of quality aspects,
- Precise definitions of the themes and statistics covered
- Commitments (agreements) from member states,

- Documentation and transparency both about statistics and metadata
- Strong position for evaluation and reviews (ROSCs)

One question to discuss will be how the most relevant parts of the IMF approach could possibly be implemented in the field of energy statistics?

Eurostat has recently developed their system for quality work and established the Code of Practice:

http://epp.eurostat.ec.europa.eu/pls/portal/docs/PAGE/PGP_DS_QUALITY/TAB47141301/VERSIONE_INGLESE_WEB.PDF

See appendix 3.

The Eurostat Code of Practice is a further development of quality principles mentioned in the UN principles and other places. Some special adaptations have been made to make them relevant for EU. In the EU statistical system it is an extensive use of legal binding regulations for member states relevant for more or less all kind of statistics. Energy statistics was however for many years one example where gentlemen's agreement existed. The EU statistical system and Eurostat is functioning with close links to the Commission.

The code of practice starts in the first paragraph with professional independence. The legal base for data collection is pointed out as a must. It is worth to notify that in principle 3, the need for adequate resources is explicitly stated.

Independency, impartiality, objectivity, sound methodology, appropriate statistical procedures are all elements mentioned in the paragraphs in the Code of Practice. Further is it stated that the official statistics should be produced in a cost effective manner.

There is at present a process of evaluation – peer reviews – that will cover the member states (Including EFTA countries). These peer reviews will not go into detailed and complete evaluation of subject matter statistics as energy statistics.

The International Manual on Energy Statistics

OECD, IEA and Eurostat have written a very instrumental Manual on Energy Statistics (2004)

http://www.iea.org/textbase/nppdf/free/2005/statistics_manual.pdf

In this manual there is comprehensive description of relevant aspects, variables etc in energy statistics and also about quality elements. It does not however include a separate chapter on the role of official statistics and energy statistics. (It is also worth mentioning that In the UN Handbook "Concepts and Methods in Energy Statistics, with special reference to energy account and Balances" (1982), there is very little – if anything specific – about **official** energy statistics.)

3. Actions to be taken to strengthen official energy statistics – Conclusions

What are the main challenges for present energy statistics compared with the quality official statistics? This discussion has to be preliminary and we have to use the results of the survey as more background material to develop a strategy.

It is important to work with "relevance". Official energy statistics has to cover both supply and the user group will be very diversified. Energy statistics have to be relevant for energy markets and energy politics. Primary energy statistics has to be relevant for specialists following the energy

markets. Market changes, deregulations and statistics for market efficiency will be demanded. Such statistics (market efficiency) could be a challenge for traditional official statistics.

The legal base for official statistics will in many cases also include a paragraph creating the legal base for the independency for statistician in professional matters. The importance and character of energy as a commodity makes this independency for the energy statistician very important.

In many countries changes in energy markets and energy prices will have strong effects on the economic trends and situation. This means for example that energy statistics should meet the claims from National Accounts. A growing concern can be observed for the environmental effects from the use of energy – especially from the use of fossil fuels. It must be given top priority to let energy statistics meet the demand from environment statistics, especially the emission to air computations.

In some countries energy production and balances is very important and accordingly a political sensitive matter, both nationally and internationally. Lack of national energy sources may be felt as a threat to national independency. A full statistical system of supply and use of energy may give some ideas of an ideal situation with national balance. Official statistics should serve democracy and government, and energy balances may go further in comparing the supply and demand that the politicians are prepared for. This is to underline how important it is that energy statistics are based on the best methods and produced with full integrity.

International comparability is very crucial for energy statistics. For official statistics there are examples of good efforts to build bridges between national systems for official statistics. For energy statistics there are also important efforts in improving international comparability – like the JODI database for oil data and statistics. The positive experiences from JODI will be helpful in the future work with internationally comparable energy statistics.

One of the challenges for official statistics is stability over time. So it is also for energy statistics. Some challenges are linked to data non-renewal resources and estimates of reserves.

To guarantee that best methods are used there is a need for efforts to improve in methodological works solving the special problems for energy statistics building bridges between accounts of money values and physical terms. Definitions, units, conversion factors etc are important concepts

The development of official energy statistics will be dependent on principles etc, but the perhaps most important is the thematic content. This means that we have to discuss which variables to include: and frequency, concepts principles and dissemination. One of the characteristics of official statistics is completeness, full coverage and consistence. For energy this will mean that it has to be complete. That means to cover all production and use. We have to cover the full supply side. This means to include in economic/business statistics all production of energy. For full coverage this not only mean full coverage of energy industries but also production of energy in other industries. Of course we need import statistics. In all business statistics it is important to measure input, consumption - the use of goods. We do also need good data on the export and import of energy. We need data in values, in money terms (with both price and quantity) and important physical characteristics. Price data is important. This is one example of changes in the statistical challenges after deregulation of energy markets. Before deregulation in Norway the Government/Parliament decided the level on the energy prices; at that time there was not much need for official statistics on energy prices. Energy is a good example of the observation that deregulation of a market changes, and in most cases increases, the need for official statistics.

For all official statistics there is a strong need for control with population/unit, to guarantee that population of units is consistent with the other populations that are used official statistics (industrial classification). One special feature with energy statistic is the special characteristics for energy, that beside values and volume (tons liters etc) energy may be measured in energy terms. This as very

useful and should be taken advantage of. Special concern should be included in the definitions that links economic terms with physical (Energy units and measures. Conversion factors etc)

A process with the objective to strengthen the role of official energy statistics has to start with observation and evaluation of quality of present energy statistics included how energy statistics is at the present organized and disseminated.

It is up to each nation to base on the description of quality elements to evaluate if actions should be taken. Such actions should be aimed to improve quality.

International organizations may play an active role in quality work and in strengthening the role of official statistics. Examples are IMF with their SDDS and GDDS and also with the system for quality evaluation (ROSC). Eurostat has rather recently established their Code of Practice, followed up by a system for Peer Reviews. In Principle the Code of Practice is general and may cover also energy statistics. The Peer reviews should however be anticipated to be rather general without much specific guidance relevant to energy statistics.

As regards energy statistics it should be mentioned that quality work is given priority and the manual (OECD/IEA/Eurostat) should be mentioned. I the field of Oil statistics The JODI activities will have clear quality purpose.

The role of the Oslo group will be to develop quality concepts and to stimulate and strengthen the quality work within each country. How the quality claims for official energy statistics is met (what kind of organizational model) is to be decided by each country.

Appendices

Appendix 1
Fundamental principles of official statistics, UN

The Statistical Commission,

Bearing in mind that official statistical information is an essential basis for development in the economic, demographic, social and environmental fields and for mutual knowledge and trade among the States and peoples of the world,

Bearing in mind that the essential trust of the public in official statistical information depends to a large extent on respect for the fundamental values and principles which are the basis of any society which seeks to understand itself and to respect the rights of its members,

Bearing in mind that the quality of official statistics, and thus the quality of the information available to the Government, the economy and the public depends largely on the cooperation of citizens, enterprises, and other respondents in providing appropriate and reliable data needed for necessary statistical compilations and on the cooperation between users and producers of statistics in order to meet users' needs,

Recalling the efforts of governmental and non-governmental organizations active in statistics to establish standards and concepts to allow comparisons among countries,

Recalling also the International Statistical Institute Declaration of Professional Ethics,

Having expressed the opinion that resolution C (47), adopted by the Economic Commission for Europe on 15 April 1992, is of universal significance,

Noting that, at its eighth session, held at Bangkok in November 1993, the Working Group of Statistical Experts, assigned by the Committee on Statistics of the Economic and Social Commission for Asia and the Pacific to examine the Fundamental Principles, had agreed in principle to the ECE version and had emphasized that those principles were applicable to all nations,

Noting also that, at its eighth session, held at Addis Ababa in March 1994, the Joint Conference of African Planners, Statisticians and Demographers, considered that the Fundamental Principles of Official Statistics are of universal significance,

Adopts the present principles of official statistics:

1. Official statistics provide an indispensable element in the information system of a democratic society, serving the Government, the economy and the public with data about the economic, demographic, social and environmental situation. To this end, official statistics that meet the test of practical utility are to be compiled and made available on an impartial basis by official statistical agencies to honor citizens' entitlement to public information.

2. To retain trust in official statistics, the statistical agencies need to decide according to strictly professional considerations, including scientific principles and professional ethics, on

the methods and procedures for the collection, processing, storage and presentation of statistical data.

3. To facilitate a correct interpretation of the data, the statistical agencies are to present information according to scientific standards on the sources, methods and procedures of the statistics.

4. The statistical agencies are entitled to comment on erroneous interpretation and misuse of statistics.

5. Data for statistical purposes may be drawn from all types of sources, be they statistical surveys or administrative records. Statistical agencies are to choose the source with regard to quality, timeliness, costs and the burden on respondents.

6. Individual data collected by statistical agencies for statistical compilation, whether they refer to natural or legal persons, are to be strictly confidential and used exclusively for statistical purposes.

7. The laws, regulations and measures under which the statistical systems operate are to be made public.

8. Coordination among statistical agencies within countries is essential to achieve consistency and efficiency in the statistical system.

9. The use by statistical agencies in each country of international concepts, classifications and methods promotes the consistency and efficiency of statistical systems at all official levels.

10. Bilateral and multilateral cooperation in statistics contributes to the improvement of systems of official statistics in all countries.

The Fundamental Principles of Official Statistics were adopted at the Special Session of the United Nations Statistical Commission 11-15 April 1994. These had previously been adopted during the 47th session of the United Nations Economic Commission for Europe, in Geneva on 15th April 1992.

Appendix 2

Act relating to Official Statistics and Statistics Norway.
Act No. 54 of June 16 1989

Chapter 1. Object, definitions and scope

§ *1-1. Object*
This Act shall promote the efficient production of appropriate statistics through rules for the collection and use of information for statistical purposes and through rules for the organisation and activities of Statistics Norway.

§ 1-2. Definitions

(1) Statistics are numerical data concerning a group or a phenomenon which become apparent through comparing and processing information about the individual units in the group or a selection of these units, or through systematic observation of the phenomenon.

(2) Official statistics are statistics which are made available to the public by Statistics Norway or another state agency.

§ 1-3. Scope
The King[1] shall decide the extent to which this Act shall be made to apply to the Norwegian economic zone and to Svalbard, Jan Mayen and the dependencies.
[1]Ministry of Finance pursuant to Royal Decree No. 387 of 16 June 1989.

Chapter 2. Official statistics

§ 2-1. Decisions concerning the production of official statistics
Decisions concerning the production of offical statistics shall be taken by the King[l].
[1] Ministry of Finance pursuant to Royal Decree No. 387 of 16 June l989.

§ 2-2. Obligation to provide information

(1) The King[1] may by regulation or resolution impose upon any person an obligation to provide the information which is necessary for the production of official statistics in so far as any legally prescribed obligation of secrecy is no obstacle thereto.
[1] Ministry of Finance pursuant to Royal Decree No. 387 of 16 June 1989.

(2) A deadline may be set for the provision of information and stipulations may be made regarding the form in which the information shall be given. The obligation to provide information is breached when the information required is not given before the expiry of the deadline.

§ 2-3[1]). Compulsory fines
The body which has laid down the obligation to provide information may impose compulsory fines payable to the state upon such person as breaches this obligation. The imposition of compulsory fines shall be grounds for enforcing payment. Such compulsory fines may be collected by distraint. In special cases compulsory fines that have been incurred may be waived wholly or in part. The King[2] may issue more detailed provisions concerning such compulsory fines.

When the State Agency for the Recovery of Fines has been instructed to collect a compulsory fine as mentioned in the first paragraph, it can do so by garnishing wages and other similar payments pursuant to the rules in Section 2-7 of the Creditors Security Act. The Agency may also enforce payment of the fine by establishing an attachment charge in respect of the claim, provided the claim can be given legal protection by being registered in a register or notified to a third party, cf. Chapter 5 of the Mortgage Act, and the attachment proceedings can be conducted on the premises of the Agency according to the first paragraph of Section 7-9 of the Act relating to the Enforcement of Claims.
[1] Amended by Act No. 86 of 26 June 1992 (effective as of 1 January 1993 pursuant to Proposition No. 765 of 23 October 1992), and by Act No. 4 of 18 March 1994 (effective immediately pursuant to Proposition No. 217 of 18 March 1994, and retroactive for compulsory fines fallen due prior to its entry into force.)
[2]Ministry of Finance pursuant to Royal Decree No. 387 of 16 June 1989.

§ 2-4. Obligation of secrecy

(1) Any person performing work or service for a body which prepares or produces official statistics has a duty to prevent unauthorised persons from gaining access to or knowledge of whatever information he or she obtains concerning personal matters, administrative or business matters, or of technical appliances and methods used during the preparation or production of statistics. The obligation of secrecy applies only to such information as is collected for the purpose of producing official statistics.

(2) The obligation of secrecy also applies after the person concerned has completed the work or service. Furthermore, the person concerned may not use such information as is mentioned in this section in his or her own business or in work or in the service of others.

(3) Sections 13 to 13 e of the Public Administration Act do not apply.

§ 2-5. The use of information

(1) Information collected in accordance with any prescribed obligation to provide information, or which is given voluntarily, may only be used for the production of official statistics or for such other use as is approved by the Data Inspectorate and is not detrimental to the security of the realm. If information is handed over, the obligation of secrecy pursuant to § 2-4 shall also apply to the recipient of the information. When particular grounds so indicate, the Data Inspectorate may nevertheless make exceptions to such obligation of secrecy for certain types of information.

(2) Any agency which hands over such information may stipulate conditions *inter alia* concerning the use of the information and who shall be re sponsible for the information and have access thereto, concerning the storage and return of borrowed material, the destruction of copies, etc.

§ 2-6. The publication of information

Information collected in accordance with any prescribed obligation to provide information, or which is given voluntarily, shall under no circumstances be published in such a way that it may be traced back to the supplier of any data or to any other identifiable individual to the detriment of the person concerned, or to the unreasonable detriment of the latter if the supplier of the data or the individual is an undertaking of the kind mentioned in § 5-1 third paragraph[1] or a public organisation.
[1] Repealed by Act No. 66 of 20 July 1991.

§ 2-7. Cessation of the obligation of secrecy

The obligation of secrecy pursuant to this Act with respect to information concerning personal matters shall cease after 100 years. The obligation of sececy pursuant to this Act with respect to information conceming management and business matters and technical appliances and methods shall cease after 60 years.

Chapter 3. The duties and actvities of Statistics Norway

§ 3-1. The duties of Statistics Norway

Statistics Norway is the central body for production and dissemination of official statistics and bears the main responsibility for ensuring that the object of this Act pursuant to §1-1 is fulfillet. With respect thereto, Statistics Norway shall:

a) identify and place in order of priority the needs for official statistics

b) coordinate comprehensive statistics which are produced by administrative agencies,

c) develop statistical methods and apply statistics to analysis and research,

d) provide information for statistical use for research purposes and for public planning within the framework of § 2-5 of this Act,

e) bear the main responsibility for international statistical cooperation.

§ 3-2. Administrative data-processing systems

(1) Statistics Norway shall have the right to use administrative data-processing systems in the state administration and in nationwide municipal organisations as the basis for official statistics.

(2) When state bodies or nationwide municipal organisations are to establish or modify a major administrative data-processing system, notice thereof shall be sent in advance to Statistics Norway. Statistics Norway may seek additional information. Statistics Norway may also put forward proposals concerning the manner in which data-processing systems should be designed in order to safeguard consideration for statistics.

(3) The King[1] may issue more detailed provisions concerning the practice of the rules in subsections 1 and 2.
[1] Ministry of Finance pursuant to Royal Decree No. 387 of 16 June 1989.

§ 3-3. Coordination of statistics

(1) When an administrative body is to carry out major statistical investigations, notice thereof shall be sent in advance to Statistics Norway. Statistics Norway may seek additional information. Statistics Norway may forward proposals concerning the manner in which information shall be sought and the manner in which statistics shall be produced in order to safeguard consideration for statistics and coordination.

(2) The King[1] may determine that public research institutes shall be considered to be administrative bodies pursuant to the provisions of this section.
[1] Ministry of Finance pursuant to Royal Decree No. 387 of 16 June 1989.

Chapter 4. The organisation and administration of Statistics Norway

§ 4-1. The administration of Statistics Norway

(1) Statistics Norway is a professionally autonomous institution which shall be placed under such as determined by the King[1].

(2) Statistics Norway shall be administrated by an executive committee and a director general. The director general shall be in charge of administration except in those matters which come under the auspices of the executive commitee. The King[1] may issue regulations concerning the duties of the executive committee and of the director general.
[1] Ministry of Finance pursuant to Royal Decree No. 387 of 16 June 1989.

§ *4-2. The duties and composition of the executive committee*

(1) The executive committee shall discuss and stipulate the longterm programme, the draft budget and the annual work programme proposed by the director general, and place these matters and the annual report before the Ministry. Otherwise the executive committee plays a general supervisory role with respect to the development of official statistics and to the activities of Statistics Norway.

(2) The executive committee of Statistics Norway shall have 7 members. The King[l] shall appoint the chairman of the executive committee, its vicechairman, S ordinary members and deputies for a period of 4 years. Members may be re-appointed. One member and a deputy shall be appointed on the recommendation of the staff.
[1]Ministry of Finance pursuant to Royal Decree No. 387 of 16 June 1989.

Chapter 5. Otherprovisions

§ 5-1.[1] Penalties

(1) Wilful violation of § 2-2 or of an order pursuant to § 2-2 concerning the obligation to provide statements, of § 2-5 concerning the use of information or of § 24 concerning the publication of information may be punishable by fines unless the violation falls under more stringent criminal provisions.

(2) Breaches of the obligation of secrecy or of conditions pursuant to § 2-5 may be punishable pursuant to § 121 of the Penal Code.
[1] Amended by Act No. 66 of 20 July 1991 (effective as of 15 October 1991 pursuant to Proposition No. 571 of 6 September 1991)

§ 5-2. Implementation of the Act, etc
The King[1] may issue regulations concerning the implementation and supplementation of this Act.
[1]Ministry of Finance pursuant to Royal Decree No. 387 of 16 June 1989.

Chapter 6. Commencement. Transitional provisions. Amendments to other Acts

§6-1.

(1) This Act shall come into force from the date determined by the King[1].
[1] Ministry of Finance pursuant to Royal Decree No. 387 of 16 June 1989.

(2) In the course of the first two years this Act is in force Statistics Norway may impose an obligation on administrative bodies to provide information concerning their current statistics, and an obligation on state bodies and nationwide municipal organisations to provide information about their major administrative data-processing systems.

(3) Upon the first appointment of the executive committee, the vice-chairman of the executive committee and 2 of the ordinary members shall be appointed for a term of 2 years.

(4) The King[1] may determine that the rules contained in this Act concerning the duration and cessation of the obligation of secrecy with respect to information shall also apply in the case of information collected for use in official statistics before this Act came into force.

(5) Act No. 2 of 25 April 1907 relating to the procurement of statements for official statistics is hereby repealed.
[1] Ministry of Finance pursuant to Royal Decree No. 387 of 16 lune 1989. Effective as of 16 February 1990, pursuant to regulation No. 104 of 13 February 1990.

Appendix 3

Eurostat Code of Practice

Institutional environment

Institutional and organisational factors have a significant influence on the effectiveness and credibility of a statistical authority producing and disseminating European statistics. The relevant issues are professional independence, mandate for data collection, adequacy of resources, quality commitment, statistical confidentiality, impartiality and objectivity.

Indicators

– The independence of the statistical authority from political and other external interference in producing and disseminating official statistics is specified in law.

– The head of the statistical authority has sufficiently high hierarchical standing to ensure senior-level access to policy authorities and administrative public bodies. He/she should be of the highest professional calibre.

– The head of the statistical authority and, where appropriate, the heads of its statistical bodies have responsibility for ensuring that European statistics are produced and disseminated in an independent manner.

– The head of the statistical authority and, where appropriate, the heads of its statistical bodies have the sole responsibility for deciding on statistical methods, standards and procedures, and on the content and timing of statistical releases.

– The statistical work programmes are published, and periodic reports describe progress made.

– Statistical releases are clearly distinguished and issued separately from political/policy statements.

– The statistical authority, when appropriate, comments publicly on statistical issues, including criticisms and misuses of official statistics.

Indicators

– The mandate to collect information for the production and dissemination of official statistics is specified in law.

– The statistical authority is allowed by national legislation to use administrative records for statistical purposes.

– On the basis of a legal act, the statistical authority may compel response to statistical surveys.

PRINCIPLE 1: PROFESSIONAL INDEPENDENCE

The professional independence of statistical authorities from other policy, regulatory or administrative departments and bodies, as well as from privatesector operators, ensures the credibility of European statistics.

PRINCIPLE 2: MANDATE FOR DATA COLLECTION

Statistical authorities must have a clear legal mandate to collect information for European statistical purposes. Administrations, enterprises and households, and the public at large may be compelled by law to allow access to or deliver data for European statistical purposes at the request of statistical authorities.

Indicators

– Staff, financial, and computing resources, adequate both in magnitude and in quality, are available to meet current European statistics needs.

– The scope, detail and cost of European statistics are commensurate with needs.

– Procedures exist to assess and justify demands for new European statistics against their cost.

– Procedures exist to assess the continuing need for all European statistics, to see if any can be discontinued or curtailed to free up resources.

Indicators

– Product quality is regularly monitored according to the ESS quality components.

– Processes are in place to monitor the quality of the collection, processing and dissemination of statistics.

– Processes are in place to deal with quality considerations, including trade-offs within quality, and to guide planning for existing and emerging surveys.

– Quality guidelines are documented and staff are well trained. These guidelines are spelled out in writing and made known to the public.

– There is a regular and thorough review of the key statistical outputs using external experts where appropriate.

Indicators

– Statistical confidentiality is guaranteed in law.

– Statistical authority staff sign legal confidentiality commitments on appointment.

– Substantial penalties are prescribed for any wilful breaches of statistical confidentiality.

– Instructions and guidelines are provided on the protection of statistical confidentiality in the

production and dissemination processes. These guidelines are spelled out in writing and made known to the public.
– Physical and technological provisions are in place to protect the security and integrity of statistical databases.
– Strict protocols apply to external users accessing statistical microdata for research purposes.

PRINCIPLE 3: ADEQUACY OF RESOURCES

The resources available to statistical authorities must be sufficient to meet European statistics requirements.

PRINCIPLE 4: QUALITY COMMITMENT

All ESS members commit themselves to work and cooperate according to the principles fixed in the 'Quality declaration of the European statistical system'.

PRINCIPLE 5: STATISTICAL CONFIDENTIALITY

The privacy of data providers (households, enterprises, administrations and other respondents), the confidentiality of the information they provide and its use only for statistical purposes must be absolutely guaranteed.

Indicators
– Statistics are compiled on an objective basis determined by statistical considerations.
– Choices of sources and statistical techniques are informed by statistical considerations.
– Errors discovered in published statistics are corrected at the earliest possible date and publicised.
– Information on the methods and procedures used by the statistical authority are publicly available.
– Statistical release dates and times are pre-announced.
– All users have equal access to statistical releases at the same time and any privileged prerelease access to any outside user is limited, controlled and publicised. In the event that leaks occur, pre-release arrangements should be revised so as to ensure impartiality.
– Statistical releases and statements made in press conferences are objective and non-partisan.

Statistical processes

European and other international standards, guidelines and good practices must be fully observed in the processes used by the statistical authorities to organise, collect, process and disseminate official statistics. The credibility of the statistics is enhanced by a reputation for good management and efficiency. The relevant aspects are sound methodology, appropriate statistical procedures, non-excessive burden on respondents and cost effectiveness.

Indicators
– The overall methodological framework of the statistical authority follows European and other international standards, guidelines and good practices.
– Procedures are in place to ensure that standard concepts, definitions and classifications are consistently applied throughout the statistical authority.
– The business register and the frame for population surveys are regularly evaluated and adjusted if necessary in order to ensure high quality.
– Detailed concordance exists between national classifications and sectorisation systems and the corresponding European systems.
– Graduates in the relevant academic disciplines are recruited.
– Staff attend international relevant training courses and conferences, and liaise with statistician colleagues at international level in order to learn from the best and to improve their expertise.
– Cooperation with the scientific community to improve methodology is organised and external reviews assess the quality and effectiveness of the methods implemented and promote better tools, when feasible.

PRINCIPLE 6: IMPARTIALITY AND OBJECTIVITY

Statistical authorities must produce and disseminate European statistics respecting scientific independence and in an objective, professional and transparent manner in which all users are treated equitably.

PRINCIPLE 7: SOUND METHODOLOGY

Sound methodology must underpin quality statistics. This requires adequate tools, procedures and expertise.

Indicators
– Where European statistics are based on administrative data, the definitions and concepts used for the administrative purpose must be a good approximation to those required for statistical purposes.
– In the case of statistical surveys, questionnaires are systematically tested prior to the data collection.
– Survey designs, sample selections, and sample weights are well based and regularly reviewed, revised or updated as required.
– Field operations, data entry, and coding are routinely monitored and revised as required.
– Appropriate editing and imputation computer systems are used and regularly reviewed,

revised or updated as required.
– Revisions follow standard, well-established and transparent procedures.
Indicators
– The range and detail of European statistics demands is limited to what is absolutely necessary.
– The reporting burden is spread as widely as possible over survey populations through appropriate sampling techniques.
– The information sought from businesses is, as far as possible, readily available from their accounts and electronic means are used where possible to facilitate its return.
– Best estimates and approximations are accepted when exact details are not readily available.
– Administrative sources are used whenever possible to avoid duplicating requests for information.
– Data sharing within statistical authorities is generalised in order to avoid multiplication of surveys.
Indicators
– Internal and independent external measures monitor the statistical authority's use of resources.
– Routine clerical operations (e.g. data capture, coding and validation) are automated to the extent possible.
– The productivity potential of information and communications technology is being optimised for data collection, processing and dissemination.
– Proactive efforts are being made to improve the statistical potential of administrative records and avoid costly direct surveys.

PRINCIPLE 8: APPROPRIATE STATISTICAL PROCEDURES

Appropriate statistical procedures, implemented from data collection to data validation, must underpin quality statistics.

PRINCIPLE 9: NON-EXCESSIVE BURDEN ON RESPONDENTS

The reporting burden should be proportionate to the needs of the users and should not be excessive for respondents. The statistical authority monitors the response burden and sets targets for its reduction over time.

PRINCIPLE 10: COST EFFECTIVENESS

Resources must be effectively used.

Statistical output

Available statistics must meet users' needs. Statistics comply with European quality standards and serve the needs of European institutions, governments, research institutions, business concerns and the public generally. The important issues concern the extent to which the statistics are relevant, accurate and reliable, timely, coherent, comparable across regions and countries, and readily accessible by users.
Indicators
– Processes are in place to consult users, monitor the relevance and practical utility of existing statistics in meeting their needs, and advise on their emerging needs and priorities.
– Priority needs are being met and reflected in the work programme.
– User satisfaction surveys are undertaken periodically.
Indicators
– Source data, intermediate results and statistical outputs are assessed and validated.
– Sampling errors and non-sampling errors are measured and systematically documented according to the framework of the ESS quality components.
– Studies and analyses of revisions are carried out routinely and used internally to inform statistical processes.
Indicators
– Timeliness meets the highest European and international dissemination standards.
– A standard daily time is set for the release of European statistics.
– Periodicity of European statistics takes into account user requirements as much as possible.
– Any divergence from the dissemination time schedule is publicised in advance, explained and a new release date set.
– Preliminary results of acceptable aggregate quality can be disseminated when considered useful.

PRINCIPLE 11: RELEVANCE

European statistics must meet the needs of users.

PRINCIPLE 12: ACCURACY AND RELIABILITY

European statistics must accurately and reliably portray reality.

PRINCIPLE 13: TIMELINESS AND PUNCTUALITY

European statistics must be disseminated in a timely and punctual manner.

Indicators
– Statistics are internally coherent and consistent (e.g. arithmetic and accounting identities observed).

– Statistics are coherent or reconcilable over a reasonable period of time.
– Statistics are compiled on the basis of common standards with respect to scope, definitions, units and classifications in the different surveys and sources.
– Statistics from the different surveys and sources are compared and reconciled.
– Cross-national comparability of the data is ensured through periodical exchanges between the European statistical system and other statistical systems; methodological studies are carried out in close cooperation between the Member States and Eurostat.

Indicators

– Statistics are presented in a form that facilitates proper interpretation and meaningful comparisons.
– Dissemination services use modern information and communication technology and, if appropriate, traditional hard copy.
– Custom-designed analyses are provided when feasible and are made public.
– Access to microdata can be allowed for research purposes. This access is subject to strict protocols.
– Metadata are documented according to standardised metadata systems.
– Users are kept informed on the methodology of statistical processes and the quality of statistical outputs with respect to the ESS quality criteria.

PRINCIPLE 14: COHERENCE AND COMPARABILITY

European statistics should be consistent internally, over time and comparable between regions and countries; it should be possible to combine and make joint use of related data from different sources.

PRINCIPLE 15: ACCESSIBILITY AND CLARITY

European statistics should be presented in a clear and understandable form, disseminated in a suitable and convenient manner, available and accessible on an impartial basis with supporting metadata and guidance.