

Adapted Global Assessment of the National Statistical System of Ukraine

Final Version

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PREFACE

The Global Assessment of the National System of Official Statistics of Ukraine was jointly undertaken in the framework of the EU-funded project on ‘Global assessments of statistical systems of candidate and potential candidate countries as well as ENP countries’ by the European Commission (Eurostat), the European Free Trade Association (EFTA), and the United Nations Economic Commission for Europe (UNECE). ICON-INSTITUT Public Sector GmbH, under contract with Eurostat, was responsible for organising all activities and tasks relating to the AGA. The assessment process was initiated in response to a request made by the State Statistical Service of Ukraine (SSSU) to Eurostat made in February 2010.

The assessment is based on an extensive review performed during two assessment missions with the objective to describe and analyse institutional and organisational aspects of the SSSU including the compliance of Ukrainian official statistics with international and European standards, norms and recommendations. The first mission took place on 12–16 September 2011. The assessing team included Peter Hackl (former Director General of Statistics Austria) as the leading expert and Bronislava Kaminskiene (Head of the Methodology and Quality Division, Statistics Lithuania) as well as Claudia Junker (Eurostat), Jolanta Szczerbinska (Eurostat), Gabriel Gamez (UNECE), Jan Byfuglien (Statistics Norway/EFTA), and Kurt Wass (EFTA). The second mission took place on 23–25 November 2011 in order to complete the final assessment report and draw conclusions. Peter Hackl, Bronislava Kaminskiene, Jolanta Szczerbinska, Gabriel Gamez, and Kurt Wass participated in this second mission.

The missions were prepared through replies to the questionnaire sent out in advance to the SSSU, covering all relevant institutional, organisational and technical aspects, as well as practical issues. A large number of documents and some specially written material were made available by the SSSU in advance or during the visits. Many experts from the SSSU at national and territorial level, representatives from the SSSU subordinated bodies as well as experts from relevant ministries, the National Bank of Ukraine and other national and international stakeholders were met, partly in parallel meetings.

The reader of the report should be aware of some notational specifics:

- **State statistics:** In the Ukrainian legislation and in official documents the notion "state statistics" is used where the notion "official statistics" is expected. The legislation on official statistics is centred around the Law "On State Statistics", which defines in article 1 that state statistics is the "centralised system of collection, processing, analysis, dissemination, storage, protection and use of statistical information" and in article 11 national statistical system as a structure of "state statistical bodies".
- **Territorial vs. regional:** The regional organization of the National Statistical System (Article 11 of the LSS) are the "territorial state statistical bodies of the Republic of Crimea, regions, districts and cities/towns", consisting of 28 regional and 545 local offices. If the notion "territorial" is used in this report, it refers to the regional plus local level.

Further in this report, the authors make use of the international and European notational conventions; nevertheless at places and whenever Ukrainian specifics make it necessary, notions may be used which correspond to the Ukrainian situation.

The assessment team appreciates very much the well-prepared visits and the openness of the communication both with the staff of the SSSU and with the representatives from other partners and stakeholders. We hope that the Assessment will be of benefit to the further development of the National System of Official Statistics of Ukraine.

EXECUTIVE SUMMARY

1. The goal of the Adapted Global Assessment (AGA) of the National System of Official Statistics of Ukraine is to evaluate the level of conformity vis-à-vis European standards, incorporating the UN Fundamental Principles of Official Statistics, the European Statistics Code of Practice, as well as the Eurostat Statistical Requirements Compendium. The AGA aims at supporting the improvement of the State Statistical Service of Ukraine (SSSU) and the alignment of the national statistical system of Ukraine with international and European recommendations and best practices.
2. The detailed objectives of the AGA were as follows:
 - To assess the compliance of the statistical production and data as provided by the SSSU with European standards, norms and recommendations, as well as the administrative capacity of the country in the field of statistics;
 - To assess the institutional aspects of the SSSU and its technical and organisational capacity to produce and disseminate official statistics in all relevant areas;
 - To assess the compliance of the statistical production in selected statistical domains with the European statistical legislation;
 - To prepare recommendations for improvements for the SSSU to enhance its capacities and output and for defining fields of co-operation within future technical assistance programmes of international organisations and other cooperation partners.
3. In the course of the changes which followed the achievement of independence in 1991, the statistical system of Ukraine had the chance and necessity to develop into a modern statistical system. Although still many steps are to be done, the State Statistical Service of Ukraine is today a highly competent statistical agency which produces in many areas high quality statistical products relevant for its users. With its competent and engaged experts, the excellent communicative skills and the open-mindedness of the top management with respect to future challenges and potentials the SSSU is on the right way towards a highly professional and respected statistical institution.
4. The SSSU and other national statistical agencies are confronted with an increasing demand from the government, the business sector, international organisations and the public at large for timely, reliable and internationally comparable statistics for monitoring economic, social and environment policies. The SSSU, as the major producer of official statistics and the coordinating body of the National System of Official Statistics, is committed to maintain trust and public confidence in State Statistics by keeping the production of official statistics, from the data collection to the dissemination, free from non-professional interferences and by implementing modern management practices. In recent years, a main priority of the SSSU was to invest considerable resources in order to align its statistical production and processes with international and European standards and best practice. The SSSU is committed to participating in the international development of official statistics and actively sharing national practices. This report provides an assessment of the actual status of official statistics in Ukraine and the progress achieved during recent years

in the development of statistical capacities and information, and indicates potential areas for further improvements in the near and long-term future.

Main conclusions and recommendations on the institutional environment

5. The professional independence of the State Statistics Committee of Ukraine (SSCU), the principles of objectivity and impartiality are recognized in the Law of Ukraine “On State Statistics” from 2000 (LSS). According to the administrative reform in Presidential Decree of Ukraine № 1085/2010 “On optimization of the central authorities system” of 9 December.2010, the SSCU was reorganized into the State Statistics Service of Ukraine (SSSU), the activities of which are directed and coordinated by the First Vice Prime Minister of Ukraine, the Minister of Economic Development and Trade. The Regulation on the Ministry of Economic Development and Trade states that the Ministry is in charge of legal regulations in the field of statistics. Statistical methodology, statistical reports and documentation, as well as survey questionnaires (for conducting statistical surveys) have to be approved by the Ministry. Depending on the mode in which such supervision is conducted in practice, the professional independence of the SSSU (as stipulated in the Law on State Statistics and in international standards such as the UN Fundamental Principles of Official Statistics) may be jeopardized and hence the fundamental principles not applied. The recent initiative taken by the SSSU to amend Decree № 1085/2010 to ensure the professional independence of the SSSU is welcomed. It is noted that existing legislation does not allow executive bodies to issue documents that contain rules of law without registration at the Ministry of Justice. A protection of professional independence would also be to give to the LSS priority over other regulatory acts affecting statistics. The SSSU should be consulted within the process of generating new legal acts affecting statistical issues.
6. Statistical confidentiality is described in the LSS and strictly prohibits the disclosure of confidential data except for a court decision. These rules seem to be applied in general in the daily practice; in addition, a concept of confidential statistical information protection has been developed and approved and is going to be implemented. However, the practice of storing micro-data in local and regional offices may present a security problem as far as individual data is concerned. On the other hand, the law “On Information” defines the access to statistical information. The application of the confidentiality principle seems to result in the rigorous prohibition of any access to micro-data in some cases and in general with respect to researchers and research institutions, while in other cases the law “On Access to Public Information” does not take into account the principle of statistical confidentiality. The SSSU is obliged by the law “On Access to Public Information” to provide information about environmental data of business units on request, e.g., as a consequence of a court decision. Such an obligation might result in the disclosure of confidential data, which would be a breach of the confidentiality principle. This is a conflict between the LSS and the law “On Access to Public Information”. The following is therefore recommended:
 - The mentioned conflict between the LSS and the Law “On Access to Public Information” should be resolved.
 - A policy, pertinent procedures and measures for the access to micro-data by researchers and research institutions should be developed. Such a policy could be a means for closer ties to an important sector of potential users of statistical products.

Main conclusions and recommendations on the organisational structure and functioning of the SSSU

7. The SSSU has a central role as a producer of official statistics and coordinator of the National Statistical System (NSS) of Ukraine which comprises all bodies authorized to produce official statistics. The coordinating role is reflected in the procedure of establishing the annual Plan of State Statistical Observations, as well as the multi-annual statistical programme like the Strategy for State Statistics Development till 2012. It is a concern that the coordinating role of the SSSU within the NSS is formally not stated in the LSS. The following is therefore recommended:
 - The role of the SSSU as the coordinator of the National Statistical System should be included into the LSS or another legally binding document;
 - The role of the SSSU shall be further strengthened by including all statistical activities of all official statistics producers into the Annual Plan and by establishing producer/user committees for important statistical domains which are chaired by SSSU experts.
8. Several initiatives have been launched to review all statistical production processes, to adapt them to the Generic Statistics Business Process Model (GSBPM), to streamline and integrate them, and to document the processes. However, these initiatives are to a large extent still in the conceptual phase. The structure for a comprehensive documentation of statistical production processes has been developed and is going to be applied to about 120 statistical products. Therefore, the SSSU crucial project of integrating the statistical production processes shall be continued and further steps of practical implementation shall start as soon as possible. This should be supported by redesigning of the organizational structures. In particular, appropriate competencies for the necessary coordination of these processes and for issues of quality management and methodology shall be assigned.
9. The SSSU is committed to ensure that the statistical products are of a high quality. A quality reporting system has been established and the production of comprehensive documentations concerning individual statistical products has been started. However, no central service is in charge of establishing a quality management system and a quality management framework, based on a standard like the EFQM or the ISO quality concepts. It would be advisable that the SSSU establishes a unit for quality management and introduces a systematic quality monitoring and assessment practice. The unit should be responsible for developing and implementing a quality management strategy under the guidance of the top management of the SSSU.
10. The organization of the SSSU as a decentralized institution (with 27 regional offices) and its structure in terms of the resources divided between the Central Office and the regional offices, together with the legal environment, are a bottleneck in the process of the development towards a modern and more efficient organization of official statistics in Ukraine. It is recommended that staff and posts are better allocated among regional offices and the central office to allow rationalising the production processes. This is a task that needs to be addressed at the general level of administration in Ukraine, and not by the SSSU alone.
11. The financial resources cover the expenses due to the Annual Plan and also the projects envisaged in the Strategy for State Statistics Development till 2012. The by far largest contribution to the yearly budget comes from the state; revenues from

services and funding from international projects supplement the financial resources of the SSSU. However, it seems that the SSSU has difficulties in receiving funding from the state budget for non-routine investments such as IT innovative projects or for staff to represent the SSSU in an international setting. In such cases, the SSSU often is dependent on financial means from external, mostly international institutions or funds. The rather strict financial regime does not allow for much flexibility in the allocation of financial resources of the state within the SSSU. In times of rapid changes in the environment, this may lead to a number of developmental delays. A more flexible financial regime would assist to alleviate the situation; however this is beyond the competence and the responsibility of the SSSU.

12. At current, the overwhelming majority of the SSSU staff is employed in the regional offices. Their main responsibilities include data collection, validation and processing. In the Central Office staff is mainly involved in the development of methodology and in the dissemination of products, not in data validation or any aggregation processes. Appointment and recruitment procedures follow those generally applied in public administration. Training is also implemented via some general training provided for civil servants, however very few training courses are offered on statistical issues. Technological and organizational changes of the statistical processes will considerably change the profile of the competencies and knowledge that the staff is required to have. It is therefore recommended that the staff development needs are identified and corresponding training programmes for the SSSU staff are designed. As a supplement for the existing limited training offer, an internal core programme of standard basic training courses in statistics should be set up and supported with dedicated budget. In-house trainers could be used for that purpose. Training in English is highly recommended to enable staff to read international documents and enable them to communicate with international experts.
13. The functions and activities of the Main Inter-regional Statistical Office of Kyiv City play a major role in the overall production processes of statistics. The office is responsible for processing and aggregating data from the regional offices and for transmitting the aggregated data to the Central Office for approval. The integration of the Main Inter-regional Statistical Office into the SSSU would increase the feedback between the data collectors and the central level, support further methodology development and help avoiding duplication of tasks, thus increasing the coherence and efficiency of the system.
14. The SSSU seems to be focussed mainly on government users from various ministries and public bodies. Better communication with users, not only from the public administration but also from the business world, the academia, and the general public including the media, would help to streamline the statistical programme and to improve the efficiency of the statistical system. In many countries, a Statistical Board has been established to act as an advisory body to serve this purpose. It would be advisable for a Statistical Board to be established in Ukraine, composed of 15-20 representatives of important stakeholders. This Board should be mentioned in the LSS and charged with advising the management on all agenda points of the SSSU and commenting important developments and decisions. In particular, it should be fully involved in the preparation of the multi-annual and annual statistical programmes according to best international practices. The competencies of the already existing Commission on Improving the Methodology

and Reporting Documentation or Method Commission could be a starting point in establishing a body with the competencies of a Statistical Board.

15. At current, statistical information is disseminated via the website and through paper publications, such as express-releases, bulletins, reports, etc. The website of the Central Office and those of the regional statistical bodies contain different datasets and are differently structured. The statistical information is contained in around 200 different output databases which causes difficulties for users to navigate and to use and compare data; data are presented mostly in pdf-format which makes it difficult for the users to compile their own tables. It is therefore advisable for the SSSU to develop a comprehensive and all-encompassing dissemination policy with a clear focus on users' needs. The dissemination department should play a leading role in the development of this policy and take the lead as far as the implementation of this policy is concerned. Instead of each regional office and the SSSU Central Office all maintaining individual websites, a national portal of official statistics should be established for the entire statistical system including links to other producers of official statistics such as the Central Bank, the Ministry of Finance, etc. This portal would be the primary distribution channel for official statistics in Ukraine. The coordination and maintenance of this portal and its content should be the responsibility of the dissemination department. As a basis for the information to be published on the portal, an integrated common output or dissemination database should be established. The release calendar as shown on the website of the SSSU should indicate the release dates of all official statistics. Statistical publications should be more user-friendly by complementing tables with short comments and visual presentations. All SSSU publications should be available on the website as pdf-files free of charge, and in the form of tables in a format like Excel that allows using downloaded information as input for further operations. The development of a single online output dissemination database should allow users to select, extract and generate tailor-made tables and figures.
16. The feedback received from most users who came from public administration, the scientific community, and the media was positive with respect to services and data provided by the SSSU. Most users also expressed trust in the SSSU as a professional institution. However, there was also criticism on non-sufficient transparency on the underlying methodology, especially when it changed, and generally on missing comprehensive metadata, as well as on non-sufficient communication with the users (few press-conferences, trainings for users, etc.). It is therefore recommended to strengthen systematic user orientation and broaden the circle of users as well as to offer training and workshops for selected user groups to explain methodology and quality issues. As mentioned above, producer/user committees should be established to involve users in developing important statistical domains and commenting them.
17. The assessment team was informed by the SSSU that preparations are going on for the next census on population and housing to take place in autumn 2012. However, recently a governmental decision was taken that parliamentary elections will take place in about the same time. The SSSU is considering postponing the census to avoid the potential risk that the census activity is seen in a political context by the public. It is recommended that the SSSU postpones the census 2012 for several months in order to avoid any political connotation of a large statistical operation with a political event, and in that way takes care of the perception of professional independence of the SSSU.

Main conclusions and recommendations on the organisation of primary data collections and registers

18. The SSSU has a strong and clear mandate for data collection. However, data collection is expensive both for the SSSU and the respondents. At present, many of the statistical surveys are still implemented with an exhaustive coverage and sample surveys are used for selected domains only. In order to reduce the burden on the respondents and to increase the efficiency of the SSSU, it is recommended that data already available within the public administration should not be collected again, and that sample surveys shall have priority against exhaustive data collections. A general methodology unit, also responsible for the sample design, shall ensure that the sample size shall not exceed the absolutely necessary one.
19. The use of data from administrative sources is an obvious alternative to data collections from respondents. The access to data from administrative sources for statistical purposes is granted to the SSSU by law. However, in some cases the SSSU is not given access to identifiable unit-level data due to the fact that the specific law of the authority owning the administrative data does not allow this. One important example is that of the tax register, where access to this detailed information could improve the quality of the business register of the SSSU and business statistics in general. It is therefore recommended that the SSSU receives access to unit-level data from the tax authorities and from other owners of administrative data, and that the corresponding legislation shall state these rights in full compliance with the provisions on confidentiality.
20. A large number of administrative data sources are used. Activities devoted to the use of administrative data sources as replacement for the surveys, to the establishment of comprehensive statistical registers, and to the improvement of the quality of statistical registers shall be enhanced and further developed in co-operation with the relevant administrative bodies. Furthermore, the SSSU should take a more proactive role in searching for new administrative sources, as well as in supporting the development of electronic registers and solutions. Further co-operation agreements should be established with owners of administrative data. As the SSSU has only limited information about the quality of data which are collected by the administration bodies, the SSSU should also, in co-operation with the owners of the data, regularly review the quality of the administrative data.
21. The use of electronic statistical registers is another very effective means to improve the efficiency of the statistical production and to reduce the burden on respondents. Registers of the population, business units, agricultural units, buildings, and addresses are examples of registers which can, if of sufficient quality, reduce substantially the costs and increase the quality of statistical production. As one important tool, the SSSU maintains the Register of Statistical Units (RSU). Discussions during the assessment revealed that the quality of the RSU needs to be improved e.g., a considerable part of the business world, the individual entrepreneurs, are not well represented in the RSU. The quality of the information in the RSU on these businesses should be improved. For this purpose, tax data could be a logical source of information. The administrative function (register enquiries) assigned at present to the RSU should be abolished as soon as possible and taken over by the State Register Service. Among other electronic statistical registers the establishment of a population register should have priority.

Main conclusions and recommendations on the coverage and quality of the main statistical subject areas

22. In the points 23 through 32, an assessment of the compliance of the statistical production in selected statistical domains with the European standards as well as corresponding recommendations are given. The scope of the selected statistical domains is restricted to broad domains such as macroeconomic, business and social statistics and agricultural statistics, but does not cover all details as this would go beyond the scope of this report. For the scrutinized statistical domains a high degree of knowledge of the European methodology, requirements and standards has been observed. This knowledge needs further practical implementation in terms of production of data. Further improvement of the compliance of Ukrainian statistics with European and international standards would also imply some adjustments of the institutional and organizational framework of official statistics in the country, including the allocation of adequate financial resources to the SSSU and other producers of statistics.
23. Demographic statistics: There seem to be some quality issues concerning annual and quarterly population estimates of actual population for small territories as on this level data on emigration and immigration can be of inferior quality. Thus it is important to further study how to improve data in this area, in cooperation with the relevant authorities. Data is currently collected manually; this involves a large number of staff, especially at regional level. The SSSU should thus play an active role in the development and use of potential electronic registers and registration systems to improve the quality and efficiency of the production of demographic statistics. At present the comprehensive dissemination programme offers a large volume of paper publications in national language as well as website “Population” in Ukrainian and English. Further development of web dissemination is suggested, also providing access to the data in the English language.
24. Population census: The population census planned for 2012 will be conducted in accordance with the Principles and Recommendations for Population and Housing Census as adopted by the UN and the EU. The census will be a traditional census, supported with scanning of census forms and optical character recognition; 1049 persons will additionally be employed. A pilot census has been performed in December 2010. It is recommended that the SSSU postpones the census for several months in order to avoid any political connotation of the population census with parliamentary elections.
25. Living conditions survey/household budget survey: The survey on living conditions appears to be well established, based on sound methodological principles and international guidelines and recommendations. Plans to align the design better with EU-SILC by including the panel approach might overburden the survey. Steps to improve the quality of the sample frame by using the data from a future population register are recommended. It is further recommended to strengthen the methodological competences within the SSSU for performing household sample surveys in order not to be too dependent on external ad-hoc experts.
26. Labour market statistics: The Labour Force Survey (LFS) uses a methodology that complies largely with the provisions of the European Union. The labour costs survey conducted in 2010 and the plan to conduct a first structure of earnings survey in 2012 improve the compliance with the provisions of the “acquis in statistics”. A quarterly employment cost index can be expected to be available in 2013.

Improvements of the sampling frames such as wider sources of data, in particular administrative data, for updating the business and other registers are recommended. Quality reports in a standardized format should be available for all labour market statistics. Plans for further developments, e.g., labour market statistics for the sub-regional level, statistics on commuting and foreign labour migration, and statistics on informal employment as well as participation in the LFS ad hoc modules are welcomed.

27. National accounts: National accounts in Ukraine follow the SNA 1993 and ESA 1995 international guidelines, and a full sequence of accounts as well as institutional sector accounts and input-output tables are compiled. It is welcomed that a working group consisting of the SSSU, the Ministry of Finance and the National Bank of Ukraine has been formally established to discuss issues concerning national accounts, balance of payments and government finance statistics; this working group provides a good basis for important interagency cooperation and to ensure consistency between these important parts of macroeconomic statistics in Ukraine. It is recommended that the SSSU takes actions to improve the business register and in particular the information on individual entrepreneurs; as for other parts of the statistical portfolio of the SSSU, national accounts would benefit from better information in this area.
28. External Trade Statistics and Balance of Payments: In order to minimize the chance of misinterpretations, the Customs Service, the SSSU and the National Bank should issue an explanatory note for users which is available on the website and explains the conceptual differences between external trade data as compiled by the three organizations. Both statistics should be revised in order to reflect the new international guideline (BPM6 and new UN recommendations for ETS). The SSSU and the National Bank should further cooperate in order to improve the data on international trade in services, an important source for the compilation of the balance of payments.
29. Price statistics: The scope and definitions of the CPI is in line with international standards and recommendations. Trust in the credibility of the CPI by the public and the representatives of the media are crucial and should be fostered as much as it is possible. Also the PPI follows good practices and European and international standards and recommendations. A number of further price indices for the production sector such as construction, transport, and telecommunication, are compiled. Various planned methodological developments like improvements of the data collection and processing stages are welcomed.
30. Structural Business Statistics and Short-Term Statistics: The system of business statistics is built on the basis of a significant number of monthly, quarterly and annual surveys. These surveys cover a variety of different sectors of the economy and include a wide range of indicators. Some indicators seem to be collected not within the framework of business statistics but within other surveys (investment, environment) while for some other indicators they seem to be collected within the business surveys and by other surveys as well (labour statistics). Some of the indicators correspond to definitions and concepts of EU regulations while others are linked to previous practice or purely national needs. It is recommended that in order to streamline statistical production, the SSSU should initiate an inventory of needs for indicators from businesses. These needs shall be determined by users, both at national and European level (included in the relevant EU regulations), and may be identified through user satisfaction surveys, conferences with users and a screening

of EU regulations. The so identified user needs shall form the basis of the development of an integrated system of business surveys. This system shall guarantee that data for indicators are collected only once from the enterprises. National needs for indicators from business shall be scrutinised on a regular basis to determine whether they are still valid or whether other, new needs have arrived.

31. Agricultural statistics: Following the reform of ownership of land after 1991, fundamental changes of the agricultural sector also affected the system of agricultural statistics. The output of products is annually and monthly surveyed for around 42.000 private farms and around 15.000 agricultural enterprises, respectively. For the legal entities a register titled AGRO has been established which is basis for data collections. Surveys of the output of products are partly exhaustive; the design of surveys and the quality of the estimates of output is not clear. It is recommended that quality reports are made available which clearly describe the survey methodology and provide quality indicators for the statistics. The SSSU calculates the basic elements of economic accounts for agriculture, in general accordance with Eurostat requirements; planned extensions of the list of agricultural products and adaptations of price calculations are welcomed. The preparations for the agriculture census in 2013 are in progress.
32. Environment statistics: In surveys of the SSSU, data are collected on air pollution by industrial stationary sources and moving sources, on hazardous waste, on expenses of enterprises for environmental protection, and on specially protected areas. Besides that, administrative data on use of water and land resources are available to the SSSU. Plans for the harmonization of recording with European regulations on waste statistics and for the implementation of the waste accounting are welcomed. The obligation of the SSSU to provide on request information about environmental data of individual enterprises is not consistent with the confidentiality principle and should be abolished; in order to use these data for administrative purposes, they have to be collected by the competent Ministry.

1 LEGAL BASIS

1.1 LAW ON STATE STATISTICS

1.1.1 Background

32. The Law of Ukraine “On State Statistics” (LSS) was adopted by the Verkhovna Rada of Ukraine on 17 September 1992. In July 2000, a revised version of the LSS was promulgated, which was further amended in 2005, 2009, 2010, and 2011. The LSS regulates legal relationships in the field of state statistics as well as the organizational basis for carrying out the state statistical activity. The term “state statistics” as stated in the LSS is synonymous with the term “official statistics”, and both terms are used in this report. The term “state statistical bodies” comprises the specially authorized central executive body in the field of statistics and bodies created by it and subordinated to it or are in the sphere of its governance and defined by the LSS. However, there are also other bodies producing official statistics in Ukraine that are not regulated by the LSS, e.g., the National Bank of Ukraine and the State Customs Services that are regulated by other specific laws. Additionally, the Ministry of Finance also produces official statistics, seemingly without being

subject to any legal regulations specifically covering its statistical activity. It is recommended that in an amended LSS the Ministry of Finance is mentioned as a producer of official statistics.

33. An important event that has affected the state statistical bodies was the comprehensive administrative reform aimed at increasing the efficiency of central executive bodies and initiated in 2010. The impact of this reform on the statistical system of Ukraine is discussed more in depth in section 1.3 “Protection of Professional Independence” of this report.
34. The term “state statistical bodies” comprises, in addition to the specially authorized central executive body, a number of bodies that subordinate to the central body. According to Article 11 of the LSS, these are the territorial state statistical bodies in the Republic of Crimea, in the regions, districts and cities/towns; functional state statistical bodies, which can be enterprises, organizations or institutions; cf. Article 11 of the LSS. In practice, the system of state statistical bodies is reflected by the organisation of the SSSU. The SSSU comprises a very large organisation with a geographically decentralized structure, currently with more than 12.000 employees. Article 11 states that the state statistical bodies form a single integrated system of state statistical bodies. However, and as stated above, other producers of official statistics exist in Ukraine that are not covered by the LSS; examples are the National Bank and the State Customs Service, the activities of which are determined by the special legal acts. The LSS does not determine a coordination role of the SSSU for other producers of official statistics in Ukraine. Although the LSS states intentions to comply with internationally recognized statistical principles and standards for state statistics, the LSS does not contain such commitments for other producers of official statistics.
35. The LSS has a definition of ‘state statistics’ which only describes this as a centralised system for the collection, processing and dissemination of statistical information. A definition of official statistics focussing on the quality requirements that have to be met in order to be considered as official statistics is missing. Such a definition would be helpful to delimit also the system of official statistics and the producers that are involved in the production of official statistics.
36. Chapter III, Articles 12-16, of the LSS gives provisions for the main tasks, rights, and duties of state statistical bodies and their relations with other authorities involved in the collection and use of administrative data. The LSS gives the statistical bodies a strong mandate for their statistical activities. A main task for the SSSU is to fulfil the state statistical policy, and in order to meet this obligation the LSS gives the necessary rights to do so.
37. The LSS seems to a large extent to align with the UN Fundamental Principles of Official Statistics and the European Statistics Code of Practice. However, the LSS does not follow the practice of many national statistical laws, to mention explicitly the UN Fundamental Principles of Official Statistics. The provisions of the LSS in relation to the principles are discussed more in detail in separate sections on professional independence (1.3), confidentiality (1.4), mandate for data collection (1.5), the statistical system (2.1), the national statistical programming and coordination mechanisms (2.2), organization of the national statistical service (3.1), dissemination (3.4), relations with stakeholders (3.5), and international cooperation (3.6). The current part of the report concentrates on issues of a general nature of the

LSS in relation to the international principles, which are the standards used for the assessment.

1.1.2 Assessment Standards

38. The assessment of the LSS is made against the UN Fundamental Principles of Official Statistics (adopted by the UNECE in 1992) and the European Statistics Code of Practice (adopted by the Statistical Programme Committee – now the European Statistical System Committee - of the European Statistical System in 2005, revised in 2011).
39. Impartial and reliable statistical data of high quality with equal access for the citizens are widely considered as a prerequisite for a democratic society and as a necessary condition for the smooth and sustainable running of a competitive market economy. The responsibility for providing this statistical information according to the internationally accepted concepts and methods, including the protection of confidential information collected for statistical purposes, is to be entirely with the system of official statistics. This is the core function of modern statistical systems, which should also provide the information in an efficient and cost-effective way, i.e., coordinate the statistical activities amongst producers of official statistics and ensure a good communication with users by meeting their needs for statistical information.
40. The main objective of the global assessment is to assess whether the national statistical system of the Ukraine is organized in a way that enables the producers of official statistics to fulfil their core function as prescribed by the principles of the UN and the European Statistical System.

1.1.3 Scope of the LSS

41. This section discusses the scope of the LSS against some of the international principles not directly addressed in other sections of the report.
42. Although the degree of institutional centralization of a national statistical system varies across countries, the statistical law should identify the producers of official statistics and identify those responsible for the coordination. In the statistical legislation of the European Union, Regulation (EC) No 223/2009 of the European Parliament and of the Council, the national statistical authority designated by each member state as the responsible body for coordinating all activities at national level for the development, production and dissemination of European statistics (the National Statistical Institute) shall act as the contact point for the Commission (Eurostat) on statistical matters. The UN Fundamental Principles of Statistics also underline the importance of national coordination of the statistical activities to ensure the use of the appropriate statistical standards and to organize the work in an efficient way.
43. In Article 12 of the LSS of Ukraine, tasks are assigned to the state statistical bodies concerning coordination with state and local authorities and other legal persons in the organisation of collecting and using administrative data. Moreover, according to Article 13 of the LSS, statistical bodies also have the right to approve decisions on issues of statistics for all subjects to which the LSS applies. Hence, since state statistical bodies are subordinate to the central executive office, the LSS gives the Central Office of the SSSU a coordinating role in the statistical system of Ukraine for those bodies covered by the LSS. However, since there are other producers of official statistics in Ukraine to which the LSS does not apply, the SSSU is not

responsible for coordinating the entire statistical system. Other producers of official statistics are subject to other legal bases, and it is not clear to what extent they conduct their activities according to the international principles. This lack of coordination from a legal point of view puts at risk the capability to facilitate an efficient and cost-effective national statistical system.

44. This lack of an overall coordination of the statistical activities in Ukraine is also reflected by the fact, that important statistical activities are not included in the statistical planning (see Article 15). This is, for example, the case for the production of government finance statistics produced by the Ministry of Finance, which also reports directly to the International Monetary Fund on these statistics.
45. The LSS seems to empower the SSSU sufficiently when it concerns the dissemination of reliable and objective statistical information. Principles concerning impartiality, objectivity and equal access seem also to be widely in place, and the LSS protects the state statistical bodies against any interference: Article 5 reads: “Interference of any state and local authorities, other legal persons, public associations, officials and other persons in the activities of state statistical bodies, including contents of statistical information, selection of its sources, statistical methodology, forms and terms of dissemination of data of statistical observations, etc. is prohibited.” However, and discussed more in depth in section 1.3, under this article amongst others has been challenged as a result of the administrative reform that was initiated in 2010. It is though worth mentioning that the SSSU stated the good practice of not giving statistical information to some users before others, e.g., by offering pre-releases to specific users before the ordinary press releases.
46. Article 14 of the LSS obliges state statistical bodies to ensure equal access to statistical information by legal and natural persons. The dissemination policy and relation to the media indicates that the SSSU in practice could further strengthen the trust in the system. This is discussed more in depth in sections 3.4 and 3.5. This also pertains to the right of the SSSU according to Article 13 of the LSS to comment on misuse or wrong interpretation of statistical information. Even if the SSSU provides a wide range of metadata on its website, one could envisage ensuring a better communication with users by providing more comments and explanatory text in the press releases. This could facilitate less misinterpretation of the statistical information.
47. The only reference in the LSS to quality aspects is Article 7, which states that the choice of data sources should be subject to quality considerations. However, quality commitments in other parts of the statistical activities such as the collection, processing and dissemination are not explicit. Most national statistical offices have developed a comprehensive quality policy based on quality management principles such as those backed by the European Foundation for Quality Management.
48. Even if the LSS seems to explicitly be lacking the inclusion of some of the international principles for official statistics, internal SSSU decree № 216, “The Principles Governing the Activity of the State Statistical Bodies of Ukraine”, as of 14 June.2010 approves a list of 18 principles to be followed. This list is an extended version of the Code of Practice of the European Statistical System. The SSSU decree does not have the status of a legal document, but gives nevertheless a sound indication of the willingness to conduct the work of the SSSU according to the internationally accepted principles.

49. Article 10 of the LSS on the Integrated State Register of Enterprises and Organisations of Ukraine (business register) states that statistical bodies are responsible for the maintenance of this register. This implies that the SSSU is responsible for the administrative register. According to the information provided by the SSSU, this does not reflect the current situation, as the State Registry Service is now responsible for the administrative register conduction; the SSSU mainly deals with tasks related to the statistical register, the Register of Statistical Units. However, the SSSU still performs some tasks regarding administrative data.
50. The LSS is lacking provisions concerning the access to confidential data for research purposes. See also section 1.3 of this report.

Assessment

51. *The LSS of Ukraine is in many respects in line with the international recommendations.*
52. *As discussed in various parts of this report, a main concern is that other legislations are not fully consistent with the LSS. In particular, such inconsistencies seem to be present concerning access to some administrative data from other authorities, and Presidential Decrees № 1085/2010 of 9 June.2010 and № 396/2011 of 6 April.2011 that challenge the professional independence granted in the LSS; this point is further discussed in section 1.3 below. Steps should be undertaken in order to harmonize legislation on official statistics and legislation affecting official statistics.*
53. *The LSS applies only to the so-called state statistical bodies, and it is not clear whether other producers of official statistics conduct their activities in line with the internationally accepted principles, or along similar lines than those of the LSS. Even if the SSSU advises and controls other producers of official statistics in methodological and organizational issues, a uniform legal base for all producers of official statistics and the strengthening of the coordinating role of the SSSU would improve the efficiency of the national statistical system and the quality of the statistical products. E.g., it is recommended in this context, that in an amended LSS the Ministry of Finance is mentioned as a producer of official statistics.*
54. *The tasks of the SSSU regarding some parts of the Integrated State Register of Enterprises and Organisations of Ukraine concerning administrative data should be abolished. Such a role can place the credibility of the SSSU and the statistical system at risk, and is not considered appropriate according to the international principles.*
55. *A future revision of the LSS should anchor the SSSU as the national coordinator of all official statistics in Ukraine, and the LSS should comprise all producers of official statistics. The LSS should also give the SSSU and other producers of official statistics access to all data needed to provide statistical information of high quality, hence solving issues concerning contradicting legislation. The LSS should also stress the user-orientation and the commitment for quality management of the SSSU and other producers of official statistics.*
56. *The above mentioned assessment points concern revision and harmonization of legislation. Such work demands the active involvement of and planning together with other parts of the government, and may thus not be achievable in a very short time.*

1.1.4 Census Related Legislation

Law on Census of Population

57. The last population census in Ukraine took place in 2001 and was based on the Law of Ukraine “On the all-Ukrainian population census” of 19 October 2000. This law was not restricted to a census in a specific year. A population census was planned for 2011, but has been postponed until 2012. In addition to this law, the legal base for censuses also comprises the Constitution of Ukraine, the LSS and the following further laws or legislation: the Law of Ukraine “On information” (№ 2657-XII of 2 October 1992, the version of 13 January.2011); the Law of Ukraine “On access to the public information” (№ 2939-VI of 13 January.2011); the Code of Ukraine “On revision of the Code of Ukraine on administrative violations” (№ 1929-III of 13 July.2000); President's order № 547/2011 “On state executive bodies providing the access to the public information” of 5 May.2011; Cabinet of Ministers of Ukraine Decree № 581-p “On the all-Ukrainian population census conduction in 2012” of 9 April.2008; Cabinet of Ministers Decree № 1566-p “On trial population census conduction” of 28 July.2010; the Ministry of Social Policy orders: “On payment for persons that are temporarily engaged in works on preparation and conduction of the trial and all-Ukrainian population censuses as well as in processing, aggregating and publishing their results” (№ 379 of 27 August.2008; the order is registered in the Ministry of Justice of Ukraine as № 860/15551 of 16 September.2008); “On the approval on the Procedure of the temporarily engagement of census staff in works on preparation and conduction of the trial population census and payment for these” (№ 294 of 29 September 2010; the order is registered in the Ministry of Justice of Ukraine as № 989/18284 of 27 October 2010).

Law on Agricultural Census

58. The main legal base for agricultural censuses in Ukraine is, in addition to the LSS, the Law of Ukraine № 575-VI “On the Agricultural Census” of 23 September 2008. This law defines the legal, institutional and economic framework for the preparation and conduction of agricultural censuses (entire census: once every ten years, a census of cattle: once every five years, subject censuses: as appropriate) as well as processing, compilation, dissemination and use of the results. This law also regulates the relationships among entities in the census, their rights, duties and responsibilities, as well as establishes state guarantees to protect confidential information obtained during the censuses, etc.

59. In addition the agricultural censuses are affected by three Regulations of the Cabinet of Ministers:

- Regulation № 944-p “On Conduction of the First All-Ukrainian general agricultural census” of 5 October 2011: This regulation establishes the deadline for the first All-Ukrainian general agricultural census in 2014, and defines the SSSU and its regional and local agencies as responsible for its preparation and conduction as well as for processing, compilation and dissemination of its results.
- Regulation “On initiation of the Interdepartmental Commission to assist the conduction of the First All-Ukrainian entire agricultural census” (№ 769 of 17 July 2009; amended by the Cabinet of Ministers of Ukraine Regulation

№ 641 of 28 July 2010): This legal act defines the representatives of all relevant state executive bodies and organizations, as well as the position of the Interdepartmental Commission, its main tasks and rights.

- Regulation № 1225 “On approval of the procedure of temporary staff attraction to perform works on the preparation and conduction of the Agricultural Census as well as on processing and summarizing its results and remuneration of such personnel” of 18 November 2009: The procedure determines the mechanism and terms of attracting different categories of temporary staff to work on the preparation and conducting of the Agricultural Census, and the terms of remuneration of such personnel.

Assessment

60. *Both the population census and the agricultural census have been postponed by one and two years, respectively, against the original plans. For both censuses, a rather complex legal basis seems to exist, especially due to the variety of decrees and regulations by the Cabinet of Ministers which apply.*

1.2 OTHER LEGISLATION AFFECTING OFFICIAL STATISTICS

61. As in other countries, several other laws than those in the field of official statistics exist that do affect statistics. This part of the report describes some of these laws as well as some of the legal instruments in use that also are applied for official statistics. In addition, it is worth mentioning that for one producer of official statistics, the Ministry of Finance, there seems to be a lack of legal requirements for the compilation of government finance statistics, e.g., for its reporting to the IMF.

1.2.1

Law on the National Bank

62. In the law “On the National Bank of Ukraine”, the Section XII, “Organisation of the Banking Statistics and Statistics of the Balance of Payment”, gives provisions to the National Bank (NB) as a producer of official statistics. Without making specific references, the law states that the statistics should be produced according to international guidelines (agreements) and that the data to be published should be determined by the State Statistics Committee of Ukraine. Moreover, the law also states the NB’s right to access necessary information free of charge. The law makes references neither explicitly to the LSS nor to the international principles for statistics.

1.2.2

The Customs Code of the State Customs

Services

63. Within the Customs Code of Ukraine, Chapter 52 in Section XIV regulates customs statistics. This part of the code establishes the specially authorized central executive body in the area of customs statistics, whose main tasks, given in Article 303, are to produce and supply customs statistics. The article also states that statistical information should not be subject to disclosure.

64. The Customs Code does not give any reference to the SSSU or the LSS, or to international principles for statistics. The reference to methodology is not specific; Article 305 states only, that the customs statistics should use a methodology, which

facilitates the comparisons of data from customs statistics of foreign trade of Ukraine with data of the state statistics of other countries.

Assessment

65. *In the legislation specific for the statistical activities of the National Bank and the State Customs Service, references to the LSS, the SSSU, the methodology to be applied or the national or international principles of statistics are not clearly stated. It would be of benefit for the national statistical system to bring more coherence and clarification across the various pieces of legislation pertaining to producers of official statistics.*
66. *In the case of the statistical activities of the State Customs Service it is doubtful if its statistical products can be considered official statistics as it seems to be more a provision of administrative data.*

1.2.3 Law on Information

67. Law № 2657-XII “On Information” of 2 October 1992, in the version of the law № 2938-VI of 13 January 2011, establishes in a broad sense basic principles on information in Ukraine such as a guaranteed right to information, transparency, accessibility, freedom of exchange of information, freedom of views, expressions and beliefs, protection of persons etc. The law gives provision on the national policy on information and states also in Article 18 concrete provisions on statistical information.
68. The law defines statistical information as documented information that provides quantitative characteristics of mass phenomena and processes that take place in economic, social, cultural and other spheres of life. It states also that Government statistical information shall be the subject for systematic open publishing. The law also guarantees that statistical information is subject to an open access with the exception of information to which access is restricted by law. Moreover, the law states that the legal regime of statistical information is determined by the LSS and other laws and international treaties approved by the Parliament of Ukraine (Verkhovna Rada).

1.2.4 Presidential Decrees

69. In general, decrees or regulations of the President or the government can be considered as secondary legislation in the sense that they are inferior to the laws (that is, they can only regulate within the scope of the laws). A number of such decrees affect producers of official statistics. A particularly important decree is Presidential Decree of Ukraine № 1085/2010 “On optimization of the central executive authorities system” of 9 December 2010. As part of the administrative reform, this decree reorganized the former State Statistics Committee of Ukraine to the State Statistics Service of Ukraine. The Decree states that the activity of the SSSU is directed and coordinated by the First Vice-Prime Minister of Ukraine, the Minister of Economic Development and Trade. Section 1.3 below discusses the effects for the SSSU of this decree in more detail. The decree was further elaborated by President Decrees № 370/2011 of 6 April 2011, № 580/2011 of 12 May 2011, № 717/2011 of 30 June 2011, № 742/2011 of 8. July 2011, № 769/2011 of 18 July 2011, № 1069/2011 of 23 November 2011, and № 1168/2011 of 19 December 2011.

70. There are some additional decrees which indirectly affect state statistics. Examples are decrees on general aspects of specific domains such as health, tourism, etc.; they might affect the production of statistics in these domains.

1.2.5 Government Decrees

71. In addition to laws and presidential decrees, government decrees or decrees of the Cabinet of Ministers may also affect statistics. Such decrees are used in relation to large-scaled statistical activities such as population and agricultural censuses. Decrees of the Cabinet of Ministers approve the annual plan of the state statistical observations and the long-term programme to develop the state statistics. Concerning national accounts, several decrees of the Cabinet of Ministers (e.g., decrees which introduce and develop national accounts in Ukraine, decrees on quality work and on the establishment of an interagency working group) have been issued.

1.2.6 Decrees by the SSSU

72. Decrees by the SSSU are signed by the chairman. They might be discussed by advisory bodies of the SSSU. Of particular importance is the *Commission on Improving the Methodology and Reporting Documentation* (Methodology Commission). This Commission is headed by the First Deputy Chairman of the SSSU, and, in addition to the directors of the SSSU, the Methodology Commission consists of several members of the scientific and educational institutions in Ukraine. This body can be compared to some extent to a Statistical Board, even though some important groups of users are missing. The Methodology Commission discusses the statistical issues in question and gives a recommendation for further approval by the SSSU. Furthermore, the Commission on Confidential Statistical Information Protection was established. One important example is the Commission's work on the approval of the concept of confidential statistical information protection, discussed in section 1.4 below. This document was approved in the joint meeting of the Methodology Commission and Commission on Confidential Statistical Information Protection.

73. Prior to the recent administrative reform involving the reorganization of the State Statistical Committee (SSCU) into the State Statistical Service, decrees or orders issued by the SSCU could establish rules of law (such as SSCU orders in the field of statistics), and needed only to register those orders at the Ministry of Justice to obtain official status. Now that the reforms have taken effect, the SSSU must provide its draft orders for acceptance to the Ministry of Economic Development and Trade, which is now responsible for approving any legal documents proposed by the SSSU. The Ministry of Economic Development and Trade then forwards these documents to the Ministry of Justice for a formal registration procedure. Issues regulated by means of an SSSU decree after their approval by the Methodology Commission need now the approval of the Ministry of Economic Development and Trade, a situation which might result in conflicts with the principle of professional independence.

Assessment

74. *In addition to the LSS, there are several laws and legislation which affect the SSSU mandate. The situation seems to be rather complex and – from the outside –*

confusing, and a simplification could be helpful. In such a complex system, inconsistencies may be very difficult to avoid. Again, such a situation might put the credibility of the statistical system at risk.

75. *It is recommended that a revised LSS should explicitly give primacy to the LSS over other laws on issues in the field of official statistics or issues clearly affecting the production of official statistics. Many of the various decrees pertaining to statistics could benefit from being included in the LSS itself, and this underpins and adds to the assessment of section 1.1 above on the need to revise the LSS. A revision of the LSS should take into consideration issues such as the coverage of all producers of official statistics, anchor the coordinating role of the Central Office of the statistical system of Ukraine, and would yield a good opportunity to remove inconsistencies in the legal bases. This would assist greatly in bringing the statistical system in Ukraine closer to the standards of a modern efficient and cost-effective statistical system.*

1.3 PROTECTION OF PROFESSIONAL INDEPENDENCE

76. The LSS is the legal basis for the production of official statistics in Ukraine. A reference to the UN Fundamental Principles of Official Statistics, intending to ensure the quality and to retain the trust of the public in official statistics and the institution producing it, is not specifically given in the law.

77. The LSS explicitly defines in Article 5 two “main principles of the state statistical activity”:

- stating the professional independence of the producers of official statistics while performing statistical activities, and
- and stating also that “interference ... in the activities of state statistical bodies, including contents of statistical information, selection of its sources, statistical methodology, forms and terms of dissemination of data of statistical observations, etc. is prohibited.”

78. Independence is a fundamental principle for the credibility of a statistical system, and credibility is of the highest importance because statistics that cannot be trusted are of no use. In this context, the UN Fundamental Principles of Official Statistics as well as the European Statistics Code of Practice state that the producers of official statistics shall be professionally independent. The production and dissemination of statistics shall be decided solely on professional reasons and not policy-driven. Sufficient safeguards against attempts to influence or manipulate statistical results, e.g., by affecting the choice of standards and methods or the dissemination of the statistical results should be element of a statistical law.

79. Presidential Decree of Ukraine № 1085/2010 “On optimization of the central authorities system” of 9 December 2010 is inducing an administrative reform due to which the State Statistics Committee of Ukraine (SSCU) was reorganized into the State Statistics Service of Ukraine (SSSU). Presidential Decree of Ukraine № 396/2011 “On State Statistics Service of Ukraine” of 6 April 2011 defines the objectives, tasks, and rights of this state body and the organizational issues, in particular the position of the Chairperson and of the deputies.

80. Presidential Decree of Ukraine № 396/2011 of 6 April 2011 states that the activities of the SSSU are directed and coordinated by the First Vice Prime Minister of

Ukraine, the Minister of Economic Development and Trade. The Regulation on the Ministry of Economic Development and Trade states that the Ministry is in charge of legal regulations in the field of statistics. Statistical methodology, statistical reports and documentation as well as typical forms of primary records necessary for conducting statistical surveys have to be approved by the Ministry.

81. Presidential Decree of Ukraine № 396/2011 of 6 April 2011 states that the SSSU is headed by the Chairperson who is appointed and dismissed by the President of Ukraine after nomination by the Prime Minister, based on the proposal of the First Vice Prime Minister, the Minister of Economic Development and Trade.
82. The Chairperson is appointed by the President of Ukraine without determining the term of office. The same procedure is in place for the Deputy Chairmen. The post of the SSSU Chairperson is the highest non-political post within the civil service.
83. A fixed term of office is considered a good practice of institutional protection of the chief statistician and his deputies. The fact that the chairperson of the SSSU is appointed by the President of Ukraine for an undetermined term implies that the President could terminate the term of office of the SSSU chairperson at any moment. The current chairman has been in office since the late 90ies, i.e., his term was not affected by the changes in the presidency over the recent years.
84. The heads of the regional offices are recruited without competition, but based on pre-defined requirements for education and experience. They are appointed by the chairperson of the SSSU and in agreement with the regional government and First Vice Prime Minister, the Minister of Economic Development and Trade of Ukraine.
85. It is not clear whether Article 5 of the LSS does refer to other producers of official statistics. It might be the case that other producers and their subordinate bodies do not have to observe, from the point of view of the LSS, the principle of independence in the production and dissemination of official statistics, and that they do have to create a separate organisational unit for statistics that can become part of the statistical system. The situation is slightly different for statistics like the monetary and banking statistics and the balance of payments produced by the National Bank and the customs statistics maintained by the State Customs Service. However, also in these cases the principle of independence in the production and dissemination of statistical products is not imposed by a pertinent law.
86. The SSSU states in its self-assessment, that media criticize the statistics objectivity. The discussions with interlocutors from the mass media in the course of the assessment did not confirm that journalists generally mistrust the independence of the SSSU, although the validity of the inflation rates as published by the SSSU was the subject of a controversial discussion.
87. Another element of professional independence is the right for the SSSU to correct erroneous interpretations and misuses of published results (4th principle of UN Fundamental Principles). This competence is explicitly mentioned in the LSS (last item of Article 13) as one of the main rights of the state statistical bodies. The SSSU did not establish a special policy to deal with related cases; however, the need for reactions in such cases seems to be very rare.

Assessment

88. *The professional independence of the statistical bodies is explicitly stated by the LSS and external interferences are declared as prohibited. Nevertheless, some amendments and clarifications should be considered for a future revision of the LSS.*
- *It is unusual that a Statistical Law does not mention the position of the Chief Statistician, who is not only the head of the central statistical office, but represents the whole system of official statistics. Dealing with the position of the Chairperson of the SSSU in the LSS would underline the role of the Chairperson as the guardian of the professional independence of the Ukrainian system of state statistical bodies and of the SSSU.*
 - *The qualification, the appointment and a possible dismissal of the Chairperson should be regulated, in view of the importance of professional independence, at the level of a formal law, preferably in the LSS itself. The Chairperson of the SSSU should be defined as chief statistician, with a fixed term of office, appointed (and possibly reappointed for a second term) by the President of Ukraine following a public vacancy announcement.*
89. *Presidential Decree of Ukraine № 1085/2010 of 9 December 2010 states that the activities of the SSSU are directed and coordinated by the First Vice Prime Minister of Ukraine, the Minister of Economic Development and Trade. The Regulation on the Ministry of Economic Development and Trade states that the Ministry is in charge of legal regulations in the field of statistics. Statistical methodology, statistical reports and documentation as well as typical forms of primary records necessary for conducting statistical surveys have to be approved by the Ministry. Depending on the mode in which such supervision is conducted in practice, it might be considered as contradictory to the LSS.*
90. *The appointment procedure of the heads of the regional offices, who are recruited without competition, but based on pre-defined requirements for education and experience and are appointed by the chairperson of the SSSU in agreement with the heads of the local state administrations and the First Vice Prime Minister, the Minister of Economic Development and Trade of Ukraine, shall be changed to guarantee the independence from political influence on appointments.*
91. *For other producers of official statistics, the principle of independence should be implied in legal form. This can be done by means of subject-specific legislation or within the LSS. It requires the establishment of a special unit for statistics within the organisation of the statistics producer. This unit, but not the rest of the ministry or agency to which it belongs, will be part of the system of official statistics. This unit should enjoy professional independence from the rest of the ministry or agency in statistical matters, but it is not professionally independent from the SSSU. Statistical activities of other producers should be included in the annual statistical programme and co-ordinated in respect to methodology and dissemination.*
92. *Discussions with interlocutors from the mass media indicate that the public perception of the SSSU as an independent and impartial provider of official statistics for all users might need some improvement.*
93. *The SSSU should develop and implement a policy concerning when and how to react to erroneous interpretations and misuse of statistical information by users.*

1.4 DATA SECURITY AND STATISTICAL CONFIDENTIALITY

94. The LSS contains (a) the definition of confidential data in Article 1 and (b) two articles which describe the guarantee of confidentiality (Article 21) and related exceptions (Article 22).
95. The key provision related to the confidentiality principle is that confidential data are used only for the production of official statistics. This is the content of Article 21 of the LSS which states that confidential information (a) may be used exclusively for statistical purposes and (b) shall not be required by any individual or institution for making a decision with respect to a particular respondent. The article is limited to state statistical bodies, i.e., the SSSU and its subordinated bodies, so that not the whole system of official statistics is covered.
96. Article 22 of the LSS specifies the exceptions like dissemination of identifiable information with the permission of respondents and if such information can be obtained from generally available sources. The LSS does not distinguish direct and indirect identification.
97. The LSS gives statistical bodies the right to access confidential information, with the assurance to the respondents that the confidentiality of the data is guaranteed. A corresponding text included in statistical questionnaires informs about this obligation.
98. Various protection measures to ensure data confidentiality are in place or work in progress. A concept for confidential statistical information protection was designed and approved by SSCU order № 534 of 29 December 2010 but so far not fully implemented. A Commission on Confidential Statistical Information Protection, an advisory body, was established by SSCU Order № 48 of 1 March 2011. A Code of Ethics for staff members has been drafted. The Main Inter-regional Statistical Office in Kyiv is developing a highly automated IT system which is intended to ensure the security and confidentiality of data.
99. The SSSU stores the primary data in the regional offices. Internal instructions and guidelines for the staff members on how to deal with primary data in all phases of the production process are still not systematically applied. As the regional offices are closely located to local authorities, the demand for individual data from reporting units exists from the side of the local authorities. The demand may be stimulated by the fact that the SSSU still collects a number of purely administrative data for which a clear interest from local authorities exists. Though the concept of protection of confidential statistical information has been approved, at the time the Central Office has no systematic and unified control over corresponding activities in the regional offices.
100. Staff members sign a data confidentiality commitment at the time of appointment. In case a violation of statistical confidentiality occurs, both disciplinary measures and a fine payment may be imposed.
101. The LSS does not regulate the use of confidential data for scientific purposes. In most countries, the use of confidential data for scientific purposes is (under very strict and restrictive conditions) possible; producers of statistics may provide anonymized or only indirectly identifiable primary data to scientific and research institutions for the purpose of carrying out scientific and research activities; the rules for the use of such data are very strictly regulated by a contract.

102. Legislation foresees that any information including primary data and even confidential data may be submitted to law enforcement agencies as regulated in laws such as "On Prosecution", "On the Security Service of Ukraine", "On the Police", "On operative-search activity", and "On the organizational and legal framework for combating organized crime". This approach does not fully correspond to the confidentiality principle and should be improved by specifying the only acceptable reasons, which are court decisions in the case of breaking statistical confidentiality.
103. According to LSS certain environment related data on emissions and waste are to be made available on the level of individual enterprises. As the SSSU collects these data (the Ministry of Ecology and Natural Resources rejected this task) the application of the mentioned law might result in the disclosure of confidential data and would then cause a conflict with the confidentiality principle. A similar situation relates to the Register of Statistical Units (RSU). This register (which includes the Statistical Register of Enterprises and the Statistical Register of Individual Entrepreneurs) is maintained by the SSSU. On request, the SSSU answers external inquiries concerning RSU-units as the State Service of Registration, the holder of the corresponding administrative register, the Unified State Register (USR), does not have the technical tools to answer these inquiries. Such activities may raise doubts about the strict compliance of the SSSU with the confidentiality principle; the credibility of the pledge to use data exclusively for statistical purposes may be undermined.

Assessment

104. *Though the LSS contains appropriate Articles on confidentiality, some amendments and clarifications should be considered in a future revision of the LSS.*
- *The principle of confidentiality should not be limited to state statistical bodies, i.e., the SSSU and its subordinated bodies, but cover the whole national system of official statistics.*
 - *The LSS should state that the filled-in questionnaires should be destroyed once the data have been captured electronically, validated, coded, and edited, and that identifiers should be removed from the files once they are no longer needed for statistical purposes.*
 - *The LSS should regulate the access for researchers and scientific and research institutions to anonymized primary data for the purpose of carrying out scientific and research activities. A corresponding policy with clear criteria which institutions may receive such data should be developed.*
 - *The LSS should state the already used practice to oblige all staff members – including temporary employees – of the SSSU and its subordinated bodies to observe the confidentiality requirements; the application of this paragraph should require each official or employee to sign a confidentiality pledge in written form, as stipulated in the EU Code of Practice.*
105. *The SSSU should develop and make public a policy on confidentiality. This policy should contain clear rules on how to cope with unit-level data at all levels of the statistical process including in the regional offices. The policy should also contain*

rules related to the confidentiality of aggregated data and corresponding disclosure control techniques and IT-tools should be developed and implemented.

106. *Confidentiality of statistical data also implies that statistical results must not be disseminated if there is a risk of revealing confidential data. A disclosure control policy with rules related to the confidentiality of aggregated data should be defined and communicated to both the SSSU staff and the public, and corresponding techniques and IT-tools implemented.*
107. *It is a good practice not to keep filled-in forms with names and addresses beyond data entry and control, and not to store names and addresses in electronic files together with the full range of characteristics; this of course does not apply to statistical registers. This policy of separating direct identifiers and content characteristics is the best safeguard against any pressure to release information on individual units for non-statistical purposes such as law enforcement: If a file cannot be searched by name or address, it ceases to be of interest to anybody interested in a non-statistical use. The LSS does not require that identifiers be removed from filled-in forms once they are no longer needed for statistical purposes.*
108. *The responsibility for answering inquiries concerning RSU-units should be removed from the SSSU.*
109. *Legislation which stipulates that confidential data may be submitted to law enforcing agencies does not fully correspond to the confidentiality principle. According to the confidentiality principle, the only reasons for submitting confidential data to law-enforcing agencies are court decisions in cases of breaching the statistical confidentiality principle.*

1.5 MANDATE FOR DATA COLLECTION

110. A statistical law shall provide producers of official statistics with the right to decide about the most appropriate data source to acquire the necessary basic information for the compilation of their statistics. Public organisations should be obliged to give access to their data which can be used for statistical purposes, and statistical units to provide the information needed.
111. In accordance with Articles 12 and 13 of the LSS, the state statistical bodies have a strong and clear mandate for data collection, including data from natural persons and administrative sources. The scope of data is determined by the “specially authorised central executive body in the area of statistics”, in fact by the SSSU in Kyiv.
112. Reporting units have to provide the producers of official statistics with all data necessary for the production of the statistics included in the Plan of State Statistical Observations, i.e., the Annual Plan or for statistics to be produced according to a special decision of the Cabinet of Ministers of Ukraine. State statistical bodies have the right to receive, “in accordance with the procedure and within the terms approved by the specially authorised central executive body in the area of statistics and free of charge, primary and statistical data, accounting reports and other information including information with restricted access and explanations to it from all respondents including central and local authorities, banks, individual entrepreneurs and natural persons subject to statistical observations” (Article 13,

LSS). Exceptionally, natural persons may receive a monetary compensation for the time outlays when being respondent.

113. All surveys are mandatory.
114. In case of distortions and non-response of a respondent in a mandatory survey, a penalty can be applied. Article 13 of the LSS allows the state statistical bodies to bring the case before the competent prosecution or law enforcement bodies; the Code of Ukraine on Administrative Liability stipulates a fine to be imposed on officials and entrepreneurs for not providing data or providing invalid data, data not in full scope, data not according to the stated form or with delay. In practice, the Law is not applied against respondents in household surveys.
115. In practice, the sanctions to legal entities as well as to natural persons are sparingly granted for a number of reasons. In general, a good climate and a sense of co-operation with the respondents induce a high readiness to respond to statistical surveys. More importantly, the SSSU initiates additional actions to improve the partnership with respondents and in particular to reduce the reporting burden on them. These actions include revising existing reporting and statistical documentation, introducing sample surveys, and using of administrative data as alternative source of information. In order to ensure the accuracy of primary and statistical data provided by respondents, the SSSU carries out appropriate control measures. During the first half of 2011 alone, 4374 inspections were carried out and 3881 fines were issued, totalling to 691.1 thousand Hrywnjas (UAH).
116. However, the prosecution of enterprises needs to identify a responsible individual within the enterprise; this is often not possible.
117. The legal situation for the collection of data from enterprises, private households, public institutions etc. is rather good. In practice, response rates in primary collections of data are in general above 90 %. In 2010, the actual number of responses recorded for the exhaustive annual structural survey among large and medium-sized enterprises amounted to 96 %; the response rate of small-sized enterprises that report on a sample basis was 92 %. During the first half of 2011, the response rate in the survey of agricultural activities of households amounted to more than 95%. The Table 1.1 gives response rates for household surveys.

Table 1.1 Response rates in sample surveys conducted in households

Surveys	2010	2011	
		I quarter	II quarter
Household living conditions survey (analogue of budget survey)	81,4	84,5	83,8
Population economic activity	84,3	85,0	84,9
Agricultural activity in rural area	94,5	94,3	95,8

118. The SSSU is entitled by Article 7 of the LSS to use data from administrative sources for statistical purposes. Access to administrative data reduces the burden on respondents and avoids parallel work by state and local bodies, which is in line with current trends and needs.
119. Article 7 states that the state statistical bodies may use the administrative data of other state bodies, local bodies, and other legal persons as the source of information for compiling statistical information. The provision of the data is foreseen by the Annual Plan and, according to Article 16 of the LSS, free of charge. Despite this, the SSSU has difficulties in receiving unit-level administrative data from state authorities; see Section 3.3.1, Data Collection and Processing.
120. Access to the data from administrative sources needs the signing of an agreement on informational resources exchange between the SSSU and the corresponding administrative body. As for now, 21 agreements have been signed; see Section 2.2, Data Providers.
121. The legal basis for the SSSU to receive regularly unit-level data from administrative sources, collected by other agencies primarily for administrative purposes, is not sufficient to be implemented in practice. Other laws should only be able to stand up against this obligation if their use for statistical purposes is explicitly forbidden.

Assessment

122. *The SSSU has a well-defined mandate for data collection established by the LSS, including data from natural and legal persons and administrative data.*
123. *Administrative data collected for administrative purposes are often transmitted only as aggregated data in table form; the SSSU has difficulties to receive the unit-level data. It is therefore highly recommended to introduce into the LSS a clear article that gives the SSSU the right to ask for the transmission of unit-level data from all potentially relevant administrative sources in electronic format, for further statistical (not administrative) processing under the sole responsibility of the SSSU.*
124. *Regular transfers of such files should become visible in some form, e.g., as part of the Annual Plan. In many cases, the SSSU will ask that these unit-level data are transmitted with identifiers, allowing the matching with data from earlier periods of the same source or with other sources; administrative agencies should not have the right to refuse the transmission of unit-level data on the basis of confidentiality or data protection clauses in their respective laws, or on the basis of a more general legislation. Other laws should only be able to stand up against this obligation if the use for statistical purposes is explicitly forbidden.*
125. *It is recommended to revise the provisions in the LSS in this direction, and to include an explicit list of transmission obligations for unit-level data of administrative origin in the Annual Plan.*

2 NATIONAL SYSTEM OF OFFICIAL STATISTICS

2.1 STRUCTURE OF THE NATIONAL SYSTEM OF OFFICIAL STATISTICS

126. A National System of Official Statistics (NSS) can be defined as the ensemble of statistical organisations and units within a country that jointly collect, process and disseminate official statistics on behalf of the national government. Ideally, activities performed by organisations or units producing official statistics should be governed by a national law on official statistics in compliance with the Fundamental Principles of Official Statistics and the European Statistics Code of Practice.
127. The purpose of official statistics is to produce and disseminate authoritative results designed to reliably reflect economically and socially relevant phenomena of the complex and dynamic reality in a given country. These results have to be available to all users, All national administrations have at least one major organisation for which the production and dissemination of official statistics is the core or even exclusive task. This organisation, often called the National Statistical Institute (NSI) or National Statistical Service, is also in charge of the coordination of the overall National System of Official Statistics.
128. For the purpose of this report, the notion of State Statistics, as defined in the LSS, can, to some extent, be associated to the international definition of a National System of Official Statistics. The State Statistics Service of Ukraine (SSSU) shall be considered as the National Statistical Institute.
129. From a functional point of view, the National Statistical System of Ukraine can be considered as centralised, given that only few authorities outside the National Statistics Service (state statistics bodies) are considered producers of official statistics. On the other hand, the system is strongly decentralised from a regional point of view since the production process of statistical information is closely following the territorial structure of the country. However, the LSS does not define the national system of official statistics in a precise and comprehensive way and provisions of the LSS on boundary of the National System of Official Statistics (State Statistics) are to some extent ambiguous.
130. Article 1 of the LSS mentions that the State Statistics is a centralised system of collection, processing, analysis, dissemination, storage, protection and use of statistical information and defines the state statistical bodies as a specially authorised central executive body in the area of statistics and all bodies established, and subordinated or controlled by this central executive authority. Article 11 of the LSS further specifies that the single integrated national (state) system of statistics comprises the following state statistical bodies:
- The specially authorised central executive body in the area of statistics;
 - Territorial state statistical bodies of the Republic of Crimea, regions, districts and cities/towns established by, subordinate to, the specially authorised central executive body in the area of statistics in accordance with the legislation;

- Functional state statistical bodies – enterprises, organisations and institutions established by, and subordinate to, the specially authorised central executive body in the area of statistics in accordance with the legislation.
131. Regulation on State Statistics Service of Ukraine adopted by presidential decree 396/2011 specifies in its first paragraph that the specially authorised central executive body in the area of statistics, as mentioned in the LSS, is the State Statistics Service of Ukraine (SSSU).
 132. So far, the assumption is that the national system of statistics (State Statistics) is exclusively composed of the SSSU and its territorial and functional subordinated bodies. But Article 6 of the LSS is blurring this assertion by expanding the scope of statistical information to other specially authorised state agencies. It states that collection, processing, analysis, dissemination, and storage of statistical information by these other agencies are governed by other specific laws than the LSS.
 133. According to the information received from the SSSU, statistical information of two institutions are falling under the scope of Article 6 of the LSS:
 - The National Bank of Ukraine (explicitly mentioned in Article 6 of the LSS) producing and disseminating the statistics of the Balance of Payments as well as other banking and monetary statistics as specified in the Law of Ukraine on the National Bank;
 - The State Customs Service of Ukraine which in accordance with paragraph 12 of Article 11 of the Customs Code of Ukraine compiles customs statistics.
 134. If it is undisputable that the National Bank is a producer of official statistics, some doubts remain concerning the State Customs Service. The latter is communicating administrative data based on customs declarations only to a very restrictive group of users from the Government and the administration. This practice is in contradiction with the principle of equal access to statistical information by all users. In addition, according to the Plan of State Statistical Observations (annual statistical programme of work), it is the SSSU that is in charge of the compilation and dissemination of external trade statistics based on customs administrative information and other primary statistical sources.
 135. On the other hand, the Ministry of Finance in charge of the compilation and dissemination of the Government Finance Statistics, including the transmission of these data to the IMF, was not mentioned as a specially authorised state agency to produce statistical information. The IMF Dissemination Standards Bulletin Board, however, mentions that the Economic Statistics Division of the Ministry of Finance is responsible for the compilation of the GFS and that the data are disseminated simultaneously to all users at the websites of the Ministry according to an advance released calendar. It is difficult, at this stage, to assess if other producers of statistics are implicitly covered by Article 6 of the LSS, but the doubt subsists among assessors that other state agencies could be considered as producer of official statistics and thus be part of the national statistical system of Ukraine.
 136. To summarize, the SSSU has the role of a coordinator of the National Statistical System (NSS) of Ukraine which comprises all bodies authorized to produce official statistics. The coordinating role is reflected in the procedure of establishing the annual Plan of State Statistical Observations as well as the multi-annual statistical

programme like the Plan of Strategic Development of Statistics by 2012. However, the coordinating role of the SSSU within the NSS is formally not stated in the LSS.

137. Usually, statistical laws regulate the role of the users of statistical products and of user groups; most laws assign users a representation in advisory bodies. Such a provision for the inclusion of users can hardly be found in the LSS. The SSSU seems to be focussed mainly on government users from other ministries and public bodies. A stronger communication, e.g., in a Statistical Board or in producer/user committees for important statistical domains, with users not only from the public administration but also from the business world, the academia, and the general public including the media, would help to streamline the statistical programme and to improve the efficiency of the statistical system.
138. The coordinating role of the SSSU could be further strengthened by establishing producer/user committees for important statistical domains as mentioned above which are chaired by SSSU experts.

Assessment

139. *The boundary of the national system of official statistics is not clearly defined in the LSS and the LSS does not specify under which conditions and procedures statistical information produced by state agencies other than the SSSU can be identified as official statistics.*
140. *The LSS, and not only the Regulation on State Statistics Service of Ukraine, should define the SSSU as the main producer of official statistics in charge of the coordination of the overall national system of official statistics.*
141. *It might be considered whether it would not be sufficient to mention territorial and functional subordinated bodies to the SSSU in the Regulation on State Statistics Service of Ukraine rather than in the LSS.*
142. *The LSS should state (Article 6) that other state agencies than the SSSU can be producers of official statistics provided that they are mentioned in the annual statistical programme of work (established by the SSSU and approved by the Government) and that they agree to have their statistical activities governed by the LSS (primacy of the LSS over their own laws).*
143. *Agencies that provide data from administrative sources to a specific group of users, including to the SSSU for further processing and dissemination, should not be included in the national system of official statistics.*
144. *It is recommended that the coordinating role of the SSSU within the NSS be included into the LSS or another legally binding document, and that the role of the SSSU be further strengthened (a) by including all statistical activities of all official statistics producers into the Annual Plan and (b) by establishing producer/user committees for important statistical domains which are chaired by SSSU experts.*

2.2 DATA PROVIDERS

145. The SSSU has a policy of using more and more administrative data as a source of information for the production of state statistics, which can significantly reduce the reporting burden on respondents as well as the resources needed for the collection of statistics.
146. Article 7 of the LSS especially mentions that state statistics bodies can collect administrative data from the state authorities (except state statistical bodies), local authorities and other legal persons.
147. According to the Plan of State Statistical Observations, the annual statistical programme, 39 bodies in total are providing data to the SSSU, covering diverse areas such as environment, trade, population, finance, non-financial services and enterprises. In many cases the data are provided as aggregated tables, both in paper form and by electronic means. In some few cases the data are on micro level (persons, enterprises etc), allowing for more sophisticated statistical analysis and tabulations. In some cases the administrative authority cannot deliver individual micro-data, as this is prohibited by the specific law for this authority. This is the case for data provided by the tax authority, which limits the usefulness of this data for the SSSU.
148. The SSSU is continuously reviewing its work in this area in order to improve methodology and reporting as well as amending existing agreements and concluding new ones. The SSSU reported that they are currently working on a new template for such agreements.
149. The State Statistics Committee has established cooperation agreements with a number of other state bodies:
 - State Customs Service (1997 with 6 protocols)
 - Security Service (1997)
 - Ministry of Internal Affairs (1998)
 - National Bank of Ukraine (1999, 2 protocols)
 - Ministry of Economy (2000, 1 Annex)
 - State Commission on Securities and Stock Market (2002, 1 Annex)
 - State Tax Administration (2002, 3 protocols)
 - State Department of Financial Monitoring (2003, 1 additional agreement and 1 protocol)
 - Pension Fund of Ukraine (2003, 2 protocols)
 - Ministry of Ukraine on issues of Ukraine's European integration (2004, 1 protocol)
 - Fund for the social insurance in case of employment injury and occupational diseases of Ukraine (2004, 1 protocol)
 - Service for External Intelligence of Ukraine (2005, 1 protocol)

- Ministry of Environmental Protection (2005, 1 protocol)
- State Property Fund (2007, 3 protocols)
- Ministry of Finance (2007, 4 protocols)
- National Agency of on effective use of energy resources provision (2007, 1 protocol)
- State Committee for Financial Monitoring (2007)
- Ministry of Transport and Communication (2007)
- Institute of Demography and Social Studies of MV Ptukh of National Academy of Science of Ukraine (2010)
- Ministry of Regional Development and Construction (2010, 1 protocol)
- Main Department of Civil Service (2010, 1 protocol)
- The National Agency on ecological investments

150. These agreements have been very valuable in order to ensure access to administrative data. However, there might still be a need to implement such agreements with other ministries and state services, such as:

- Ministry of Agriculture and Food (State Agency of Land Resources)
- Ministry of Education and Science
- Ministry of Health
- Ministry of Social Policy
- State Employment Service
- Ministry of Energy and Coal Industry

151. A meeting with representatives of major providers of administrative data confirmed that the cooperation is working quite well and that there is a high level of transparency of available data sources and willingness to share information. The authorities are also providing data that are described in the plan of observations in a timely manner. Major issues appear to be restrictions concerning delivery of unit-level data (see Section 3.3.1, Data Collection and Processing) as well as delivery of data in a more standardized electronic form, including documentation and metadata. A meeting with representatives from the tax authority discussed the lack of access to important unit-level data and clarified the legal problem. The representatives from the tax authority expressed understanding of this problem and a willingness to seek ways and means to amend the existing legal framework (as the existing legal framework prohibits the tax authority to grant the SSSU access to personalised data). It was also informed that a new tax code was introduced in January 2011, but without any positive effect for the SSSU.

152. The SSSU normally gets statistical data based on administrative sources from data providers without any documentation (metadata). The SSSU has neither a possibility to check the quality of the administrative data, nor the metadata which could enable them to assess the quality of the data. This situation is unsatisfactory as the SSSU has to trust that the data are of sufficient quality. However, in this context it should be mentioned that the SSSU, within the framework of the Methodology Commission, is empowered to consider the methodological and reporting

documentation of bodies involved in the collection of administrative data, and the SSSU can provide recommendations with the aim to improve coordination by the state statistics bodies. This is based on Article 16 of LSS and the Procedure to Coordinate the Methodology and Reporting Documentation Connected with Collection and Uses of Administrative Data by the State Statistics Bodies, approved by SSSU Decree 33 (30 January 2009) and registered by the Ministry of Justice (20 February 2009). Furthermore, it is noted that data are to a large extent provided directly to the SSSU by authorities at local level and partially at central level. It could be useful to introduce more systematic data control at central level.

153. Administrative agencies should not have the right to refuse the transmission of unit-level data on the basis of confidentiality or data protection clauses in their respective laws, or on the basis of a more general legislation. Once the data are provided to the SSSU, they will not be used in any way for decisions related to a single unit. Since results of official statistics have to be accessible simultaneously to all users at the same time, and unit-level data, once they are in the statistical system, cannot be transmitted back to anybody outside the statistical system (except to researchers - in compliance with the confidentiality principle -, but never for non-statistical use), the possibilities for flows in the opposite direction are very limited.
154. The SSSU should have a stronger position in regard to access and use of administrative data. Owners of administrative data should be obliged to inform the SSSU about new data collections or a change of existing data collections, and the SSSU should have the right to intervene in such a matter. Furthermore, the SSSU should be given the right and duty to advise in methodological questions not only for the collection of data of other statistics producers but also for the collection of administrative data. Moreover, the SSSU should be provided with the metadata of the administrative data they use so that the SSSU experts are enabled to assess the quality of the data and the potential to use them for a specific statistical product.

Assessment

155. *The SSSU is, to an increasing degree, using data coming from administrative sources for the production of official statistics, in order to reduce the response burden as well as resource usage.*
156. *In general, the co-operation with the data providers appears to be working quite well, in many cases based on signed cooperation agreements.*
157. *However, a major issue is that the SSSU in some cases does not receive access to identifiable unit-level data as the specific laws do not allow this. One important example is the case of the tax register, where access to this detailed information could improve the quality of the business register and business statistics in general. Finding a solution to this problem should be a high priority.*
158. *It is recommended that the SSSU defines the scope of administrative data to be used for its statistical products including the quality requirements; and that the LSS or the corresponding legislation is amended to contain the provision of unlimited access to all kinds of administrative data including unit-level data, if necessary with the obligation that the SSSU deletes identifying information as soon as possible.*
159. *Furthermore, the SSSU might even take a more proactive role in searching for new administrative sources, as well as supporting the development of electronic registers and solutions. There is still a need to establish more co-operation agreements and*

to actively follow up the existing ones. The SSSU should also make a more critical review of the quality of some administrative data sources, in co-operation with the data providers, including more documentation on coverage, definition of variables etc. A more standardized way of providing data in electronic forms and reporting can also be useful.

160. *The SSSU should have a stronger position in regard to access and use of administrative data. Owners of administrative data should be obliged to inform the SSSU about new data collections or a change of existing data collections, and the SSSU should have the right to intervene in such a matter. Furthermore, the SSSU should be given the right and duty to advise in methodological questions not only for the collection of data of other statistics producers but also for the collection of administrative data. Moreover, the SSSU should be provided with the metadata of the administrative data they use.*
161. *Data are, to a large extent, provided directly to the SSSU by authorities at local level and only partially checked at central level. It could be useful to introduce more systematic data control at central level.*

2.3 PROGRAMMING AND COORDINATION MECHANISMS

162. The high degree of functional centralisation of official statistics in Ukraine greatly facilitates the coordination of activities among producers of statistical information. It seems that the coordination between the state statistical bodies and other specially authorised producers of statistical information is satisfactory.
163. At the moment, the main challenge for the SSSU is rather to ensure the transfer of administrative data from other data providers (see Section 2.2, Data Providers) and to coordinate the collection, processing and dissemination of statistical information among the state statistical bodies. For the latter, the SSSU launched an ambitious but necessary programme with the objective to streamline the statistical production. This project started with a detailed review of all statistical processes in the SSSU according to the Generic Statistics Business Process Model (GSBPM). The GSBPM is intended to apply to all activities undertaken by producers of official statistics. It is designed to be independent of the data source, so it can be used for the description and quality assessment of processes based on surveys, censuses, administrative records, and other non-statistical or mixed sources.
164. So far, outside the SSSU and its functional and territorial subordinated bodies, the following producers of official statistics have been identified (see Chapter 2.1):
 - The National Bank of Ukraine: Statistics of the Balance of Payments and International Investment Position;
 - The Ministry of Finance: Government Finance Statistics.
165. It is well established that the three mechanisms for an effective coordination of a National System of Official Statistics are:
 - The Statistical Board or any similar advisory body that guides and coordinates the National System of Official Statistics. The Statistical Board defines the general guidelines of national statistical activity and relevant priorities in the multi-annual and annual statistical programmes.

- The multi-annual statistical programme: an inventory of improvements and developments that are foreseen for the overall statistical system during the reference period;
 - The annual statistical programme of work: an exhaustive record of all statistical activities to be carried out by producers of official statistics during the reference year including primary data collection, coordination activities and other developments.
166. The LSS neither foresees a **Statistical Board** nor any other body in charge of the coordination of the National Statistical System. In the process of drafting the multi-annual and the annual statistical programme the Commission on Improving the Methodology and Reporting Documentation (Methodology Commission) is consulted. From a legal point of view, the Commission is an advisory body set-up by the SSSU and includes the management of the SSSU and representatives from functional and territorial subordinated bodies as well as leading experts from academic and research institutes. The Methodology Commission contributes to developing long-term strategies aimed at developing state statistics, and of the annual plan of the state statistical observations, to the methodological and organizational development, to the adaptation of national methods to international standards, to the decrease of the reporting burden, etc.; it approves the reporting documents for the collection of administrative data according to Article 16 of the LSS for their further mandatory approval by the SSSU. The fact that some user-groups outside the Government and the administration are not represented in this commission makes it more difficult for the SSSU to channel and prioritise emerging needs for statistical information.
167. A “Strategy of State Statistics Development for the Period till 2012” (**multi-annual programme**) prepared by the SSSU was submitted for approval to the Methodology Commission and formally adopted by the Cabinet of Ministers of Ukraine in November 2008. At the end of each year, the SSSU jointly with other relevant producers of statistical information submits to the Cabinet of Ministers a report on the implementation of the multi-annual programme. The programme and the annual reports are posted on the SSSU website.
168. The multi-annual programme sets forward-looking tasks and strategic directions of the state statistics development for the SSSU and other specially authorised agencies. It also covers necessary developments of the legal, institutional and organizational framework of the national statistical system.
169. Article 15 of the LSS states that the specially authorized central executive body in the field of statistics along with other state authorities, the National Bank and interested enterprises, institutions and organizations, develops the multi-annual programme based on the results of the user demand studies as well as on international experience. In paragraph 1 and 2 of Article 4 of the Regulation on State Statistics Service of Ukraine, it is stated that the SSSU develops the draft multi-annual programme of state statistics with the participation of state bodies and other interested entities, organises the implementation of the multi-annual programme and reports on its implementation to the Cabinet of Ministers.
170. Every year, the SSSU develops (in conjunction with other central government agencies) an annual Plan of State Statistical Observation (**annual statistical programme** of work or annual programme). The annual programme is submitted for approval to the Methodology Commission and formally adopted by the Cabinet

of Ministers. Every year, the SSSU reports to the Cabinet of Ministers on the implementation of the programme. The approval of the annual statistical programme of work is independent from the adoption process of the annual state budget for statistics.

171. The first part of the programme includes a detailed description of all state statistical observations (section I) and a list of the statistical works related to these observations. Measures on other state statistical activities are described in section II. A specific code is assigned to each statistical observation. This code marks works of the section II done in the result of this observation as well as information used in the process of this observation. In addition, all administrative data provided to the SSSU by ministries and other agencies for the production of official statistics are recorded in section II as well.
172. Unfortunately, a deficiency of the annual programme is that only statistical activities performed by the state statistics bodies, namely the SSSU and subordinated bodies, are recorded. This could be explained by the fact that Article 1 of the LSS defines the plan of state statistical observations as a list of observations being undertaken by the state statistical bodies. Statistical information produced by the National Bank of Ukraine and other specially authorised state agencies are therefore not mentioned in the annual programme, or only as primary statistical information for the production of the national accounts.
173. This is a weakness, not only from the perspective of a clear delimitation of the boundary of the National System of Official Statistics (see Section 2.1), but also in the sense, that such an annual statistical programme cannot be the core instrument for the coordination of the system.
174. The second part of the annual programme records all activities to be undertaken during the reference year with the purpose to implement the objectives set in the multi-annual programme. This is obviously an excellent way to convert strategic goals described in the multi-annual programme into a more operational time frame.

Assessment

175. *De-facto, the National Statistical System of Ukraine is coordinated by the SSSU. During the assessment, other state agencies producing official statistics (including the National Bank) confirmed that the cooperation with the SSCU was excellent.*
176. *This co-operation is nevertheless often taking place at expert level and the following recommendations could be addressed in order to reinforce the legal and institutional mechanisms for a more effective coordination of the system.*
177. *In the short run, the composition of the Methodology Commission should be extended to representatives from the users' community outside of the government and the administration.*
178. *In the mid-term, the SSSU is invited to consider the re-establishment of a Statistical Board, composed of 15-20 representatives of important stakeholders. The Board should be mentioned in the LSS. It should play a role by advising the management in all agenda points of the SSSU and by commenting important developments and decisions; and it should be fully involved in the preparation of the multi-annual and annual statistical programmes according to best international practice.*

179. *The development of the annual statistical work programme should become the major instrument for the effective coordination of the activities of the overall statistical system. All producers of official statistics should be included in the programme. All state agencies mentioned in the programme as producers of official statistics would de-facto be considered as part of the National Statistical System and subject to the LSS. The LSS should be modified accordingly.*
180. *An effective estimation of the costs for each activity of the annual programme of work, including surveys to be carried out, would be of great help in the preparation of the state budget for statistics.*

3 NATIONAL STATISTICAL SERVICE

3.1 ORGANISATION OF THE NATIONAL STATISTICAL SERVICE

181. According to the LSS the National Statistical Service (“State Statistical Bodies”) includes the State Statistics Service of Ukraine (SSSU) and other authorities empowered to carry out statistical activities, the subordinated territorial state statistical bodies and the functional state statistical bodies.
182. Article 6 of the LSS defines that statistical information, i.e., official statistics, “includes also data of banking, financial and customs statistics, balance of payments statistics, etc., which are compiled on the basis of administrative data by the National Bank of Ukraine and specially authorized agencies within their authority”; the mandate for such statistical activities is determined by separate laws.
183. The LSS regulates legal relations within the national statistical service, defines the rights and responsibilities of the government statistical bodies and the organizational principles of statistical activities.
184. The State Statistics Service of Ukraine, the SSSU, is centralized and consists besides the Central Office of central, regional (*oblast*) and local (*rayon*) bodies. The second level, subordinated to the Central Office, consists of 28 regional statistical offices: the Main Inter-regional Statistical Office in Kyiv (reorganized in the year 2000 from the former Main Computing Center), the Main Statistical Office in the Autonomous Republic of Crimea, 24 regional statistical offices, and the statistical offices of Kyiv and Sevastopol. The third level consists of 545 local statistical offices, located in regions and towns. On average, 244 persons work in each regional office and 10 persons in each local office.
185. The interactions between the state statistics offices and authorities involved in collection and use of administrative data envisage according to Article 16 of the LSS (a) the mandatory approval of methodology and report documentation by the state statistical bodies and (b) the provision of administrative data to the SSSU free of charge.
186. The LSS requires the SSSU in Article 14 to ensure the equal access to statistical information by users.

3.1.1

Organisation of the Central Office

187. The SSSU is as the Central Office the “specially authorised central executive body in the area of statistics”. Subordinated to the Central Office are regional state statistical bodies (see Section 3.1.2) and three “functional state statistics bodies”: the Scientific and Technical Complex of Statistical Research, the National Academy of Statistics, Accounting and Audit, and the State Enterprise “Information-Analytical Agency”. These bodies pursue the orders of the SSSU but have their own budget.
188. Presidential Decree No. 396/2011 states that the SSSU is headed by the Chairperson who is appointed and dismissed by the President of Ukraine as nominated by the Prime Minister of Ukraine. The proposal to Prime Minister of Ukraine concerning the appointment and dismissal of the SSCU Chairperson is made by the Vice Prime Minister of Ukraine (see also Section 1.3). The SSCU Chairperson has deputies who are appointed and dismissed by the President of Ukraine as nominated by the Prime Minister of Ukraine.
189. The competencies of the SSSU Chairperson are defined in Presidential Decree No. 396/2011: he or she leads and represents the SSSU, submits proposals concerning state policy in the field of statistics to the First Vice Prime Minister, for candidates for chairperson deputies and other positions, and for organizational measures as well as drafts for legislation, and is generally providing the interactions and ensuring information exchange between the SSSU and the Ministry of Economic Development and Trade.
190. Article 15 of the LSS envisages the preparation of the multi-annual programme and the Plan of State Statistical Observations, the annual working programme. Both the multi-annual programme and the annual working programme are agreed with concerned bodies and approved by the Cabinet of Ministers of Ukraine.
191. The competences of the Central Office in the statistical production process are rather limited. The staff at the central level deals mainly with methodological issues and has little or no experience in the practice of data collection. The processing of the data which come from the regional offices is done in the Main Inter-regional Statistical Office in Kyiv where the data are further validated and edited and delivered for tabulation and analysis to the departments in the Central Office.
192. The organizational structure of the Central Office of the SSSU is shown in Annex 4 to this report.

3.1.2

Organisation of Regional Offices

193. The regional organisation of the SSSU consists of 28 regional and 545 local offices. The main task of these offices is to contribute to the production and dissemination of statistical products as foreseen in the annual statistical programme, the Plan of State Statistical Observations, and to the realization of the state policy in the field of statistics.
194. The regional and local bodies are subordinated to the Central Office of the SSSU. In accordance with Presidential Decree No. 1199/2010 and Cabinet decision No. 563/2011, heads of the regional statistical offices are appointed by the SSSU Chairperson under approval of the Chair of the local government administration and First Vice Prime Minister – Minister of Economic Development and Trade of Ukraine. Article 14 of the LSS, which specifies the responsibilities of the state

statistical bodies, including the regional offices, emphasises the need to collect, process and disseminate data, not only on the national level, but also for individual regions of the country. The bodies of state statistics implement those tasks at the regional level and are not under the control of regional authorities. The Main Inter-regional Statistical Office in Kyiv has a central function in the SSSU, as it brings together and processes the statistical information from the regional statistical offices including the Main Departments of Statistics of the Autonomous Republic of Crimea and Kyiv and the Department of Statistics in Sevastopol.

195. Article 24 of the LSS states that the regional statistical offices provide local government bodies with statistical information free of charge. The regional statistical offices may provide statistical information also on a contractual basis; in such a case, the costs of the preparation and provision of information shall be reimbursed.
196. In 2006 an attempt was made to concentrate the data collection, processing and dissemination on the regional level. On an experimental basis, eight regions took part in the project (Autonomous Republic of Crimea, the regions of Vinnitsa, Volyn, Zhytomyr, Luzhansk, Lviv, Mykolayiv, and Kyiv). Following the positive evaluation of the experiment, a decision was taken to extend this procedure to the entire system of state statistics of Ukraine. This task was implemented during the years 2007-2010. A positive effect of this change is, that it allowed improving the procedures for collecting and processing statistical information and the implementation of electronic reporting. Measures are also taken to modernize the methods and technology of data dissemination, and to introduce a transition from exhaustive to sampling surveys. Due to the reduction of levels, a redistribution of tasks between the district and regional offices takes place with the objective to improve the organizational structure and the management system of state statistics.

Assessment

197. *The SSSU has a central role as the producer of official statistics. Leaders of the NSC and its subordinated bodies are committed to maintain trust and public confidence in the State Statistics by keeping the production of official statistics, from the data collection to the dissemination, free from political interferences and following modern management practices.*
198. *The SSSU currently focuses mostly on government users from other Ministries and public bodies. For the regional offices, the service function to local government bodies is even stated in the LSS. The SSSU should consider its activities more as a service to all parts of society, focusing on the needs of government users, but also of users from the business world, the academia, and the general public including the media.*
199. *The data collection is done at the regional and district levels in close proximity to the local authorities. The primary data are kept at the local level. This practice may prevent the application of certain validation techniques, exposes statistical services to the risk of data disclosure, and makes it difficult to provide micro-data to scientific community within a framework of a clearly defined procedure.*
200. *The SSSU employs more than 12000 people, most of them working in the 27 regional offices, around 300 in the Main Inter-regional Statistical Office in Kyiv, and about 500 in the head-quarters. This structure reflects the fact that data collection is done at the local level, mostly on paper and through interviews.*

201. *The staff at the central level deals mainly with the methodological issues and has no experience with in the practice of data collection. The best knowledge about statistical data and their collection is present in the regional offices, about the validation and processing in the main computing centre. At the local level the staff is not enough familiar with overall methodological issues. More interaction would be beneficial for both sides.*
202. *There is hardly any flexibility in the staff allocation between the regions and the centre. This is due to general administrative rules in Ukraine, and is thus not under the control of the SSSU.*
203. *The organization of the SSSU as a decentralized institution with 27 regional offices and its structure in terms of split of resources and tasks between the Central Office and the regional offices together with the legal environment are a bottleneck for the development towards a modern and more efficient organization of official statistics. The tasks of the regional offices and the corresponding human resources do not allow rationalising the production processes and prevent the Central Office to become an owner of the data.*
204. *A fundamental reorganisation of the system is highly recommended. The streamlining of the statistical production process including the integration of the Main Inter-regional Statistical Office in Kyiv into the Central Office, and the simplification of the regional and local organization should be accompanied by an increasing flexibility of allocating staff, in particular also allowing the exchange of staff between regional offices and the Central Office. Such an exchange would improve considerably the competencies of staff and the efficiency of the statistical processes. This is a task that needs to be addressed at the general level of administration in Ukraine and not by the SSSU alone.*
205. *Activities which aim at the rationalization of the regional structures should, in the long-term perspective loosen the relations between statistical services at the local level with the local administration; this will strengthen the image of statistics as a service that is independent from any influence of the administration.*

3.1.3

IT: Infrastructure, Software, and Organisation

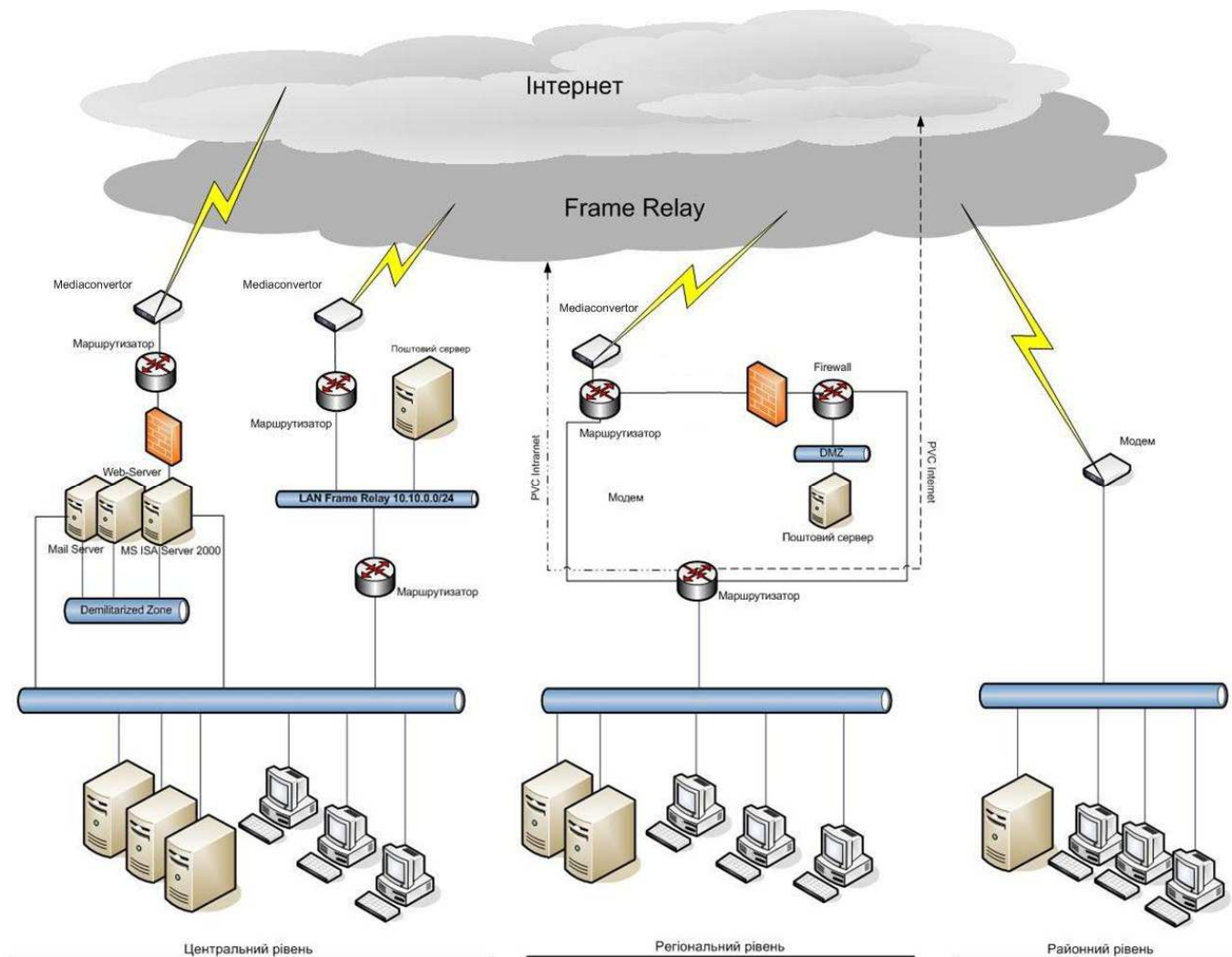
206. Within the Central Office or head quarter of the SSSU, there is an IT department with 21 employees. In addition, there is what is now called Main Inter-regional Statistical Office in Kyiv, formerly Main Computing Centre (MCC), with some 25 programmers and 200 data processing experts.
207. The main tasks of the IT department are
- To develop a unified policy in the sphere of IT development within the bodies of state statistics;
 - To support the development of IT infrastructure of the bodies of state statistics;
 - To develop and implement a uniform policy of using modern IT in the statistical processes: collecting, processing, analysis, dissemination, storage, protection and transmission of data;
 - To ensure the establishment, functioning and development of corporate computer network within the bodies of state statistics;

- To protect information resources in the information system of the bodies of state statistics in accordance with the requirements of regulations on data protection;
- To ensure the interoperability of informational system of the bodies of state statistics with informational systems of public authorities, other informational systems.

208. The main task of the Main Inter-regional Statistical Office in Kyiv is to ensure the processing of data coming from the regional bodies of the state statistical system, control and edit the data as a basis for further tabulation and analysis by the departments in the Central Office. The Main Inter-regional Statistical Office also has the responsibility for developing and maintaining specific IT solutions related to data collection and control.

209. The SSSU has developed a corporate IT network linking the Central Office with the regional bodies; see Fig. 3.1. The improvement of this network is a continuous task.

Fig. 3.1 Scheme of the corporate IT network of the SSSU



210. A unified IT-infrastructure based on MS Windows Active Directory technology has been implemented. This solution has several benefits:

- Providing a universal IT-infrastructure;
- A single centralized management system for handling access security to the resources of the IT system;
- Reliability of functioning of the informational system in general;
- Transparency and controllability of the IT-infrastructure at the level of the whole organization, possibility of centralized monitoring of the IT-infrastructure of the organization, possibility of distant administration of servers at local and regional levels from the Central Office, possibility of delegation of administrative authority to professionals of offices at the regional level.

211. The situation at present is not satisfactory concerning IT hardware (see Table below): currently, 42 % of statisticians do not have PC access. In addition, 17 % are using outdated equipment.

Equipment	Number
Computer park	
Servers	850
Work stations	7496
including:	
obsolete (from AT 386/486 to Pentium III (including) or equivalent)	2226
from Pentium IV and more advanced	5270
Laptops	36
Printers total:	3371
including:	
- Printers matrix	1280
- Inkjet printers	101
Laser printers	1990
Multi-functional devises (copier, scanner, printer)	110
Scanners	79
Faxes	282
Copying equipment:	
Desktop copiers	158
Mini printers	27
Bookbinding machine	24
Shredders and equipment	58
Printing machinery and equipment for flashing and fasteners	45
Other appliances:	
Uninterruptible Power Supply	8226
Modems	1046
External devices archive	11

212. Work is being carried out to develop electronic reporting in government statistics. However, the percentage is still at a rather modest level (5.4 % respondents that were providing their reports in electronic form at the end of 2010).
213. The SSSU is in the process of designing and developing an Integrated System of Processing Statistical Data (ISPSD). The system is based on modern technologies of preparing, planning, and conducting statistical surveys including processing, analyzing, and disseminating statistical information, managed by metadata. The core of this system is the metadata base as well as more standardized processes in general; see Section 3.3.2, Production Process.

Assessment

214. *The SSSU is a rather large and complex organisation, thus supplying modern IT equipment and ensuring efficient use of IT in the production process is a major challenge. A significant issue at present is the fact that the majority of staff does not have access to modern PCs. To increase the number of PCs should be a high priority. Furthermore, training staff to use the relevant tools is of increasing importance, especially in a situation where the ambition is to implement new solutions.*
215. *The division of labour between the Main Inter-regional Statistical Office in Kyiv and the IT department of SSSU as well as with subject matter departments in the Central Office appears somewhat unclear. The Main Inter-regional Statistical Office appears to play a key role in building the infrastructure for the production process as well as being a key player in the data transmission from the regional offices to and from the headquarters. It seems to be urgently necessary to review the functioning of this office and how it is integrated into the overall organisation. The division of labour between the Central Office including IT as well as with subject matter departments, the regional offices, and the Main Inter-regional Statistical Office in Kyiv should be subject of further analysis in order to improve efficiency and management and to take into account the technological development. This should also be seen in relation to the possible development of a stronger methodological unit with a strong focus on quality control.*
216. *The integration of the Main Inter-regional Statistical Office into the SSSU should be seen as an advantageous option. It would increase the feedback between the data collectors and the central level, support further methodology development, and help avoiding duplication of tasks, thus increasing the coherence and efficiency of the system.*
217. *The development of a standardized and efficient system such as the Integrated System of Processing Statistical Data has the potential to improve the efficiency of all phases of the statistical process. This ambitious initiative is welcomed. However, its success will depend on factors like the IT competences among staff members.*
218. *The long term rationalization should envisage a further shift from exhaustive reporting to sample surveys and related methodologies. This will require strong central coordination but with an active involvement of the local statistical services. Thus, it would be indispensable to create a strong planning and methodological department at the central level which will supervise the whole process of data*

production. It is especially important to encourage the staff working at the central level to learn about the field data collection and the regional staff to learn about the methodology development.

219. *The introduction of new technologies, electronic data collection, comprehensive databases, and modern data management will result in the need to slim down the regional structure and redistribute the staff and its tasks in the coming years. This will allow the application of a wider class of validation techniques, will avoid any risk of potential break of the confidentiality, and will make it possible to provide the scientific community with access to these data within the framework of a clearly defined procedure.*

3.1.4

State Statistics Functional Bodies

220. Functional bodies of the state statistics are government enterprises under supervision of the SSSU, but with their own budgets. At present, three functional bodies are operating:
- The Scientific and Technical Complex of Statistical Researches
 - The National Academy of Statistics, Accounting and Auditing
 - The state enterprise “Information-Analytical Agency”
221. The **Scientific and Technical Complex for Statistical Researches (STCSR, NTK)** runs a broad program of methodological developments and subject matter research. The STCSR consists of two institutes: (1) the Scientific and Research Institute of Statistics and (2) the Research and Project Institute for Statistical Technologies.
222. The Scientific Council of the STCSR, headed by the Director General of the STCSR, comprises 20 leading statisticians. The STCSR is a member of the International Statistical Institute (ISI), has established a network of international research institutions, and is involved in international scientific projects. The STCSR is publisher of the quarterly journal “Statistics of Ukraine”.
223. The STCSR runs a post-graduate course to prepare highly-qualified scientific personnel majoring in statistics; in 2008, 14 post-graduate students and 4 candidates for a degree were trained.
224. The research focus of the **Scientific and Research Institute of Statistics** lies in solving methodological problems connected with the adaptation and development of international statistical standards in Ukraine and the elaboration of new approaches in methodology and organization of statistics. The Institute consist of departments for Methodology of Macroeconomic and Financial Statistics, for Methodology of Goods and Services Statistics, and for Methodology of Science and Innovations Statistics.
225. The **Research and Project Institute for Statistical Technologies** is focused on monitoring and analyses of the structure of the economy and society and of economic trends, and on the evaluation of conjunctures in different kinds of economic activity. It consists of three departments: the Department for Methodology of Statistical Technologies Design, the Department for Statistical Methods of Research and Analysis, and the Department for Methodology of Business Tendency Surveys and Modelling.

226. The SSSU and the STCSR collaborate closely. The STCSR specialists give methodological support, e.g., by consulting on the development of sampling frames and sampling designs, on the introduction of new methods for data collection, and on the implementation of European methodological recommendations.
227. The **National Academy of Statistics, Accounting and Auditing** is an institution of higher education. The Academy trains specialists not only of the SSSU but also for other state bodies. The graduates of the Academy receive a state diploma.
228. The Academy offers the following programmes: Applied Statistics, Accounting and Audit, Economic Cybernetics, Finances and Credit, Banking, Management. The programmes are offered on a full-time basis; some of the programmes can be completed by distance learning. The Academy organizes preparatory courses which are free of charge for the applicants.
229. The state enterprise **Information-Analytic Agency (StateAnalitInform)** provides statistical information for citizens, for state agencies, enterprises and organizations, for other juridical entities and individuals within Ukraine and abroad.
230. The activities of the StateAnalitInform are: Dissemination of statistical yearbooks, bulletins and other periodical statistical information; answering customer inquiries; conduction of surveys, that include collection, processing, analysis and publication of information; conduction of statistical, analytical and research works; conduct of marketing research in inward and outward markets, markets of information and services.
231. The StateAnalitInform provides customers with information about Ukrainian producers, about exports and imports of goods by codes, by countries and by regions of Ukraine. It also is the contact point for customers who want to make use of statistical services such as the conduction of surveys or analyses. It is a crucial element of customer-relations as established by the SSSU.

Assessment

232. *The close collaboration of the SSSU with the Scientific and Technical Complex of Statistical Researches helps to develop the methodological standards of the statistical processes and to implement European methodological recommendations.*
233. *The National Academy of Statistics, Accounting and Auditing makes an important contribution to the training and professional development of the staff of the SSSU.*
234. *The state enterprise Information-Analytic Agency is an important interface between the SSSU and customers, in particular in offering statistical services of all sorts, from delivery of statistical products to the conduct of surveys or analyses and research.*

3.2 RESOURCE MANAGEMENT

3.2.1 Finance and Budgeting

235. The administration of the financial resources of executive authorities is regulated by the Budget Code and government regulations. Annual budget planning is based on the long-term governmental policy priorities and on the programme of activities of the concerned authority in the planning year and two further budget periods.

236. The Department for Financial Provision, Accounting and Reporting is responsible for managing the SSSU budget. The budgeting of financial resources for one-time surveys and censuses is done by this department in co-operation with the unit which is responsible for this project. This system allows an effective estimation of the costs and a post calculation for each activity of the annual programme. Unfortunately, these results are not taken into account by the Ministry of Finance for designing the budget of the SSSU.
237. In 2010, the total amount of budget for state statistics bodies comprised 50.5 million EUR. Of this amount, 83.8 % are government funds, 11.4 % are funds due to the agreement between Ukraine and the International Bank for Reconstruction and Development, and 4.8 % are income from other sources. The budget for 2010 was 7.9 % higher than that of 2009 due to a slight increase of the expenses for staff (1.9 million EUR), expenses for preparations for the population census (0.4 million EUR), and activities under the agreement between Ukraine and the World Bank (0.6 million EUR).
238. In the discussion during the assessment the lack of flexibility in allocation of financial means became evident. It seems that the SSSU has difficulties to receive the means for non-routine investments like IT or innovative projects from the state budget; such investments often are financed by international funds. Problems seem also to make the raising of money for the participation of SSSU officials in international meetings and for organizing international events like staff training.
239. Such problems reflect a rather strict financial regime, which does not allow for much flexibility of the financed administrative body.
240. According to information from interlocutors during the assessment, the staff salaries are below the average of incomes of employees in comparable function.
241. The income of the StateAnalitInform (see Section 3.1.4) is not revenue of the SSSU
242. The control over the use of financial resources is executed internally by the SSSU Audit Unit and in addition by the State Financial Inspectorate.

Assessment

243. *The SSSU seems to be provided with means to cover the Annual Plan and also the projects envisaged in the Plan of Strategic Development of Statistics by 2012.*
244. *However, the rather strict financial regime which does not allow for much flexibility in the budgeting of the financed administrative body makes non-routine initiatives and aims difficult to pursue. A more flexible financial regime would be helpful but a change of the financial regime is of course not in the hands of the SSSU.*
245. *A professional cost accounting system would give insights into the efficiency of the work done in the departments and of the individual statistical processes and allow a more effective budget planning.*

3.2.2

Staff, Recruitment, and Training

246. In 2010, the total number of persons employed in statistics was 12,175. Civil servants make up 83.5 % of this figure. This concerns the three level structure, the Central Office, regional offices, and district offices. The total actual number of staff at the central level amounts to 498 persons, 7049 persons work in the regional statistical offices, and 4628 persons in the local offices. Women constitute 91.3 % of

the staff and occupy 87.7 % of managerial posts. The number of staff is stable with a low staff turnover, e.g., 4.4 % in 2010. It seems that the work in statistics is generally appreciated as interesting and stable, despite modest remuneration levels. While there is some movement of individual staff members between the central and regional office, there is no flexibility in possible redistribution of posts between the central and regional levels.

247. A meeting with nine junior members of the SSSU staff also revealed the appreciation for work and optimism about possibilities for professional and personal development and career potential. The number of staff with a higher education degree is 82.9 %.
248. The staff recruitment procedures in statistics are harmonized with those that apply to the whole civil service in the country and consist of a competition covering a written part and a job interview. The announcements for the posts contain descriptions of the required educational levels and work experience for specific posts. The competition procedures are managed by the recruitment commission headed by the Deputy Chairman of the SSSU and consisting of relevant representatives of the staff.
249. Exceptions from the competition procedure are only the nomination of the Chairperson of the SSSU and his or her deputy and the heads of regional offices. The Chairperson is appointed by the President of Ukraine without determining the term of office, as it is common in most statistical offices. The same procedure is in place for the Deputy Chairmen. The heads of regional offices are nominated by the Chairperson on the basis of an agreement with the local authorities and the First Vice Prime Minister – Minister of Economic Development and Trade of Ukraine.
250. A vital part of the overall staff development policy is an annual staff performance assessment, which consists of a self-assessment and a written assessment by the superiors. The highly performing staff is placed on the reserve list for potential managers and in case of vacancies is considered for promotion to the managerial positions. Once in three years an evaluation commission reviews the staff performance at the central and regional level and makes recommendations upon the further career development for the staff.
251. For the staff with high potential and included in the candidate pool for development and promotion, annual individual development plans are established, the implementation of which is supervised by their hierarchy.
252. Technological and organizational changes in the statistical processes will considerably alter the required competencies of the staff in the near future. Already now, the available staff with high level IT competences appears to be a bottleneck, e.g., for the development and implementation of ISPSD (see Section 3.3). The same might apply for other competencies required to ensure the functioning of future statistical processes.
253. In terms of training opportunities the major part of the training courses is organized outside the SSSU. Some staff members have the possibility to study at the National Academy of Statistics, Recording and Auditing and at the National Academy of the State Management. A very limited number of staff has access to language training courses organized by the state for civil servants or by donors (the World Bank). Very few staff members have sufficient knowledge of English to be able to use it in professional context.

254. As a part of training opportunities the SSSU staff is sent to various types of workshops and seminars organized by other administrative bodies. Each year one representative of each regional office is offered a training course in statistics. Taking into account the total number of staff at the regional offices, this is far from a sufficient level of training.
255. Feedback on the training received is collected by means of a special questionnaire.
256. Annually, the SSSU compiles an inventory of all kinds of trainings followed by all staff members individually, like studying at a second faculty at the university or various forms of self- education. Also annually, the SSSU compiles a list of training needs related to individual posts to have a better understanding of the training required, but only a fraction of those needs could be satisfied due to the lack of adequate resources. The budget dedicated to the development and training of the staff in statistics is marginal. The on-the-job training aimed at enhancing the knowledge and skills in statistics implemented by the more experienced staff of the SSSU seems not to be used sufficiently.
257. There is no core programme of dedicated statistical courses, the purpose of which would be to develop certain common skills in statistics for a larger number of employees across the whole statistical system like e.g. the introduction to national accounts, descriptive statistics, dissemination standards, etc. In many countries the standard practice is to set up on annual basis a training programme offering a limited number of basic courses in statistics following a thorough analysis of the training needs specific for the production and dissemination of statistics. Such courses are repeated each year to training a large number of staff and there is a specific budget dedicated to the implementation of the training courses. The implementation and the assessment of the quality and usefulness of the courses are usually reported in a separate activity report.

Assessment

258. *There is a high disproportion between the number of staff working at the central level and the regional and district levels.*
259. *The recruitment procedures are in general based on competitions and are harmonized for the whole civil service in the country. Concerns are expressed with respect to the recruitment procedures of the Chairperson, his or her deputies, and of heads of regional offices in the Sections 1.3, Protection of Professional Independence, and 3.1.2, Organisation of Regional Offices.*
260. *The staff performance is reviewed periodically and the best ones may be offered enhanced career opportunities. This practice should be continued.*
261. *The need of more flexibility in the personnel management has been mentioned in Section 3.1.2.*
262. *The staff has access to different outside training opportunities provided for civil servants, but very few training courses are offered on statistical issues. However, the sheer number of staff working in statistics makes it difficult to plan and implement an efficient training across the whole statistical services due to the insufficient financial resources. It is therefore recommended that staff development and training focuses on statistical skills and that some internal training of staff is organized, e.g. by using in-house trainers. More use should be made of on-the-job training based on the skills of more experienced staff.*

263. *An annual internal core training programme containing standard basic courses in statistics should be established and reviewed periodically. The programme should include a limited number of courses that could be repeated on yearly basis to train a large number of staff. Some of the courses could be conducted by more experienced staff. The programme should be supported with a dedicated budget. Such a programme could also allow estimating the training needs in terms of human and financial resources and facilitating the application for the necessary budget allocations and providing an orientation for possible future technical assistance from donors.*
264. *It is recommended to not only identify the needs for training across the national statistical system, but also the training potential of the experienced staff to deliver on-the-job training on the practical aspects of the SSSU activities.*
265. *In addition to collecting the feedback by means of a specific questionnaire from the staff participating in training courses, the SSSU should consider developing a procedure for more comprehensive and systematic feedback to identify the most efficient and the most useful and appreciated forms of training. Over the years the feedback could allow establishing an adequate core training programme.*
266. *Efforts should be undertaken to set up a programme giving access for a large number of staff to language courses. In particular, the knowledge of English is very limited across the staff. Training in English is highly recommended to enable staff to read international documents and to profit from international contacts.*
267. *Increased flexibility in working hours may lead to better motivation of staff and increased efficiency.*

3.3 METHODOLOGICAL ISSUES, QUALITY MANAGEMENT

268. The SSSU had so far no methodology department, responsible for the development and application of methodology which can be consulted by the subject matter units. The subject matter units have their own experts and have to solve their problems themselves. However, a new organizational structure to be implemented in short time foresees a methodology department with competence for the whole SSSU.
269. The SSSU has so far no unit which supports the statistical units with respect to quality management (QM) issues, although a comprehensive QM concept has been developed within the SSSU and user satisfaction surveys were conducted, an activity which usually is in the responsibility of a QM unit.
270. The Commission on Improving the Methodology and Reporting Documentation, short the Methodology Commission, has competencies which would be assigned to one of the two units mentioned above. The Methodology Commission contributes to the development of strategies, of the long-term programme to develop the state statistics and of the annual plan of the state statistical observations, to the decrease of the reporting burden, topics which could equally be covered by a QM unit. Tasks like the methodological and organizational development or the adaptation of national methods to international standards would be assigned to a methodology unit. However, the Methodology Commission is not an operational unit, which performs tasks but is rather giving advice, leaving the real work to the consulted persons or agency.

3.3.1

Data Collection and Processing

271. According to the LSS, the main tasks of state statistics bodies are the collection, the processing, the analysis, the dissemination, the storage, the protection and the use of statistical information on the massive economic, social, demographic, and ecological phenomena and processes in Ukraine and its regions.
272. Article 13 of the LSS states that the state statistics bodies have the right to obtain primary and statistical data, accounting reports and other information needed to conduct a statistical observation, including information with restricted access and explanations to it. Access to administrative data is granted by Article 16 of the LSS; these data are used, aiming at avoiding the duplication of data collections and administrative reporting and at optimizing the information flows. The obligation of respondents to provide state statistical bodies with information free of charge is stated in Article 18 of the LSS. Data sources to be used by the state statistical bodies are listed in Article 7 of the LSS.
273. The legal situation for the collection of data is rather good. In practice, response rates in primary collections of data are in general above 90 %; see Section 1.5 Mandate for Data Collection.
274. Nevertheless, the SSSU has initiated activities which intend to reduce the efforts both for collecting data and for giving response. In this sense, the use of administrative data as replacement for surveys is increased. Another measure is the establishment of comprehensive statistical registers of high quality. For both aims, the quality of administrative data and the cooperation with relevant administrative bodies are crucial.
275. The data are collected mainly in the traditional exhaustive way. The experiment to reduce the data collection to a two stage procedure brings positive results and should contribute to further improvement of the data collection.
276. In spite of the general authorization to use the data collected from administrative sources for statistical compilations, the SSSU has difficulties in receiving unit-level administrative data from state authorities. In most cases, only aggregated data in table form are transmitted. This situation is unsatisfactory: quality checks of the data cannot be carried out at the unit-level; the transmitted tables typically reflect administrative coverage and concepts, and not those of official statistics; merging of the data at the level of the individual unit with other sources as well as the aggregation or processing according to statistical concepts is not possible. As a consequence, the SSSU has limited control over the quality of statistical products produced based on such data.
277. The Article 12 of the LSS gives the SSSU a coordinating function for the organisation of collection and use of administrative data. However, it is not clear whether this coordinating function is efficient in reality. It must be suspected that the SSSU gets not always informed about new data collections of an administrative body or a change of existing data collections. A coordinating function does not necessarily imply that the owners of administrative data follow the advice given by the SSSU on methodological questions, and that the SSSU is provided with sufficient metadata for the administrative data.
278. Like for all statistical offices, the response burden is an issue of concern for the SSSU. There are software tools on the Ukrainian software market that allow the enterprises to compile electronic reports and deliver data electronically via the

internet, ensuring a more reliable information delivery. A digital signature is used for the identification of the respondent. The portion of enterprises which make use of this possibility is at the time about 10 %, still rather small, probably also due to the fact that the enterprises have to pay for the software for electronic reporting and electronic signature, but it is growing.

279. Primary data are to a considerable portion stored in local or regional statistical offices. The corresponding data flow must be considered as a handicap for the validation and editing of the data. The risk of violations of the confidentiality principle due to this organization of the data flow has been mentioned in Section 1.4, Data Security and Statistical Confidentiality. Moreover, this organization of the data flow complicates some procedures and increases the necessary effort for certain data operations. An integrated data processing system of data operations would be more efficient with respect to many operations. The Integrated System of Processing Statistical Data (ISPSD) which is in the process of being designed and developed might be a solution for these problems in the future; see 3.2 Production Processes.
280. For data which are submitted in electronic format to the SSSU offices, the subject-matter units use specially developed software for validating and processing the data, which also allows compiling and printing output tables and bulletins.

3.3.2

Production Processes

281. The production process implemented at the SSSU consists of a system for the collection, processing, and dissemination of statistical information. The system redistributes the functional powers between the statistical units of regional and district levels, and the centralization of data collection, processing and dissemination.
282. The organisational structure of the SSSU is very much oriented towards the single statistical domains. Each department develops for the area of its competence its own methodology, reporting forms, validation rules, quality checks, etc. This leads to duplication, inconsistencies and inefficiency. A methodology department, responsible for the development of methodology and with an advisory function with respect to issues of sampling design and quality assurance would be helpful in such a situation, but the SSSU has not established this function so far.
283. Currently the SSSU conducts about 120 surveys per year. However, not all these surveys correspond to a statistical product: It can happen that several specific surveys are conducted for the same indicator. An extreme example: for certain employment indicators, data are collected using 70 different survey forms. Many of these 120 surveys are full surveys and very few sample surveys are conducted. This situation causes the need for high personal resources in the regions, leads to less efficiency and duplication of data collections. The SSSU has been reviewing the statistical technology in use in all phases from the collection, processing, and analysis of the data to the dissemination of the results. Based on the results of this exercise, the design of an integrated system of statistical data processing has been started. The system under development is called the Integrated System of Processing Statistical Data (ISPSD). It aims at implementing a unified statistical process for all statistical domains, managed by metadata and based on standardized equipments and tools and which allows efficient and secure statistical production. The core of the system is the metadata base as well as standardized processes in general.

284. In 2010, contracts with partners were signed. The project plan and the report "The concept of interface system decisions and meta-language for controls programming" were approved and several software modules of ISPSD started to be developed.
285. Some of the key issues for implementing ISPSD are:
- The need to develop a methodology of data migration from the previous system to ISPSD;
 - The need to provide parallel data management and use of "old" and "new" solutions;
 - The need to develop a comprehensive information security system for ISPSD;
 - Lack of staff with relevant competences and the need to retrain staff to use ISPSD;
 - The need to overcome the psychological barriers associated with the transition from the previous solution for processing statistical information to ISPSD.
286. The number of available staff with high level IT competences is too low to contribute to the modernisation of solutions within such a large organisation. This might cause major difficulties in migration from the old to the new system. One solution might be to review critically whether some of the present statistical products might be discontinued to give room for development tasks.
287. The development of a normalized form of description of the state statistical observation according to the approved structure for the plan of statistical observation, the compilation of descriptions for the state statistical observations by branches of statistics including statistical record sheets (questionnaires) and their indicators are implemented.
288. Quality reports of the following sample surveys are prepared regularly: household living condition sample survey (since 2007), population agricultural activity in rural area survey (since 2009) and small enterprises survey – since 2008. Data quality assessment is carried out according to the quality concept of European statistics. A report on the quality of the national accounts in 2010 should be available soon. Reports on data quality are posted on the SSSU website in the "Statistical Information".
289. A template for the documentation of the methodology of statistical production process was prepared and metadata (objectives, methodology, publications) of 121 surveys are described and placed on the SSSU website. However, a standardized format for quality reports (general information on aims, users, legal basis; concepts, methods, generating process, publication; relevance, accuracy, punctuality and timeliness, coherence) has not yet been developed and the comprehensive production of such reports for all statistical products is a task for the future.

Assessment

290. *Neither a methodology unit nor a quality management unit has been established within the SSSU. The organisational structure of the SSSU is designed in line with the various statistical domains. Each department develops its own methodology,*

reporting forms, validation rules, quality checks, etc. This leads to duplication, inconsistencies and inefficiency.

291. *It is recommended that the SSSU establishes units for methodological issues and for quality management which are provided with appropriate competences. Deepened competences in design of sample surveys, editing and imputation techniques, estimation methods, and other methodological topics should be concentrated in the unit for methodological issues and a consulting service provided to subject matter units. The unit for QM should implement, under the guidance of the top management of the SSSU, the QM policy as developed already by the SSSU; this implementation should be aware of standards like the related concepts of EFQM or ISO. In particular, programmes for quality monitoring and assessment should be established, and standardized documentations of the individual statistical products in form of quality reports should comprehensively be applied.*
292. *The data collections should be reduced to the absolute minimum. Data already available within the public administration should not be recollected; access to administrative data must have priority versus data collections. The burden on respondents is to be minimized; as a consequence, sample designs must have priority versus exhaustive data collections; the sample size shall not exceed the absolute necessary.*
293. *The efforts for data collections can efficiently be reduced by the use of administrative data. They can be used as replacement for surveys, or, even more efficiently, by establishing comprehensive statistical registers. The quality of statistical registers and administrative data plays a crucial role and should be ensured in cooperation with relevant administrative bodies.*
294. *In general, the efficiency of data collection should be improved by stimulating electronic data collection from administrative authorities, from enterprises as well as in interviewing. Electronic questionnaires and tools for data editing and analysis would allow for more flexibility of operation and accuracy of data. Furthermore, tools with improved functionality for interactive control and editing as well as more involvement of the subject matter staff in tabulation and analysis using IT might be implemented and stimulated. This would mean more responsibility of a future methodology department for the whole process and emphasis on the technical support function of the IT experts.*
295. *Another means of increasing the efficiency of the data collection processes is recommended, viz. to identify and define the real user needs from the different reporting units (enterprises, households, individuals, goods) and to streamline data collections such that for the indicators the same definition applies for all statistical areas and that the necessary data are collected only once.*
296. *The ambition to review all statistical production processes and to develop a standardized and efficient system such as the Integrated System of Processing Statistical Data (ISPSD) with streamlined and integrated processes, and to document the processes, is welcomed. However, these initiatives are still in the conceptual phase. This ambitious project of integrating the statistical production processes shall be continued and practical implementation shall start as soon as possible. It may be supported by creating the relevant structures, e.g., a more central unit coordinating these processes, together with quality and methodology issues.*

297. *The ambitious ISPSD project will need a much larger number of staff with high level IT competences. A substantial fostering of IT competences among staff members is recommended. Training of staff in relevant tools and increasing the number of PCs for the staff should have a high priority.*
298. *The interaction between the district, the regional, and the central level needs to be redesigned to cope with the methodological and technological development. The development of measures of improving the procedures of collection and processing statistical information, the implementation of electronic reporting, and the transition to sampling methods for the statistical observations are in progress.*
299. *The availability of quality reports of statistical products is welcomed. Such documentations are an excellent mean in the QM toolbox: The process of documentation itself is a possibility for the efficient identification of deficiencies and of improvement potentials. The documentation is an important source for the user which allows him or her assessing the quality of the statistical products.*

3.4 DISSEMINATION, COMMUNICATION, AND RELATION WITH USERS

300. The dissemination of statistical information and protection of confidential information are already mentioned in the first Article of the LSS but it is in its Articles 14, 21 and 22 that the issue of statistical information and data protection are addressed in more detail. Article 21 clearly mentions that dissemination of statistical information that makes possible the identification of a particular respondent is strictly prohibited.
301. Concerning dissemination, Article 14 of the LSS states that state statistical bodies (the SSSU and subordinated bodies) are required to ensure equal access to statistical information, and to publish statistical bulletins, collection of tables, press releases and other statistical information in accordance with the Plan of State Statistical Observations, the annual statistical programme of work. At this stage, it is also important to note that the LSS gives the mandate to disseminate statistical information not only to the SSSU but that territorial statistical bodies have also the right and obligation to do so. According to the LSS, this activity from subordinated bodies is conducted under the supervision of the SSSU.
302. Other laws and decrees that govern the dissemination of information are consistent with the LSS in general. The Law of Ukraine on Information even reinforces the primacy of the LSS by stating in its Article 19 that the system of statistical information, its sources and regime shall be determined in accordance with the LSS.
303. The major pitfall about equal access to statistical information is Article 24 of the LSS that stipulates that statistical bodies provide state and local authorities with free statistical information specified in the Plan of State Statistical Observations or approved by the Cabinet of Ministers of Ukraine within the limits of funds specified for these purposes by the state budget of Ukraine and in accordance with confidentiality requirements specified by this law. It is not clear if this article relates to ad-hoc statistical activities, specific data extraction requested by national authorities, printed publications, or official statistical information in general. In any case, official statistical information should be made available to all users at the same time and for free. The best dissemination channel for that is the website of the SSSU where all publications, including press releases and other “statistical bulletins” should be posted according to an advanced (pre-announced) release calendar.

304. The organisation of dissemination, communication and marketing activities of the state statistical bodies is rather decentralised. Main actors in this field are the SSSU Department of Consolidated Information, substantive departments of the SSSU, regional and local statistical bodies and a specific functional body subordinated to the SSSU, namely the Information-Analytic Agency (StateAnalitInform). If the coordination of dissemination activities within the State Statistics is, de-facto, in the competence of the SSSU, according to the procedure for access to public information elaborated and adopted by SSSU Order № 126 of 27 May 2011, there is no comprehensive dissemination and communication policy for the State Statistics that focuses on user's need other than state authorities at national, regional, and local level. Dissemination and communication procedures are not systematically documented although the procedure for access to public information has been elaborated and adopted by SSSU Order № 126 of 27 May 2011. Furthermore, other authorised producers of official statistics like the National Bank and the Ministry of Finance and even each of the regional offices have their own publication and dissemination channels, tools and practices. It is therefore very difficult for common users of statistical information to find the necessary statistical information in a straight-forward way.
305. As mentioned in section 2.3 of this report (Programming and Coordination Mechanisms), there is no dedicated consultative body representing the user community outside the Government and the administration. The Statistical Council has been abolished and the Commission on Improving the Methodology and Reporting Documentation (the Methodology Commission) does not include representatives from the civil society. The first user satisfaction survey was conducted by the Department for Consolidated Information in 1999, later, in 2006-2009. This structural unit carried out one poll survey per year. Other structural divisions of the SSSU also conducted user satisfactions surveys. Since 2010, the SSSU conducts user surveys on a regular basis; the procedure for holding the statistical users' polls, summing up and publishing the results was adopted by Order № 497 of 28 December 2009. It remains nevertheless unclear as to what extent users outside the Government and the administration are covered by the survey and how their feedback, if any, is used for adapting dissemination and communication of official statistics. However, it is important to stress that the representatives from the Government and administration that met during the assessment were entirely satisfied with the quality, timeliness and content of the information provided by the state statistical bodies.
306. The information content management of the web sites of the regional state statistical bodies is carried out in accordance with SSSU Orders № 632 of 27 December 2006 "On Approval of the List and Structure of Materials in Section "Statistical Information" of the Web sites of Main Statistical Offices in the Autonomous Republic of Crimea, regions, in the cities of Kyiv and Sevastopol", № 207 of 22 June 2009 "On approval of layout tables and methodological explanations for the "Statistical Information" section of the web-sites of Main Statistical Offices in the Autonomous Republic of Crimea, regions, in the cities of Kyiv and Sevastopol", and № 240 of 9 July 2009 "On approval of the documentation and materials for the preparation of the express-information by the regional state statistics bodies."
307. Currently, the SSSU website contains statistical products in HTML, pdf, Word and sometime in Excel format. Regional offices have their own website with the respective disaggregated regional data.

308. A common website for the entire statistical system including links to other official producers such as the Central Bank as well as the development of an integrated common output or a dissemination database would help to coordinate the content and to improve the public image of official statistics, as well as making this information more accessible for users.
309. The SSSU Department for Consolidated Information jointly with other branch departments prepares the comprehensive statistical publications that cover all areas of statistics (e.g., the Statistical Yearbook and Ukraine in Figures) and coordinates general cross-cutting dissemination activities. The Department for Consolidated Information is also responsible for publishing the pre-announced Release Calendar and the Catalogue of Statistical Publications on the SSSU website. The Calendar contains information about the publication dates of express-releases. The day time for the releases of official statistics is not provided but for the first time in 2012, other statistical publications than press-releases and statistical bulletins will be mentioned in the Calendar. The Calendar is updated regularly and placed on the website of the SSSU, usually on the 22nd day of the month. It is rather difficult to find the Calendar on the website since it is placed on the list of released publications. The observance of the Release Calendar (punctuality) is monitored by the department for Consolidated Information.
310. The Catalogue of Statistical Publications is another document that allows users to anticipate the publication of statistical information. The Catalogue provides an extensive list of statistical publications and bulletins released by the SSSU. The Catalogue is produced by the Department for Consolidated Information and gives information by statistical domains about what will be published during the year by the SSSU and how the material will be available for users (e.g. paper version, CD-Rom or internet). The Catalogue provides information about the expected release date, usually the month or the periodicity for sub-annual publications (e.g. monthly or quarterly) for each publication or bulletin. The Catalogue can be found on the SSSU website but as for the release calendar it is not very visible and non-professional users would need some time to find it.
311. Another source of information about dissemination of statistical information is the annual Statistical Programme of Work. The Programme comprises a separate chapter "Information and publishing activity" that gives the dates of all statistics releases.
312. It is important to mention that the pre-announced Release Calendar, the Catalogue and the Statistical Programme do not cover statistical information and official publications issued by regional and local statistical bodies and other authorised producers of official statistics (e.g., National Bank and Ministry of Finance).
313. All statistical publications covered by the annual statistical programme are disseminated by the SSSU free of charge. The state statistical bodies provide additional information on a fee basis according to Regulations of the Cabinet of Ministers of Ukraine № 1659 of 8 November 2000 "On Approval of the Procedure for Holding Statistical Observations and Providing of Paid Services by State Statistical Bodies" and "On Provision of Paid Administrative Service of Delivery of Information from the Unified State Register of Enterprises and Organizations of Ukraine by State Statistical Bodies", № 749 of 29 June 2011. The fees cover the actual costs for the production of the information. Most of these requests for additional statistical information are about the extension of the size or the scope of

existing statistical questionnaires. In this specific case, the Commission on Improving the Methodology and Reporting Documentation is consulted before the Cabinet of Ministers approves the adapted questionnaire. The LSS also foresees the possibility, that specific groups of users can ask for ad-hoc surveys to be conducted at regional or local level. In these specific cases neither the SSSU and its Methodology Commission nor the Cabinet of Minister is involved in the procedure. Therefore, ad-hoc collection of statistical information and their dissemination have to be considered as an activity falling outside the boundary of official statistics.

314. The main objective of the SSSU is to switch gradually from printed publications to electronic dissemination of statistical information, mainly through the web. If in 2010, the main channel for statistical data dissemination was still via printed publications and only 25% of all dissemination material available on the SSSU website, in 2011, 52 statistical collections (out of 54 published), 122 bulletins, (out of 245), 55 reports (out of 105) and all of the 325 express-releases were available on the SSSU web-site; which represents about 75 % of the disseminated information. Most of this information can be found on the website in pdf-format and HTML “flat tables” of latest statistical information organised by domains and dates of release.
315. Consolidated statistical information with some comments and diagrams can be found in statistical publications aimed at a wide range of readers such as the Statistical Yearbook, Ukraine in Figures, and Regions of Ukraine. The Department for Consolidated Information is responsible for these inter-sector publications and all of them are placed on the SSSU website; however, they are not easy to find. Subject matter departments of the SSSU are responsible for publication of their statistical information through statistical publications which as a rule are releases once a year, as well as in statistical bulletins. Statistical publications issued by subject matter departments may be available on the web. All publications are released in Ukrainian; some are also available in English and Russian. In general, methodological information is placed at the end of statistical publications and bulletins, and is also available in the section Methodology and Classifications of the SSSU website.
316. As mentioned above, the SSSU issues more than 300 express-releases per year which are systematically posted on the SSSU website. Express-releases are generally fairly austere and limited to the publication of some spreadsheets, very seldom complemented by statistical analysis and methodological information. It is important to stress that only a limited number of press conferences is organised; e.g., in 2010 only one took place. The schedule for holding press-conferences is not elaborated. The press-conferences and briefings are conducted off-schedule, in working order, when a specific need to additionally inform the media emerges. In 2011 two press-briefings have been conducted. This illustrates accurately the loose ties between the SSSU and the media.
317. The SSSU website was created in 1999, and along with statistical information also provides users with information on the legal and organisation framework of the state statistics, methodological notes and links to statistical web pages of major international organisations. Information can be found in Ukrainian but also in Russian and English. There is no online dissemination database allowing users to select and extract data and generate tailor-made spreadsheets to be downloaded in a user-friendly format (e.g. Excel).

318. The Information-Analytical Agency (Derjanalitinform) was set-up in 2000 as a self-financed non-profit enterprise subordinated to the SSSU, with the aim to ensure a wide access of users to statistical information.
319. The basic activities of the Information-Analytical Agency are as follows:
- Printing and dissemination of official editions of the SSSU;
 - provision of complex statistical information including special analyses to users;
 - establishment of databases on selected economic matters in order to prepare business propositions for domestic and foreign investors;
 - carrying out of specially tailored surveys and marketing researches, including collection, processing and analysis of information.
320. These activities, going beyond specific customers' requests for processing and analysing existing statistical information, are falling outside the scope of official statistics. Formally, these requests could be also fulfilled by state statistical bodies (the SSSU and regional and local bodies), but it seems that the Information-Analytical Agency is better equipped to provide such charged services. The Information-Analytical Agency is to be considered as a profit oriented organisation.

Assessment

321. *This report is taking note and welcomes the establishment of two distinct departments within the SSSU dealing with dissemination and communication:*

- *The Department on Statistical Activity Coordination and Information Dissemination*
- *The Directorate on Communication and Access to Public Information*

This new setup is to be implemented as of 1 December 2011 and is part of the overall reorganisation of the SSSU. It will reinforce the coherence and coordination of communication and dissemination practices within the SSSU.

322. *In order to align dissemination and communication practices with international recommendations, including the Fundamental Principles of Official Statistics and the European Statistics Code of Practice, the SSSU should develop a comprehensive dissemination policy for the state statistics (National System of Official Statistics).*

323. *The state statistics dissemination policy should take into account the following aspects.*

- *The SSSU should pay more attention to all users of official statistics. It is important for the SSSU to identify existing and potential users outside the restricted circle of government and administration and to tighten the links with the media, the research community and the civil society. Efficient mechanisms should be established in order to identify their needs and to allow them to participate in the development of official statistics, including the dissemination tools. The SSSU should contribute to improving the statistical literacy of the overall society and advocate for evidence-based decision making.*

- *At present, regional offices have their own website besides the website of the SSSU. To simplify the access to official statistics for the users and to ensure a corporate appearance of official statistics, a single web portal for the entire statistical system including links to other producers of official statistics such as the Central Bank, Ministry of Finance, etc. should be established (State Statistics website). The coordination and maintenance of this portal and its content should be in the competence of the SSSU. As a basis for the information to be published on the portal, an integrated common output or dissemination database should be established.*
- *A single Release Calendar with date and time of publication should be made available on the State Statistics web portal. All releases of official statistics including those of regional and local bodies of state statistics and those of other producers of official statistics should be mentioned in the Calendar.*
- *Statistical publications, bulletins, express-releases and other dissemination material should be made more user-friendly by complementing spreadsheets with short comments and visual presentations. Printed publications should follow a standard corporate template. All printed dissemination material should be systematically available in pdf-format on the State Statistics website.*

324. *Modern technologies can offer more than to make available on the web printed publications and flat spreadsheets. The SSSU should develop gradually an online dissemination database allowing users to select, extract and generate tailor-made spreadsheets and graphs in user-friendly electronic formats (e.g., HTML or Excel); tables should be offered in a format which allows direct further analyses such as Excel. Printed publications and pdf-documents on the web should be mainly designed for the media and the wide audience. Professional users, researchers and students using statistics as an input for further analyses and studies prefer to download the data directly from the web.*

3.5 RELATIONS WITH SPECIAL USERS OF STATISTICAL INFORMATION

3.5.1 *Relations with Central and Local Government*

325. The assessment team met some users from the central government. Unfortunately, the team met no representatives from civil society, non-governmental organisations, trade unions etc.
326. The representatives met were quite satisfied with the data they got from the SSSU and with the services provided. They raised no major issue concerning the coverage, the accuracy and the timeliness of the data. They also expressed trust in the SSSU as a professional institution. As this impression is based on a rather limited number of persons and institutions, one shall not conclude that the SSSU is without challenges in improving its electronic data dissemination and in training users, and especially journalists, in understanding and using statistics. This was also supported by the users. Furthermore, it is important to ensure that there is no doubt concerning the independence of the SSSU from political influence in methodological matters.

3.5.2

Relations with the Scientific Community

327. The assessment team met representatives of a number of research institutions. All of them collaborate with the SSSU. Unfortunately, the team met no representatives from other scientific and educational institutions.
328. The relations with the scientific community have different forms:
- The Commission on Improving the Methodology and Reporting Documentation comprises experts from research institutions.
 - The Scientific and Technical Complex for Statistical Researches is a scientific institution subordinated to the SSSU.
 - Various scientific institutions collaborate on a contractual basis with the SSSU.
 - Scientists who need official statistics for their work may approach the SSSU and ask for corresponding service.
329. The Methodology Commission gives advice on all methodological issues and developments and leading experts from academia are represented in it. The commission meets several times in each quarter.
330. The Scientific and Technical Complex for Statistical Researches (STCSR, NTK), a government enterprise under the supervision of the SSSU with some 70 scientists among its staff, runs a broad programme of methodological developments and subject matter research. It is a member of the International Statistical Institute (ISI), is involved in international scientific projects, and is publisher of one journal. The STCSR runs a post-graduate course to prepare highly-qualified scientific personnel majoring in statistics. The SSSU profits from consultations on methodological issues and from sending staff members to the post-graduate programme. Contracted work is conducted on international trade.

Other examples of co-operation are:

- The Institute of Demography and Social Research of the National Academy of Sciences of Ukraine, which is involved in work on the methodology for calculating indicators for labour statistics, service statistics, population statistics, household surveys, agriculture and environmental statistics.
 - The Institute of Economic Forecasting of the National Academy of Sciences of Ukraine, which co-operates with the Department for Agriculture and Environment Statistics and the Department for Service Statistics; contracted work is conducted on the development of indicators on labour productivity.
331. The representatives from research institutions uniformly consider the mode of access to micro-data as an obstacle to efficient empirical research. The LSS does not distinguish between directly and indirectly identifiable information; weighting risks identification of against efforts for identification is not practised.

Assessment

332. *Co-operation with research institutions and universities, the involvement of these institutions in the methodological works related to statistical production and*

participation of official statisticians in the educational process are considered as essential elements for statistical development.

333. *There is still a need for further developing the liaison with research institutions and universities. Networking of the SSSU with the academic world can give easier access to scientific developments in statistics, empirical economics, IT and other disciplines, and will enable the academic world to access data and related research fields which would also be of benefit to official statistics. The co-operation with the research community can be of great assistance to the producers of official statistics in the development and implementation of sound statistical methodology.*
334. *Special attention should be paid to communicating with universities, scientific institutions and high schools where teachers and students are often using statistics for their work and studies. Their feedback and proposals for improvement would contribute to the modernisation of the dissemination of statistics in Ukraine.*
335. *A legal regulation should specify precise conditions under which access to micro-data can be given for scientific use, distinguishing cases where the researchers can get access upon request, and cases where the approval by the SSSU also requires a contract to be signed. Special attention should be paid to an attractive dissemination of statistics and access to micro-data for students.*

3.5.3

Relations with Mass Media

336. The Division for Interaction with Media and Users (5 people), part of the Consolidated Information Department, is responsible for services for the mass media. For the entire Consolidated Information Department work 24 persons.
337. Journalists and representatives of the media use printed material and the website of the SSSU as the main information channel. Statistical products such as economic indicators are distributed in the form of express-releases, newsletters, reports, press releases, etc.; channels are postal and electronic mail. Statistical information is provided to the media regularly in form of monthly reports; they describe the economic and social development of the country; reports are published monthly in the newspaper "Governmental Courier".
338. For representatives of the mass media, press conferences, briefings, and seminars with experts are offered. A modern and well-equipped press centre is a good basis for communicating with the media. Information is provided to the media on demand by e-mail or in printed form as soon as possible.
339. In 2010, the number of express-releases was 317; one press conference and one scientific conference were held. On the eve of press conferences, briefings, seminars, etc. that conducted with the involvement of the media, the SSSU prepares relevant press releases. Typically, such actions are carried out in case of specific occasions or events. Express -and press releases are posted on the website. In addition, the releases can be provided to users in electronic format upon request. Regular mailing to an established list of addressees is not implemented.
340. In its self-assessment the SSSU reported that media have criticized the objectivity of the SSSU. Some of the representatives of the mass media which the assessment team met expressed their concern about the reliability of the CPI, however, a significant number were satisfied with the high-quality of statistical products that the SSSU provides.

341. The reaction of the mass media to the publication of statistical news and results is monitored; the Chairperson of the SSSU receives daily information.
342. Express- and press-releases are prepared by experts of the relevant division under the supervision of the division management; a coordination of these preparations by the Consolidated Information Department does not take place. Press-releases are prepared by the division for interaction with media and users of the Department for Consolidated Information jointly with the relevant SSSU organization department. Training of experts for writing press releases or for their work with the media is not established.

Assessment

343. *There is a need for more public visibility of the SSSU to further improve its credibility in the perception of all stakeholders. The tasks of public communication of the SSSU and of cooperation with the media should be internalized.*
344. *The SSSU should develop a dissemination policy which defines the role assigned to the mass media for providing the Ukrainian society with high-quality statistical products.*
345. *The Consolidated Information Department should contain a sufficiently equipped media unit with an overall responsibility for relations to the media. Related activities such as writing press releases, organisation of interviews, organisation of regular press conferences, preparation of press materials for news conferences, etc. should be under the coordination and control of this unit. It should be the drop-in centre for requests of information and services demanded by journalists and also the public.*
346. *The SSSU website should be the basic channel for the exchange of information with journalists and the media. The SSSU website should offer a special area for the media where journalists find all material they need for their job: the release calendar, announcements of press conferences, press releases plus background material, a database for tailor-made tables, etc.*
347. *The SSSU should offer workshops for media people that deal with actual topics in official statistics, provide with background material, and help the journalists to understand the relevance and assess the quality of official statistics. In addition, institutional aspects like independence, impartiality, credibility, etc. should be addressed.*
348. *The documentation of the service for the media and a monitoring of the role of media are recommended; related information should be part of the Annual Report of the SSSU. E.g., the number of press releases, the number of circulated copies of important publications like the yearbook, the number and quality of contacts with journalists, and the number of radio/TV programmes which feature contributions from staff members of the SSSU should be documented. Similarly, quantitative information on the response to press releases, on the reporting of statistical indicators and products, the number of hits of certain indicators and products on the SSSU website etc. should be documented.*
349. *The SSSU training programmes should contain courses on writing press releases and on dealing with the media.*

3.6 INTERNATIONAL CO-OPERATION

350. The LSS provides for international cooperation under Chapter VII, which contains Article 25 on International Cooperation in the Area of Statistics and Article 26 on International Agreements. The SSSU actively cooperates with the principal international bodies that are active in statistics. A manifestation of that could be, for example, the participation of the chairperson of the SSSU in the Bureau of the UN Conference of European Statisticians as a member.
351. The SSSU receives technical assistance from the EU and its member states, the World Bank, the IMF, the UN agencies and EFTA. Cooperation activities include ad-hoc study visits and consultations with NSIs of the member states organized within the framework of TAIEX, twinning projects in selected statistical domains, participation in international seminars and organization of bilateral cooperation.
352. The representatives of the SSSU participate in international events to a limited extent due to the lack of budget dedicated to international cooperation and very limited resources provided for this purpose by international donors. Another factor restricting an active participation in the international events is insufficient knowledge of English among the staff.
353. The SSSU systematically provides statistical data to international organizations and the EU and has signed a number of bilateral agreements with several countries mainly for data and publication exchange. It seems that in general the main international users of the data are satisfied with the quality of the data provided.
354. The SSSU is committed to align its statistical production with EU standards and to apply European and international methodologies and needs continuous assistance for a longer term period.

Assessment

355. *The SSSU is rather active in international cooperation, using different assistance mechanisms and opportunities offered by the EU, the World Bank, the UN and EFTA and participating in international conferences and seminars whenever such participation is made possible by sponsoring organizations. This is important to ensure alignment with international practices and requirements.*
356. *It is important to motivate staff and to organize training to improve knowledge of English at least to the level of being able to read and understand the corresponding documents relevant to their work.*
357. *The SSSU is aware that approximation to European and international standards requires considerable resources; at present no estimates are done as to the size of the budget required for such activities.*
358. *The SSSU already provides statistical information to EU, UN, OECD and the WB and should continue to work on extending the scope of data sent and their international comparability.*
359. *If possible the SSSU should establish a dedicated budget for international cooperation to be able to shape their international policy more freely and more independently from donors.*

360. *In the long term, the SSSU should develop the competence to realistically estimate costs of approximating its statistical production to EU standards to be able to make well proved applications for the necessary budget allocations from the state budget.*
361. *The SSSU should further work on the extension of the scope of data sent to international organizations and the international comparability of such data.*

4 STATISTICAL DOMAINS

4.1 REGISTERS AND CLASSIFICATIONS

4.1.1 Registers

362. According to the LSS the statistical information includes primary data from all types of sources, administrative data from state and local authorities, secondary data such as banking and financial statistics, statistical information from international organisations, and estimates and calculations based on all sources of data. The SSSU uses all the above mentioned sources of information.
363. The importance of the use of administrative data for statistical purposes has in many countries increased during the recent years. In particular, this gives access to information in a timely and cost efficient way, e.g., by establishing statistical registers on the basis of administrative data.
364. Typically there are two main types of statistical registers, population registers and business registers. The first type is pre-dominantly used in the production of demographic and social statistics, and the latter in economic statistics. Statistical registers are sometimes the only source for statistics, whilst can other times be complemented by statistical surveys or complements itself statistical surveys.
365. In Ukraine, the SSSU reported that there is currently no population register, or any administrative source covering the population at large. However, a business register, the Register of Statistical Units (RSU), exists and plays a vital role in the statistical system in Ukraine.
366. Article 10 of the LSS gives provisions for the Unified state register of enterprises and organizations, an administrative business register. Up to 2004, the SSSU had the responsibility for the administrative register for enterprises in Ukraine. In 2004, a new administrative register, the “Unified State Registry” (USR), was created. The “State Register Service” within the Ministry of Justice took over the maintenance of this register.
367. Information from USR enters the statistical business register RSU (register of statistical units), which is the responsibility of the SSSU. The RSU includes a statistical register of enterprises (SRE) identifying legal persons, enterprises and local units. The identifiers of legal persons and enterprises are assigned by the State Register Service, whilst identifiers of local units are assigned by the SSSU. In addition, the RSU also contains a statistical register of individual entrepreneurs (SRIE). The number of legal units and the number of individuals is about 1.3 and 2 million, respectively.
368. The USR also contains information on the registered economic activity as provided by the enterprises themselves in the registration documents. Since the accuracy of

this information is usually not sufficient for statistical purposes, the SSSU assigns in the RSU the statistical activity by NACE codes.

369. It is also an ambition for the future to be able to link information on relations between legal persons in the RSU in order to also have a picture of groups of enterprises.
370. The RSU is updated on a daily basis with information from the USR. Additionally, to determine whether the units are economically active, the RSU uses the administrative information obtained each half-year from the Pension Fund and quarterly from the tax authorities.
371. Based on the different administrative sources, the RSU contains information on NACE, geographic location, number of employees, turnover and institutional sector of the units.
372. A quality issue of the RSU concerns the coverage and quality of individual entrepreneurs. In principle, individual entrepreneurs have an obligation to register at the State Register Service. The coverage might be satisfactory, but experience has shown that the registered economic activity of these entities might differ to a large extent from their actual activity, and even the location may be incorrect. Individual entrepreneurs have a legal obligation to report to the SSSU. However, the information on economic activities of the individual entrepreneurs which often change their economic activity and location is not updated. This has among other consequences a negative effect on the quality of the NACE coding of such entities. This deficiency seems to affect several parts of the statistical portfolio of the SSSU. Access to micro-data from the tax authorities could help to update on individual entrepreneurs. The assessment team was also informed that a new tax code that is planned to be introduced in December 2011 could even worsen the already unsatisfactory coverage of data on individual entrepreneurs.
373. For enterprises, the RSU gives a good basis for several tasks of the activities of the SSSU, such as sampling frames, input to statistical domains, quality checks, etc.
374. The statistical business register (SPR) comprises enterprises and organisations. The SPR has two parts, one administrative and one statistical part. The administrative part of the SPR, the Unified States Register and Organisations of Ukraine (EDRPOU), includes legal persons and separate units of legal persons. The statistical part of SPR contains information on statistical units: enterprises, units of economic activity, local units and their primary economic activity. The SPR contains close to 1.3 million constituents.
375. The SSSU provides administrative information on request to other authorities.

Assessment

376. *It is noted that Ukraine does not have a population register. The value of a population register being available for the statistical purposes is in many countries indispensable. It is recommended that the SSSU takes initiatives to debate the establishment and uses of a population register. It is highly recommended to give priority to establishing a population register. Building up a population register takes time, and must be considered a medium to long-term goal.*
377. *Even if some historical reasons can explain that the business registers of the SSSU executes administrative functions, this should be abolished. It is not appropriate*

according to the internationally accepted principles that the SSSU should provide administrative information to other government bodies. In principle, when administrative information enters a statistical register, no administrative data should flow out: administrative information for statistical purposes must be a one way flow. The abolishment of the provision of administrative information from the SSSU should be achievable in the very short run.

378. *The quality of the RSU suffers from only limited access to data on individual entrepreneurs. As stated in several parts of this report, one concern is the access to unit-level data from the tax authorities. This deficiency for individual entrepreneurs to report to the SSSU are a problem, for which solutions should be sought in the short run in order to better cover information on individual entrepreneurs. Giving the LSS primacy to other legislation on issues concerning official statistics and thereby ensuring the capacity of producers of official statistics to fulfil their tasks is recommended.*

4.1.2 Classifications and Nomenclatures

379. Articles 3 and 14 of the LSS state that it is the state statistical policy and one of the main tasks of the statistical bodies to comply with international standards.
380. The WHO International Statistical Classification of Diseases and Related Health, Tenth Revision (ICD-10) is used in the demographic statistics.
381. The population census uses national classifications based on international classifications (International Standard Classification of Education, the International Standard Classification of Occupations, the Classification of Economic Activities of the European Union, the International Standard Industrial Classification of Economic Activities, etc.).
382. The living conditions survey uses a national classification of the individual consumption by purpose based on COICOP-HBS, 2003, a classification of the units of the administrative and territorial structure of Ukraine, a classification of institutional sectors of economy on the basis of SNA1993, and classification of economic activities, the NACE rev.1.1.
383. In labour market statistics, NACE rev.1.1, classification of occupations (ISCO-88), and classification of status of employment (ICSE-93) are used. In education statistics, ISCED-97 is used. Health statistics uses NACE, a classification of the objects of the administrative-territorial structure of Ukraine (KOATUU), and ICD-10. Statistics of social protection uses the EU standard ESSPROS.
384. In national and financial accounts, the classifications follow SNA 1993 and ESA 1995, such as institutional sectors, economic type, activity, and financial instruments, and COFOG, COICOP, etc.
385. In government finance statistics compiled by the Ministry of Finance, the IMF GFS 1986 is used. Plans for updating to the 2001 manual were stated by the MoF.
386. In external trade statistics, the SSSU uses the Ukrainian Commodity Classification for Foreign Economic Affairs, which is a national version of HS and CN, classification of countries (ISO 3166), classification of currencies (ISO 4217), classification of legal forms of management, and KOATUU.
387. The balance of payments is compiled in accordance with the recommendations of the fifth edition of the IMF's Balance of Payments Manual (IMF, 1993). The 6th

edition of the Balance of Payment Manual has been released, and it will be the task of the National Bank to implement the new version. FDI, IIP, and external debt use NACE, ISO-3166, and ISO-4217.

388. In addition, other classifications such as PRODCOM and CPA are used.

Assessment

389. *According to the information provided, the statistical system of Ukraine uses up to date versions of most major international statistical classifications. Currently, the SSSU is working on an update of NACE rev.1.1. to NACE rev. 2 that will be gradually implemented until 2014.*

4.2 DEMOGRAPHIC AND SOCIAL STATISTICS

4.2.1

Demographic Statistics

390. The SSCU, together with the regional bodies of state statistics, is responsible for compiling and disseminating demographic statistics. Good quality demographic data is considered to be of high importance as the current demographic situation with low birth rates, high death rates and population decrease is of great concern both to the general public and governmental bodies.

391. The SSCU Department for Population Statistics and Administrative and Territorial Structure numbers 22 specialists (including the Director and the Deputy Director of the Directorate) and comprises the following units:

- Population census unit (5 experts);
- Unit for Demographic Statistics (5 experts);
- Unit for Regional Statistics (5 experts);
- Unit for Statistics of Administrative and Territorial Structure (5 experts).

392. Altogether, the bodies of state statistics employ 176 persons for the processing and dissemination of demographic statistics; 5 at the SSCU, 164 at regional level and 7 within the Main Inter-regional Statistical Office in Kyiv.

393. Current demographic statistics is based on administrative data on births, deaths, marriages and divorces which are submitted to the SSSU by state civil registration offices under the Ministry of Justice and by services on private person's affairs, immigration and registration of individuals under the Ministry of the Internal Affairs. A population register is in Ukraine not available so far.

394. Administrative data on natural and migratory movement of the population is transmitted to the regional and local bodies of state statistics on paper. Thus, the system of data collection in this area is decentralized. Processing of raw data and aggregation is performed in the local bodies of state statistics (1 autonomous republic, 24 regions, and 2 cities of special status). Aggregated data are transferred to the Main Inter-regional Statistical Office in Kyiv in electronic form, where data for the country as a whole is compiled.

395. Software for data processing, coding rules and procedures for control and editing is developed within the SSSU. The quality of primary data is tested in three stages. The first stage is verified during encoding (visual inspection and verification of data). The second stage is performed while input documents are processed: the compliance of individual characteristics (for example, date of birth of parents and children, sex and cause of death) is verified. The third stage takes place after the formation of annual tables, and consists in verifying the compliance of individual characteristics (for example, consistency between the age of the mother and the parity of the child) and comparison with the previous period.
396. The population is estimated as of 1 January each year based on the 2001 population census and figures on births, deaths and migration collected from administrative sources. Preliminary annual estimates of the population size are published within six weeks after the end of the year. Specific figures are also estimated on a monthly basis such as total population, total fertility rates, mortality, marriages, divorces and migration. The data development on demographic statistics includes the production of data on causes of death.
397. Monthly data is put on the website of the SSSU (as express-releases, newsletters, reports, press releases) and sent to central bodies of the executive power. Demographic data are located on the website "The Population of Ukraine". Annual data are also published in printed publications (Demographic yearbook (600 pages, only in Ukrainian, collections of "Actual population of Ukraine as of January 1", "The distribution of resident population by sex and age as of 1 January", and others). In addition, the materials are provided to users on demand.
399. Legal documentation on demographic statistics is placed on the website of the SSSU. The methodological explanations on demographic statistics are also available in all statistical collections that have demographic indicators.
400. The SSSU has plans from 2012 to improve the compilation methodology of life tables as well as tables for birth rates and reproduction rates. The SSSU does not produce any demographic forecasts. These are being made by the Ministry of Economy.

Assessment

401. *In general, basic demographic data are being compiled in line with international recommendations and with acceptable quality; this also applies to those required at European level i.e., total population by sex, age, live births, marriages, deaths, internal and international migration. Problems concerning the quality of annual estimates of the population of small territories are due to the fact that data on emigration and immigration from the corresponding regional and local administrative units can be of inferior quality. Thus it is important to further study how to improve the quality of data in this area, in cooperation with relevant authorities.*
402. *The system of data collection and coding is at present manual and it involves a high number of persons, especially at the regional level. The SSSU should thus play an active role in the development and usage of potential electronic registers and registration systems to improve the quality and efficiency of the production of demographic statistics.*

403. *Furthermore, in the field of causes of death statistics, the SSSU could benefit from making use of new software and in particular of the programme on automatic selection of the cause of death ACME (IRIS) recommended by WHO and UN.*
404. *At present there is a heavy dissemination programme with a large volume of paper publications in national language. Further development of web dissemination through the web-site 'Population' is recommended; an English version of the website should be established, as planned.*
405. *The SSSU should also develop the field of demographic analysis for instance by providing more analytical tables and indicators related to births and deaths. This can also provide a better basis for work on demographic forecasting.*

4.2.2

Population Census

406. The last population census was held in 2001 and the next census is planned for 2012. In accordance with the Law "On the All-Ukrainian Population Census" of 19 October 2000 and order of the Cabinet of Ministers of Ukraine № 581-r, of 9 April 2008, "On the all-Ukrainian Population Census conduction in 2012", the SSSU is defined as the body responsible for preparing and carrying out the All-Ukrainian population census, and the processing, the synthesis, and the dissemination of its results. For the next population census more than 1000 persons will be employed in addition to the staff of the state statistical bodies including 10 at the SSSU central, more than 1000 at regional level and 17 at the Main Inter-regional Statistical Office in Kyiv. Furthermore, it is planned to involve more than 200 thousand people as temporary census staff.
407. The All-Ukrainian population census was conducted and will be conducted in accordance with the Principles and Recommendations for Population and Housing Census (second revised edition, UN), the Conference of European Statisticians Recommendations for the Censuses of Population and Housing 2010 (United Nations). The programme of the population census includes, as a rule, all major indicators recommended by the UN for inclusion in the census programme in the light of national requirements.
408. The Census operation will be using national classification, dictionaries and reference books which are based on international classifications such as the International Standard Classification of Education, the International Standard Classification of Occupations, the Classification of Economic Activities of the European Union, the International Standard Industrial Classification of Economic Activities, etc.
409. In order to test the methodological and organizational issues of the census 2012 as well as the technology for processing of the obtained information and the compilation of census results, a pilot census has been performed in December 2010.
410. The census will be a traditional census with enumerators and the filling in of census forms. To speed up the processing, scanning and optical character recognition will be used. Like for the 2001 census, the census results will be disseminated using a wide range of electronic and printed media, including an on-line data bases, micro files, the geographic information system (GIS), and maps.
411. Several measures are planned in order to check the consistency and the quality of the data obtained during the census operation.

412. The primary micro-data collected in the population census are treated as confidential and cannot be delivered to other authorities, even if demanded.
413. The assessment team was informed by the SSSU that all preparations are going on such that the next census can take place in autumn 2012. However, recently a decision was taken by the parliament that parliamentary elections will take place in about the same time. The SSSU is considering postponing the census to avoid the potential risk that the census activity is seen in a political context by the public.

Assessment

414. *In general, the preparations for the next population census in 2012 are going well. The plan for the census is in line with international recommendations and requirements.*
415. *It is recommended that the SSSU postpones the census for several months in order to avoid any political connotation of a large statistical operation with a political event, and in that way takes care of the perception of professional independence of the SSSU.*

4.2.3

Living Conditions Survey

416. The new multipurpose sample survey of household living conditions was implemented from January 1, 1999 according to the Cabinet of Ministers of Ukraine Regulation №1725 of 2 November 1998 “On household living conditions survey conduction”, and has been continuously improved supported by several donors (World Bank, SIDA, TACIS, DFID). At all stages of the survey, international and European standards have been implemented: From methods of selection of households and collection of data, to dissemination of results.
417. The Household Survey Department within SSCU is responsible for the household living conditions survey. Household living conditions survey is the main informational basis for the complex research area on the level of living conditions of different social groups, on issues of poverty, and on population differentiation with respect to the well-being level.
418. Since 2004, the SSSU conducts household sample surveys within a unified system. The system coordinates organization and methodology of the surveys, including methods of sample formation, utilization of the unified area samples, unified network of the trained interviewers (full-time employees of the regional statistical offices) as well as the system for control over the work of interviewers.
419. While forming the household survey sample, a three-staged sample procedure is employed in cities, while in rural areas, a two-staged one. As a major source of information either data from the population census or (in cases when since its implementation more than 5 years has passed) data from the most recent election campaigns are used. In addition, to implement the selection procedures in urban and rural areas the data of demographic statistics, the Classifier of Administrative and Territorial Objects of Ukraine, materials of the primary accounting, maintained by local authorities in rural areas, are used at various stages of sampling formation. The area sampling frame is updated every five years. The sampling frame for households is updated annually before implementing the selection procedure. Every 5 years during the formation of a new area sampling the specific instructions for quality control of sampling frames and results of territorial unit selection are developed.

The methods of area and households sampling needed to conduct sample surveys during the five-year period of area sampling functioning, also cover the procedures for annual monitoring of the results of households selection as well as basic characteristics of area sampling.

420. For the first stage of selection, the area sample frame in urban areas is the list of cities in the region with the respective number of population. For the second stage, sample frame are the census (polling) lists of the districts with number of population (number of voters) in the selected cities. The household sample frames are ordered lists of addresses for the selected districts. The area sample frames in the villages are lists of village councils in rural areas with the corresponding numbers of households. The household sample frames are ordered lists of addresses of households in selected rural councils. Before the selection of households is carried out, the sampling frames (lists of addresses) are updated both in cities and rural areas by comparing data in those lists with data obtained in the course of visiting house-operational offices, apartment divisions of enterprises, institutions, organizations, society administrations, house owners as well as visiting surveyed area, i.e. place directly. All these procedures are described in detail in methodological documentation on sample formation posted on the SSSU website.
421. Due to the end of validity of the sample design in 2009, a new nationwide territorial probability sample was introduced for the three sample surveys conduction related to population households. The surveys are performed by a network of about 970 professional interviewers. The interviewers are recruited and trained with the methodical support of the SSSU by the involved regional offices.
422. Every year, 13 thousand household addresses are selected for the household living conditions survey. The survey has a full annual rotation of respondents. In urban areas, the sampling frame was based on data from the Central Electoral Commission for the materials elections of People's Deputies of Ukraine as of 30 September 2007; in rural areas, data form No 1 "On the economic accounting book" was used that is maintained in the village board. The household sample basis is updated annually before the implementation of the selection process.
423. The data are collected by questioning individual respondents directly in the households and recording the answers in questionnaires. While some questionnaires are filled in by the interviewer, e.g., the quarterly survey on household expenditure and income, others like the diary of household expenditures are filled in by the respondent.
424. The collected data are checked by visual inspection of the household while receiving the diaries and within the regional offices while receiving questionnaires from the interviewers (logical and arithmetic control). At the regional level data are registered for being sent to central level. Corrections are permitted only after verification of the household. Problematic data, not corrected by the household, is transmitted to the central level for their adjustments by using mathematical methods. To ensure that the information collected meets the quality requirements, a set of quality control procedures is applied on the interviewer.
425. Some 83% of the selected households participate in the survey. However, the participation varies between areas. For instance, in 2010 the participation rate was only 52 % in Kyiv but more than 90 % in some regions; e.g., 98 % in Chernivtsi.
426. In the survey the following classifications are applied:

- National Classification of Individual Consumption by Purpose, based on the international Classification of individual consumption by purpose (COICOP-HBS), 2003;
 - Classification of units of the administrative and territorial structure of Ukraine;
 - Classification of institutional sectors of economy of Ukraine, designed on the basis of the international standard System of National Accounts;
 - Classification of Economic Activities.
427. Each household of the sample has to answer basic questions (household composition, housing conditions, availability of land and farms, employment status and educational levels of household members, etc.), has to respond to four quarterly interviews (income and expenses), has to run a diary of expenditures for one week twice in a quarter, and has to respond to questionnaires of the special modules.
428. The survey includes the main relevant components as foreseen in the European survey on Income and Living Conditions (EU-SILC); demographic characteristics of households and its members including education level, living conditions and housing equipment, availability and characteristics of durables in households, self-assessment of health status by the population, access to medicine and medical services, self-assessment of households of sufficiency rate of their income to satisfy certain needs, assessment of subjective poverty, access to selected goods and services by households etc.
429. Basic results are published quarterly and for the year, separate indicators for six and nine months, and results of the special modules once a year or once in two years. The interval between the end of survey period and the release date of the main results comprises 18 weeks for quarterly results and 26 weeks for yearly results. The results are published in the form of statistical compilations and quarterly statistical bulletins; reports are posted on the website of the SSSU in accordance with the Annual Plan. The survey results are published annually in the statistical publications "Ukraine in Figures," "Regions of Ukraine", Statistical Yearbook of Ukraine, "Social Indicators of Living Standards," "Children, Women and Family in Ukraine," "Men and Women of Ukraine", and "Social Protection in Ukraine." Publications contain methodological notes and definitions of indicators. In addition, they contain comments and tables with estimates of key indicators of quality. On request, users are provided files with non-identifiable micro-data, especially for the calculation of poverty indicators.
430. Since 2007, standard reports on the quality of the household living conditions sample survey is produced on a regular basis. A quality report on the thematic module on durable goods was prepared in 2010 and indicates rather good estimates at the state level.
431. Since 2007, users are interviewed in order to derive quality indicators for the households living condition sample survey. In 2010, the SSSU also performed a study of the satisfaction of users with the data presented in the publication "The Socio-demographic Characteristics of Households in Ukraine". The questionnaire was sent to 17 main users, of which 11 represented the central government. In general, respondents were rather satisfied with main quality aspects of the data like compliance, relevance, accuracy and reliability, timeliness punctuality, accessibility

and clarity, and consistency, coherence, comparability. Some users want more timely data and data in electronic form, more international comparisons and better data at regional level.

432. The SSSU considers that the Household Living Conditions Survey complies fully with the requirements of the Household Budget Survey. In addition, it complies partly with the Survey on Income and Living Conditions (EU-SILC), with the health status survey (HIS), and with the survey on access to information and communication technologies (ICT survey).
433. The SSSU intends to further improve the income concept and to implement the use of equivalence scales. It also aims to cover more of the EU-SILC indicators through this survey. Plans exist to raise the reliability of some indicators, in particular the regional estimates of poverty indicators, using statistical and mathematical modelling methods, to investigate the possibility for using the other sources for adjusting the expenditure and income of the richer parts of the population, to introduce a module for studying the effectiveness of social aid programmes, and to improve the sample design in order to raise the reliability of poverty indicator estimates at regional level.

Assessment

434. *The survey on living conditions appears to be well established, based on sound methodological principles and international guidelines and recommendations. The survey serves as an important basis for the study of the social and demographic situation in Ukraine. The implementation of the survey seems to be well organised, including the system of control and editing. One issue raised was the quality of the sample frame, at present built partly on electoral rolls, and the question is how well updated these rolls are, and on what basis they are being updated.*
435. *It was noted that there are some plans also to include the panel approach to align better with EU-SILC. However, this strategy should be evaluated further as trying to cover both a traditional household budget survey and a full EU-SILC in one survey might prove to overburden the survey and to be counterproductive.*
436. *It is recommended to strengthen the methodological competences within the SSSU for performing household sample surveys in order not to be too dependent on external ad-hoc experts. The use of a standard equivalence scale should be introduced, and it will also be valuable to use any additional information sources in order to adjust for any bias in coverage of the rich part of the population.*
437. *It will improve the efficiency of the survey taking to introduce computer assisted electronic interviewing (CAPI).*

4.2.4

Labour Market Statistics

438. The Labour Statistics Department in the Central Office comprises 22 full-time staff members, five of them assigned to each of four units: (1) for methodology of labour market statistics, (2) for labour force survey, (3) for labour remuneration statistics, and (4) for statistics of social and labour relations. In total, the collection, processing and dissemination of labour market statistics involved 1364 people, including 32 people at the central level.

439. The department is responsible for the labour market statistics. The focus is on the economically active (employed and unemployed) and inactive population, demand and supply of labour force, wages and labour costs and related labour market characteristics.
440. The data on quantitative and cost indicators are compiled in accordance with the National Classification of Economic Activities (CTEA) which is harmonized with the NACE (rev. 1.1) at the class level, on the National Classification of Occupation ISCO-88, and on the International Classification of Employment (ICSE-93). Introduction of the revised KVED corresponding to the NACE rev. 2 is planned for 2012.
441. The main data sources for labour market statistics are (a) the labour force survey, resulting in indicators of employment and unemployment, labour market characteristics, and socio-demographic variables of individuals, (b) data from administrative sources, and (c) surveys on wages and labour costs in enterprises and organizations.
442. Providers of data and information from administrative sources are:
- the State Service for Employment: number of unemployed persons that turned to the Service looked for a job, number of vacancies announced by enterprises, and others
 - the Pension Fund of Ukraine: primary and consolidated information on the number of insured persons and their revenues
443. In respect to the labour market statistics the SSSU closely co-operates with the Ministry of Social Policy and its local offices, and also with the Pension Fund, with research institutions, the trade unions, and the employers' organizations.
444. Labour market statistics are published quarterly on the SSSU website as the express-release "Economic Activity of the Population". In addition, every six months the directorate prepares a comprehensive analytical review of the state of the labour market, called "Labour Market", which is also posted on the SSCU web site. Detailed statistical data on the labour market are published in the yearbook "Economic Activity of the Population of Ukraine" and in the "Statistical Yearbook of Ukraine", both also available on the SSSU-website.
445. Indicators of employment and unemployment are released not later than on the 84th day after the end of the reference period.
446. Statistics on wages and earnings are published in express-releases, in the monthly express-release "Number, Work Hours and Labour Remuneration of Employees" (in Ukrainian), in the monthly economic report "Social and Economic Situation in Ukraine" (in Ukrainian), in economic reports, and in annual collections like "Statistical Yearbook of Ukraine", "Labour of Ukraine", "Regions of Ukraine", and "Ukraine in Figures". Publications are posted on the SSSU website, where also a constantly updated set of tables is available. The annual yearbook "Labour of Ukraine" includes data from 2000 onwards on employment by economic activity, turnover, labour conditions, labour market supply and demand, wages and salaries, labour costs, and vocational education; breakdowns with respect to gender are available. An on-line country bulletin board or database is available.
447. Labour market statistics are presented on the (English) SSSU website in pdf-tables. This way of presentation limits the scope of available breakdowns. At the time

being, tables in Excel-format or similar, that could be the basis for the users' own analyses, is not available. Labour market statistics at the sub-regional level based on LFS data are not disseminated due to insufficient reliability; see also point 461.

448. Methodological information in English: The Statistical Yearbook gives in the English edition definitions of notions which are relevant for labour market statistics; detailed methodological explanations can be found on the corresponding IMF website. The Ukrainian statistical publications and analytical material concerning labour market statistics are supplemented with basic methodological explanatory notes on data collection, calculation methods, and reliability of LFS indicators.
449. Since January 2003, the SSSU subscribes to the IMF SDDS. On the IMF-website, documentations and metadata of the indicators on employment, unemployment, and wages/earnings are provided.
450. The main users of labour market statistics are legislative and executive bodies at all levels, local authorities, trade unions, employers' organizations, research institutions, and the media. Labour market statistics are provided to international users (CIS, ILO, Eurostat, IMF, UNECE, UNIDO, UNICEF, OECD, and others) to be included in their publications and analyses. The meeting with external partners confirmed that there were good relations between the SSSU and users of statistical indicators and products related to the labour market.

Labour force survey

451. The labour force survey (LFS) provides quarterly and annual information on a wide range of labour market indicators and socio-demographic characteristics of individuals. In particular, it measures the size of the economically active (employed and unemployed) and inactive population with breakdowns by socio-economic characteristics. The reference period is the surveyed week (from Monday till Sunday) that includes the 15th day of the month. On the basis of monthly survey data, average quarterly indicators are produced that consist of data collected over three months. The average data for the quarter, for half a year, for 9 months, and for one year are published on the 84th day after the reference quarter.
452. The methodology is based on the concepts and definitions of the International Labour Organization (13th International Conference of Labour Statisticians, 29 October 1982), the provisions of the Resolution of the European Union 557/98 of 9 March 1998 "On organization of a Labour Force Survey in the Community", and takes into account the national legislation and regulatory framework. So far, the SSSU does not conduct the ad hoc modules on selected topics which are part of the EU LFS. E.g., time use data and indicators on reconciliation of work and family life are not available so far for Ukraine.
453. A labour force survey exists in Ukraine since 1995. Starting with 2004, the non-institutional household survey of employment has been conducted on a monthly basis in all country territories, excluding those that are affected by the Chernobyl accident. The sampling frame is based on the population census 2001 and data on the election units and on economic accounting of the households in rural areas. The sampling units, i.e., the households, are randomly chosen according to a regionally stratified random design. Each household stays for 15 months within the survey sample and is visited 6 times: monthly interviews in three months in a row, then no interviewing during 9, and then interviewing again during the next 3 months. 16.6 thousand households are in the sample every month.

454. 970 trained interviewers, permanent staff members, carry out the survey, visiting each household at his permanent residence address. The interview includes all persons aged 15-70 who live in the sampled household. Participation is voluntary; in 2010, the participation rate of households was 79.9 % in urban areas and 92.0 % in rural areas. In the participating households, interviews of 123.5 thousand persons or of 0.36 % of the country's resident population in the relevant age were taken; altogether, 343.5 thousand interviews were taken.
455. Validation: The LFS data are processed in the following stages:
- Logical and arithmetical checking of the primary data
 - Coding of the responses and entering of data into the database
 - Aggregation of indicators at regional level and their logical checking
 - Generalization and checking the survey database at the national level
 - Construction of weight coefficients and estimates of indicators for the total population aged 15-70
 - Development of indicators for information quality and representativeness
 - Reconciliation of data from the sample survey with the relevant indicators obtained from other sources of information
456. Data on registered unemployment and non-working individuals are provided to the SSSU by the State Service of Employment and used for validation purposes.
457. Results from the LFS are used for the following purposes:
- To monitor and analyze the effectiveness of public policies on the labour market
 - To develop and evaluate public employment programmes and the social and economic development
 - For analyses in the context of macroeconomic indicators and forecasts
 - For international comparisons.
458. For the development of labour market statistics on the sub-regional level, the specification of a mathematic model for estimating employment and unemployment at the sub-regional level was started in 2008 in the framework of Labour Market Statistics component of Statistics 10 TACIS project. However, the use of LFS data is limited due to insufficient reliability of employment and unemployment data at the sub-regional level.
459. In 2008, the SSSU and the Ukrainian Centre for Social Reforms carried out a pilot study on labour migration; the survey was carried out as a module of the Labour Force Survey. The purpose of the pilot study was to estimate the scope and extent of the phenomenon, the geographical directions of external labour migration flows, the migrants' social and demographic characteristics, their economic activities, the frequency and length of trips, etc. and should result in a regular survey of labour migration that allows the assessment of volumes and directions of foreign labour migration. The study was supported by the fund Open Ukraine, the International Migration Organisation, and the World Bank.
460. Developments envisaged for the future include the improvement of the reliability of labour market statistics at the sub-regional level, among others by involving

alternative data sources, and indicators for the volume of foreign labour migration based on a modular survey, and statistics on informal employment. In addition, participation in ad hoc modules as suggested by Eurostat is planned. Finally, the improvement of information technology for accessing data from the LFS should allow potential users a broader access to the survey data.

Business surveys

461. Labour market statistics derived from surveys among enterprises, institutions, and organisations are based on six questionnaires. The topics covered are: average nominal salaries, working times, worked hours, labour conditions, staff mobility, professional training, and other qualitative and quantitative characteristics of employees.
462. The number of staff involved at all levels of business surveys, i.e., in data collection and processing and in the dissemination of results, is 916 including 17 people at the state level, i.e., in the SSSU and the Main Inter-regional Statistical Office in Kyiv.
463. Periodical surveys of enterprises within labour market statistics are
 - The Labour Cost Survey
 - The Structure of Earnings Survey
 - Short-term surveys of enterprises within the framework of labour market statistics, among them the survey of enterprises on labour statistics, on vocational training, on the quantitative and qualitative composition of civil servants, on labour conditions, and others.
464. Labour costs have been observed in periodical sample surveys since 1995. The regular survey of labour force costs was conducted in 2007. The Labour Costs Survey was designed using concepts and definitions for wages, worked hours, and labour costs that are consistent with the recommendations of Eurostat, in particular the Council Regulation (EC) No. 530/1999 concerning structural statistics on earnings and on labour costs, and of the International Labour Organization (ILO). The survey design is based on international standards and meets the requirements of Eurostat regarding the coverage of types of economic activity, the size of businesses in number of employees, and the survey database.
465. The Labour Costs Survey measures the expenditure of enterprises on labour force maintenance. It is to be conducted once every 4 years. The last survey was in 2011 with 2010 as the reference period. The sample size was 17.3 thousand enterprises. The 16.3 thousand responses correspond to a response rate of 94 %. The results of the survey are published on the website
466. The Structure of Earnings Survey measures the wages of employees by sex, age, education and occupational group. It is to be conducted once every 4 years and is planned to be conducted for the first time in 2012 with reference period 2011. It is planned to cover 20.8 thousand of enterprises and about 300 thousand of employees.
467. Wages of employees working in the economy are obtained in monthly surveys among enterprises and reflect the average size of compensation to an employee for the worked hour, the work done, non-worked hours, bonuses, etc. The coverage of the wage indicators by type of activity includes all enterprises except those which operate in NACE sections P and Q; it comprises all employees and all occupations.

The concept of labour remuneration measurement meets international practice recommended by ILO.

468. The sampling frame, i.e., the number and the list of the surveyed units, are compiled on the basis of the Register of Statistical Units and data of the number of employees. Sampling units are local units of the enterprises. The survey covers all enterprises, budget and financial establishments with the average number of employees (including those not on the permanent staff) of 50 and more; medium-sized enterprises and organizations with the average number of employees ranging from 10 to 49 persons are included in the survey by sampling. The enterprises with 9 persons and less are not surveyed. In 2010, the monthly survey covered about 51 thousand entities, which allows colligating data on 84 % of employees. Small enterprises are covered by the annual structural survey that includes a module on labour market aspects.
469. The respondents present the monthly information prior to the 7th day of the month after the reference period. The average monthly wages are published 25-26 days after the reference period.
470. Validation: The personnel from regional statistics offices (at region and district level) compare the data with data from the previous periods and makes logical and arithmetical controls using specially-tailored software. The weighted data are compared with the previous periods and in time series. Correction of errors or inaccuracies detected after publication is done in the next reference period or within the data for the period since the beginning of the year. If the detected error affects the time series of the indices, the next publication contains the release of the revised and generalized data for the previous month.
471. Developments envisaged for the future concern the conduct of the Structure of Earnings Survey in 2012 for the first time, the development of a methodology and the conduct of experimental calculations of the quarterly labour cost index in 2013, and the preparation of quality reports on labour market statistics.

Assessment

472. *The role of administrative data for labour market statistics, their characteristics and their sources should be described in detail; a quality report would be a suitable place for these metadata.*
473. *For performing the labour force survey (LFS), a regionally stratified multi-stage random sample is taken. The sampling frame of the LFS is subject of concern. The quality of the sampling frame is crucial, effects of the quality of the sampling method should be documented, and weaknesses should be identified and overcome; e.g., a population register would substantially improve the quality of the sampling frame. Improvements of the sampling frame such as a wider source of data, in particular administrative data, are recommended.*
474. *For the business surveys, the business register is used as the sampling frame. Again, the quality of this register is crucial for sample surveys. Monitoring of measures of the register quality and of sampling effects as well as improvements of the register is recommended.*
475. *The conduct of the labour costs survey in 2010 and the plan to conduct a first survey of the structure of earnings in 2012 is improving the compliance with the provisions of the “Acquis in Statistics”. The same is true for the plan to establish the*

methodology and conduct experimental calculations of the quarterly employment cost index. The participation in ad hoc modules of the EU LFS is recommended.

476. *Further developments envisaged by the SSSU, e.g., the provision of reliable labour market statistics for the sub-regional level, the development of statistics on foreign labour migration, the development of statistics on informal employment are welcomed. Some of these projects are element of the Strategy of State Statistics Development till 2012. The legislation and practice in these areas should be harmonised with international definitions/standards.*
477. *The preparation of quality reports on topics of the labour market statistics is welcomed.*

4.3 MACROECONOMIC STATISTICS

4.3.1 National Accounts

478. The national accounts of Ukraine are compiled by the macroeconomic department of the SSSU. In addition to the general legal provisions for statistical activities given by the LSS, national accounts are also subject to several specific governmental decrees, i.e., of the Cabinet of Ministers. These specific provisions legally establish amongst others the introduction of national accounts in Ukraine in 1992, the programme for national accounts development 2002, its methodological framework, as well as an interagency working group on national accounts. This working group comprises in addition to the SSSU the Ministry of Finance, the Ministry of Economy, and the National Bank.
479. Data collection, verification and other quality checks are done by the regional offices and the main computing centre, but controls are also done by the structural departments and macroeconomic department of the SSSU. Methodological issues are handled by the Central Office. As in other countries, statistics produced by other departments of the SSSU are at large used as input in national accounts. In government finance statistics, the branch statistics are compiled by the Ministry of Finance, following the 1986 IMF methodology. In this case, the source data, government accounting reports, etc. is used by the SSSU national accounts taking into account the data reclassification. It was informed that the Ministry of Finance is working on the implementation of the 2001 IMF methodology. This will harmonize government finance statistics with the methodology of national accounts, and will then have the potential to be used as input for the national accounts without the procedure of data reclassification.
480. National accounts in Ukraine are compiled according to the main concepts, categories, definitions, and other methodological principles of the System of National Accounts of 1993 (SNA 1993) and the European System of Accounts of 1995 (ESA 1995). Documentation and quality reports on national accounts are available on the SSSU website.
481. The main components of national accounts in Ukraine are annual national accounts, i.e., main aggregates, input-output tables, and financial accounts. In addition, also quarterly accounts and regional accounts are compiled and published.

482. For the annual national accounts, a close to full sequence of accounts is compiled, i.e., production account, income accounts, financial accounts, and balance sheet. A project aiming at establishing a full balance sheet comprising non-financial and financial assets and liabilities started in 2011 and is still on an experimental stage, although a full annual balance sheet was published already in May 2011. Financial stocks are compiled by accumulating flows and provide information by institutional sectors and financial instruments. The PIM method is used for buildings, machinery, and equipment, and currently the SSSU is planning to also cover the residential sector. Much work remains before this reaches an operational phase.
483. The GDP is calculated at both current prices and constant prices, and for the calculation of constant prices a chain method is used based on the prices of the previous year.
484. The main international classifications are used in national accounts such as for institutional sectors, type of economic activity (NACE rev. 1.1), COICOP and other functional classifications such as COFOG. The SSSU is currently working on the implementation of NACE rev. 2.
485. Input-output tables at both consumer prices, basic prices and constant prices (prices of the previous year) are compiled in matrixes of 38 products.
486. Quarterly GDP flash estimates are published already 30 days after the reporting period. Seasonal adjustments are done using international acknowledged software and methods. Quarterly GDP is also provided both at current and constant prices. For current prices the expenditure approach is used, whilst for constant prices the production approach is used. Additionally, GNI is also compiled on a quarterly basis, and work on quarterly aggregated accounts and institutional sector accounts was initiated in 2011. Gross value added is compiled by types of economic activity, and some elements of final use by functional classifications. Work on quarterly sector accounts was initiated in 2011.
487. Annual regional national accounts are compiled for the 24 regions, the city of Kyiv, Crimea and Sevastopol, and include estimates for gross regional products and gross value added by type of economic activity both in current prices and prices of the previous year. Estimates on the regional level are also calculated for disposable and real disposable income for the household sector, both annually and quarterly. The compilation of regional national accounts is done by the Central Office in Kyiv based on input from the regional offices. The regional national accounts are integrated with the annual national accounts on country level. The interest for regional national accounts information amongst users is increasing.
488. The table below shows the practice for compilation and revision for the annual and quarterly national accounts (q: quarterly, a: annual)

Estimates of National Accounts		Frequency calculation
GDP flash estimates	q	30 days after reporting period
Preliminary GDP and GNI	q	90 (75) days after reporting period
Accounts by institutional sectors and subsectors of the economy	q	120 days after reporting period
Revised GDP and GNI	q	Mar 31 following the reporting year
Final estimates for consolidated accounts;	a	Dec 30 next to the reference year

accounts by institutional sectors and subsectors of the economy, expense of the rest of the world, input-output tables		
Final GDP and GNI	q	Mar 31 other to the reference year
Input-output at basic prices	a	Apr 30 other to the reference year
Balance sheets	a	Apr 30 other to the reference year

489. The availability of source data is in general good and administrative data are provided by several government agencies such as the State Tax Service, the State Commission for Regulation of Financial Services Markets, and the Ministry of Finance. The access to administrative data seems adequate. Surveys are also used, e.g., on construction permits and on the trade on the informal market. Additionally, other primary statistics is used as input to the national accounts.
490. Data on so-called individual entrepreneurs seems to be insufficient, both in terms of coverage and quality. These data are provided by the tax authorities, but the SSSU is not granted access to micro-data, and regular updates of these entities, that often change their economic activity and location, are missing. This has among other consequences a negative effect on the quality of the NACE coding of such entities. It was also informed that a new tax code that is planned to be introduced in December 2011 could even worsen the already unsatisfactory coverage of data on individual entrepreneurs.
491. For the calculations related to the non-observable economy the SSSU is currently using the OECD-method, but aims to shift towards the method of Eurostat.

Assessment

492. *National accounts are based on and follow the international guidelines SNA 1993 and ESA 1995. A full sequence of accounts as well as institutional sector accounts and input-output tables are compiled.*
493. *The formally established working group comprising the SSSU, the ministries of finance and economy and the central bank provides a good basis for important interagency cooperation.*
494. *The situation concerning the data collection, verification and other quality checks are done by the regional offices and the Main Inter-regional Statistical Office in Kyiv requires a good dialogue between the many different parts of the SSSU to ensure that the final product will be of a high quality. It is not clear whether the cooperation between the central and the regional level is sufficient. It is important that the methodology is consistently applied across regions, e.g., classification of institutional units and transactions.*
495. *The SSSU should search for solutions in order to obtain better access to data on individual entrepreneurs. In general, it is a major concern that the tax authorities do not grant the SSSU access to micro-data for statistical purposes and according to the LSS one would consider the SSSU to be empowered to require administrative data. The quality of NACE coding for individual entrepreneurs is assumed to suffer from this situation. The situation with respect to individual entrepreneurs is a general problem for the SSSU.*
496. *One of the changes in the revision of the SNA was the introduction of FISIM. The SSSU reported that the methodological preparations had been done assisted by*

consultants from the IMF and Eurostat. The results so far have shown that much work remains.

497. *The SSSU is currently working on the implementation of NACE rev. 2. This step is important, among others, to ensure international comparability.*
498. *The work on establishing full balance sheets including non-financial assets is interesting and ambitious. Calculations of stocks of non-financial assets are very complex and most countries do neither have the necessary data sources nor the methodological capacity to compile this. The SSSU should consult international experts to ensure the quality of this work.*

4.3.2

External Trade Statistics (Goods)

499. The external trade statistics (ETS) is compiled by the Trade Statistics Department of the SSSU. The Trade Statistics Department is gradually implementing the 2010 International Merchandise Trade Statistics concepts and definitions developed by the United Nations. This revision was required by major changes in related statistical framework like the 2008 System of National Accounts (SNA 2008) and the 6th Edition of the IMF's Balance of Payments and International Investment Position Manual. The SSCU is also participating in the Eurostat collection of "Extra-stat" merchandise trade data. The ETS is based on national nomenclatures that are generally compliant with international classifications and more recently a concept was developed to fully align the Ukrainian Classification of Foreign Trade in Goods to the new version of the Harmonized Commodity Description and Coding System (HS 2007 nomenclature).
500. The compilation of the ETS is largely based on administrative data received from the State Customs Service. According to the exchange of information and cooperation agreement between both institutions, the SSCU obtains from the State Customs Service primary information from cargo customs declaration (CCD) monthly. This information is complemented with administrative data from the Ministry of Energy and Naftogaz on imports of crude oil by pipeline and external trade of natural gas, respectively.
501. A special survey is conducted monthly among all enterprises about exports and imports of goods that are not subject to customs declaration and another survey quarterly in order to record economic activities engaged between resident units and non-resident units (e.g. airplanes and vessels) in accordance with international recommendations.
502. Data on exports (FOB prices), imports (CIF prices) and balance are disseminated in US dollars. For monthly and quarterly reports currency conversions use the Ukrainian National Bank's exchange rate. Monthly data are published on the 45 days after the reference period both on a cumulative and discrete basis but so far not seasonally adjusted. Indices of average prices and physical volume are estimated quarterly on a discrete basis. Final annual ETS is compiled three month after the end of the reference year.
503. The SSSU is implementing, within the State Customs Action Plan, EU recommendations on improving the quality of external trade statistical information. This plan foresees coherence control mechanisms for administrative data received from the State Customs Service with the possibility, in case primary data seems to

be erroneous, to revert to the Statistics and Information Department of the Customs Service for further investigation.

504. In order to improve the quality of ETS, the SSSU, in cooperation with the Customs Service, conducted several international data comparisons by mirror statistics method with major trading partners of Ukraine. Investigations on the origin of divergences were organised bilaterally with the relevant institutions of partner countries. This procedure was carried out with Austria, Germany, Poland, and Norway. It is nevertheless not clear if these exercises were conclusive and which measures have been taken by the Customs Service to avoid these discrepancies in the future. Another important issue for the ETS is the shuttle trade with neighbour countries and other non-observed imports and exports of goods that according to some studies could be substantial.
505. The Trade Statistics Department of the SSSU is also conducting annual estimates to assess insurance and freight values in imports of goods. This information allows to value imports at FOB prices and is used by the National Bank of Ukraine for the compilation of the Balance of Payments. A project financed by the European Free Trade Association (EFTA) for the development of an indirect estimation method of insurance and freight values in imports is under development with the technical assistance of Statistics Norway.
506. Three statistical publications are issued annually on External Trade Statistics *in two (UA, EN) or even in three languages (UA, RU and EN)*. Quarterly data are *published in* statistical bulletins and monthly data are posted on the SSSU website. ETS data are forwarded monthly to Eurostat and annually to the UN Statistical Division.
507. There are three institutions in Ukraine which provide data on external trade: the SSSU through the External trade Statistics (ETS), the National Bank of Ukraine through the Balance of Payments statistics (BoP) and the State Customs Service that communicates administrative data based on customs declarations to a very restrictive group of users from the Government and the administration. These three sets of data are by definitions not the same since the scope and valuation principles are different. Nevertheless, the SSSU, as well as the other producers of international trade of goods data, is regularly confronted with questions and offensive comments from users and the media about these differences. So far, no common answer from the three institutions has been prepared in order to reply with one voice and in a consistent way to these continuous observations that affect the credibility of and trust in the state statistics.

Assessment

508. *It is recommended to conclude the implementation of ETS according to the 2010 International Merchandise Trade Statistics concepts and definitions developed by the United Nations and to harmonise national nomenclatures with the latest version of the international classifications.*
509. *The cooperation with the State Customs Service on the quality and reliability of the cargo customs declaration data should be further developed and the access of the SSCU to the customs data base improved.*
510. *On a regular basis, external trade mirror exercises should be conducted with major partners; if necessary, corrective measures, jointly with the Customs Service, should be implemented in order to gradually reduce the gaps.*

511. *A method for the estimation of shuttle trade and other non-observed international trade in goods should be developed jointly with the National Bank.*
512. *The SSSU, jointly with the National Bank and the Customs Service, should issue a common explanatory note explaining to the users the conceptual differences between external trade data compiled by the three organizations. The explanatory note should be posted on the website of the three institutions.*
513. *External trade statistics and related volume and price indices should be available on a discrete basis and compared to data/indices from the previous month and the same month of the previous year. Seasonally adjusted data should be compiled and disseminated.*

4.3.3

Balance of Payments

514. The National Bank of Ukraine is in charge of the compilation and dissemination of the balance of payment statistics (BoP) including the international investment position and the external debt statistics.
515. The National Bank of Ukraine (NBU) is mentioned in Article 6 of the LSS as and its activities are governed by the Law of Ukraine on the National Bank (LNB) from 1999. Paragraph 7 of Article 7 LNB mentions that the National Bank compiles, analyzes and forecasts the BoP. Provisions on reporting and publication of the banking statistics and the statistics of the BoP can be found in Section XII of the LNB.
516. The NBU compiles the BoP statistics on a quarterly basis in accordance with the provisions of the 5th edition of the IMF Balance of Payments Manual. The data are published in the quarterly publication Balance of Payments of Ukraine and on the NBU website (www.bank.gov.ua). Date of release is announced in the advanced released calendar posted on the NBU and SDDS website but not on the website of the SSSU. The quarterly data are revised once a year at the time when the annual BoP is compiled.
517. The compilation of the BoP statistics is based on a wide range of primary data sources. With the external trade statistics (goods), the statistics on international trade in services and other information on travellers and migrants, the SSSU is a major provider of primary data sources for the compilation of the BoP. For BoP purposes, import data from the ETS, are adjusted to the FOB prices based on an SSSU annual estimation on value of freight and insurance in import of goods. The BoP foreign trade in goods is also adjusted with experts' estimates on informal trade data. This information is so far not included in the official ETS published by the SSSU. Data on goods for processing are obtained from customs declarations.
518. An important source of information for the compilation of the BoP is the international transactions reporting system (ITRS), which was introduced in January 1993 and is under the responsibility of NBU. Under this system, two categories of respondents are reporting to the NBU:
- domestic banks that undertake international transactions both for their own accounts and on behalf of their customers;
 - resident enterprises that have opened foreign accounts outside the domestic banking system.

519. The reporting threshold for transactions in the ITRS is USD 50,000 and USD 20,000 for service transactions. Transactions are reported in the system with identification of the resident customer. ITRS data on service transactions is important information that allows the SSSU to update population for quarterly surveys on foreign trade in services and foreign direct investments. The ITRS information on resident units involved in international transactions is used to update the SSSU statistical register of foreign activity participants and improve the coverage of the surveys. SSSU statistics on international trade in services and foreign direct investments, as well as information collected by the SSSU through other regular reporting systems, are then used to complement and adjust ITRS reporting data.
520. The NBU also uses other official sources of information to compile the BoP, the international investment position and external debt statistics such as administrative data from the Ministry of Finance, the Ministry of Economy, the State Commission on Securities and Stock Market and the State Commission for Regulation of Financial Services Markets of Ukraine. The Bank of International Settlements (BIS) provides data on other sectors deposits in foreign banks; however only covering member states and is therefore complemented by experts' estimations.
521. The NBU is struggling with scarce data on travel and remittances. Travel figures are obtained by combining information derived from an SSSU survey and banking reports on the purchase/sale of foreign currency and travellers' checks. There are at the moment no comprehensive tourism statistics in Ukraine that could provide this information. For remittances, an issue is the distinction between the ITRS reporting system transfer, to be classified as compensations of employees (less than one year of residence abroad), and actual remittances for individual living outside Ukraine for more than one year. This distinction relies on estimates based on SSSU population and migration statistics.

Assessment

522. *The report is taking stock of the ambitious objective of the National Bank of Ukraine to implement the 6th edition of the Balance of Payment Manual by 2012.*
523. *The estimation method for “non-observed” external trade should be shared between the National Bank and the SSSU; they should co-develop a replicable and documented methodology. Ideally, the imputation of non-observed trade in the ETS should be done by the SSSU and published.*
524. *The expected release dates for the BoP statistics, the international investment position and the external debt statistics should be included in the advance release calendar of the SSSU. The objective would be to have one single release calendar for all official statistics in Ukraine.*
525. *As user of travel statistics for the compilation of the BoP, the National Bank should support the SSSU in their efforts to develop comprehensive tourism statistics according to international recommendations and good practices.*
526. *The National Bank should further cooperate with the SSSU in order to enhance coverage and quality of statistics on international trade in services and foreign direct investment. These important sources of information for the compilation of the balance of payments need further improvement.*

4.3.4

Price Statistics

527. The Price Statistics Department in the Central Office comprises 22 staff members. It is responsible for the compilation and dissemination of
- the consumer price index (CPI) and the core or base CPI
 - the producer price index (PPI)
 - the price index for construction and installation activities (PICIA)
 - the tariff index for mail services and communication for enterprises, institutions, and organizations
 - the tariff index for transportation of cargo by pipelines,
 - the tariff index for transportation of cargo by railway
528. According to the Plan of Strategy for State Statistics Development till 2012, during 2010-2011 the development of the methodological and organizational basis for observing prices in the primary and secondary housing market and the calculation of corresponding price indices is envisaged. The approval of the methodological provisions is planned for December 2011.
529. Since January 2003, the SSSU subscribes to the IMF SDDS, where a detailed documentation of the CPI and PPI is provided. SSCU is involved in the International Comparison Programme for 2011.

Consumer Price Index

530. The scope and definitions of the CPI is broadly in line with international standards and recommendations as provided in the "Consumer Price Index Manual: Theory and practice" (2004), ILO, IMF, OECD, Eurostat, United Nations, and World Bank. The CPI follows the national concept and does not include private consumption of foreigners who are visiting the country. The consumed goods and services are classified according to the classification of individual consumption by purpose (COICOP). The coverage of goods and services corresponds to final consumption expenditures of households in the SNA with the exception that rents and imputed rentals for owner occupied housing is not included in the CPI. Own account production for own final consumption (of agricultural products) is not included in the CPI.
531. The CPI is calculated for Ukraine as a whole; in addition, 27 regional CPI-values are calculated. A further monthly index is the BCPI (basic consumer price index), a sub-index of the CPI which is intended to characterize the inflation rate due to price changes for (a) food with a high degree of industrial processing, (b) manufactured goods excluding fuel, and (c) services not controlled administratively.
532. The basket of goods and services represented in the CPI is specified by the SSSU taking into consideration the proposals from regional statistics bodies and users. The consumption set contains 296 goods and services. The list is reviewed every five years. Starting with 2012, 39 new products are added, mainly in divisions which were up to now poorly covered, such as health, housing, transport, and household maintenance services.
533. The weights of the CPI are derived from results of the annual household living conditions survey. Additional information from retail trade statistics and SNA is

used for adjusting the weight coefficients, e.g., in order to correct the representation of own consumption or to correct underreporting of expenditures for cigarettes and alcohol. The 2010 CPI has a weight of 53.5 % for food items. The payments for municipal services and the actual rentals are included. Currently, owner-occupied dwellings are not covered by the CPI sources (except partially for maintenance and repair expenditures). The weights are updated annually. The weights of the preceding year are linked into the CPI of June the actual year.

534. Prices and tariffs are monitored in 140 urban settlements. The selection of the urban settlements and enterprises from trade and the service sectors within the towns is based on stratified multi-stage sampling with probabilities proportional to size. The selection includes the following main steps:
- determination of the number of price quotations for representative goods and services
 - distribution of price quotations for representative goods between enterprises of trade and markets
 - formation of the population (sampling frame) for each urban settlement where the price registration is to be carried out
 - formation of the sample
 - selection of enterprises for registration of prices
535. Almost 300 thousand prices are registered every month by the price collectors. Price collectors are staff members of the regional and local state statistical bodies. In general, prices are collected between the 1st and the 20th day of each month, in the largest cities between the 1st and 25th day of each month, for some goods with highly volatile prices during the whole month. Regulated prices (tariffs for communications services, housing and public utility services, etc.) obtained from the relevant bodies.
536. The calculation and aggregation methods are in line with the recommendations of the CPI manual of the ILO. The elementary indices are calculated by using geometric means. Imputation of missing prices and treatment of replacement of items are regulated in detailed prescriptions. Price adjustments due to quality changes are not applied.
537. Software for data processing, coding rules and procedures for control and editing are developed in SSCU. Verification procedures contain several stages. Basic price information is checked and, if necessary, after additional clarifications corrected. At the intermediate steps, appropriate checks are executed. The final validation is performed by comparison of the CPI values with the price index of industrial production of agricultural products.
538. The CPI is published monthly, within ten days following the reference month. The release calendar on the SSSU website indicates an approximate release date; the precise release date is announced in the release calendar no later than at the end of the week prior to the data release. The CPI is published on the SSSU website and in the monthly express-release “Price Indices”; simultaneously, the media and all interested parties are informed by mail, e-mail or fax; about 40 addressees receive the information.

539. Documentation of the CPI is available on the SSSU website and on IMF's SDDS website which contains also a link to the CPI on the SSSU website. CPI values are final and not subject to revision.
540. In the meeting with interlocutors from the mass media the validity of the inflation rates as published by the SSSU was object of a controversial discussion. The CPI must be considered as one flagships of a statistical office. Understanding of the CPI and trust in the credibility of published CPI values by the public and the representatives of the media are crucial and should be fostered as much as it is possible.
541. The Price Statistics Department is aware of the need to further developments of the price statistics methodology. A number of actions are planned for the future development of the CPI. In this context, updating the weighting scheme and improvements of the survey design methods are standard. Moreover, the implementation of quality adjustment methods and improved methods for taking into account prices for seasonal goods like clothes and footwear are on the agenda.

Assessment

542. *The Ukrainian CPI is in line with good practices and European and international standards and recommendations. The sample of goods and services is kept up-to date, weights are updated annually and calculation methods and classifications used are in line with international recommendations. The CPI subscribes to IMF's SDDS.*
543. *Expenditures for owner occupied dwellings are partially covered by including expenditures on maintenance and repair of dwellings. An estimate of the rental value of owner occupied dwellings is, however, not included.*
544. *Understanding of the CPI and trust in the credibility of CPI statistics by the public and the representatives of the media are crucial and should be fostered as much as it is possible. User-friendly background material, printed and on the SSSU website, workshops for journalists, and other means should intensively be used for that purpose.*
545. *The Prices Statistics Department should proceed with further developments of the price statistics methodology such as the implementation of quality adjustments.*

Producer Price Index

546. The scope and definitions of the PPI is in line with the recommendations of the "Producer Price Index Manual: Theory and Practice" (2004), ILO, IMF, OECD, Eurostat, United Nations, and the World Bank.
547. The PPI covers those industrial activities that are classified by sections C, D, E of the National Classification of Types of Economic Activity KVED and commodity groups corresponding to the Nomenclature of Industrial Products (NIP). PPI indices are computed for representative commodity groups, for types of economic activity, and for the industry as a whole.
548. The first step in the selection of products and enterprises is the choice of commodity groups which corresponds to the results of a sample survey among enterprises as available in the Register of Statistical Units. The enterprises for the price collections are selected by means of a stratified random sample; sampling frame for this sample

is the Register of Statistical Units. Finally, the list of specific products is chosen. The sample of products and enterprises is revised once every five years. The list of products contains 1080 commodity groups; prices are taken monthly from about 3200 large, medium-sized and small producing enterprises.

549. The weighting scheme is derived on the basis of the production (output) volumes from industry statistics and structural statistics in the base year at different aggregation levels. Weight structures for the national PPI, for sub-indices for representative products, and for types of activity are compiled as well as for specific products at regional level. The weight structures are updated yearly.
550. More than 15.0 thousand prices are observed monthly. Prices are registered on the 20th day of the month for products intended for sale in domestic and foreign markets without value added tax and excise duty.
551. The calculation methods are in line with the recommendations of the PPI Manual. The lowest level indices are the ratio of prices of the current and previous period. Procedures for the treatment of missing prices and for the replacement of goods are used according to international recommendations. Quality checks of data input and of the statistical results comprise the comparison with PPI indices of agricultural products, with tariffs of the National Electricity Regulatory Commission, and with the consumer price index. Quality adjustments are not applied.
552. The PPI is published monthly, within ten days following the reference month. The release calendar on the SSSU website which indicates an approximate release date; the precise release date is announced in the release calendar no later than the end of the week prior to the data release. The PPI is published on the SSSU website and in the monthly express-release "Price Indices"; simultaneously, the media and all interested parties are informed by mail, e-mail or fax; about 40 addressees receive the information.
553. Documentation of the PPI is available on IMF's SDDS website which contains also a link to the PPI on the SSSU website. PPI values are final and not subject to revision.
554. Further Developments: Transition to compilation of producer price indices by the Classification of Types of Economic Activity developed on the basis of NACE rev. 2; Implementation of compilation of producer price indices separately for industrial products to be sold on domestic and foreign markets.

Assessment

555. *The PPI follows good practices and European and international standards and recommendations. The sample of enterprises and products is kept up-to date, weights are updated annually and calculation methods and classifications used are in line with international recommendations. The PPI subscribes to IMF's GDDS.*
556. *A number of further price indices for the production sector is compiled, e.g., for post and telecommunication services and for freight transportation; see also the following.*
557. *There are several issues in price statistics: The transition to NACE rev. 2 and corresponding back-casting analyses should be planned for the near future. Methodological developments like separate PPI values for industrial products to be*

sold on domestic and foreign markets and methodological improvements of the data collection and processing stages are planned and welcomed.

Other Price Indices

558. **Price index for construction and installation activities (PICIA)** measures the dynamic of prices in construction. Weights to calculate price indices are based on actual costs of construction by type of economic activity and by types of buildings and structures; weights are updated annually. Prices are collected monthly in a set of companies from all regions, the companies being selected by systematic random sampling with probability proportional to size. In February 2010 new guidelines on the selection of construction companies were introduced. On its basis the centralized selection of construction companies is carried out at the level of SSSU for all regions of Ukraine. The index calculations for construction and installation works are carried out on the basis of the resource-process models of objects-members. The object-member is a typical construction object for the specific type of economic activity and type of buildings and structures.
559. **Tariff index for mail services and communication for enterprises, institutions, and organizations** measures the change of tariffs for these services. Index values are calculated at the state level by the type of service. Weight coefficients are based on the income of service-representatives from providing these services; the weights are updated annually. Information on tariffs for mail services and connection is provided monthly by a sample of corresponding organizations.
560. **Tariff index for the transportation of cargo by pipeline.** Weights are based on the income of service-representatives from transportation of cargo by type of connection; weights are updated annually. Tariffs are observed quarterly from a sample of organizations.
561. **Tariff index for the transportation of cargo by railway.** The index is calculated depending on features like the type of cargo and its weight, speed of delivery, distance of transportation, the type of rolling stock, etc. Weights are based on the income of service-providing representatives from transportation of cargo; the weights are updated annually. Tariffs are obtained quarterly from the State Administration of Railway Transport of Ukraine.
562. Export and import price indices are calculated by the Department of Trade Statistics

4.4 BUSINESS STATISTICS

563. Business statistics in Ukraine covers a wide range of statistical areas and is currently mostly organised according to the principle of branches (sectors) of the economy rather than divided by structural and short-term statistics. This approach means that for a number of sectors (trade, construction, services, industry, energy, transport, etc.) data are collected monthly, quarterly and annually through separate surveys/data collections and with partly overlapping variables rather than implementing surveys/data collections for all sectors together. Business statistics is based on the "Concept of the development for the State Enterprise Statistics in Ukraine", approved in December 2007. The system or structure of business statistics includes the legislative acts in the field, the accounting standards, classifications,

and the business register as infrastructure, and it is divided into annual statistics (structural business statistics, production statistics) and short-term business statistics (energy, tourism, and transport).

4.4.1

Structural Business Statistics

564. Structural business statistics is produced by the Department of Inter-sectoral Statistics of Enterprises in the SSSU, comprising 30 staff in the Central Office.
565. At present, there is a unified structural survey for non-financial and financial (excluding credit institutions) enterprises. All large and medium-sized enterprises are obliged to fill in the complete (full) form; 80 % of the turnover is covered through this survey. For small-size enterprises a sample is designed and these enterprises have to fill in a shorter questionnaire form only. The sample covers around 20 % of the enterprises but the coverage differs from sector to sector. The reporting unit of the structural survey is the enterprise; local units, local kind-of-activity units, and kind-of-activity units are observed when surveying medium and big enterprises through the long and complete form of the questionnaire.
566. The survey to collect structural business data is currently undergoing a reform. New survey questionnaires will be used for the reporting from 2012 as a reference year onwards.
567. The classification used so far is the Classification of Economic activities (KVED in Ukrainian) based on NACE rev. 1.1; in the future it will be based on NACE rev. 2.
568. Data sources comprise the structural survey itself, annual financial reports from the enterprises that are directly delivered to the regional statistical bodies, and administrative data (revenues, expenditures, taxes, number of employees) from the State Tax Service on individual entrepreneurs, which are not covered by the structural survey. The annual financial reports from enterprises are a very rich source of information. Their form and content is defined by the Ministry of Finance, and representatives from the SSSU are involved in the discussions on their design. They contain information on assets, liabilities, and financial results.
569. Individual entrepreneurs are only obliged to keep a kind of simplified accounting records. Data from these accounts are considered to be of low quality. The reason for not surveying entrepreneurs is that due to the rather high number of individual entrepreneurs it would be far too costly to survey them compared to their weight in the economy. Exceptions are the sectors of retail trade and some services where individual entrepreneurs play a substantial role. Data from these entrepreneurs are included into structural statistic but there is a need to continue developing methods for calculating more and better quality indicators for this group.
570. Quality reports on the current structural business statistics surveys have been prepared for 2008 and 2009; a draft report is available for 2010.
571. For the new structural business survey (to be implemented for the reference year 2011) a uniform questionnaire for enterprises from the non-financial sector (with the same principle of exhaustively surveying big and medium enterprises that need to fill in the complete questionnaire and surveying small enterprises on a sample basis with a smaller and simplified form) is being developed. This new survey will increase the alignment of the data with European requirements and eliminate some duplication as well as contribute to the reduction of response burden. Enterprises from the financial sector (insurance companies, credit institutions, and non-

government pension funds) will be covered by a new specialised survey (10 % of the information) and by using administrative data sources (around 90 % of the information).

Assessment

572. *Structural business statistics is implemented according to European standards in some of its elements; this is true for the use of classifications, partly for the reporting units and for the indicators which are produced. The coverage of all kinds of enterprises is only partially guaranteed as information from the individual entrepreneurs may not be sufficient to provide this full coverage; this applies especially for those sectors of the economy in which the individual entrepreneurs play an important role. Work shall continue on improving the methodology and on enhancing the list of structural indicators in accordance with EU standards.*
573. *The use of financial reports from the enterprises as a supplementary source of information for control purposes, for determining the activity of enterprises, and for the compilation of structural statistics indicators is worthwhile mentioning and shall be continued.*
574. *It may be advisable to identify the real needs of the users of structural business statistics. This would allow designing the survey and assessing the needs for administrative information with an increased orientation towards users. The list of statistical data contained in the relevant EU regulations may be a first indication but may have to be complemented with data for needs of local users.*

4.4.2

Short-term statistics

575. Short-term business statistics is produced by several departments such as the Department for Production Statistics, the Department for Trade Statistics, the Department for Services Statistics, and others. At the state level (Central Office), 21 staff members are involved in the area of short-term industry statistics, 7 staff members in the area of retail trade and catering statistics, 11 staff members in the area of energy statistics, 7 staff members in the area of transport statistics and 4 staff members in the area of construction statistics. Many more colleagues are involved in the production of these statistics at regional level, around 1,400 staff in total.
576. As for short-term statistics on industry main indicators such as the index of industrial production, turnover and new orders are produced in accordance with European standards, but many more are yet to be compiled. The SSSU conducts two monthly surveys observing 20 % of the economically active enterprises (partly including small enterprises) and providing coverage of 80 % and more of the output by main products and the turnover. The remaining small enterprises and individual entrepreneurs are not covered by these surveys but have a very small share in the production and turnover; according to the tax authority data, individual entrepreneurs comprise 1.2 % of the industrial turnover. Classifications of activities and products harmonized with NACE rev.1.1 and CPA 2002 are used for classifying activities and products. Data are collected and preliminarily validated and processed by the regional offices. Aggregations and validations are done in the Main Inter-regional Statistical Office in Kyiv. Final data validations and analysis are carried out by the SSSU (subject to revisions at a later stage) and data are published very

quickly, in the second decade after the reference months, turnover statistics in the third decade. Seasonal adjustments are not yet applied but some experimental work is implemented using DEMETRA+. According to national needs some indicators are to be developed for the regions and districts.

577. In the area of construction statistics a monthly survey is carried out among enterprises being classified in section F "construction" of NACE rev. 1.1. This survey covers 25 % of the active enterprises and approximately 80 % of the turnover. The index of production is compiled on the basis of cumulative data on the volume of work. Data are collected, validated and processed by the regional offices whereas the main aggregation and production of final data is assured by the Main Inter-regional Statistical Office in Kyiv. After data validation and analysis by the SSSU final data (subject to revision at a later stage) are published 16 days after the reference period. Indicators on building permits are collected via a quarterly survey of legal persons who are receiving permissions. Data on new orders are collected in the field of building permits statistics and partially compliant with European standards. Continuous work is needed to apply European methodology to the indicators already produced and to develop the methodology for a number of other indicators for the construction sector. Work in this direction is planned especially with regard to the compilation of discrete data rather than data on a cumulative basis and the development of methodology (e.g., for the production of civil engineering).
578. As for retail trade statistics and catering, the SSSU implements a monthly sample survey of legal persons and a quarterly exhaustive survey. Individual entrepreneurs who constitute a large population in the area of retail trade are only covered by the monthly survey if they trade light oil products and gas. For all other entrepreneurs data are compiled on the basis of administrative data, other survey data, and a census of these entrepreneurs carried out in 2005 (using annual adjustments). Furthermore, markets for consumer goods (of which around 2900 exist on the Ukrainian territory) are covered through an annual exhaustive survey. Data are collected based on NACE rev. 1.1 by the regional offices and also validated and processed there. The timeliness of dissemination depends on the frequency of the data collection and is 14-19 days after a monthly survey, 75-78 days after a quarterly survey and 4 months after an annual survey. A high number of data are published and some of them correspond to European standards. The coverage of individual entrepreneurs and small businesses needs to be improved and seasonal adjustment introduced. The issue of introducing more sample based surveys as well as data collection with the help of statistical registers shall also be considered in this respect as it may improve the general coverage of the sector. Furthermore, the needs of policy makers for data on national and regional level may have to be re-considered as there are many indicators published on regional level.
579. Energy statistics is compiled on the basis of exhaustive annual surveys and monthly sample surveys on the production, export/import, and consumption of fuel and energy. The surveys cover legal enterprises but not individual entrepreneurs and uses NACE rev. 1.1. Data on the production of energy are published yearly, data on the consumption of energy are compiled and published monthly and annually. Statistics on the consumption of energy does not cover the household sector, farms and individual entrepreneurs. Development work on energy balances has been completed for reference year 2010 based on the IEA methodology.
580. Short-term statistics on services covers non-financial services, transport, and scientific activities. As for the non-financial services some of the collected data

correspond to European standards (turnover, number of employees) whereas other data do not as they are collected and compiled for national needs. Data are collected on a monthly, quarterly and annual basis through an exhaustive survey covering around 16,000 big and medium enterprises and around 64,000 small enterprises. Transport statistics is compiled through monthly exhaustive surveys for all kinds of transport (railway, pipeline, air, road, water, local trains) and also through a quarterly exhaustive survey of road and water transport. Data are produced on a cumulative basis covering the volume of cargo and number of passengers transported, cargo and passenger turnover. Some of them comply with European standards. Exhaustive surveys are also the basis for compiling statistics on scientific services which include the volume of work, expenditures and average number of employees.

Assessment

581. *Short-term industry statistics is partly complying with European standards in terms of classifications (although classifications used are not the latest ones), scope of indicators, and timeliness. However, a number of indicators are not yet produced (hours worked, output prices, non-domestic turnover) or not in accordance with European standards. The coverage of enterprises is not complete as small enterprises and individual entrepreneurs are not included.*
582. *Construction statistics comply partly with European standards in terms of classifications used (although the classifications used are not the latest versions) and scope of indicators. Many indicators are not compiled at all (construction costs, hours worked) or are not compiled in accordance with European standards (new orders).*
583. *Retail trade is a specific sector in the economy of Ukraine because a rather high number of individual entrepreneurs is engaged in this sector, which is very difficult to capture via statistical surveys. The current coverage of all enterprises and entrepreneurs working in this sector is not sufficient, partly due to the sketched uncertainty on the population, partly because the SSSU mostly carries out exhaustive surveys, which is very costly given the high number of individual entrepreneurs. The other aspects in this area are the many indicators produced for this sector. This variety seem to satisfy a wide range of national needs for data on state and regional level which in turn makes even sample surveys very expensive given the need for regional representativeness. Seasonal adjustment is a topic for this particular sector that also needs to be considered and shall be introduced.*
584. *Energy statistics is only partially compiled in accordance with European standards. Improvements are needed for implementing more sample surveys, in the coverage of the sector for consumption and for the compilation of energy balances.*
585. *Service statistics partially complies with European standards in so far as some data are compiled accordingly. However, the coverage and methodology for data compilation need to be improved.*
586. *Looking at the sector of business statistics in general, it can be stated that there is a need to screen all data needs for different users, to design them in accordance with the reporting unit and then to collect them once from the same reporting unit so as to avoid duplication and inconsistencies. Sampling needs to be introduced at a much larger scale, among other reasons in order to reduce the costs for the SSSU and the burden on reporting units. In this respect it may be advisable to establish one*

common methodology department in order to develop harmonised and consistent methodology for all surveys and observations across the different sectors of the economy. The SSSU shall also consider abolishing certain data that are produced according to the needs of an administrative system of the past with data very much broken down to regional level. Due to this very detailed breakdown, the statistical system is very costly (if exhaustive surveys are implemented) or loses out on the coverage because not all enterprises can be surveyed. This needs to be re-thought in the context of a user-oriented re-designing the system of business statistics.

4.5 AGRICULTURE STATISTICS

587. The Agriculture and Environment Statistics Directorate comprises five divisions: the Sector for Consolidated Activities and Balance Sheet Calculations, the Unit for Statistics of the Agricultural Production, the Unit for Statistics of Agricultural Enterprises and Household Surveys, the Unit for Price Statistics and Sales of Agricultural Products; and the Unit for Statistics of Natural Resources and Environmental Statistics. The system of agricultural statistical recording has been improved in accordance with cardinal changes which took place in the agricultural sector as a consequence of the land ownership reform after 1991.
588. The Agriculture and Environment Statistics Directorate employs 29 people. At the local level, the statistical activities are carried out by about 1300 people.
589. The SSSU covers all areas of agriculture statistics. Data sources are surveys and administrative bodies, viz. the Ministry of Agrarian Policy and Food and the State Agency of Land Resources. The agricultural products stem from enterprises (45 % of gross agricultural production) and households (55%).
590. Since 2000, sample surveys of agricultural activities of households are carried out monthly. Data on household activities and resource indicators are collected by interviewers. The compilation of agricultural production indicators for households is conducted at regional level. Statistical data from enterprises are obtained at district level on the basis of statistical reporting forms: 23 enquiry forms (14 annual, 1 half year, 2 quarterly, 6 monthly) are in use. All large and medium-sized enterprises have to participate in monthly and yearly surveys, whereas small enterprises participate in annual surveys. Agricultural production indicators are monthly compiled at regional level. Whereas information on the survey methodology is provided, quality indicators for the statistics are not generally available so far.
591. The statistical register AGRO contains 90.2 thousand records including fishery and forestry units and comprises 3 parts: a section on agricultural enterprises excluding farms with 37.6 thousand records; a section on farms with 41.7 thousand records, and the part on local administrations which contains 10.9 thousand records of rural settlements with aggregated data on rural households.
592. Food balances are made for most important products annually, quarterly, and monthly at the country level. Balances for the main categories of agricultural producers (agricultural enterprises and households) are made by regions. Output, intermediate consumption, and value added are estimated.

Assessment

593. *Statistics on agricultural production highly comply with the European requirements. Agricultural accounts are medium compliant. Statistics on agricultural structures need further improvements.*
594. *Plans with dates of task performance, methodology, enquiry forms and instructions on filling in, normative documents, press-releases, statistical information and all publications are available on the SSSU website. Statistical publications and bulletins are detailed and well-convicted. The time lag for disseminating results of the statistical observations is between 5 days (for monthly surveys) and 3 months (for annual surveys).*
595. *For statistical surveys the SSSU has designed and regularly updates the statistical business register for agriculture, forestry, and fishery named AGRO.*
596. *The preparation of an agricultural census in 2014 is in progress according to plan.*

4.6 MULTI-DOMAIN STATISTICS

4.6.1 *Environment Statistics*

597. Environment statistics is concentrated in the Division of Natural Resources and Environment Protection Statistics (5 specialists) of the Agriculture and Environment Statistics Department.
598. Statistical surveys in the field of environment and natural resources are carried out in accordance with the LSS as well as with environmental legislation such as the laws “On Environmental Protection”, “On air protection”, “On the Waste”, “On the Natural-reserves Fund of Ukraine”, “On the Game-farming and Hunting”, “Forest Code of Ukraine”, “Water Code of Ukraine”.
599. Ukraine has ratified a number of international agreements such as the Convention on the Trans-boundary Transfer of Pollutants over Long Distances, the Framework Convention on Climate Change, the Stockholm Convention on Stable Organic Pollutants, and others. This legislation is reflected in the corresponding statistical surveys.
600. Data are collected on pollutant emissions including greenhouse gases from mobile (annual compilation) and stationary pollution sources (reported in two forms annually and quarterly), hazardous waste (one form), expenses of enterprises for environmental protection (one form), forestry (one form) and hunting (one form) activities, and specially protected areas (one form). The periodicity of the surveys is mostly annual but can also be quarterly. Administrative data on use of water resources (State Agency for Water Resources, one form) and land resources (State Agency for Land Resources, three forms) are used for preparing statistical bulletins, analytical reviews, and publications concerning environmental conditions.
601. Administrative data come also from ministries like the Ministry of Ecology and Natural Resources, the Ministry for Regional Development, Building and Housing and Communal Economy, the Ministry of Health Care, various agencies like the

National Ecology Investment Agency and the State Agency for Forestry Resources, the State Hydro-meteorological Service and others.

602. The respondents of surveys on ecology and natural resources are selected on the basis of lists prepared by the regional offices of the Ministry of Ecology and Natural Resources, and the State Agency of forest resources. Primary data are stored in the Main Inter-regional Statistical Office in Kyiv.
603. According to the amendment of the Law on State Statistics on the public access to the ecological information in 2009, data on emissions and waste are to be made available for users on the level of individual enterprises. As the SSSU collects these data, the application of the mentioned law might result in the disclosure of confidential data and would then cause a conflict with the confidentiality principle. This legally stated obligation to disclose unit-level data is not consistent with the confidentiality principle. In order to use these data for administrative purposes, they have to be collected by the competent Ministry.

Assessment

604. *Environment statistics seems to highly comply with the European requirements. Environment accounts are medium compliant and need further development.*
605. *Plans for further harmonization of recording with European regulations on waste statistics and for the implementation of the waste accounting are welcomed.*
606. *The obligation of the SSSU to provide on request information about environmental data of individual enterprises is not consistent with the confidentiality principle. In order to use these data for administrative purposes, they have to be collected by the competent Ministry.*

Annex 1: Agenda and persons met during assessment missions

Annex 2: Law of Ukraine on State Statistics

Annex 3: Global Assessment Guidance Questionnaire

Annex 4: Organisational structure of the Central Office of the SSSU