SUMMARY

At its nineteenth session, the Statistical Commission considered and approved a general long-term programme of work on the harmonization of economic classifications as outlined in E/CN.3/49.1, noting that the first step in the programme should be the development of proposals for the revision of the International Standard Industrial Classification (ISIC). It recommended the establishment of an informal consultative panel to provide advice and guidance over the time-span covered by the work programme. Accordingly, a Joint United Nations Statistical Office/Statistical Office of the European Communities Working Group on World-Level Classifications was formed and met at Brussels from 21 to 25 November 1977. The Commission also requested that a progress report be submitted at its twentieth session.

The present report deals with the progress of the work of revising ISIC by summarizing the discussions and results of the first session of the Working Group. Consideration of the general problem of harmonization led to the conclusion that the Harmonized System of the Customs Co-operation Council (CCO) could be a central element in the harmonization of classifications. The Working Group considered a set of proposals for revising ISIC, prepared by the United Nations Statistical Office. It concluded that many of the proposals were well founded but that, because of the complications involved and the far-reaching effects of changes in ISIC, the proposals should be studied further. It was agreed that the Working Group should meet again late in 1978. Because of
scheduling problems, the meeting has been postponed until early 1979. The present report gives an outline of the matters that the Group is to take up at the second session.

The report also describes the work of the Harmonized System Committee of CCC and its working party and the extent of United Nations Statistical Office participation. Finally, the report briefly reviews other work being done in the field of economic classifications.
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### Annexes

I. **AGENDA OF THE FIRST SESSION OF THE JOINT UNITED NATIONS STATISTICAL OFFICE/STATISTICAL OFFICE OF THE EUROPEAN COMMUNITIES WORKING GROUP ON WORLD-LEVEL CLASSIFICATIONS**

II. **LIST OF DOCUMENTS BEFORE THE WORKING GROUP AT ITS FIRST SESSION**
INTRODUCTION

1. At its nineteenth session the Statistical Commission considered and approved a long-term programme of work in the field of economic classifications as outlined in E/CN.3/494. A central element in the programme was a proposal to revise the International Standard Industrial Classification of All Economic Activities (ISIC). In considering how best to carry out this work, the Commission recommended that an informal consultative panel be convened to provide advice and guidance to the United Nations Statistical Office not only in connexion with the revision of ISIC but, if possible, on the whole programme of work of the Statistical Office in the field of classifications as outlined in E/CN.3/494. Accordingly, such a group was formed and held its first session at Brussels from 21 to 25 November 1977. The session was held at Brussels to minimize its cost, much of which was borne by the European Economic Community.


3. An important reason for undertaking a revision of ISIC is to bring about a greater degree of co-ordination (harmonization) between activity and commodity classifications, including commodity classifications used for international trade data. Recognizing that the Harmonized Commodity Description and Coding System (HS) of the Customs Co-operation Council (CCC) could provide a bridge between classifications of commodities by industrial origin and of commodities in international trade, the Commission urged the Statistical Office to intensify participation in the work of constructing HS.

4. Section III.A below gives a brief review of this activity.

5. Section III.B deals with other work in progress in the field of economic classifications.

I. ACTION BY THE COMMISSION

6. The Commission may wish to comment on the conclusions reached by, and plans for a second session of the Working Group on World-Level Classifications; and on the need for vigorous participation by the United Nations Statistical Office and others with similar objectives in constructing HS.

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1/ United Nations publication, Sales No. E.68.XVII.8.

II. REVISION OF THE INTERNATIONAL STANDARD INDUSTRIAL CLASSIFICATION

A. Results of the first session of the Working Group on World-Level Classifications

1. Background

7. The first session of the Working Group on World-Level Classifications met at Brussels from 21 to 25 November 1977. The agenda contained two major items: (a) the harmonization of statistical classifications and (b) proposals for the revision of ISIC. For each of these items the Working Group considered several contributed papers and had available a number of background documents. The agenda and a list of documents considered by the Working Group are included as annexes I and II to the present report.

2. Harmonized activity/goods classifications

8. The Commission may recall that one reason for undertaking a revision of ISIC at this time is to make adjustments in its structure that would facilitate construction of related goods classifications, including classifications of goods in international trade. The establishment of a close relationship between activity and goods classifications has been termed harmonization. But harmonization has another dimension, namely, the establishment of a close relationship between the same types of classifications produced by different organizations. The first subject considered by the Working Group was national and international experience in harmonization.

9. The Group considered a report on the progress of the work of the Harmonized System Committee (HSC). The main objective of HS is to provide in one instrument for the major needs of customs authorities, statisticians (external trade, industrial etc.), carriers and producers; these interests, among others, are represented at HSC meetings. The instrument would consist of more detailed levels of CCCM. 3/ Details concerning HS contents, structure and other aspects were outlined.

10. Development of HS is taking longer than expected. By November 1977 some 35 per cent had been completed. It was reported that the target completion date was the end of 1981; this included a year during which the work would be reviewed and plans for implementation finalized. The Group was informed that comments on the proposals before HSC were urgent if HS was to meet certain specific needs of statistics such as classifications by industrial origin.

11. The Working Group considered the general design of HS and its suitability in connexion with co-ordinated activity/goods classifications. It was noted that HS

3/ Customs Co-operation Council Nomenclature; formerly Brussels Tariff Nomenclature (BTN).
will probably be the most comprehensive international system for describing products, that its detailed categories could be introduced into different types of classifications and that these categories would constitute elemental "building blocks". As such it would be a basic tool in the development of many classifications, including a general reference classification. It was suggested that even if HS did not take fully into account the industrial-origin criterion it would be desirable to use it as a reference base in United Nations classifications.

12. Now that more than 35 per cent of HS is complete, the Group suggested that it would be appropriate to carry out a test to determine what problems might be encountered in using it for the purposes outlined in paragraph 11 above. The test should be carried out as soon as possible; the part now complete would provide an acceptable sample. Definite information was needed on the extent and importance of the multiple-industrial-origin subheadings found in HS. Some of them would, of course, be of negligible importance, but subheadings containing important goods would need to be studied further in co-operation with HSC and its technical team.

13. Although experience in constructing co-ordinated activity/goods classifications appears to be limited, a number of national statistical offices have done work on this and the Group considered several contributed papers and heard a number of statements outlining ongoing work on such classifications. The need for co-ordinated activity/goods classifications was emphasized; they were fundamental to the work the Food and Agriculture Organization of the United Nations was doing on commodity statistics in the form of supply/utilization accounts and they were needed by the Economic Commission for Europe in constructing comparison keys between United Nations classifications and those of the Council for Mutual Economic Assistance (CMEA).

14. In the course of the general discussion of harmonization a number of suggestions were made concerning the approach that should be adopted in revising ISIC. For example, it was felt that work on activity and goods classifications should be carried out concurrently within the framework of a "central goods classification" and, by a suitable regrouping of the "central goods classification", to determine the structure of ISIC at the first-, second- and third-digit levels. The "central goods classification" would be constituted by successive aggregations of the "structured nomenclature" of HS.

15. Among the conclusions reached by the Working Group on the question of harmonized activity/goods classifications were: (a) that in the design of the various activity/goods classifications with which the Group is concerned, and in the definitions of categories making up such classifications, HS is central in that it could provide the necessary "building blocks"; (b) that submission of proposals reflecting the views of statisticians concerning COCH chapters still to be dissected by HSC be treated as an urgent matter; and (c) that consideration be given at a future session of the Group to the proposal concerning the construction of a "central goods classification" and that a paper outlining the proposal in detail should be prepared for the session.
3. Proposals for revision of ISIC

16. The Group had before it a United Nations Statistical Office paper outlining proposals for revising ISIC, which dealt only with those categories of the classification in which the activity results chiefly in the production of transportable goods and those few groups in which the activity results in services closely associated with transportable goods. Proposals for revising the categories covering construction, trade, finance, government and other services were left for future consideration.

17. Three main factors were taken into account in developing the outline: (a) changes in the structure and organization of industry since the last revision of ISIC, in 1968; (b) provision of an ISIC structure that would facilitate construction of closely related commodity classifications, including classifications of goods in international trade and (c) the need to harmonize, i.e. make more compatible, ISIC and activity classifications of other international organizations. It was understood, of course, that nothing would be done to impair the accuracy with which ISIC reflected the structure of production, which is its primary purpose. Other factors that tended to restrict the number and extent of changes proposed were (a) the need to maintain continuity of statistical series based on ISIC and (b) the fact that a number of countries had relatively recently changed from use of the 1958 to the 1968 version of the classification.

18. The classification of establishments producing transportable goods and energy in the current ISIC is covered in four major divisions, 18 divisions, 40 major groups and 100 groups. The proposal submitted to the Working Group contained the same number of major divisions, 23 divisions, 49 major groups and 113 groups.

19. Among the proposals made because of changes in industrial structure were the four-digit groups of ISIC-1968 covering shoe production, food production, artificial or synthetic textile fibre production, furniture manufacture, among others. A "change in structure" was defined as the appearance of establishments producing new kinds of goods or of establishments combining raw materials to produce products by processes that had become distinct and different from those of the establishments with which they were classified in ISIC-1968. In the case of furniture manufacture this evolutionary process led to a proposal to consolidate furniture manufacturing into a single category, at least at the three-digit level. And in the case of food manufacturing the same phenomenon led to a proposal to introduce a three-digit group for "basic food industries" that draw their raw materials chiefly from agriculture, and another three-digit group for "other food industries" that further process the goods of the "basic food industries". ISIC-1968 does not make this distinction. The proposal reflects the trend towards more highly processed foods frequently packaged for quick and easy preparation and consumption. Another example of an industry that has become an entity with quite distinct characteristics is the synthetic textile fibres industry. In ISIC-1968 establishments producing artificial or synthetic textile fibres were included in the four-digit group covering manufacture of synthetic resins and plastics materials. The synthetic textile fibres industry has not only grown very large but has also become distinct from the general plastic materials industry. This change in structure was reflected in a Statistical Office proposal to raise a new group for synthetic textile fibre manufacturing establishments.
20. In a number of instances in which change has occurred the Statistical Office outlined the situation and requested guidance from the Group. This was done in the case of the industry in which office, data processing and computing machinery is manufactured. The Group did not reach a definite conclusion on the problem, which is complicated by the fact that computing machinery in ISIC-1968 is found under non-electrical machinery.

21. The question of bringing about closer co-ordination between ISIC and other international classifications involves chiefly the General Industrial Classification of Economic Activities within the European Communities (NACE) and the Classification of the Branches of the National Economy of the member countries of CMEA. More information was available to the Group about NACE than about the CMEA classification.

22. Perhaps the most important difference between ISIC and NACE is the treatment of fuels and energy. To move the two classifications closer together it was proposed to set up in ISIC a major division in which would be found all the four-digit groups engaged in the extraction and processing of energy materials and in the production of energy. Other less radical changes were proposed to bring about closer co-ordination. A number of possible alterations in NACE were also outlined.

23. The new major division for fuel and energy production was detailed in the written proposals submitted to the Working Group by the United Nations Statistical Office. In outline, the proposal involved grouping under a single major division:

1. Coal mining
2. Services to coal mining
3. Coke production
4. Gas manufacture
5. Briquette manufacture
6. Nuclear fuels mining
7. Nuclear fuels processing and reprocessing
8. Crude petroleum and natural gas extraction
9. Production of natural gas liquids
10. Services to petroleum and natural gas producers
11. Petroleum refineries
12. Production of electricity
13. Distribution of electricity
14. Water works and supply
15. Town gas distribution
16. Production and distribution of steam and hot water

/...
24. The proposal to combine in one major division all fuel and energy-producing industries was the subject of extended discussion. Some experts postulated that such a change would not be in accord with ISIC basic principles of classification and that the concept suggested for energy, if extended to other broad categories, would change the nature of the classification. Others suggested that the proposed structure would facilitate the construction of energy balances. It was also suggested that the existing structure was suitable for such purposes. On this matter, as on a number of other proposals where there was a division of opinion, the experts agreed to supply the Statistical Office with their written views so that the matter could be studied further at the second session.

25. Many changes, mostly of a minor nature, were proposed in an effort to provide an ISIC structure that would facilitate construction of related commodity classifications. Many of these proposals were based on categories found in the parts of HS that had been completed by June 1977 and on problems of relating commodity categories found in the "International Standard Classification of All Goods and Services (ICGS)" (E/CN.3/493) to categories found in the Standard International Trade Classification, Revision 2 (SITC, Rev.2). 4/ The proposals considered by the Group were of two types: in a type-one proposal, an entire four-digit group was transferred from its current three-digit major group to another three-digit group; in a type-two proposal, only selected establishments were involved and those selected were transferred from their current four-digit group to another four-digit group.

26. A type-one proposal was put forward when the transfer of establishments to improve harmonization or the combination of ISIC-1968 four-digit groups for this purpose would have disturbed the accuracy with which the revised ISIC would reflect the structure of production. A type-one proposal seeks to overcome this difficulty at least at the three-digit level. This is not a wholly satisfactory solution but may be the best that can be achieved. The three- and four-digit groups covering agriculture and hunting in ISIC-1968 were rearranged by this approach.

27. As compared with type-two proposals, relatively few of type one were put forward. A clear example of a type-two proposal is in the fishing industry. ISIC-1968 provides two four-digit groups for the fishing industry; (a) ocean and coastal fishing and (b) fishing not elsewhere classified. This division gives rise to difficulties of harmonization with commodity classifications; it is also not easy in working with ISIC-1968 to assign unequivocally to one or the other four-digit group establishments engaged in these industries. It was therefore proposed to combine the two ISIC-1968 groups. Such a combination would solve the problem of harmonizing activity and commodity statistics.

28. Not all type-two proposals involved such straightforward situations. Much more difficult problems are associated with the proper distribution of establishments comprising the machinery-building industry. An important aspect of the problem is the industrial origin of spare parts. In fact this problem affects

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many machinery categories and other types of goods as well and, for a number of
reasons, may not be much reduced by HS, because it frequently does not provide the
same level of detail for parts as for complete goods. Within a single four-digit
COCN heading may be found goods produced by more than one ISIC-defined industry.
HS usually takes account of this by raising individual subheadings for the different
types and origin of the goods. But for parts, the usual practice is to group them
within a single subheading. The business in parts can be very large. When this is
so it is as important to have data on parts by origin as to have data on the
complete goods. The treatment of parts in HS is not arbitrary. In many cases
customs authorities have difficulty in distinguishing parts of one machine from
another.

29. In discussing the outline, a number of experts expressed the view that it
contained many well-founded proposals for restructuring ISIC. However, in the
light of the complications involved and the effect changes in ISIC would have on
the statistical systems of a number of countries, it was suggested that the experts
send written comments on the proposals made in the document as well as suggestions
for consideration by the United Nations Statistical Office in revising ISIC. Such
information would be especially valuable in deciding how to treat fuels and energy.

30. It was felt that more time was needed to determine whether the proposed
changes were in conformity with national industrial structures, that more
information on the relationship between the proposed changes and HS would be useful
and that the proposals should be examined to see what, if any, changes were possible
in the light of the discussion of a "central goods classification".

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E. Plans for the Second Session of the Working Group
on World-Level Classifications

31. It was agreed that a second session of the Working Group should take place
during the fourth quarter of 1978. However, it appears that, because of scheduling
problems, it will not be possible to hold it until early 1979.

32. The main purpose of the session would be to continue work on the revision of
ISIC groups producing transportable goods and associated services. The three
factors given in paragraph 17 above would provide general guidelines.

33. Among other materials, the Group felt that information should be provided
showing:

(a) The degree of co-ordination between the proposed dissections of ISIC and
HS;

(b) The degree of relationship between the proposals and the written comments
and suggestions received from members of the Group 5/ (see para. 24 above);

5/ By June 1978 comments had been received from seven experts. A number of
others are expected shortly.
(c) The degree of relationship between the proposals and the activity classifications of COMESA 6/ and the Statistical Office of the European Communities (SOEC);

(d) The degree of relationship between the proposals and comments from experts familiar with the statistical problems of countries where low technology industries are common.

34. Other matters that the Group wishes to consider and on which it requested individual experts to prepare papers are: (a) methodological considerations for working out aggregate classifications of activities and products and (b) general problems of goods classifications.

III. OTHER WORK IN THE FIELD OF ECONOMIC CLASSIFICATIONS

A. United Nations Statistical Office participation in the work of the Harmonized System Committee

35. The Statistical Office is a voting member of HSC. HSC and its working party meet three times a year. HSC benefits from a reasonably wide geographical representation of Governments, a number of international organizations (United Nations Statistical Office, General Agreement on Tariffs and Trade, Commission of the European Communities etc.) and industrial, business and transportation associations. HSC sessions are usually of short duration and are followed immediately by meetings of its working party where the main business of constructing HS takes place. Meetings of the working party are open to observers, who have the same privileges as HSC members. Membership of the working party tends to vary with the type of goods under consideration. The number of participants in a working party may be more or less than in HSC but the working party usually has representation from most of the regions of the world and from countries at different stages of economic development and with different economic organization.

36. HSC is serviced by a technical team, composed of members of the secretariat of CCC. Working through CCCM chapter by chapter, the technical team prepares proposals for consideration by the working party. The proposals consist of dissections of the four-digit headings of CCCM chapters. Among the factors that the technical team uses in preparing its proposals are the volume of trade and the ability of customs authorities to identify the commodity in question. The technical team undertakes not to alter the structure of CCCM in a way that conflicts with other essential aims of the Nomenclature, which are: (a) technical reliability, (b) accuracy and legal precision and (c) clarity of definition. In a number of instances, especially if the commodity was of particular interest to a developing country, the working party relaxed application of its guidelines.

6/ At its first session the Group had before it a summary of the work of COMESA on activity/goods classifications, prepared by the United Nations Statistical Office from information in its files.
37. The technical team has dissected all CCCN chapters and the proposals have been distributed to HSC members and other participants. Up to November 1977 some 35 per cent of the chapters had been approved by HSC.

38. In order to conduct its work efficiently HSC has adopted a number of rules for members and observers to follow if they wish to modify or supersede proposals of the technical team. The main requirement is that submissions be in writing by given dates. A participant may speak to a question and, of course, may vote; oral submissions are not accepted other than to resolve differences. Under certain conditions participants may reserve their position, in which case the question is put off to a subsequent session.

39. In the early years of the work of HSC, the main interest of the United Nations Statistical Office was to ensure that, to the extent possible, HSC did not give rise to developments that disturbed the close relationship between SITC and CCCN; the interest was shared by CCC. More recently, coincidental with the rise in interest in establishing closer ties between activity and commodity classifications, and in accordance with the wishes of the Statistical Commission, Statistical Office participation has become more regular.

40. The main thrust of its interventions has been to direct the working party's attention to the need to take account of the industrial-origin criterion in HS categories. In this matter it has had the support of a number of statisticians from other delegations. At the same time, as the Commission undoubtedly knows, the customs authorities are the majority of participants and their problems are different from those of statisticians.

41. A problem that the Statistical Office has to deal with in its work on HS is the very heavy volume of documents produced by the technical team and by participants. It should be stated that the Statistical Office has not contributed to this documentation because of limited staff and the pressure of other work. It is possible that the position may improve and the Office may be able to produce written comments and thus increase its influence on the remaining 65 per cent of the work. National statistical offices might also become more involved in the work by providing to their HSC delegations briefs reflecting their views on the industrial-origin criterion.

42. The extent to which HS will meet the needs of activity/goods classifications is the subject of a study to be prepared for the second session of the Working Group on World-Level Classifications (see para. 33 (a) above). It is not expected that the study will show that HS takes the industrial-origin criterion into account in all cases, but it is believed that the relationship between HS categories and industry of origin will be close enough so that HS can be a most valuable co-ordinating tool in activity/goods classifications.

B. Other work

43. In accordance with a request of the Commission, work on preparing ICGS for issue as a technical working document is proceeding in conjunction with work on "common groupings". A preliminary list of "common groupings" has been completed...
consisting of about 1,000 groupings of ICGS/SITC categories. It may be recalled that "common groupings" was one of the means for achieving closer co-ordination between ICGS and SITC suggested by an expert group on harmonization that met at United Nations Headquarters in 1974. It was believed that there were many points at which exact or almost exact equivalence could be obtained by combining three or four ICGS classes or subclasses on the one hand and three or four SITC items on the other to produce meaningful aggregates. Such groups would reveal cases where small changes in ICGS would strengthen the relationship between ICGS and SITC. More important, the experts felt that the list of "common groupings" would provide a point of departure for establishing the content of the detailed levels of a "general purpose" goods classification or of a trade/production classification. As stated in E/CN.3/494, preparing a list of "common groupings" would somewhat delay publication of ICGS. Work has not yet begun on the indexes to ICGS or on correlation tables between ICGS and SITC. This work will benefit from the computerization of ICGS, a task that is now under way.

44. Work is continuing on the development of a computer-based system of registers for statistical use. The system has as its objective the establishment of uniform and integrated definitions of entities and their attributes for statistical data processing by the United Nations Statistical Office, other United Nations bodies including the regional commissions and other international organizations wishing to adopt the standards embodied in the registers.

45. The first subsystem covers countries and areas about which data are reported to the Statistical Office and to several specialized agencies. Within the Statistical Office the register of countries and areas is being employed to standardize the form and usage of country and area designations. In order to encourage adoption of this register by others, a publication is being considered, which would be distributed to current and potential users and a procedure is being worked out for updating it as changes occur.

46. Other registers are required to complete a framework in which statistical data can be organized. A register of statistical organizations is being planned. Such a register would identify reporters of statistical data and may ease administrative problems connected with data collection and make storage and retrieval procedures more efficient.
Annex I

AGENDA OF THE FIRST SESSION OF THE JOINT UNITED NATIONS STATISTICAL OFFICE/STATISTICAL OFFICE OF THE EUROPEAN COMMUNITIES WORKING GROUP ON WORLD-LEVEL CLASSIFICATIONS

1. Adoption of agenda

2. Work programme of the United Nations Statistical Office in the field of classifications and the role of the working group in the programme

3. Harmonization of statistical classifications
   
   3.1 Progress of the work of the Harmonized System Committee of the Customs Co-operation Council
   
   3.2 Harmonized System as a basis for co-ordinated activity/goods classifications
   
   3.3 National experience in constructing co-ordinated activity/goods classifications
   
   3.4 Development of a central (reference) goods and services classification

4. Proposals for the revision of ISIC: part I - groups producing transportable goods and energy

5. Proposals for the revision of ISIC: part II - groups producing non-transportable goods and services

6. Further work

7. Other business

8. Date and place of next meeting

9. Adoption of the report of the meeting
Annex II

LIST OF DOCUMENTS BEFORE THE WORKING GROUP
AT ITS FIRST SESSION

I. Documents prepared especially for consideration by the Working Group

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II. Other documents and publications considered by the Working Group

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<td>The Harmonization of Statistical Classifications: report of an Expert Group</td>
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<td>Series M, No. 4, Rev.2, Add.1 (United Nations publication) (Netherlands Central Bureau of Statistics publication)</td>
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<td>General Industrial Classification of Economic Activities within the European Communities (M.A.C.E.)</td>
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