Evaluation of progress in the implementation of International Standard Industrial Classification of All Economic Activities, Revision 3 and the Central Product Classification, Version 1.0

Report of the Secretary-General

Summary

The present report has been prepared as a result of discussions by the Statistical Commission's Working Group on International Statistical Programmes and Coordination at its nineteenth session (New York, 10–12 February 1998) on improving the role and functioning of the Statistical Commission, in particular on the desirability of conducting evaluations (or reviews) of work in selected areas, including international economic and social classifications (see E/CN.3/1999/23, para. 13, and E/CN.3/1999/20, paras. 27–30). The purpose of the report is to examine whether the necessary coordination mechanisms for implementation, maintenance, updating and revision of the International Standard Industrial Classification of All Economic Activities are in place for the development of statistics of production, consumption, expenditure and trade. For the Central Product Classification, the evaluation of that classification so soon after its publication assesses the preparedness of the United Nations Statistics Division and other agencies to implement it, as well as strategies for further development and maintenance of the Classification to support statistics on products. Points for discussion are set out in paragraph 55.
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I. Background statement on the need to coordinate the timing of updates and revisions of international economic and social classifications

1. A number of United Nations international standard classifications used in economic and social research have recently been revised or are in the process of being revised, namely the Central Product Classification (CPC) (revised in 1997 to CPC, Version 1.0); and the Classification of the Functions of Government (COFOG), the Classification of Individual Consumption by Purpose (COICOP), the Classification of the Purposes of Non-Profit Institutions Serving Households (COPNI), and the Classification of Outlays of Producers by Purpose (COPP) (all under revision in 1998).

2. The United Nations Statistics Division, through the Expert Group on International Economic and Social Classifications, has initiated in 1998 a discussion of the review of the International Standard Industrial Classification of All Economic Activities (ISIC). This could ultimately result in decisions to improve upon the implementation, maintenance and plans to review ISIC in the future.

3. The World Customs Organization is in the process of revising the Harmonized System (HS) (to be revised by 2002 and again by 2007).


5. These international standard classifications are not only linked to one another; they are also linked to numerous multinational and national classifications. When the international standard changes, the other standard classifications work to line up with the changes made at the international level.

6. As part of the harmonization process, these changes ultimately reverberate through the statistical system, requiring revisions in each of the related or derived multinational and national standard classifications and the correspondence tables showing the links among various classifications.

7. Given this connectivity and owing to limited resources of national and other statistical offices for maintaining, updating and revising their standard classifications, agreement must be reached on the timing of further revisions of such linked international standards as the ones mentioned above so that all may change together in a more harmonious and minimally disruptive fashion.

8. A proposal has been put forward concerning the timing of changes to be made to the statistical classifications of the European Union, namely CPA (classifying products by activity), NACE (activity classification) and PRODCOM (the list of industrial products). The goal is to make changes to the regional classifications in harmony with the timing of revisions of international statistical standards. Thus, all proposed revisions (internationally and regionally) would be done at approximately the same time. Regions of the world other than Europe will also potentially be affected by changes to standard classifications used by the United Nations and other international bodies or agencies, such as the World Customs Organization. They, too, would benefit from an agreed schedule of timed updates and revisions.

9. At this time, the Statistical Commission has not taken a position on the coordinated timing of updates and revisions of international standard classifications. However, the Expert Group on International Economic and Social Classifications, the Classifications Subgroup of the Voorburg Group on Service Statistics and the United Nations Statistics Division are strongly of the opinion that such coordination should occur. Therefore, the United Nations Statistics Division proposes that an inter-secretariat working group be formed to discuss orchestration and revision schedules for a core group of classifications, including but not limited to activity and product classifications. The implementation of ISIC and CPC is also of interest to many other organizations, be they custodians or users of classifications, at the international, multinational and national levels, and should result in closer coordination. The United Nations Statistics Division proposes that the inter-secretariat working group prepare a detailed action plan for ISIC (see E/CN.3/1999/17) and CPC that is based on this assumption. The action plan should encompass implementation issues, as well as a strategic international plan for the further development of these classifications (see also paras. 36 and 37 below).

II. International Standard Industrial Classification of All Economic Activities, Revision 3

A. Overview

10. ISIC is designed to be a standard classification of productive economic activities. Its main purpose is to provide a set of activity categories that can be utilized when dissecting...
statistics according to such activities. ISIC is intended to meet the needs of those who are looking for data classified according to internationally comparable categories of specific kinds of economic activity. It is designed to provide an up-to-date framework for the international comparison of national statistics but not to supersede national classifications. Rather, it forms a basis upon which national classifications can build.

11. The original version of ISIC was adopted in 1948. In developing it, the United Nations attempted to achieve three objectives:

(a) To move into a position where coordination of statistics published by international agencies could be better achieved;

(b) To ensure that member countries had a means to achieve intercountry comparability of information;

(c) To bring to the attention of national statistical offices the latest thinking on how to organize and display economic statistics.

12. In exchange, the United Nations expected member countries to either display their statistics in terms of ISIC or else to be able to inform the international community in terms of ISIC after suitably converting data classified to national standards. These still remain the goals of the international statistical system, led by the Statistical Commission.

13. The third and most recent revision of ISIC was published in 1989. It included among its general objectives taking into account other economic classifications, such as the General Industrial Classification of Economic Activities within the European Communities (NACE), CPC and the Standard International Trade Classification (SITC). This requirement added considerable complexity and constraint to this revision of ISIC but provided the basis for relating the different dimensions of economic activity from the various perspectives. It recognized that ISIC does not stand alone but is an integral part of a network of classifications.

B. Goals and objectives of the International Standard Industrial Classification

14. Decisions reached by the Statistical Commission have recommended that the International Standard Industrial Classification be used to:

(a) Harmonize international economic activity classifications;

(b) Facilitate production of comparable national statistics for economic analysis;

(c) Provide for harmonization between activity classifications, classifications of goods and services such as CPC, SITC and the Harmonized Commodity Description and Coding System (HS);

(d) Follow the principles of best practice in the development and use of standard statistical classifications;

(e) Meet the needs of the System of National Accounts (SNA) in classifying economic activities.

15. Wide use has been made of ISIC both nationally and internationally in classifying data according to the kind of economic activity in the fields of production, population, employment, national income and other economic statistics. Many countries and some groups of countries have used ISIC as the basis for the development of their own national industrial classification scheme. A high degree of comparability has been attained between the industrial classifications of many other countries and ISIC by ensuring, as far as practicable, that the categories at detailed levels of national classifications fit in only one category of ISIC, as recommended in each ISIC publication.

16. International bodies, such as the United Nations, the International Labour Organization (ILO), the Food and Agriculture Organization (FAO), UNESCO, the United Nations Industrial Development Organization (UNIDO) and the Organisation for Economic Cooperation and Development (OECD), have utilized ISIC in publishing and analysing statistical data.

C. Assessment of current implementation

17. Although the third revision of ISIC was formally adopted by the Statistical Commission 10 years ago in 1989, more than half of the United Nations member countries have not yet adopted the new standard. Currently, 82 countries are using national classifications based on or derived from ISIC, Rev.2, while 50 countries are using national classifications based on or derived from ISIC Rev.3. Some 25 other countries have already received training on the implementation of ISIC, Rev.3.

18. Of the 50 countries using ISIC, Rev.3 as basis for their national classification, 32 have implemented NACE, Rev.1, which is fully derived from ISIC, Rev.3. That also suggests that the NACE-ISIC link must not be broken.

19. There are five other countries using multinational classifications (NAICS and ANZSIC) related to ISIC, i.e., classifications for which sufficiently detailed correspondence tables to ISIC, Rev.3 exist.
D. Barriers to implementation

20. The many reasons why countries have not yet implemented ISIC, Rev.3 may be grouped as follows:
   (a) Insufficient relevance for implementation;
   (b) Lack of resources;
   (c) Insufficient technical capabilities;
   (d) Lack of legal requirements for implementation.

21. One reason for the rapid introduction of a new classification is national commitment to its implementation. The rapid implementation of NACE, Rev.1 in Europe or NAICS in North America has been the result of legal requirements for countries to implement these classifications, resulting from agreements and decisions made in the development of the common European market and the North American Free Trade Agreement (NAFTA). The United Nations does not have any comparable means to enforce implementation of ISIC, Rev.3 worldwide, but has to rely on the commitment of national statistical agencies.

22. When ISIC, Rev.3 was finally adopted, a number of developing countries expressed concern that their contribution to the drafting of the new standard had not been solicited, or at the extreme had not been given the necessary attention, which may have reduced national commitment to ISIC in some cases.

23. The implementation of a revision of a national classification depends not only on the structure of the national economy but also on national policy and administrative needs.

24. An obvious obstacle for many countries in implementing a new classification is the lack of adequate financial and human resources. This includes national resources, as well as international financial support directly for the country and international financial support for technical advisors, training programmes etc.

25. Technical support for ISIC so far has been limited. Guidelines for implementation of ISIC are currently restricted to those described in the published version of ISIC, Rev.3. An alphabetical index is available only in a provisional form. It has been developed by Statistics Canada but needs more input from other countries to become a true international standard. Also, alphabetical indexes need to be prepared for languages other than English.

26. Technical support for implementation also includes the provision of suitable means for international assistance with specific classification problems on a short-term basis. This has been achieved by establishing the United Nations Classifications Hotline, which is accessible by phone, fax and e-mail, and has proved to be a useful tool for many countries.

27. International coordination and technical support in terms of training programmes has so far been limited to activities of the Statistical Office of the European Communities (Eurostat) in implementing NACE, Rev.1 in Europe and a number of other countries. The United Nations Statistics Division plans to support training in regional areas beginning in 1999.

E. Mechanisms and methods of meeting objectives

28. A system of training programmes for adaptation and implementation of ISIC, Rev.3 is currently under development in the United Nations Statistics Division. Starting in 1999, regional workshops and special country assistance will be used to further the worldwide implementation of ISIC, Rev.3. As noted by the Expert Group on International Economic and Social Classifications, training for the implementation of the 1993 SNA might provide a suitable vehicle to administer training in best practices for classifications and introduction of ISIC, Rev.3 as part of an integrated system.\(^1\) The training programme can also be paired with technical advisory services by supporting countries.

29. The availability and usefulness of underlying documents for the classification must be improved. The United Nations Statistics Division has prepared the complete text of the classification in a database format. Finalized indexes and correspondence tables also have to be obtained in database formats. The active distribution of these documents via Web sites and CD-ROM should be explored.

30. The Classifications Hotline of the United Nations Statistics Division now handles and registers queries related to the conversion process from ISIC, Rev.2 to ISIC, Rev.3. The Classifications Hotline is not limited to queries regarding ISIC, but handles all requests in the field of economic and social classifications, and promotes common approaches, principles and conventions relating to the use of classifications. Rulings, interpretations and standard requests are recorded and stored in an information registry database. The registry is linked to the databases of classifications maintained by the Statistics Division. The questions and comments received to date will constitute one of the inputs for the work on updating ISIC and ultimately its revision.

31. Expert group meetings on statistical classifications have been a major source for discussions, decisions and
recommendations relating to the development and implementation of classifications. Such expert groups will continue to closely monitor the implementation process of ISIC, Rev.3, as needed, and to give recommendations for improving its effectiveness.

32. The Statistical Commission may wish to consider the creation of a task force or special committee to study the improvement of the current version as well as a possible revision of ISIC to ensure that its content and structure are adequate for describing the rapidly changing economies in many countries of the world. A subcommittee of the Expert Group on Economic and Social Classifications would be an appropriate task force for this purpose.

F. Preparing for the future

1. Continuing work on the current version

33. Several improvements to the current classification and its publication can be made as part of the maintenance and updating process, without changing the existing structure. The introduction of the publication would be reviewed by the proposed task force to make it more useful as a guideline for implementation of ISIC and the development of derived classifications for national statistics and special purposes, such as household surveys and censuses, and for use in administrative data systems.

34. As part of this review, the printed correspondence tables and explanatory notes would also be amended and changes approved by the Statistical Commission (see E/CN.3/AC.1/1996/R.5) incorporated. An alphabetical index would be prepared and published as a supporting document to ISIC, Rev.3.

2. Organization of the updating and revision process

35. Although the continuing implementation of the third revision of ISIC is the major activity in the near future, experience in the use of ISIC has revealed the need for periodic review of the structure and definition of its categories and underlying principles.

36. The timing of future revisions has to be predictable to allow long-range planning and commitment of necessary resources for countries and discussions of desired changes in the international and multinational classifications. This coordination with other classifications should be part of the mandate of the proposed inter-secretariat working group (see para. 9 above).

37. The proposed intersecretariat working group would need to discern the major constraints that should be placed on any future updating and revision of ISIC in order to coordinate with other major derived and related classifications, such as NACE, ANZSIC and NAICS, as well as national classifications. The possibility of future convergence between these classifications must be discussed and a strategic plan laid out. The examination of underlying concepts at an early stage of the revision process is vital to achieve better harmonization between these classifications and would contribute to their future convergence.

38. One would need to ensure that the organic connection between ISIC and NACE is preserved and at the same time ensure that all world regions make a substantive contribution to the classification.

39. A large number of countries use national classifications directly derived from ISIC, i.e., not through multinational classifications. Therefore, discussions about future revisions of ISIC should not be restricted to relations with existing multinational classifications only.

40. The United Nations Statistics Division is exploring the use of a public discussion forum to collect and discuss countries’ proposals and requests for changes to ISIC, Rev.3. In this forum, it is possible to propose changes to the classification before they are introduced in a new revision. This will allow other countries to test these proposals ahead of time and give useful feedback for the final revision.

III. Central Product Classification, Version 1.0

A. Overview

41. CPC provides a framework for international comparison of statistics dealing with all products (services as well as goods). It was approved by the Statistical Commission in February 1997 and was published in 1998 as CPC, Version 1.0. Particular attention was paid in the publication to further elaboration of the services part of the Classification. CPC, Version 1.0 now provides detailed explanatory notes describing the content of services, and includes an alphabetical index to assist in the classification of service products.

42. Evaluation of CPC will extend over several years, and progress will be reported to the Statistical Commission in phases. The first evaluation phase, presented in 1999, deals with mechanisms for implementation, and assesses whether there are remaining substantive classification issues that CPC
needs to address. Subsequent phases will deal with the extent and manner of implementation by national and international statistical organizations; impediments to implementation; progress in harmonizing other commodity-related classifications with CPC; and eventually a programme for review of CPC in the light of experience in its use.

B. Goals and objectives of the Central Product Classification

43. Decisions reached thus far by the Statistical Commission have recommended that CPC be used to:

(a) Harmonize international classifications of goods and services and reduce their proliferation;

(b) Provide a hierarchy of commodity aggregates based on such analytically important criteria as main end use (utility/demand), industry of origin (supply) and nature (physical characteristics);

(c) Meet the needs of SNA, the fifth edition of the Balance of Payments Manual (BPM5), statistics of international merchandise trade and the newly emerging statistics of international trade in services by (i) maintaining conceptual consistency between these systems, and (ii) providing common aggregates for trade, industry and national accounts to facilitate the production of comparable national and international statistics suitable for economic analysis of trade, industry and national accounts;

(d) Follow the principles of best practice in the development and use of product classifications.

C. Status of first-phase implementation

44. In the light of the status of CPC as a new international reference classification, the Statistical Commission may wish to examine the mechanisms currently in place for its first phase of implementation:

(a) Are statistical offices prepared to initiate the use of CPC and participate in the necessary feedback for its maintenance and updating?

(b) Are coordination mechanisms in place for reporting problems and issues in implementing?

(c) Is the timing of updating and preparation for further revision of CPC appropriately coordinated with the planned timing of updating and revision of other international classifications, such as HS and ISIC?

45. Member States and international organizations are involved in setting international policy that requires monitoring of products worldwide. Under such conditions, mechanisms must be put in place to indicate how well CPC addresses each of the varying substantive needs of major users, such as those of production, consumption, national accounts, balance of payments and future statistics on globalization.

46. In addressing these first-phase implementation and substantive concerns of users, three areas of action might be considered by Member States at the Statistical Commission, as proposed below.

1. Mechanisms

47. A major step in the first phase is to support national implementation of CPC. We know, for example, that 16 countries in the Economic Commission for Latin America and the Caribbean (ECLAC) region alone have stated their intention to use CPC, and at least one other is in the process of considering it. The European Union has implemented CPA, a product classification that maintains a relationship with both CPC and ISIC. Reporting mechanisms must be put in place for successful updating, maintenance and review of CPC, based upon a sound understanding of national statistical experience in classifying and coding of surveys and administrative records using CPC.

48. The United Nations Statistics Division Classifications Hotline and the international classifications database registry have begun in 1998 to record problems of interpretation of CPC and their resolution, and work to assure progress in its maintenance, testing and updating. Similar mechanisms must be instituted both regionally and nationally, and must be coordinated with the United Nations Statistics Division system to ensure consistency in the interpretation and use of CPC.

49. Expert classifications committees, such as the classifications subgroup of the Voorburg Group, are of importance to the successful execution of interpretive work. Classifications committees are necessarily supported and maintained through the voluntary contributions of statistical offices. Interpretations and rulings are based on the practical experience and expertise of national statistical offices. This dialogue has been broadened through a series of meetings of the Expert Group on International Economic and Social Classifications. The dialogue will be further expanded through training seminars conducted by the United Nations Statistics Division in 1999, beginning with the ECLAC and Economic and Social Commission for Asia and the Pacific (ESCAP) regions and following in the Economic Commission...
for Africa (ECA) region in the year 2000, encouraging countries to exchange problems and issues concerning the implementation of CPC. It is the goal of the United Nations Statistics Division to develop and disseminate training materials to support these activities, based upon national experience provided at such meetings.

2. Substantive review of user concerns regarding implementation

50. CPC, Version 1.0 has been realized in a world of mixed classifications of products, viewed by the Statistical Commission as requiring reconciliation. CPC is considered a necessary prerequisite to discourage or contain the proliferation of international product classifications, through their harmonization and standardization. In order to further reduce the proliferation of product classifications, the United Nations Statistics Division considers that initiation of the review process of the goods part of CPC has some priority; the work to date has been predominantly but not exclusively on the elaboration of services.

51. The possible convergence of CPC and SITC for economic analysis of trade in merchandise should be further explored by the United Nations Statistics Division. The harmonization of commodity classifications for the purposes of international merchandise trade is well under way. It includes maintenance by the United Nations Statistics Division of a complex set of correspondence tables (Comtrade) between various commodities classifications. Using this set of correspondence tables, it has been proposed to test the usage of CPC for trade analysis and data presentation (see E/CN.3/1999/4/Add.1). Now that it is possible to review both production and trade data based on a single classification using CPC, it is important for some member agencies to explore the economic analysis of such data. A strategic plan for the harmonization of international commodity classifications used in merchandise trade for economic analysis needs to be developed by the United Nations Statistics Division from further work using this approach.

52. Since its approval by the Commission, considerable work has been completed on the potential use of CPC as a building block for the elaboration and description of international trade in services. The Provisional Central Product Classification was utilized as a source by the secretariat of the General Agreement on Tariffs and Trade in the preparation of the General Agreement on Trade in Services (GATS). Under the GATS agreements, texts with legal standing were drafted which embodied extensive references to CPC, referred to by GATS as the GNS/120 list. CPC has now been further elaborated for use in the preparation of statistics on international trade in services through its use to define the categories of the Balance of Payments extended list of services and to provide a structure for those who may wish to collect more detail.

53. Additional work is ongoing at the United Nations Statistics Division to reconcile international product classifications of the United Nations itself:

(a) In industrial production statistics, preliminary work has been completed attempting on a trial basis to reconcile the United Nations List of Industrial Products and Materials with CPC, Version 1.0. This work should be completed as part of the proposed review of the goods part of CPC by the United Nations Statistics Division, along with the initiative already begun between the United Nations Statistics Division and the Economic Commission for Europe (ECE) to reconcile commodity nomenclatures used by the United Nations system.

(b) Under price and consumption statistics activities, draft correspondences have been prepared linking CPC to COICOP, thus providing a link between the basket of goods used in price indexes, expenditures of households according to purpose and CPC.

(c) Work by some regional commissions is initiated to monitor national programmes. A survey by ECLAC, for example, has identified countries in its region that have reported that they are implementing CPC, thus providing important evidence of national practices in this area of work. It is necessary that other regional commissions also join this effort.

IV. Conclusions

54. Satisfactory implementation and maintenance of the continuing relevance of ISIC and CPC requires certain immediate and sustained actions by national and international statistical offices, namely:

(a) An approved plan of action for timing the updating and revision process of both CPC and ISIC, using an orchestrated framework reviewed by an intersecretariat working group and forwarded to the Statistical Commission for approval;

(b) Rapid, effective and coordinated responses to national requests for explanations, interpretations and rulings concerning use of ISIC and CPC, utilizing the mechanisms already implemented by the United Nations Statistics Division;
(c) Testing and reporting by statistical offices and by the classifications subgroup of the Voorburg Group on Service Statistics of current capabilities of ISIC and CPC so as to reflect in a valid manner activities and products (goods and services) and the forwarding of proposals to the United Nations Statistics Division for review by the Task Force and Inter-Secretariat Working Group;

(d) Country reporting and monitoring through the United Nations Statistics Division Classifications Registry by the United Nations system of problems and issues confronted, and goals achieved, in the implementation of CPC and ISIC;

(e) Improvement of existing materials to support implementation of the current version of ISIC as well as starting long-term preparations for future updates based on the strategic plan devised by the Inter-Secretariat Working Group.

V. Points for discussion

55. The Statistical Commission may wish to discuss, based on the present evaluation report, the following conclusions and recommendations of the Expert Group on Economic and Social Classifications and the proposal of the Classifications Subgroup of the Voorburg Group:

(a) The formation of an inter-secretariat working group, to be chaired by the United Nations Statistics Division to prepare;

(i) The strategy for orchestration and timing of revisions for a core group of international and multinational classifications, including but not limited to activity and product classifications;

(ii) A strategic plan for the future development and relationship of activity classifications, particularly discussing the further convergence of ISIC, NACE, NAICS and ANZSIC;

(iii) A plan for further implementation of ISIC and CPC;

This intersecretariat working group should be formed by custodians and major users of classifications, such as the United Nations, the International Monetary Fund, the World Bank, the World Trade Organization, the World Customs Organisation, the International Labour Organization, the Organisation for Economic Cooperation and Development, Eurostat, and representatives of NAICS and ANZSIC as well as interested countries. This intersecretariat working group would work from March 1999 to February 2000, and would report its findings and recommendations to the Commission at its next session;

(b) The formation of an ISIC task force, to be chaired by the United Nations Statistics Division to start work on:

(i) The revision of the introduction of ISIC;

(ii) The revision of the explanatory notes in the services sector of ISIC;

(iii) The evaluation of the underlying theoretical principles of ISIC;

(iv) A future revision of ISIC, for possible completion in 2007;

This task force, consisting of classification experts, would begin work in May 1999. Work on future revisions would depend on decisions reached by the proposed intersecretariat working group;

(c) The action plans and conclusions reached by the Expert Group on Economic and Social Classifications for ISIC (see E/CN.3/1999/17, annex, paras. 10–18) and the Voorburg Group on Service Statistics for CPC (see E/CN.3/1999/18, annex, paras. 7–16).

Notes


2 Statistical Papers, Series M, No. 4 (United Nations publication, Sales No. E.58.XVII.7).

3 Statistical Papers, Series M, No. 4, Rev.3 (United Nations publication, Sales No. E.90.XVII.11).1

4 North American Industry Classification System (United States of America, Canada and Mexico).

5 Australia and New Zealand Standard Industrial Classification.

6 Statistical Papers, Series M, No. 77, Version 1.0 (United Nations publication, Sales No. E.91.XVII.7).


8 Statistical Papers, Series M, No. 77 (United Nations publication, Sales No. E.91.XVII.7).

9 See “Services sectoral classification list: note by the secretariat” (MTN.GNS/W/120), paper prepared for the Uruguay Round by the GATT secretariat.

10 See “Concordance between the BPM5 Classification of Services, the Joint OECD/Eurostat Classification of
Services, and the Central Product Classification: status report” (BOPCOM98/1/6).


12 See Norbert Rainer, “Link between the Classification of Individual Consumption by Purpose (COICOP) and the Central Product Classification”, May 1997.