Strategic Plan for the Voorburg Group on Services Statistics
2022-2026

Prepared by the co-chairs of the Voorburg Group
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1. Introduction

The Voorburg Group on Services Statistics (VG) is a “city group”, one of several such groups who operate with endorsement of the United Nations Statistical Commission (UNSC). It held its first meeting in 1987, hosted by Statistics Netherlands in Voorburg. In its more recent history, the Voorburg Group has worked within the context of a 5-year strategic plan, with the most recent being for the period 2017 to 2021. Under the leadership of the Group’s current co-chairs, the VG Bureau produced this latest plan to cover the period 2022 to 2026. A draft version of the plan was shared for consideration by participants at the 36th meeting of the group, hosted virtually by the Bureau of Labor Statistics, on 20-24 September 2021. In putting together this plan, the aims of the previous plan were considered to identify areas which are still relevant. Importantly, the VG Bureau has considered the changing world and identified new areas of focus. For more information on the background of the Voorburg Group and how its focus has evolved over the years, please see Appendix A.

The content of this document includes the following sections:

- The VG Mission - building on its historical mandate, a Mission for the present and the future
- A Vision Statement
- Objectives for the VG for at least the next 5 years
- Proposed work plan of the Group for the next 5 years focusing on the identification and timing of specific tasks needed to accomplish the objectives, including proposed changes in how we will organize to accomplish our objectives
2. The Voorburg Group’s Mission

The mission of the Voorburg Group on Services Statistics is to establish and maintain an internationally comparable methodology for measuring output and producer and import price indexes for the service and service-related industries. We focus on the development of concepts and methods, the sharing of best practices, and identification of classification needs. In so doing, we will be mindful of the diverse needs of VG members and continue to focus on the importance of expanding our knowledge base in line with rapid change in services industries and/or related product areas.

This mission statement aims to declare what the Voorburg Group on Services Statistics does, for whom, and why, as succinctly as possible. Due to current realities and challenges related to digitalization and globalization, the Group has also necessarily broadened its scope within the current UNSC mandate to include establishment of internationally comparable methodology and best practices for the development of measures of not only output and producer price indexes for the service industries but also for import price indexes and service-related industries. The above mission includes an increased scope for the group and is consistent with the UN terms of reference. It makes explicit that attention to best practices is not a static activity and that we need to meet the needs of a diverse membership in developing and managing our knowledge base. Essentially, our work contributes value by not just sharing lessons learned through hard-won experience in NSOs but also by recognizing that we have a duty to tackle the harder issues as well. A set of objectives included in this plan within section 4 set out what this means for at least the next five years.

3. The Voorburg Group’s Vision Statement

The Voorburg Group is a premier source of guidance and best practices for the development of measures of output, producer and import price indexes for services and service-related industries.

The above vision statement defines what the Voorburg Group would like to achieve over the time horizon of the plan, aiming to answer the question of what success would look like at the end of the time horizon. The objectives in the following section can then be seen as flowing from the vision statement, which is a concise and direct statement.
4. Voorburg Group Five-Year Objectives

This section of the Plan discusses five objectives that the VG strives to accomplish over the next five years. Taken together along with the Mission and the Vision Statement, they represent what the VG will do, for whom, and why over the time horizon of this plan. However, this is necessary but not sufficient – VG needs to have a work plan that describes in more concrete terms how the VG will accomplish these objectives. The proposed work plan is presented in Section 5 of this Strategic Vision/Plan. The VG objectives for the next five years include:

A. **Voorburg Group will update its best practices to account for the rapidly changing economy and its impact on our statistical measurement practices.** This especially includes attention to the variety and also to the risks of alternative data sources that can be used to generate accurate reliable service statistics that continue to allow cost effective measurement of the real outputs of the services industries. Based on the recent experience, an additional focus on potential difficulties in the statistical production process under exceptional circumstances (e.g. worldwide financial crisis and worldwide pandemic situations) lies on the development of guidelines on how countries accurately measure output and prices during such critical economic shocks. The Group should also pay attention to new regulations or other demands which influence the statistical unit to be used for measurement (e.g. enterprise vs. establishment).

B. **We will produce guidance papers on how to approach measurement challenges.** Many services industries have measurement challenges. Guidance on how to tackle cross-cutting methodological issues has been provided in recent years and has proven to be invaluable. Moving forward, in addition to continuing to provide guidance on cross-cutting methodological issues, a particular emphasis will be given to providing guidance and best practice on innovative methods used to effectively capture quality change, which is a particular measurement challenge in fast-changing service industries. Any topics chosen should meet clear criteria to ensure they align closely to the overall VG mission, as otherwise there is a risk that the Group could lose focus against its core mission and delve into the domain of other international groups. Outcomes from topics addressed should be in the form of guidance papers, sometimes offering a range of best practice solutions for different NSOs to consider.

C. **We will provide a forum for information exchange on best practices and emerging issues through formal meetings and active collaboration throughout the year.** The VG will continue to provide opportunities to share information on emerging issues. It should provide an efficient forum for members to obtain feedback on work they are doing of potential interest to other NSOs. This will include consideration of how best to meet the diverse needs of its members according to the level of maturity of their statistical system. A variety of methods will be used to gather the feedback of delegates, such as poster sessions, collaboration on cross-cutting issues and small group discussion. The VG will keep up a certain degree of activity of knowledge transfer and cooperation between the meetings as well, using working groups and new forms of collaboration such as virtual discussion groups and other similar mechanisms. As with objective B, clear criteria are needed to decide which topics of practical experience should be covered in keeping with the VG Mission.

D. **We will focus on Outreach.** The VG will improve outreach with both City Groups and individual
countries. Outreach is important because it allows us to both learn about the progress made in other areas and to spread the VG’s best practices to other participating countries. Other international entities such as UNSD, IMF, Eurostat, and OECD could play an important role in promoting VG’s outreach efforts and VG will actively seek their support. The VG will also consider how we can support methodological alignment between business prices and consumer prices, possibly through collaborating more closely with other City-Groups and forums.

E. **We will promote the Group’s understanding of the concepts and requirements of National Accounts in the measurement of output/supply (depending on the scope defined by the UN Statistical Commission) of services, both at current prices and in volume terms.** We recognize the importance of the Group’s knowledge of the National Accounts concepts and the Supply Use Framework in which measures of services need to fit. The misalignment of methods for business and consumer prices often leads to challenges when volume estimates are confronted within the Supply Use Framework. These concepts are the foundation for the development of internationally comparable data for the services sector. In addition, we consider as a very relevant factor in the discussion of methods for measuring services, the evaluation of the degree to which these meet the requirements of national accounts. Therefore, we will promote the proper use of the concepts of national accounts in the documents produced by the VG; practical requirements of national accounts, both by national statistics offices and international organizations, will be explicitly considered in the documents produced by the Group. We will encourage the participation of national accounts representatives in the VG meetings.

5. **Work Plan of the Group for 2022-2026**

This section of the plan lays out the tasks that the Group will perform over the next five years to accomplish the objectives listed in the previous section. Each task can be aligned with one or more of the objectives. The tasks are described below followed by a summary table that depicts the relationship that we currently see between the tasks and the objectives. For each task, we have included an estimated timeline for completion – the timing for some may be dependent on others.

I. **Identify and share best practices for use of alternative data sources in measurement and to improve timeliness of output and producer price indexes for services industries and products.** New data sources/techniques have become available. The members should share practical experiences concerning new data sources and impact on the measurement of output and prices among different service industries. This should include sharing examples of where we are using alternative sources. The focus should be placed on potential data sources and the limitations or advantages of use for specific services (often referred to as “fitness for use”). The Group should share best practices on the integration of traditional and alternative data sources such as the combination of survey and administrative data in the measurement of output and producer prices for services. Specifically, in relation to price indices, the group should also share information of where alternative price indices (such as the CPI) have been deemed methodologically appropriate to be used in the compilation of SPPIs. Use of
alternative price indices can also serve as a proxy when direct data collection and compilation is not possible in the SPPI. More general issues/challenges such as different legislation in each country and different technological competence in the NSOs should remain the domain of other international groups exploring alternative data sources.

a. **Timing** - Ongoing

II. Set out an engagement plan for the Voorburg Group that aims to maximize collaboration between members and takes advantage of new collaborative tools to support this ambition. It can be difficult to maintain the momentum of the VG between annual meetings. The Group should identify how this can be improved, identifying opportunities for more open forums / collaborations between countries throughout the year. Collaboration may not necessarily be focused on topics of the next conference, but rather an open forum between countries to provide a wide network of support and guidance. The engagement plan will identify potential suitable communication mechanisms, making the most of new tools which have become more widely available in recent times. The engagement plan will also set out principles by which we will aim to support this collaboration between group members, with the onus on group members reaching out and engaging with each other rather than requiring the VG bureau to organise events. The engagement plan will also set out proposals for sharing and storing documentation from this collaboration so that it remains up to date and accessible.

a. **Timing** – establish a taskforce to prepare an engagement plan for Voorburg group members, setting out principles and identifying suitable tools to support this collaboration.

III. Explore ongoing collaboration with other UN City Groups and/or other international organizations (Ottawa, Wiesbaden, Eurostat, UNSD, OECD, IMF etc.). The Voorburg Group should more closely follow activities of the Wiesbaden Group on Business Registers (also mentioned in task I above) and the Ottawa Group on Prices. The Wiesbaden Group might provide useful information concerning new data sources and organizational issues, important for classification (and as a result of this, potential influence on the measurement of output and PPI). The Ottawa Group provides a forum for specialists to share their experiences and discuss research on crucial problems of measuring price change, focusing on applied research which has largely dealt with the CPI. The VG Bureau will establish a protocol for following the outputs from other city groups and international organizations and bring that information to bear on the work of the VG as relevant. This output should be communicated to the VG members. The VG Bureau will also determine when VG outputs could potentially complement the work of these groups and determine when and how they should be shared. The VG Bureau will evaluate if direct and systematic contact with other City Groups and international organizations should be established.

a. **Timing** – Ongoing

IV. Provide input to changes in classification systems and other official international
guidance (e.g., manuals) related to the measurement of services output and producer prices. A key indicator of Voorburg Group’s effectiveness and relevance is its past contribution to classification systems and international guides and manuals. The Group must continue to record consensus agreement on recommendations to classification changes or manuals to ensure the work of the Group is reflected in changes to international standards, methods and practices.

  a. **Timing** – Meeting notes from each meeting will note any actions where VG feedback should be passed to an international organizations or international working groups for consideration. When a VG liaison exists to these groups, they are responsible for communicating the feedback from the VG meeting notes.

V. **Make obtaining review of sector papers and/or country industry papers by National Accounts staff a standard practice of producing these documents.** The Content Development Framework (CDF) used in the development of VG documents includes a section that considers alignment of the output and SPPIs to the National Accounting framework. As the SNA framework is the foundation of real and nominal measures of services output, this task will ensure VG practices and recommendations are appropriate for use in the National Accounts.

  a. **Timing** - Ongoing

VI. **Ensure that National Accounts experience is represented directly in VG meetings.** This includes, if needed, inviting National Accounts staff from a meeting’s host country to participate and possibly considering targeting invites for National Accounts experts with specific areas of expertise to contribute to sessions. This can also include ensuring there are members with National Accounts experience within the Voorburg Group and, when feasible, on the VG Bureau. In future meetings, delegates should be asked to identify their areas of expertise (Classification, Output measures, SPPIs, and/or National Accounting) during registration. With this information, the Bureau will be in a better position to identify any knowledge gaps in the participants of a meeting. The host country may be asked to supplement the Group with the appropriate knowledge base.

  a. **Timing** – Bureau will review participation by expertise after registration closes and will communicate with the host country if help is needed to supplement gaps.

VII. **Produce guidelines for dealing with economic shocks within key statistical data.** This includes capturing lessons learned from the Group. During the recent global pandemic, many NSOs were impacted by large movements in the underlying data and also in the collection of the data itself. For the latter, the impact on some countries from the pandemic meant that in some cases traditional data collection techniques (such as in person collection of price information) was severely impacted or stopped all together. NSOs had to react to a rapidly changing landscape, and throughout will have learned a number of lessons, including what worked well and what
could have been done better. The importance of having good metadata was also highlighted.
Capturing information on how countries reacted and adapted, with guidance on how to mitigate
risks to accurate output and price measurement during future economic shocks and / or
providing a template to follow should be useful for many NSOs.

a. **Timing** – Establish a taskforce to collect and compile lessons learned and produce a
guidelines document

**VIII. Share information about the development of new and innovative methods for capturing**
**quality change within price indices and develop guidelines on best practice in different**
situations. In recent years, the explosion of technology and new working practices has had a big
impact on a number of industries, particularly Information and Communication Technology (ICT)
services. Countries often must develop new and innovative methods for capturing changes in
quality, and the Voorburg Group could provide a specific focus to help countries share
knowledge and experience. Where possible, the Voorburg Group could also aim to agree and
provide information on best practice in different circumstances, providing VG members and the
wider community guidelines for quality adjustment methods development.

a. **Timing** – Ongoing

**IX. The Voorburg Group will have a clear ambition to establish several taskforces to be taken**
**forward by the group each year to increase pace of work.** Taskforces are an effective way to
bring a smaller group of willing members together to focus on specific topic areas. The topic
areas are normally included as an agenda item at the annual conference, and so the taskforce
helps ensure work moves forward at pace. It is also a great experience for those involved,
helping develop member’s knowledge and experience in different areas. It also establishes
closer links and networks between Voorburg Group members.

a. **Timing** – annual assessment taken forward by the VG Bureau each year to ensure several
taskforces have been established between conferences

**X. The Voorburg Group to be a source of guidance to help developing countries in their**
**production of output and price statistics.** Given the wide array of experience and knowledge
within the Voorburg Group (both current and past members), there has been a wealth of useful
information captured and this will continue to grow in the years to come. Through collaboration
with international organisations and capitalising on outreach opportunities, the Voorburg Group
has the potential to support developing countries in their production of output and price
statistics.

a. **Timing** - Ongoing

**XI. The Voorburg Group should consider the potential for methodological lessons learned**
**between SPPIs and consumer prices, identifying areas of best practice where appropriate.**
While data sources and methods are naturally different between business prices and consumer
prices, the large degree of inconsistency can sometimes cause problems when compiling
National Accounts. This is most obvious when deflators on the supply and use side are
confronted through the Supply Use Framework, as this can lead to an imbalance (even after the
conceptual differences such as revaluations have been taken into account). The Voorburg Group
should consider how development in one area could help inform the other, possibly working
with other city groups to establish best practice.

a. **Timing** - Ongoing

**XII. Continue to use the Voorburg Group as a mechanism for increasing National Accounts**
understanding by members. There has previously been some useful information produced by the Voorburg Group to improve members understanding of the use of output and price measures in the compilation of National Accounts. The VG should identify available documentation and agree as a community what gaps in knowledge need to be filled. Once any gaps are identified, the VG will need to commission work in order to fill the gaps.

a. Timing – small taskforce to review National Accounts material related to the use of output and price measures and identify and address VG knowledge gaps.

Below you will find the Table that summarizes the relationship between the Plan objectives and the Work Plan tasks.

<table>
<thead>
<tr>
<th>Objectives</th>
<th>Work Plan Tasks</th>
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<tbody>
<tr>
<td>Update best practices</td>
<td>Produce guidance papers</td>
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<tr>
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<td>✓</td>
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<tr>
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Appendix A - History of the Voorburg Group

This section of the Plan provides a brief overview of the history of the VG, explaining its evolution in more detail to make the reasons for keeping the strategic plan updated as concrete as possible. It will also help those relatively new to the VG to better understand how prior experience of the Group plays a role in the choices we make in setting the objectives and work plan for the next few years.

Creation of the Group: 1986-2004

The VG is the oldest of the city groups, each named after the city where a Group first met. The Group originally started in response to a request in 1986 from the UNSC for assistance in developing services statistics. Since its inception, the Group has consisted primarily of experts from national statistical offices (NSOs) with periodic participation from international bodies like the Organization for Economic Cooperation and Development (OECD), Eurostat, and the United Nations Statistical Division (UNSD). Participation in city groups is voluntary and driven by interest in the NSOs. It was recognized from the start that these informal consultation groups are an innovative way to use country resources to improve and speed up the international standards development process. Although they are self-governing and set their own working agendas, their terms of reference (sometimes called a mandate) are approved by the UNSC.

The Voorburg Group was founded to help carry out conceptual and development work in the measurement of services statistics. In the beginning, this included a primary focus on product classification. With such a diversity of services outputs, it was recognized that different conceptual and empirical approaches would have to be developed. Pooling experiences internationally allowed for broad coverage of services, convergence in approaches, and the sharing of best practices. Among the city groups, the VG has always had a more practical orientation, addressing issues related to the production of services statistics, including service product outputs and inputs, the estimation of the real product of service activities and price indices of service products and industries, as well as their implications for product and industry classification. During the first 17 years of the Group’s existence, it was successful in developing product and industrial classifications and model surveys, and in discussing a wide range of topics. The prime example of VG contributions to classification systems was the successful development of the Central Product Classification (CPC) for which the VG provided recommendations to the UNSC on classification of service areas, having a direct impact on the international standards themselves. Ever since then, VG members have attempted on occasion to gather input on potential revisions to both the International Standard Industrial Classification (ISIC) and CPC for sharing with the UNSD.


In response to concerns about its broad agenda, the VG undertook its first intensive review of the focus and modalities of the Group in 2004. It produced a Strategic Vision that guided, in part, the work of the Group through the 31st meeting, with some modifications to the work plan in later years of that span. As a result of that Strategic Vision, in 2005 the Voorburg Group
received a renewed mandate from the UNSC concerning its objective, focus, and scope: 

*The objective of the VG is to establish an internationally comparable methodology for measuring the constant dollar outputs of the service industries. The focus of the VG is to develop concepts, methods, and best practices in the area of services. The scope of the VG is centered on producer price indices (PPIs) for services, turnover by products, and classifications.*

At the same time, the Voorburg Group Bureau (the Group’s leadership committee) invited less developed countries to attend the meeting to provide them with the opportunity to learn by observing the best practices developed during the meetings. This met another aspect of the mandate, the *transferring of knowledge.*

In 2006, Voorburg Group membership adopted a content development framework (CDF) to ensure that its work was focused on the Strategic Vision and would result in a set of tangible outputs that provide information to the larger official statistics community.\(^1\) The CDF calls for participating countries to present industry specific papers covering the Group’s three main domains of interest (turnover, prices and classification), as well as the national accounting perspective. The papers are presented, critiqued and discussed during the Group’s meeting. The content material as well as the output from the discussions, in turn, serve as key inputs to produce, discuss and adopt Sector papers that present a set of key methodological guidelines for the development and production of Service industry statistics. As concrete deliverables from the Voorburg Group meetings, these sector papers are intended to become reference material for statisticians that oversee the development and compilation of Service Sector statistics in the various countries and international organizations. Both the sector papers and the industry papers from which they are derived are stored on the VG website at https://www.voorburggroup.org.

Since 2006, the Group has produced a large number of sector papers for ISIC industries in the services sector. A complete overview of the work done through the Group’s 36th meeting in 2021 can be found in the 2022 progress report to the UN. The annex to that report lists 113 industries covered by the work of the Group, with some industries being grouped together for study purposes.

The work of the Group was not solely focused on the development of sector papers for each sector. Other supporting materials were also developed to address specific needs of the Group, including the *Thesaurus for Price Methodology,* the *Glossary,* and the *National Account General Methodology Paper.* The latter has guided the VG’s work on measuring real output using services producer price indices.

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\(^1\) You can find the CDF paper presented at the 2006 meeting in Wiesbaden at the following link: https://www.voorburggroup.org/Documents/2006%20wiesbaden/papers/46.pdf.
The VG Sector Papers were always intended to be living documents and some have been updated as the relevant industry has experienced significant economic change. In 2012, the CDF was expanded to introduce the “Updated Sector Papers” concept, which involved the Voorburg Group’s revisiting selected industry/industry groups in areas where the existing classifications are getting out of date and are no longer reflecting the business and marketing structures that exist in the various member countries’ economies.

There is no doubt that VG efforts have made a significant contribution to development of best practices and standards and have contributed to the resolution of statistical and measurement challenges in the Services Sector. The most prominent example of this contribution is the use of the SPPI content from the VG Sector Papers as significant input to the second edition of the Eurostat-OECD Methodological Guide for Development of Producer Price Indices for Services (Published in December 2014). In terms of developing internationally comparable methodologies for measuring the deflated or constant dollar outputs of the service industries, The Voorburg Group has largely accomplished the Vision first established in 2005 for most services industries.

As challenging issues were raised through the Group’s industry-based work, there has been a growing interest and focus on cross-cutting topics that began in earnest in 2011. You can now search specifically for cross-cutting topics on the Voorburg website. Recent examples include adjusting for quality change in price indices, expanded use of non-survey data, and services intermediation. Demonstrations on operational items like electronic reporting are also shared at annual meetings.

In recent years, countries have expressed an interest in having the opportunity to gain feedback from other NSOs on specific work they are doing and/or to share their best practices. The Group has included interactive poster sessions rather than formal presentations in plenary. These were first conducted at the 30th meeting in Sydney and have proved to be highly successful by generating good discussion and feedback for both presenters and observers alike. It allows for a very efficient and dynamic sharing of best practices in small groups.

The needs of the Group are becoming more diverse with countries operating at different levels of maturity and/or facing different challenges that may not find the best practices as documented in VG Sector Papers as ideal and/or feasible for their circumstances. To some extent, this can be seen as evidence of our success but also presents a challenge to continue to stay relevant for all parts of the VG’s diverse membership. In the early days of the VG, participation in the Group was largely from countries with more developed statistical programs who collaborated in the development of methods to measure this challenging sector. There is now a strong base of methods and practices from their experiences in the measurement of the service sector. Today, those countries are tackling some of the more difficult industries and products and questioning methods and practices for some of the more challenging issues. The number of countries participating has significantly increased in recent years especially with the adoption of the virtual format for the annual meetings beginning in 2020 out of necessity due
to the pandemic. 38 countries from North and South America, Europe, Asia, Australia, and Africa were represented at the most recent meeting in 2021. The membership is always fluctuating to some extent, which is natural given the self-governing, informal nature of the Group.

**Future of the Voorburg Group: Beyond 2021**

While initial development work may be winding down for some of the long-term members, new challenges constantly arise, and work is just beginning for a growing number of statistical agencies. Many of the long-standing members are providing technical assistance to other countries who are starting to measure services and they are encouraging participation in the Voorburg Group. The economies in some of the countries of our newer members may differ from those of the longstanding participants. Some new issues may arise. The resources available to measure the industry may not allow for some of the best methods defined in our sector papers. At the same time, technology has opened new sources of information for all NSOs, even to the surprise of many, for services producer price indices. Despite the diversity of needs, there is still a strong sense from most participants that the meetings continue to provide continued value to its members.

Moving forward, the challenges presented by today’s rapidly changing economy and the challenges presented to traditional statistical agency practices argue strongly for a continued role for the VG, especially in its focus on services turnover, PPIs, and classifications. The increased scope of the Voorburg Group to include output and prices for imports creates an opportunity for the Group to explore methodological and measurement challenges specific to this area going forward as well.

Best practices can be challenged by new circumstances such as the growing availability of new administrative data sources and other alternative data sources, the demand for new linkages across statistics, and the tight budgetary environment that almost all NSOs face. Another example is the growing discussion in recent years about efforts to move the primary unit of evaluation in the National Accounts from establishments to enterprises, a concept that could have major implications for current classification systems and thus present a new opportunity for the VG to provide our perspective on this idea.