



TECHNICAL ASSISTANCE REPORT

SAMOA

Report on National Accounts Statistics
Mission (March 2–13, 2026)

MARCH 2026

PREPARED BY

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Contents

Acknowledgments	3
Acronyms.....	5
Summary of Mission Outcomes and Priority Recommendations.....	7
Detailed Technical Assessment and Recommendations	8
A. Compilation of Revised Production and Capital Formation Estimates	8
B. Estimates for Taxes less Subsidies on Products	9
C. Employment and Earnings by Industry Estimates.....	9
D. Compilation of the SUT	9
E. Building SBS Staff Capacity	10
F. Next Steps	10
G. Data Adequacy.....	10
 Tables	
1. Priority Recommendation.....	8
2. Detailed Recommendations	9
 Annexes	
1. Officials Met During the Mission	11
2. Updated 2023 GDP Rebase Schedule	12
3. Updated 2023 SUT and GDP Rebase Work Program.....	13

Acronyms

ACEO	Assistant Chief Executive Officer
BAS	Business Activity Survey
ACEO	Assistant Chief Executive Officer
BAS	Business Activity Survey
BOP	Balance of Payments
CBS	Central Bank of Samoa
CPC2	Central Product Classification, Version 2
CPI	Consumer Price Index
ESD	Economic Statistics Division, SBS
FCE	Final Consumption Expenditure
FSD	Finance Statistics Division, SBS
FY	Financial Year
GDP	Gross Domestic Product
GDP-E	GDP by Expenditure
GDP-P	GDP by Economic Activity
GFCF	Gross Fixed Capital Formation
GS	Government Statistician, SBS
HIES	Household Income and Expenditure Survey
IBR	Integrated Business Register
IC	Intermediate Consumption
IMF	International Monetary Fund
IMTS	International Merchandise Trade Statistics
ISIC4	International Standard Industrial Classification of All Economic Activities, Rev. 4
IVS	International Visitors Survey
LFS	Labor Force Survey
MCR	Ministry of Customs and Revenue
MoF	Ministry of Finance
NA	National Accounts
NA	National Accounts
NPISHs	Non-profit Institutions Serving Households
PFTAC	Pacific Financial Technical Assistance Centre, IMF
QA	Quality Assurance
SBS	Samoa Bureau of Statistics
SOEs	State-Owned Enterprises
SNPF	Samoa National Pension Fund

SNA	System of National Accounts
STA	Samoa Tourism Authority
SUT	Supply and Use tables
TA	Technical Assistance
TTMs	Transport and Trade Margins
VAGST	Value Added Goods and Services Tax

Summary of Mission Outcomes and Priority Recommendations

1. **In response to a request from the Samoa Bureau of Statistics (SBS), a remote technical assistance (TA) mission was conducted by the IMF's Pacific Financial Technical Assistance Centre (PFTAC) to help improve the national accounts.** This mission builds on previous TA support in designing the work program, improving source data, and developing the supply and use tables (SUT).
2. **Policy makers have expressed strong interest in the SUT to improve macroeconomic projections.** The benchmark SUT will be used to rebase the GDP, as well as to improve macroeconomic projections for fiscal and monetary policy purposes.
3. **The Business Activity Survey (BAS) is a vital data source for compiling the SUT.** The reprocessed BAS data were assessed, and revised production and capital formation estimates compiled. The high proportion of partial responses required the use of Value-Added Goods and Services Tax (VAGST) data and industry information to fill data gaps and improve the estimates. The data were then formatted and included in the SUT frame.
4. **Estimates for employment and earnings, product taxes, trade margins, and production of non-profit institutions serving households (NPISHs) and state-owned enterprises (SOEs) were finalized.** The SOEs estimates are based on audited financial reports, while the other estimates were compiled using the revised BAS data, Government finance data and source of funding data for NPISHs.
5. **While a preliminary balanced SUT for 2023 has been prepared, the SUT needs to be reviewed prior to finalization.** Revised industry by institutional sector production estimates and balanced product commodity flow estimates were compiled during the mission. The estimates were added to the SUT frame prior to balancing. Given the BAS data quality constraints, reconciling intermediate consumption (IC) by industry with IC by product required significant adjustments.
6. **Based on the initial SUT, the level of GDP is around 2.9 percent higher than the current published estimates for 2023.** The increase is largely due to improved coverage of the informal sector, financial and insurance services and SOEs, as well as inclusion of estimates for data and databases, software, research and cost of ownership transfers. However, the IC to output ratios appear to be significantly higher than the 2013 base year ratios, which has mostly offset the increases.
7. **The updated work program for the finalization of SUT and GDP rebasing were agreed with the SBS authorities.** The SBS is expected to review and finalize the SUT by August 2026. The authorities have agreed to August 31 to September 11, 2026, as the dates for the next mission, which will focus on redeveloping the compilation system for the 2023 base GDP estimates.

TABLE 1 Priority Recommendation

Target Date	Recommendation	Institution Responsible
August 2026	Finalize the SUT and produce the benchmark estimates needed to rebase the GDP series.	SBS

Detailed Technical Assessment and Recommendations

Table 2 below summarizes the main recommendations for the SBS prior to the next TA mission. It is followed by sections covering the main tasks and findings of the mission.

TABLE 2. Detailed Recommendations

Outcome 2: Data are compiled using the framework, concepts and definitions of the System of National Accounts 2008		
2.1	Review and discuss the initial SUT with relevant SBS staff to identify areas for improvement.	April 2026
2.2	Recheck the BAS industry coding and input to output ratios for all activities for errors and correct.	May 2026
2.3	Recheck BAS total sales and margins for the wholesale and retail trade industries.	June 2026
2.4	Incorporate any other improvements that may be identified.	July 2026
2.5	Finalize the SUT and produce the benchmark estimates needed to rebase the GDP series.	August 2026

A. Compilation of Revised Production and Capital Formation Estimates

8. **The BAS data reprocessed prior to the mission was assessed and the data quality improved.** A significant proportion of the survey forms had partial or no information. For the large and medium-sized business units, the VAGST sales and expenses data and annual income for 2023 reported to the Ministry of Customs and Revenue (MCR), along with the business activities and industry codes as per International Standard Industrial Classification of All Economic Activities, Rev. 4 (ISIC4) provided by the survey respondents, were used to correct for data entry errors and outliers, and to fill data gaps.

9. **The Central Product Classification, Version 2 (CPC2) product coding and editing of the processed data has been limited due to staff turnover in the Financial Statistics Division (FSD).** There is significant under-reporting of sales and expenses at the product level. However, it has been possible to disaggregate output data for each business into trade margins, goods produced, services, and leasing and rentals. Similarly, IC has been disaggregated into purchases of goods for resale, raw materials, services, leasing and rentals, electricity, water, telecommunications and other operating expenses. The latter category included large residual amounts for most businesses. In addition, checks using industry codes showed that businesses had misclassified sales and income (e.g., manufacturers reporting sales of goods purchased for resale rather than sales of goods produced). As a result, the output and IC product breakdowns had to be determined based on the four-digit ISIC4 for each responding unit.

10. **Revised estimates of production and capital formation were compiled.** The mission assisted the FSD staff in recompiling output, IC, gross value-added (GVA), trade margins, changes in inventories and gross fixed capital formation (GFCF) for businesses, and in including the estimates in the SUT frame. However, the IC to output ratios appear to be significantly higher than the 2013 base year ratios and there are significant changes in the contribution of industries to GDP. The BAS results were used to check and

revise the estimates for NPISHs and SOEs. Ways to check and further improve the BAS-based estimates have been discussed with the FSD staff.

Recommended Actions

- Review and discuss the initial SUT with relevant SBS staff to identify areas for improvement.
- Recheck the BAS industry coding and input to output ratios for all activities and correct any errors.
- Recheck BAS total sales and margins for the wholesale and retail trade industries.
- Incorporate any other improvements that have been identified.

B. Estimates for Taxes less Subsidies on Products

11. **Revised taxes by product have been compiled.** The product breakdown for subsidies has been compiled using Government finance data. Product level import duties, VAGST and excise on imports have been compiled using Customs merchandise imports data. The revised BAS production and capital formation data, along with the household consumption expenditure, Government and SOEs IC, and aggregate Government finance data for domestic excise, services taxes, and non-refundable VAGST were used to compile the non-refundable VAGST, domestic excise and services taxes by product.

C. Employment and Earnings by Industry Estimates

12. **Industry level estimates of formal and informal sector employment and compensation for 2023 have been produced and mapped to the SUT.** Detailed four-digit ISIC4 level formal and informal employment data from the Agriculture and Population Censuses, along with higher level Labor Force Survey (LFS), Household Income and Expenditure Survey (HIES) and employment and income data from the Samoa National Provident Fund (SNPF) have been used to compile the estimates for the SUT industries. The HIES and population data were used to proportionally adjust and update the LFS total employment by industry estimates to 2023. The SNPF based estimates account for the formal sector, and these estimates were subtracted from the LFS estimates to derive the informal sector estimates. The Census data were used to split these estimates at the more disaggregated industry level. The SNPF-based formal sector estimates have now been compared to the employment and earnings estimates from the final BAS data and reconciled as part of the SUT balancing exercise.

D. Compilation of SUT

13. **While initial balanced SUT for 2023 have been produced, these estimates need to be thoroughly reviewed and further improved.** Revised industry by institutional sector production estimates and balanced product commodity flow estimates were compiled during the mission. These estimates were added to the SUT frame prior to balancing. Given the quality constraints of the product level BAS data, reconciling IC by industry with IC by product required significant adjustments.

14. **Based on the initial SUT, the level of GDP is around 2.9 percent higher than the published GDP estimates for 2023.** The increase in output on the production side is largely due to improved coverage of informal sectors and small businesses, financial and insurance services (including international business corporations), and SOEs. However, the IC to output ratios appear to be significantly higher than the 2013 base year ratios, with the higher IC largely offsetting the increase in

output. Also, the contribution to GDP by industries is significantly different from the current GDP estimates for agriculture, manufacturing, construction, wholesale and retail trade, accommodation and food services, and public administration. On the expenditure side, the increase is largely due to higher Government and NPISHs final consumption expenditure (FCE); the inclusion of estimates for Central Bank FCE; and BAS and Government finance based estimates for data and databases, software programming, research and development, and cost of ownership transfers that have been added to GFCF in line with the System of National Accounts (*SNA*) 2025 recommendations.

15. The revised work programs for finalizing the SUT and the GDP rebasing project were discussed and agreed with the SBS authorities. The SBS is expected to review the initial SUT, implement improvements and finalize the estimates by August 2026.

Recommended Actions

- Finalize the SUT and produce the benchmark estimates needed to rebase the GDP series.

E. Building SBS Staff Capacity

16. SBS staff capacity to improve source data quality and compile the SUT has been strengthened. Workgroup sessions were conducted to build the capacity of FSD staff in reviewing, reconciling, classifying and formatting source data; as well as compiling the industry and product balances and the initial balanced SUT.

F. Next Steps

17. Development of an updated compilation system to produce the new 2023 base GDP series will be the main focus of the next mission. The GDP by expenditure workbooks only needs to be updated to include the new benchmarks and the constant price series revised to 2023 as the base year. However, the GDP by production workbooks will need to be significantly modified to incorporate more detailed industry and institutional sector benchmarks and compilation. In addition to the current GVA estimates, separate output and IC estimates need to be compiled and double deflation introduced, along with implementation of other relevant *SNA* 2025 recommendations (where feasible). For example, net return to capital used in production to be included in the value of output for non-market producers for Government and NPISHs, and investment funds classified in the non-financial corporations' sector if they primarily own, and directly rent out, dwellings and/or commercial property. Also, the United Nations ISIC, Rev. 4 – Rev. 5 Correspondence Table will be used to map the detailed BAS industry level data to implement the ISIC5 industry classification.

G. Data Adequacy

18. Samoa's Data Adequacy was rated at B during the December 2024 Article IV consultation. The overall ratings for national accounts, prices, and monetary and financial statistics is B, with external and fiscal sector statistics rated C. The B rating for national accounts reflects the fact that the current 2013 base year is outdated and there are shortcomings in the source data that lead to frequent revisions. The current focus on improving the quality of the source data, development of the SUT, planned rebasing to 2023 and implementation of relevant *SNA* 2025 recommendations should address the current issues

with the national accounts. With continued TA support in national accounts, the authorities will achieve progress in the quality, comprehensiveness, and timeliness of data that will support surveillance.

H. Officials Met During the Mission

Name	Title and Institution
Mr. Leota Aliielua Salani	Government Statistician, SBS
Mr. Oloapu Tanielu Isara	ACEO, FSD, SBS
Ms. Ianeta Sa'u – Misa	Senior Statistician, FSD, SBS
Ms. Sulufaiga Tuuga	Senior Statistician, FSD, SBS
Mr. Jedidiah Josiah Maafi	Research Officer, FSD, SBS
Mr. Fuimaono Fitimaleula Tipi	Senior Statistician, FSD, SBS
Ms. Baby Angel Tavita	Research Officer, FSD, SBS

Annex 1. Updated 2023 GDP Rebase Schedule

Task No.	ACTIVITIES/TASKS	Resources <i>Lead</i>	Task	2026												2027											
				J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J						
1	Project Planning																										
1.1	2023 SUT/Rebasing work program & schedule approved	GS, SBS	Completed																								
1.2	Secure additional budget for source data and compilation	GS, SBS	Completed																								
1.3	Recruitment process and recruit two additional staff for NAFSD	GS, SBS	Underway																								
1.4	Secure additional TA from development partners	GS, SBS	Completed																								
1.5	Request IMF/PFTAC remote&mission TA on data, SUT&GDP rebasing	GS/MoF	Completed			M							M						M								
1.6	Establish Data Coordination Committee	GS, SBS	Completed																								
1.7	Establish MOUs with all key data providing institutions	GS, SBS	Completed																								
2	Data Collection, Processing and Outputs																										
2.1	Collect agriculture, quarrying and fishing costs and output data	NAFSD	Completed																								
2.2	Assist SNPF updating register to ISIC Rev 4	SSD	Completed																								
2.3	SNPF to provide monthly employment & earnings 4-digit ISIC data	SSD	Completed																								
2.4	Assist MCR to recheck/update ISIC Rev4 of registered units	NAFSD	Completed																								
2.5	MCR to provide quarterly VAGST turnover by ISIC4 data	NAFSD	Completed																								
2.6	MCR to provide annual CIT data by ISIC4 & Financial Statements	NAFSD	Completed																								
2.7	Assist Customs in coding exporters/importers to ISIC Rev 4	ESD	Completed																								
2.8	Customs to provide monthly exports & imports and shipping data	ESD	Completed																								
2.9	Provision of detailed IMTS CPC and ISIC Rev4 data for 2023	ESD	Completed																								
2.10	Collection of Government finance monthly and FY23 & 24 data	NAFSD	Completed																								
2.11	Collect FY23 and FY24 financial statements for SOEs & others	NAFSD	Completed																								
2.12	Collect 2023 tourism data from STA	NAFSD	Completed																								
2.13	Collect 2023 BOP and financial sector data from CBS	NAFSD	Completed																								
2.14	Extract formal/informal employ/income by industry from 2022 LFS	SSD	Completed																								
2.15	Estimate Informal Sector businesses using Pop. Census, LFS & HIES	NAFSD	Completed																								
2.16	HIES data processing and outputs released	ESD	Completed																								
2.17	Reweighting, compilation and release of new CPI series	ESD	Completed																								
2.18	Update the Integrated Business Register	NAFSD	Completed																								
2.19	Pilot testing & field phase of BAS for 2023	NAFSD	Completed																								
2.20	BAS construction inputs data	NAFSD	Completed																								
2.21	BAS transport and trade margins data	NAFSD	Completed																								
2.22	BAS NPIS data	NAFSD	Completed																								
2.23	Process and rate up BAS results	NAFSD	Completed																								
2.26	Quality adjust and finalize 2023 SUT source data for SUT	NAFSD	Completed																								
3	Compilation																										
3.1	Design the SUT framework (industries and products)	NAFSD	Completed																								
3.2	Stakeholder consultations on SUT	NAFSD	Completed																								
3.3	Industry balances compiled	NAFSD	Completed																								
3.4	Product balances compiled	NAFSD	Completed																								
3.5	Compilation of SUT (make and absorption matrices)	NAFSD	Completed																								
3.6	Review and final balancing of SUT	NAFSD																									
3.7	Redevelop GDP compilation system	NAFSD																									
3.8	Rebased GDP-P and GDP-E estimates compiled	NAFSD																									
3.9	2013 and 2023 GDP series linked	NAFSD																									
4	Dissemination																										
4.1	Rebased Annual GDP-P and GDP-E estimates released	NAFSD																									

Annex 2. Updated 2023 SUT and GDP Rebase Work Program

This section sets out in tabular form the work program to compile and disseminate the 2023 SUT and rebase the NAS for Samoa.

OBJECTIVES

Objectives	Verifiable Indicators	Completion Date	Assumptions
Compile and disseminate 2023 SUT and rebased GDP estimates.	Release of 2023 SUT and rebased GDP estimates.	06/30/2027	The Samoan authorities ensure that appropriate staff and other resources, including TA, are available to the Samoa Bureau of Statistics (SBS) to implement this work program.

ACTIVITIES/OUTPUTS

Task No.	Activities/Outputs	Responsibility	Verifiable Indicators	Completion Date	Implementation Status
1.	Project planning and resourcing	GS, SBS	Institutional infrastructure and operational capacity improved.	07/31/2026	
1.0	Draft 2023 SUT/Rebasing work program and schedule.	FSD/PFTAC Mission	2023 SUT/Rebasing work program and schedule prepared.	09/28/2023	Completed
1.1	2023 SUT/Rebasing work program approved.	GS, SBS	Work program and schedule approved.	10/31/2023	Completed
1.2	Secure additional budget.	GS, SBS	Additional budget secured.	03/31/2024	Completed
1.3	Recruitment process and recruit two additional staff for FSD.	GS, SBS	Additional two statisticians recruited to FSD, NAS Unit.	07/31/2026	Commenced.
1.4	Secure additional TA from development partners (ADB, SPC, Australia/NZ).	GS, SBS	Additional TA secured for the project.	03/31/2024	Completed.
1.5	Request IMF/PFTAC remote and mission TA to help with source data, SUT compilation and GDP rebasing.	GS, SBS	IMF/PFTAC TA secured.	03/31/2024	Completed.
1.6	Establish Data Coordination Committee.	GS, SBS	Committee established and meeting on a monthly basis.	03/31/2024	Completed.

Task No.	Activities/Outputs	Responsibility	Verifiable Indicators	Completion Date	Implementation Status
2.	Ensure appropriate source data are available	SBS Division Heads	The required source data are available and fit for use	02/28/2026	
2.0	Undertake initial data assessment of source data.	FSD/PFTAC Mission	Initial assessment of data sources completed and data gaps identified.	09/28/2023	Completed.
2.1	Collect agriculture, quarrying and fishing costs and output data	FSD	Data collection, quality assurance (QA) and initial mapping to SUT working files.	12/31/2024	Completed.
2.2	Assist SNPF updating register to ISIC Rev. 4	FSD	SNPF register updated to ISIC Rev. 4	05/31/2024	Completed.
2.3	SNPF to provide monthly employment & earnings 4-digit ISIC data	FSD	Data collection, QA and initial mapping to SUT working files (activities).	12/31/2024	Completed.
2.4	Assist MCR to recheck/update ISIC Rev4 of registered units	FSD	MCR register units updated.	05/31/2024	Completed.
2.5	MCR to provide quarterly VAGST turnover by ISIC4 data	FSD	Data collection, QA and initial mapping to SUT working files.	12/31/2024	Completed.
2.6	MCR to provide 2023 CIT data by ISIC4 & Financial Statements	FSD	Data collection, QA and initial mapping to SUT working files (activities and products) completed.	08/31/2025	Completed.
2.7	Assist Customs in ISIC Rev 4 coding exporters/importers	ESD	SNPF register updated to ISIC Rev. 4, to identify traders and non-traders.	08/31/2024	Completed.
2.8	Customs to provide monthly exports & imports data	ESD	Monthly data being provided.	06/30/2024	Completed.
2.9	Provision of detailed IMTS CPC and ISIC Rev 4 data for 2023	ESD	Data collection, QA and mapping to SUT working files (exports and imports) completed.	03/31/2025	Completed.
2.10	Collection of detailed Government finance monthly and FY23 and FY24 data	FSD	Data collection, QA and initial mapping to SUT working files completed.	03/31/2025	Completed.
2.11	Collect FY23 and FY24 financial statements for SOEs and others	FSD	Data collection, QA and initial mapping to SUT working files completed.	08/31/2025	Completed.
2.12	Collect 2023 tourism data from STA	FSD	Data collection, QA and initial mapping to SUT working files completed.	03/31/2025	Completed.

Task No.	Activities/Outputs	Responsibility	Verifiable Indicators	Completion Date	Implementation Status
2.13	Collect 2023 BOP and financial sector data from CBS	FSD	Data collection, QA and initial mapping to SUT working files completed.	12/31/2024	Completed.
2.14	Extract formal/informal employ/income by industry from 2022 LFS	SSD	Data collection, QA and initial mapping to SUT working files (activities) completed.	09/30/2024	Completed.
2.15	Estimate Informal Sector businesses using Pop. Census, LFS & HIES	FSD	Data collection, QA and initial mapping to SUT working files (activities) completed.	03/31/2025	Completed.
2.16	Conduct informal sector industry cost structure studies/HIES frame	FSD	Studies conducted and data incorporated into the SUT working files (activities and products).	03/31/2025	Completed.
2.17	HIES conducted	ESD	HIES field phase completed.	12/31/2023	Completed.
2.18	HIES data processing and outputs released	ESD	QA of output data and mapping to working files (informal activities and Households FCE) completed.	09/30/2024	Completed.
2.19	Reweighting, compilation and release of new CPI series	ESD	NA prices database updated and linked to previous CPI series.	06/30/2025	Completed.
2.20	Conduct construction inputs studies	FSD	Frame selected, studies conducted and data incorporated into the SUT.	08/31/2025	Incorporated into the BAS.
2.21	Conduct transport and trade margins studies	FSD	Adjustment factors and indicators available for transport and trade margins (TTMs), CIF/FOB, etc.	08/31/2025	Incorporated into the BAS.
2.22	Update the Integrated Business Register	FSD	Update of Integrated Business Register completed.	08/30/2024	Completed.
2.23	Field phase of Business Activity Survey (BAS) for 2023	FSD	BAS field phase completed.	08/08/2025	Completed.
2.24	Process and rate up BAS results	FSD	Data QA and initial mapping to SUT working files (activities and products) completed.	12/31/2025	Completed.
2.25	Conduct NPISHs Survey (if not part of BAS)	FSD	Survey field phase completed, data QA and initial mapping to SUT working files	08/31/2025	Incorporated into the BAS.

Task No.	Activities/Outputs	Responsibility	Verifiable Indicators	Completion Date	Implementation Status
			(activities, products, FCE) completed.		
2.26	Quality adjust and finalize 2023 SUT source data for SUT	FSD	All available input data for the 2023 SUT finalized.	02/28/2026	Completed.
3.	Compile the SUT benchmark estimates and rebase GDP.		SUT and benchmark estimates compiled, and GDP rebased.	03/31/2027	
3.1	Design the SUT framework (industries and products)	FSD	Assessment completed.	09/30/2024	Completed.
3.2	Stakeholder consulted on SUT	FSD	SUT activities and products modified.	09/30/2024	Completed.
3.3	Industry balances compiled	FSD	Tables compiled using initial estimates.	03/31/2026	Completed.
3.4	Product balances compiled	FSD	The initial estimates adjusted to the overall size of the different activities.	03/31/2026	Completed.
3.5	Compilation of make and absorption matrices	FSD	Make and absorption matrices compiled.	03/31/2026	Completed.
3.6	Final balancing of SUT	FSD	SUT balanced.	03/31/2026	Completed.
3.7	Redevelop GDP compilation system	FSD	GDP compilation system redeveloped.	03/31/2027	
3.8	Rebased GDPP and GDPE estimates compiled	FSD	Rebased estimates compiled.	03/31/2027	
3.9	Linking of the 2013 and 2023 series.	FSD	Linked series compiled.	03/31/2027	
4.	Disseminate 2023 SUT and rebased GDP estimates	FSD	2023 SUT and rebased GDP estimates released	06/30/2027	
4.1	Release SUT and rebased GDPP and GDPE estimates.	FSD	Public dissemination of SUT and rebased annual GDPP and GDPE estimates.	03/31/2027	
4.2	Concepts, sources and methods manual compiled and released	FSD	Concepts, sources and methods manual compiled and disseminated	06/30/2027	