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Economic statistics: national accounts**Milestone assessment of the implementation of the System of National Accounts, 1993 by member States****Report of the Secretary-General***Summary*

The present report was prepared at the request of the Statistical Commission at its twenty-ninth session.¹ Section I contains background information on the definition and measurement of the milestones for implementation of the System of National Accounts, 1993. Section II contains tables of the milestone assessment for member States, covering the period 1992–1997. For comparison, the assessment for the period 1990–1995, which was before the Commission at its twenty-ninth session as a background document, is also included in table 1. In section III, the regional commissions present qualifying country notes and comments on the assessment. Section IV contains a brief analysis of the changes in the assessment over the last two years, and section V concludes the report with points for discussion.

¹ See *Official Records of the Economic and Social Council, 1997, Supplement No. 4* (E/1997/24), para. 46 (b).

* E/CN.3/1999/1.

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I. Definition and measurement of milestones

1. At its twenty-eighth session (27 February–3 March 1995), the Statistical Commission requested the Intersecretariat Working Group on National Accounts (ISWGNA) to define criteria against which progress regarding the country implementation of the System of National Accounts, 1993 (1993 SNA) could be judged.¹ ISWGNA subsequently developed the set of six so-called milestones. Higher milestone levels correspond to increasingly complex national accounting systems. Countries at level 1 are characterized by compiling gross domestic product at current and constant prices, broken down by kind of economic activity and final expenditure. Level-2 group countries add to the gross domestic product (GDP) information the main macroeconomic aggregates for the national economy and complete accounts for the rest of the world. Levels 3 to 6 then introduce institutional sector accounts, ranging from production accounts (level 3), income and capital accounts (level 4) and financial accounts (level 5) to balance sheet information (level 6). With regard to specific sectors, priority was given to the general government (level 3).

2. The purpose of the milestone development was twofold. On the one hand the milestones were supposed to provide some guidance to countries who were considering expanding their national accounting coverage in line with the recommendations of the 1993 SNA, although it was always emphasized that the specific implementation process chosen is entirely the responsibility of the individual country. On the other hand, the milestones constitute a monitoring instrument that permits the measurement of the level of national accounts development at different points in time. In this context, it was expected that the milestone assessment would permit the identification of the groups of countries (by type or by region) that would need particular attention from the international community.

3. In an effort to operationalize the milestone definition, the United Nations Statistics Division, in cooperation with the regional commissions, developed a methodology for the assessment of individual countries. The evaluation is based on the data reported to the Division in its annual national accounts questionnaire. Alternative measurements could have been based on auto-assessments by countries or external ad hoc assessments by national accounts experts, e.g., in international organizations. However, basing the assessment on data actually available at the international level was preferred as more objective. It was also hoped that this assessment method would provide countries with an additional incentive to report data to the international user community. Even though the prime objective of the 1993 SNA is clearly to enable countries to compile their specific economic data set, an important secondary objective is to improve the international database on national accounts. In an increasingly globalized world, the number of users of consistent and comparable intercountry data is increasing steadily.

4. The mechanics of the assessment methodology can be summarized as follows. A cut-off date for the analysis is chosen, which for this year's analysis was 30 November 1998. Then a number of 26 key tables in the United Nations Statistics Division database are analysed, which have been identified as relevant for the milestone assessment. A country is assessed at a particular milestone level, provided it meets criteria, according to which it has to have data for a certain combination of key tables.²

5. Of particular importance for the assessment is the time-frame chosen. The time-frame for the new analysis presented in the present report is 1992–1997. It should be re-emphasized that the following relatively weak criterium is used: a country is considered to have implemented a specific table if it has reported data for this table at least once during the predefined time-frame. Hence, this criterium is not able to distinguish between benchmark and annual compilation efforts.

6. When looking at the assessment table, one should bear in mind the limitations as well as the advantages of this assessment exercise. First, the problem of under-reporting still exists since countries compile comprehensive data systems without reporting them to international organizations. Second, the assessment method is not sensitive to data quality; in particular, this assessment cannot detect whether countries have made efforts to actually implement specific conceptual recommendations of the 1993 SNA as opposed to the 1968 SNA. On the other hand, this mechanical assessment method is quick, low cost and easy to repeat at regular intervals.

7. In a letter dated 14 October 1997, the Director of the United Nations Statistics Division informed national statistical agencies about the assessment and the methodology used, soliciting comments on both topics. From the 12 responses received, it could be inferred that the milestones and the measurement methodology used were accepted despite certain limitations. It was suggested that at the time of the adaptation of the methodology to the new 1993 SNA data questionnaire to be implemented in 1999, certain refinements might be considered.

II. Milestone assessment of member States for 1992–1997

8. Table 1 presents the milestone assessment for member States. Countries are listed alphabetically, by region. The first column serves as reference column and presents the milestone assessment based on the 1990–1995 period, as it was presented to the Commission at its twenty-ninth session. The new assessment is based on the 1992–1997 period and is presented in the second column. The third column reflects the point difference between the first two. A milestone index per region is also calculated, which calculates the weighted average of the milestone assessments for countries in that particular region. Population figures for the year 1994 are used as weights. Table 2 presents a summary by region.

Table 1
Milestone assessment

<i>Regions/member States</i>	<i>Milestone 1990–1995</i>	<i>Milestone 1992–1997</i>	<i>Difference</i>
Africa	1.03	0.85	
Algeria	0	0	
Angola	2	0	-2
Benin	0	0	
Botswana	1	1	
Burkina Faso	0	0	
Burundi	1	0	-1
Cameroon	1	0	-1
Cape Verde	0	0	
Central African Republic	0	0	
Chad	1	1	
Comoros	0	0	
Congo	0	0	
Côte d'Ivoire	2	2	
Democratic Republic of the Congo	0	0	
Djibouti	0	0	
Egypt	1	0	-1

<i>Regions/member States</i>	<i>Milestone 1990–1995</i>	<i>Milestone 1992–1997</i>	<i>Difference</i>
Equatorial Guinea	1	0	-1
Eritrea	0	0	
Ethiopia	0	0	
Gabon	0	0	
Gambia	1	1	
Ghana	0	0	
Guinea	0	0	
Guinea-Bissau	1	0	-1
Kenya	2	2	
Lesotho	2	2	
Liberia	0	0	
Libyan Arab Jamahiriya	0	0	
Madagascar	0	0	
Malawi	1	2	1
Mali	2	2	
Mauritania	0	0	
Mauritius	2	2	
Morocco	2	2	
Mozambique	0	0	
Namibia	2	2	
Niger	0	0	
Nigeria	2	2	
Rwanda	0	0	
Sao Tome and Principe	0	0	
Senegal	1	1	
Seychelles	2	0	-2
Sierra Leone	2	0	-2
Somalia	0	0	
South Africa	2	2	
Sudan	0	0	
Swaziland	1	1	
Togo	0	0	
Tunisia	2	2	
Uganda	1	1	
United Republic of Tanzania	2	2	
Zambia	1	0	-1
Zimbabwe	2	0	-2
North America	6.00	6.00	
Canada	6	6	
United States of America	6	6	
Latin America and the Caribbean	2.23	2.10	
Antigua and Barbuda	0	1	1
Argentina	1	1	
Bahamas	2	2	
Barbados	1	1	
Belize	1	1	

<i>Regions/member States</i>	<i>Milestone 1990–1995</i>	<i>Milestone 1992–1997</i>	<i>Difference</i>
Bolivia	2	2	
Brazil	2	2	
Chile	2	3	1
Colombia	4	4	
Costa Rica	2	2	
Cuba	1	1	
Dominica	1	0	-1
Dominican Republic	2	2	
Ecuador	5	5	
El Salvador	2	2	
Grenada	1	0	-1
Guatemala	2	2	
Guyana	1	1	
Haiti	2	2	
Honduras	2	2	
Jamaica	1	1	
Mexico	2	2	
Nicaragua	0	0	
Panama	2	2	
Paraguay	1	1	
Peru	4	1	-3
Saint Kitts and Nevis	0	1	1
Saint Lucia	0	0	
Saint Vincent and the Grenadines	2	2	
Suriname	2	2	
Trinidad and Tobago	2	2	
Uruguay	2	0	-2
Venezuela	3	3	
Western Asia	1.63	1.72	
Bahrain	2	2	
Cyprus	2	2	
Iran (Islamic Republic of)	2	2	
Iraq	1	0	-1
Israel	2	3	1
Jordan	2	2	
Kuwait	1	1	
Lebanon	0	1	1
Oman	1	1	
Qatar	1	1	
Saudi Arabia	0	2	2
Syrian Arab Republic	1	1	
Turkey	2	2	
United Arab Emirates	2	0	-2
Yemen	2	2	
East, South-East and South Asia	1.83	1.86	
Afghanistan	0	0	

<i>Regions/member States</i>	<i>Milestone 1990–1995</i>	<i>Milestone 1992–1997</i>	<i>Difference</i>
Bangladesh	1	1	
Bhutan	2	2	
Brunei Darussalam	0	0	
Cambodia	0	1	1
China	1	1	
Democratic People's Republic of Korea	0	0	
India	3	3	
Indonesia	1	1	
Japan	5	5	
Lao People's Democratic Republic	0	0	
Malaysia	2	2	
Maldives	0	0	
Mongolia	0	1	1
Myanmar	1	1	
Nepal	2	2	
Pakistan	1	1	
Philippines	2	2	
Republic of Korea	3	5	2
Singapore	1	1	
Sri Lanka	2	2	
Thailand	2	2	
Viet Nam	1	1	
Western Europe	4.37	4.17	
Andorra	0	0	
Austria	3	3	
Belgium	4	4	
Denmark	4	4	
Finland	5	5	
France	5	5	
Germany	5	4	-1
Greece	2	2	
Iceland	3	3	
Ireland	3	3	
Italy	4	4	
Liechtenstein	0	0	
Luxembourg	2	1	-1
Malta	4	4	
Monaco	0	0	
Netherlands	5	5	
Norway	3	4	1
Portugal	5	5	
San Marino	0	0	
Spain	4	4	
Sweden	5	5	
United Kingdom of Great Britain and Northern Ireland	4	4	

<i>Regions/member States</i>	<i>Milestone 1990–1995</i>	<i>Milestone 1992–1997</i>	<i>Difference</i>
Eastern Europe	1.06	1.58	
Albania	0	0	
Bosnia and Herzegovina	0	0	
Bulgaria	1	2	1
Croatia	0	0	
Czech Republic	1	2	1
Hungary	3	4	1
Poland	1	1	
Romania	1	2	1
Slovakia	0	2	2
Slovenia	2	2	
The former Yugoslav Republic of Macedonia	2	2	
Yugoslavia	1	1	
Former USSR	1.07	1.12	
Armenia	0	0	
Azerbaijan	1	2	1
Belarus	1	1	
Estonia	2	2	
Georgia	0	0	
Kazakhstan	0	0	
Kyrgyzstan	2	2	
Latvia	2	2	
Lithuania	1	2	1
Republic of Moldova	0	1	1
Russian Federation	1	1	
Tajikistan	0	0	
Turkmenistan	0	0	
Ukraine	2	2	
Uzbekistan	1	1	
Oceania	3.92	3.59	
Australia	5	5	
Federated States of Micronesia	0	0	
Fiji	2	2	
Marshall Islands	0	0	
New Zealand	2	2	
Palau	0	0	
Papua New Guinea	2	0	-2
Samoa	0	0	
Solomon Islands	1	0	-1
Vanuatu	0	0	

Table 2
Summary table for milestone assessment

<i>Milestone</i>	<i>0</i>	<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>	<i>6</i>	<i>Total</i>	<i>Index</i>
Number of countries									
World	66	37	54	7	10	9	2	185	
Africa	35	6	12	0	0	0	0	53	0.85
North America	0	0	0	0	0	0	2	2	6.00
Latin America and the Caribbean	5	10	14	2	1	1	0	33	2.10
Western Asia	2	5	7	1	0	0	0	15	1.72
East, South-East and South Asia	5	9	6	1	0	2	0	23	1.86
Western Europe	4	1	1	3	8	5	0	22	4.17
Eastern Europe	3	2	6	0	1	0	0	12	1.58
Former USSR	5	4	6	0	0	0	0	15	1.12
Oceania	7	0	2	0	0	1	0	10	3.59
Percentage (number of countries)	35.7	20.0	29.2	3.8	5.4	4.9	1.1	100.0	

Note: The regional milestone index uses the country population figures as weights.

III. Qualifying country notes

9. The qualifying notes set out below were prepared by the regional commissions. They are meant to complement the assessment table by giving additional information on specific regional or country circumstances. In particular, they highlight situations where countries have compiled more national accounts data than they report to the United Nations Statistics Division.

A. Economic Commission for Africa

10. In 1995, the Economic Commission for Africa (ECA) conducted a comprehensive survey of African countries with respect to their current national accounts situation, as well as to future implementation plans for the 1993 SNA. Based on this study and on data available at ECA, the specialists of the regional commission recommend assessing the following 12 countries at level 1 rather than level 0 for the period 1992–1997: Benin, Burkina Faso, Cameroon, Central African Republic, Democratic Republic of the Congo, Djibouti, Ethiopia, Gabon, Mauritania, Niger, Seychelles, Togo.

B. Economic Commission for Europe

11. The countries of North America and Western Europe (European Union (EU) and European Free Trade Association (EFTA)) have reached milestones 3 to 6. The implementation of the 1993 SNA in these countries is supported mainly by the Statistical Office of the European Communities (Eurostat) and the Organisation for Economic Cooperation and Development (OECD).

12. According to the information available at the Economic Commission for Europe (ECE), Cyprus, Israel and Turkey have reached milestone 2, which corresponds to the assessment in the milestone assessment table.

13. Transition countries from Central and Eastern Europe have compiled the set of accounts from production to capital account up to milestone 4. Accounts by institutional sectors are available for most of them. Work is under way in these countries to develop financial accounts, and several of them have made experimental calculations. Some countries, such as the Czech Republic and Latvia, have even published financial accounts. In some of these countries, transactions with the rest of the world are partially covered; therefore, the accounts for that institutional sector are not yet fully covered.

14. The Russian Federation and the other Commonwealth of Independent States (CIS) countries have made considerable achievements in the area of national accounts since the beginning of the transition in 1991–1992. The majority of the countries (except Tajikistan and Turkmenistan) have implemented the main set of flow accounts of the 1993 SNA up to and including the capital account in current and constant prices, usually of the previous year. These accounts, together with a number of analytical tables, have been published. However, it should be noted that while the structure of the accounts has been set up, the quality of the estimates in certain areas have to be improved considerably. The quality and comprehensiveness of the accounts depend to a great extent on the improvement of basic statistics. Government finance statistics have to be developed or improved. In most CIS countries, transactions with the rest of the world are still not well covered.

15. The assessment given to the CIS countries in the milestone assessment table does not correspond to the information available at ECE. All CIS countries, except Tajikistan and Turkmenistan, should be given at least milestone 2 if not 3 for such countries as Belarus and the Baltic States (Estonia, Latvia, Lithuania). In addition, the Baltic States should be shown separately from the group of CIS countries because they are not members of CIS. Tajikistan and Turkmenistan should be given milestone 1.

16. It is suspected that CIS countries are under-reporting national accounts information to the United Nations Statistics Division, due to the difficulties for these countries of responding to the current data questionnaire, which is based on the 1968 SNA. Transition countries are not familiar with the 1968 SNA and its definitions.

17. The rest of the transition countries — Albania, Croatia, Bosnia and Herzegovina, and Yugoslavia — are at the initial stages of implementing the 1993 SNA. Albania, and Bosnia and Herzegovina have compiled GDP estimates by industry. Croatia has reached milestone 1.

C. Economic Commission for Latin America and the Caribbean

18. With the recent launching of a formal implementation programme in Honduras and Uruguay, 21 of the 33 countries of the region (Argentina, Belize, Bolivia, Brazil, Chile, Colombia, Costa Rica, Cuba, Dominican Republic, Ecuador, Guatemala, Honduras, Jamaica, Mexico, Nicaragua, Panama, Paraguay, Peru, Trinidad and Tobago, Uruguay and Venezuela) are working on the implementation of the 1993 SNA, based on their own objectives and with different degrees of progress.

19. The member countries of the Caribbean Community (CARICOM), plus Netherlands Antilles, Aruba and Bermuda, continue with the first phase of their harmonized programme, initiated in 1997, to implement their national accounting system.

20. In December 1997, Brazil joined the group of countries of the region (Bolivia, Mexico, and Trinidad and Tobago), which present regularly official national accounts estimates, which have been compiled based on the 1993 SNA. Of these countries, Mexico, which already disseminates official accounts and goods and services tables, including supply and use tables

and estimates at constant prices of 1993, has now concluded a first compilation of its institutional sector accounts.

21. Even though the Dominican Republic was the first country of the region to implement the 1993 SNA, including a series of annual data for 1991–1997 and the development of quarterly accounts, it has still not released these data officially.

22. In Costa Rica, a certain delay of the implementation programme is expected due to the Government's decision to move in 1999 the responsibility to compile national accounts from the Central Bank of Costa Rica to the national statistical office.

23. It should be added that 13 of the 21 countries who are implementing the 1993 SNA are compiling supply and use tables as part of their production accounts. The other countries report that they are elaborating simplified product accounts by origin and type of expenditure. Sixteen countries are working on institutional sector accounts for at least one sector. Only 10 of those compile accounts for all their sectors. These accounts cover basically production accounts, income accounts and capital and financial accounts.

24. So far, in only two countries — Colombia and the Dominican Republic — does the work programme include plans to elaborate opening and closing balance sheets.

25. Two countries have had some experiences with compiling and publishing complete or at least partial satellite accounts: the Dominican Republic (tourism accounts) and Mexico (environmental accounts). In addition, a number of countries (Bolivia, Brazil, Chile, Colombia and Ecuador) have developed, even though they have not published, partial measures for the environment. In 1998, Peru started to develop a satellite account for the health sector.

26. The remaining countries continue to develop their respective implementation work programmes, and it is expected that at least three of them will produce results in 1999.

D. Economic and Social Commission for Asia and the Pacific

27. The Economic and Social Commission for Asia and the Pacific (ESCAP) discussed the milestone assessment at a recent subregional workshop on national accounts. The participating country experts offered thereby the comments set out below.

28. Bangladesh reported that trial compilations of production accounts for the Government and other sectors had started. Furthermore, flow-of-fund accounts are available in the Central Bank but not integrated with the national accounts.

29. Bhutan agrees with its level-2 assessment since GDP estimates are compiled by the production and expenditure method in constant and current prices. Furthermore, accounts for the rest of the world as well as macroeconomic aggregates are prepared (however, they are prepared according to the 1968 SNA concepts).

30. Brunei Darussalam plans to compile GDP by economic activity and expenditure by the year 1999.

31. China agrees with its level-1 assessment since GDP estimates by industry and expenditure breakdown have been compiled since 1985 in constant and current prices. In addition, quarterly accounts and input-output tables for selected years are available, as well as flow of funds and balance of payment, whereby the latter two are being compiled by institutions other than the State Statistical Bureau. It is reported that the Hong Kong Special Administrative Region (SAR) of China has met the core requirement for milestone 2.

32. India agrees with its level-3 assessment, pointing out that production accounts for all institutional sectors, except households and non-profit institutions serving households, are compiled. India is in the process of switching to an accounting framework based on the 1993 SNA.

33. Indonesia indicates that it compiles all the necessary data up to milestone level 2 according to 1993 SNA standards. In addition, some elements of institutional sector accounting, input-output tables and social accounting matrices are being compiled.

34. The Republic of Korea agrees with its level-5 assessment.

35. Malaysia suggests that milestone level 4 has been reached, even though the data have not been provided to international organizations. The basic GDP calculation still follows the 1968 SNA. Subsequently, necessary changes for a conversion to the 1993 SNA are applied.

36. Pakistan reports that an extensive 1989–1990 supply and use table has been compiled, with some elements of institutional sector accounting. However, many gaps exist and work is considered to be in the initial phases.

37. The Philippines currently produce complete accounts for the nation and the rest of the world. Production accounts and income accounts are broken down by institutional sectors. Flow-of-funds accounts are also compiled in coordination with the central bank.

38. Singapore suggests for itself assessment level 2 since gross national product is published and macroeconomic aggregates are being reported to the United Nations Statistics Division. Institutional sector accounts have been developed by broad institutional sectors; however, more work is needed to implement 1993 SNA recommendations.

39. Sri Lanka points out that in addition to the macroeconomic aggregates, integrated accounts for the Government and input-output tables are being compiled.

E. Economic and Social Commission for Western Asia

40. The secretariat of the Economic and Social Commission for Western Asia (ESCWA) has organized a number of training courses, workshops and seminars to clarify and deepen the understanding of the concepts, definitions and classifications related to the System of National Accounts, the changes made to the 1968 System and the uses of the 1993 SNA for economic and social analysis. ESCWA activities in this field have also aimed at clarifying the statistical requirements for the application of the System, including requirements for the development of survey programmes and to build the technical teams required for the implementation of the 1993 SNA.

41. During the three years 1995–1997, 13 workshops and training courses were held in different ESCWA countries; there were 293 participants, 258 of which were from ESCWA member States, while 35 were from Arab countries which are not ESCWA member States. These workshops and training courses were held at the national and regional levels.

42. In addition, an expert group meeting on the evaluation of the initial stages of the implementation of the 1993 SNA in the ESCWA region was held in Lebanon in May 1998.

43. As a result of these efforts, most ESCWA member countries had started the implementation of the SNA 1993 but are at different stages.

44. Some ESCWA countries, such as Bahrain, Egypt, Kuwait, Saudi Arabia and Yemen, have prepared, in cooperation with ESCWA, plans for the implementation of the 1993 SNA. Others, such as Jordan, Oman, Qatar and Syria, are more advanced in the implementation.

Jordan, in particular, has prepared the following main accounts in accordance with SNA 1993: the production account; the generation of income account; the primary distribution of income account; the secondary distribution of income account; the redistribution of income in kind account; the use of disposable income account; and the use of adjusted disposable income account.

45. Technical assistance was provided by ESCWA in a way that serves the objectives of national accounts and the statistical needs of the 1993 SNA during its first stage of implementation; particular attention was given to industrial surveys, household expenditure and income surveys, prices and price indices.

IV. Analysis of milestone assessment

46. Comparing the two assessment columns in table 1 referring to the 1990–1995 and 1992–1997 periods, respectively, it may be observed that for 19 countries the assessment has improved, whereas 20 countries are assessed at a lower level. A closer look at the data of the latter group reveals that the decrease in the assessment does not reflect a recent deterioration of the data situation: these countries had reported certain tables until 1990 or 1991 but not thereafter, which makes their assessment drop when the 1992–1997 time-frame is used.

47. In general, the distribution of countries over the milestone levels has changed only marginally. The most noticeable shift is the increase of countries assessed at level 0: 66 countries (35.7 per cent) instead of 56 countries (30.4 per cent). This is due to the fact that 10 additional African countries have been assessed at level 0, so that this region now contains more than half of the countries for which basically no national accounts information is available. It may be interesting to observe that 15 of the 31 non-African countries assessed at level 0 are small countries with less than 1 million inhabitants.

48. The number of countries assessed at level 3 or higher, indicating that the country is publishing some form of institutional sector accounts, increased from 27 to 28 (15.2 per cent).

49. Despite the various reservations made with regard to the validity of the analysis, there seem to appear at least two clear regional trends:

(a) In Africa, 10 countries decreased in their assessment whereas only 1 country increased;

(b) There are three regions in which all change has been for the better (a total of 11 countries): East, South-East and South Asia, Eastern Europe and the former USSR.

50. Even though there are three regions that show a noticeable decrease in their regional index, a closer look shows that this is due mainly to the shift in the assessment of one relatively populous country for each of these three regions. This is the case with Western Europe, Latin America and the Caribbean, and Oceania.

51. As the country notes above indicate, serious problems persist, in particular regarding under-reporting of data. The analysis above has to be seen in this context, and any conclusion therefore has to be drawn with caution. It is hoped that once reporting according to the new data questionnaire has been established, this milestone assessment will become a more effective monitoring tool for change.

V. Points for discussion

52. The Commission is requested to:

- (a) Express its views regarding the milestone assessment and its use;
- (b) Suggest, if considered necessary, improvements for the assessment method that is being applied.

Notes

¹ See *Official Records of the Economic and Social Council, 1995, Supplement No. 8 (E/1995/28)*, para. 12 (a).

² For details regarding the six criteria, see background document entitled "Milestone assessment of member States", submitted to the Statistical Commission at its twenty-ninth session under agenda item 9, "National accounts".
