Implementing the revised SNA in the Dutch national accounts

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1993

Online at http://mpra.ub.uni-muenchen.de/5954/
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*) This paper is written as a background paper for the ECE/OECD meeting from 21-25 June 1993. One of the central issues at this meeting is the implementation of the revised SNA in various countries.

**) The author would like to thank Steven Keuning for his stimulating comments and Mark de Haan and Gerrit Zijlmans for their assistance.

Nr. NA-063
1993
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Abstract

This paper discusses the implementation of the new United Nations guidelines on national accounting (SNA) in the Netherlands. The changes in basic concepts and classifications in the SNA will probably be implemented during a revision over 1995. The changes in scope will be introduced gradually. Important changes scheduled for the near future are the incorporation of balance sheets, an environmental module and a Social Accounting Matrix.
1. **Introduction**

The United Nations provide guidelines on the concepts, classifications and scope of the national accounts (the SNA). The drafting of the revised SNA has just been completed. Now it is time for the national statistical offices to bring the new SNA into practice. This paper lists some plans regarding the implementation of these new guidelines.

In a systematic discussion of the implementation of the 1993 SNA, it is convenient to regard the Dutch national accounts and the SNAs as partly overlapping circles. Diagram 1 shows the relationship between the Dutch national accounts 1991 (DNA 1991) and the 1968 SNA. To a main extent they overlap and coincide (area A). However, there are also differences (areas B and C).

**Diagram 1. The relationship between the 1968 SNA and the present Dutch National Accounts.**

![Diagram 1](image)

Various types of differences are possible:
- Differences in basic concepts and classifications;
- Differences in detail and supplementary classifications;
- Differences in scope, e.g. the use of alternative concepts or additional accounts and tables.

Basic concepts can be defined as those pertaining to the definition
of production, intermediate consumption, final consumption, capital formation, primary income, secondary income and financial flows. The main classifications by commodity group, economic activity and sectors can be regarded as the basic classifications\(^1\). With respect to these basic concepts and classifications, the SNA is followed rather strictly in the Netherlands\(^2\). For example, the SNA production and asset boundaries are employed in calculating national income. Similarly, the ISIC is the basis for the Dutch classification by economic activity. This is also stimulated and enforced by the international organizations (UN, EC, OECD).

Some differences in basic concepts and classifications may be easy to eliminate. However, most differences occur due to the absence of reliable data and will therefore be more difficult (costly) to eliminate.

As a consequence of differences in basic concepts and classifications, the international comparability of core national accounts figures\(^3\) may be affected. Cases in point are value added by economic activity/sector and national income in constant prices.

With respect to the scope, the SNA is less prescriptive and it serves a different role. Countries do not implement the whole system. They set their own priorities in compiling the national accounts. The only clear restriction is that at least the figures for the questionnaires of the United Nations should be provided. As a consequence, there are a lot of differences in the scope of the national accounting systems in the

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1. The basic classifications do not include the more detailed classification by commodity group, economic activity and sectors, e.g. the classification by subsectors or sub-subsectors. Differences with respect to such detailed classifications are generally best regarded as differences in detail or scope.

2. Of course, in as far as the basic concepts are not operational or vague, they can not be followed strictly. This is a major problem of the 1958 and revised SNA. The revised SNA should therefore be complemented with more operational guidelines which take account of data compilation possibilities, e.g. the (revised) guidelines of the EC ESA (see Bos, 1993, pp. 87-90).

3. A distinction can be made between:
   - National accounts figures published by the national statistical offices;
   - National accounts figures submitted to the international organizations; these figures may be corrected by the national statistical offices for some specific differences with the international guidelines (see e.g. CBS, 1993, pp. 109-118).
various countries. For example, only in a very limited number of countries (including the Netherlands), input-output tables and financial accounts are published annually.

A similar remark pertains to the amount of detail in the classifications and the use of additional concepts and classifications. Cases in point are e.g.:
- The national classification by economic activity can be based on the three or four-digit ISIC level;
- The national classification by economic activity can contain some specific national subclasses;
- Government expenditure can be classified by purpose (this is not mandatory).

Differences in detail and scope reflect to a main extent differences between national data needs and compilation possibilities. Enlarging the scope and detail of national accounts systems may be hampered by a lack of resources.

The Dutch national accounts and the 1968 SNA coincide largely but not fully with respect to concepts, scope and detail. As a consequence, changes in the SNA can not directly be related to changes in the Dutch national accounts. For example, some concepts that are new in the revised SNA are already incorporated in the Dutch national accounts, e.g. chain indices. Furthermore, for the purpose of this paper, it also seems useful to discuss compliance with the revised SNA for those concepts already present in the 1968 SNA.

The relationship between the Dutch national accounts (in present and future) and the revised SNA is rather complex. The scope of the 1993 SNA is substantially extended in comparison to that of the 1968 SNA. Cases in point are the introduction of subsectoring of households, balance sheets, satellites/modules and the concept volume of labour. The comparison is made even more complex by the scheduled extension of the scope of the Dutch national accounts. Scope and detail of the present Dutch national accounts will be discussed shortly in section 2.
In section 3, compliance with the 1968 SNA is discussed. In fact, we will limit ourselves to what will be retained in the revised SNA.

The implementation of the changes in the SNA is the topic of section 4. Three cases can be distinguished:
- The change is already incorporated in the Dutch national accounts, e.g. chain indices.
- The change will be incorporated in the Dutch national accounts, e.g. Social Accounting Matrices.
- The change will not be incorporated in the Dutch national accounts.

Section 5 shortly discusses foreseen changes in the Dutch national accounts that are not related to the revised SNA or that deviate from its recommendations. Conclusions are drawn in section 6.
2. Scope and detail of the present Dutch national accounts

In discussing scope and detail in present and future Dutch national accounts, we will confine ourselves to annual national accounts figures pertaining to the nation as a whole. No attention will be paid to regional figures, quarterly accounts or other short term figures.

The Dutch national accounts 1991 (CBS, 1992) were available in July 1992. They consist of:

1. Tables with the most recent figures on major macro-economic aggregates: final estimates on 1989, re-estimated provisional figures on 1990 and provisional figures on 1991.


3. A detailed set of national accounts with final figures on 1989, re-estimated provisional figures on 1990 and provisional figures on 1991. The sectors distinguished are:
   * Non-financial Enterprises;
   * Credit Institutions;
   * Insurance Companies and Pension Funds;
   * Central and Local Government;
   * Social Security Funds;
   * Households.

4. In 1992, a revision of the Dutch national accounts has been completed. This encompassed various types of changes:
   * New data sources and improved compilation methods were used for estimating up-to-date levels. In compiling the Dutch national accounts priority is given to the estimation of correct figures for changes. The estimates of the levels are made up-to-date during revisions. (on the strategy of continuity, see Bos, 1992b, p. 6 and Bos and Gorser, 1993, p. 7).
   * Changes towards a more institutional system of national accounts. This pertains to estimation as well as presentation, e.g. with respect to the registration of trade and the use of supply and use-tables. The introduction of the institutional sector classification is a major change in presentation (see also section 3.1).
   * Changes in concepts other than those toward a more institutional system. A case in point is the registration of VAT on accrual basis instead of on (delayed) cash basis.
   * In 1993, detailed supply- and use tables are published (in addition to input-output tables). This can be regarded as an extension of the Dutch System of national accounts.
The accounts employed for each sector are:
* Goods and Services Accounts;
* Primary Income Accounts;
* Secondary Income Accounts;
* Final Consumption Expenditure Accounts;
* Capital Formation Accounts;
* Capital Transfers Accounts.

In each account, the transactions are recorded by sector of origin and destination in order to show the interactions between sectors (the "R-series of accounts"). In addition to this set of sector accounts, for the Income and Capital Accounts, a more detailed specification of transactions is shown. However, this detail is only possible when the specification by sector of origin and destination is left out. The latter is therefore absent in these supplementary accounts ("S-series of accounts").

4. An institutional accounting system\(^5\). This includes also Production Accounts and Financial Accounts\(^6\). A major difference between the institutional accounting system and the other accounting system is the sector classification. In the institutional system, the household sector includes all the transactions of the self-employed and the imputed services of owner-occupied dwellings. In this respect, it complies with the sector classifications in the 1993 SNA. The valuation of output and value added in the production accounts is at basic prices as recommended in the revised SNA.

5. A National Accounts Matrix (see also Keuning and De Gijt, 1992). In this matrix, the data from the institutional accounting system are put in a matrix-format. Supply- and use-tables are also incorporated. For 1987 and 1988, only very aggregate figures are presented. A more detailed matrix is shown for 1989. Its make and use table distinguishes 22 commodities and 10 economic activities (including a nominal one for the use of imputed banking services).

\(^5\) The institutional accounting system is a novelty in the 1991 National Accounts, see note 2.
\(^6\) Financial accounts have been published since the 1985 National Accounts.
6. Input-output tables distinguishing 60 economic activities for the years 1987-1989. The input-output tables are both in current prices and in prices of the previous year.

7. Supplementary tables with more detail, alternative classifications or additional information are provided for various transactions and by economic activities.

The production structure of the Dutch economy is presented in more detail in a separate publication (CBS, 1993). Extended supply and use tables distinguishing, 750 commodities and 200 kinds of activities (in current prices and in prices of the previous years) are available on floppy disk.

The Dutch national accounts figures in constant prices are fully based on chain indices\(^7\). This is also a new recommendation in the revised SNA.

In line with the revised SNA, the Dutch national accounts also contain figures on national income (in current and constant prices).

\(^7\) Chain indices have already been employed in the Dutch national accounts since the 1984 National Accounts (see Den Bakker, 1992, p. 23). For a theoretical background to the preference for chain-indices see Al et al., 1985.
3. Attaining compliance with the 1968 SNA

At present, the Dutch national accounts do not fully comply with the 1968 SNA and there are differences in basic concepts, scope and detail.

Table 1 contains a listing of the differences in basic concepts. It appears that these deviations are all rather insignificant in terms of their size. After the new revision of the Dutch national accounts, all (most of) these differences will be eliminated.

Table 1. Differences in basic concepts between the present Dutch National Accounts and the 1968 SNA (see also Bos and Gorter, 1993, p. 131 and CBS, 1993, pp. 109-118).

1. No estimate of the produce of allotments is included.
2. No estimates are made for the Dutch ownership of dwellings abroad or of foreign ownership of Dutch dwellings (e.g. holiday homes of Germans). In principle, the imputed rents should be recorded as property income flows with the Rest of the World.
3. No full gross registration of wages with the Rest of the World.
4. The sectors Households and Private Non-Profit Institutions serving households have been consolidated.
5. Oil and uranium exported or imported for processing and re-imported or re-exported thereafter are recorded gross.

The implementation of a classification of government expenditure by purpose is scheduled for 1993. This extension was already recommended by 1968 SNA.
4. Implementing changes in the SNA in the Dutch national accounts

4.1 Introduction

The changes in the SNA are listed in Harrison (1992) and UN (1992, Annex on changes). In this paper, we have confined ourselves to the changes that are relevant for the Netherlands. This implies e.g. that the new recommendation to record the unpaid carrying of water as production is ignored.

In this section, changes in the SNA are distinguished into:
- changes in basic concepts and classifications (section 4.2);
- changes in scope and detail (section 4.3).
This distinction is fundamental in deciding on the timing of their implementation.

The changes in basic concepts and classifications have to be implemented simultaneously during a revision. Three reasons can be given:
- Without simultaneous implementation, the national accounts figures would be based on neither the old SNA nor the new SNA during the transition period. This would seriously hamper international comparability during this period.
- A simultaneous implementation limits the disruptions in time series. As a consequence of a simultaneous revision, time series have to be re-calculated only once.
- Changes in concepts and classifications are a burden for users of national accounts figures, as they have to get used to the new concepts and classifications. Simultaneous implementation limits this burden.

These arguments are less important for changes in scope and detail. The latter type of changes can therefore be implemented gradually.
4.2 Changes in basic concepts and classifications

In discussing the implementation of changes in basic concepts in the SNA, three categories can be distinguished:
- Concepts and classifications already implemented in the Dutch national accounts;
- Concepts and classifications that will be implemented in the Dutch national accounts in the near future;
- Concepts and classifications that will not be implemented in the Dutch national accounts in the near future.

Table 2 contains a listing of the first category.

Table 2. Changes of basic concepts in the SNA already implemented in the Dutch national accounts

1. Chain-linking is recommended as a standard practice for calculating flows at constant prices.
2. The concept of real net national income will be introduced.
3. In the compilation of price indexes and constant prices series, identical goods or services sold at different prices should not be treated as being of different qualities when there is no freedom.
4. The concept of financial leasing will be introduced explicitly.
5. In the Production Account output can be valued at basic prices.
6. The treatment of VAT will be made explicit and net recording recommended.
7. Measurement of real output of non-market services should be based whenever possible on output indicators.

NB. Changes in terminology:
- The distinction between commodities and other goods and services will be dropped
- Gross National Product will be renamed Gross National Income.
- Gross Output will be replaced by Output

In deciding on concepts and classifications that will be implemented in the future Dutch national accounts, it seems useful to subdivide the other changes in basic concepts and classifications in the SNA into:
- Changes in the SNA easy to implement;
- Changes in the SNA that require some additional statistical work;
- Changes in the SNA that require a substantial amount of statistical work or new data sources.

These three categories are listed in tables 3, 4 and 5.
Table 3. Changes in basic concepts in the SNA simple to implement in the Netherlands.

1. Expenditure on military durables except offensive weapons should be registered as capital formation.
2. In the Rest of the World-account, imports of merchandise should be recorded fob (instead of cif).
   In a classification of imports by commodities, cif valuation may still be employed.
3. The value of production of non-life insurance companies should include the revenues on money
   invested. As a consequence, the use of the services of non-life insurance companies should also be
   raised by this amount.
4. A distinction between market and non-market output will be introduced.
5. Government licenses and fees will be treated as taxes or fees for services in accordance with
   conventions in the IMF's Government Finance Statistics
6. Treatment of pension contributions and benefits as current transfers affecting disposable income of
   households.

N.B. Changes in terminology:
- The terms "commodity taxes" and "other indirect taxes" will be replaced by the expressions "taxes
  on products" and "other taxes on production".
- The term "direct taxes" will be replaced by "current taxes on income, wealth, etc."
- The term "capital transfers to government, including estate and gift taxes and non-recurrent taxes on
  property" is renamed "capital taxes".

Changes in the SNA that are easy to implement constitute mainly of changes that require a reclassification of existing information. This pertains e.g. to the expenditure on military durables (except offensive weapons), fob valuation of merchandise imports and the concepts of final and actual final consumption.
1. Expenditure on mineral exploration (incl. the compensation of employees involved) should be recorded as capital formation (and production of such an asset).
2. Expenditure on the development or purchase of computer software should be recorded as capital formation.
3. Inventories held by government will be extended to all inventories held, not just strategic materials.
4. Financial auxiliaries will be included in the financial corporate sector.
5. The new SNA employs a twin set of final consumption and disposable income concepts: final consumption expenditure and disposable income on the one hand and actual final consumption and actual disposable income on the other. Final consumption by the government is divided into two parts: individual goods and services and collective services. Actual final consumption by households is defined as the sum of final consumption expenditure by households plus consumption expenditure on individual goods and services by the government plus all services of non-profit institutions serving households. Actual final consumption by the government is equal to the government expenditure on collective services.
6. The item mixed income will be introduced to replace operating surplus as the balancing item for unincorporated enterprises.
7. Reinvested earnings of foreign direct investment will be introduced for consistency with balance of payments data.
8. Work in progress may be recorded for the output of some service industries.
10. The concept of real net national disposable income will be introduced.
11. Extension of the coverage of technical reserves of insurance schemes to non-life insurance and reserves for prepayments of premiums and claims.
12. Treatment of write-off of bad debts and expropriation of property without compensation as other changes in volume.

The changes in basic concepts in the SNA listed in Table 4 constitute changes that require additional statistical work, like reclassification or splitting up of items on the basis of present data sources. For example, the expenditure on computer software are already a separate heading in the surveys for the production statistics (see Bos, 1992b; Bos and Gorter, 1993; some figures can already be found in Vosselman, 1991). Expenditure on mineral exploration can probably also be derived rather easily from the annual reports used to estimate the figures on the relevant industries.
Table 5. Changes in basic concepts in the SNA that may be difficult to implement

1. Licensing is now regarded as production. Payments for licenses are therefore payments for services. However, the purchase of patents is not to be recorded as fixed capital formation (this is an inconsistency in the new SNA).
2. Literary artistic work (writing books, composing music) is now regarded as production. Payments for literary artistic works are therefore payments for services and not property income.
3. The purchase of historical monuments should be recorded as capital formation.
4. The purchase of valuables (gold, jewellery, works of art) should be recorded as capital formation.
5. Capital consumption should also be calculated for expenditure on mineral exploration, computer software and military durables except offensive weapons.
6. Illegal activities should not be excluded as a matter of principle from the production boundary of the system.
7. Social insurance schemes will cover private funded schemes as well as social security and unfunded employee schemes.
8. Capital consumption should be calculated for infrastructural works (roads, dikes, etc.).

Much more effort will have to be put in implementing the other changes listed in Table 5. In calculating capital consumption for the newly included items in capital formation, time series on these types of capital formation will have to be compiled (in order to apply the Perpetual Inventory Method). The information about licensing seems also to be rather scattered at present and information about literary artistic work and valuables seems to be nearly absent. Estimation of illegal activities, like drugs trafficking and prostitution is of course also troublesome.

The changes in the SNA listed in Tables 3 and 4 will most probably be implemented during the next revision of the Dutch national accounts. To what extent the changes in Table 5 can be fully implemented is at present unclear. This will depend on time and resources available and on the result of further investigations into the problems and costs of their implementation. In addition, there are a few features in the SNA which will not be introduced in the Netherlands, like separate columns for own-account producers in the use table, or the distinction of market producers in the government sector (in our view, a contradictio in terminis).

Fortunately, the number of drastic changes in basic concepts is very limited. Therefore, despite all kinds of data problems, most of the
changes in basic concepts can readily be introduced in the next revision of the Dutch national accounts. For re-calculating time series on the basis of the new concepts, in some cases ratios of the revision years will have to be used to extrapolate back in time.

4.3 Changes in scope and detail in the SNA

In this section, we do not classify the changes in the SNA according to the effort necessary for their implementation. In general, changes in scope require substantial effort and changes in detail demand less effort. Instead, a distinction is made between:
- Completing the national accounting system (table 6);
- Adding more or other detail to the accounting system (table 7);
- Supplementary tables (table 8);
- Modules that will supplement the core system of accounts (table 9).

8. This was also an explicit requirement of the revision of the SNA (see Harrison, 1990 and 1992).
Table 6. Changes in scope that aim at completing the national accounting system

1. Subsectoring of households
2. Six sub-sectors are suggested for the financial corporate sector.
3. For non-financial and financial enterprises a distinction should be made between public, private, domestic and foreign controlled enterprises.
4. Production account for sectors
5. Separate accounts will be introduced to show social transfers in kind and their impact on income and expenditure.
6. Other changes in assets accounts
7. Balance sheets
   7.1 The sector non-financial enterprises
   7.2 The sector government
   7.3 The sector financial enterprises
   7.4 The sector households (with consumer durables as a memorandum item)
8. Simultaneous classification by sectors and economic activities of value added categories and intermediate consumption.
9. Simultaneous classification by sectors and economic activities of capital formation.
10. A three-way table of financial transactions by creditor and debtor sector for each type of financial instrument will be introduced.

Table 7. Changes that amount to adding more detail to the accounting system of the 1968 SNA

1. Showing imputations and attributions as far as possible as separate items
3. Distinction between repairs performed on investments goods imported/exported and on other goods imported/exported.
5. Acquisitions and disposals of capital formation will be shown separately.
Table 8. New supplementary tables

1. Social Accounting Matrix
   1.1 Pilot study
   1.2 Full implementation
(see also Keuning, 1991)
2. International comparisons/the use of purchasing power parities
3. Supplementary tables that show the non-financial public sector and
   the non-monetary public sector.
4. Capital formation and capital stock by user (in addition to the tables
   in the core by owner)

Table 9. The implementation of modules in the Dutch national accounts.

1. Environmental module
   1.1 Conceptual framework
   1.2 Pilot study with figures on 1989
   1.3 Full implementation
(see De Boo, et al., 1991 and Keuning, 1992)
2. Time allocation module
   2.1 Conceptual framework with some figures
   2.2 Full implementation
(see Kazemier and Exel, 1992)
3. Research and Development module
   3.1 Conceptual framework
   3.2 Pilot study with figures on some years
   3.3 Full implementation
(see Bos, et al, 1992)
4. Human capital module
   4.1 Conceptual framework
   4.2 Pilot study with figures on some years
   4.3 Full implementation
5. Fiscal module
   5.1 Pilot study with figures on some years
   5.2 Full implementation
5. Changes in the Dutch national accounts not related to the revised SNA

The revision of the SNA necessitates a revision of the Dutch national accounts (see section 4.1). A revision of the Dutch national accounts is also induced by the revision of the European activity classification NACE. It has been decided that the national accounts and other economic statistics of the CBS will employ these revised classifications in the near future. For the various statistics, a time schedule for its implementation has been agreed upon. For several years, some base statistics will be based on the old classification and others on the revised classification. The national accounts compilers have to solve the additional problem of reclassification of data from the basic statistics. Starting from the revision all national accounts data will be based on the revised activity classifications.

Two important changes in data sources will also affect the compilation of Dutch national accounts. This pertains to the new commodity classification for statistics on manufacturing, PRODCOM and to the change in the Foreign Trade Statistics due to Europe 1992.

The commodity classification PRODCOM is used for CBS statistics on manufacturing since 1993. For the purposes of the national accounts, PRODCOM data have to be transformed into data in terms of national accounts commodity groups. A problem is that in non-manufacturing surveys other commodity classifications are used and will be used. The same is true for final expenditures. Any change in the classification of commodities and services, that does not lead to a single classification for goods and services for all kind of transactions, poses an extra burden on the compilation of national accounts. This will complicate the possibility for our National account to comply with the international guidelines.

Another important change in data sources is the drastic change in the Foreign trade statistics. The customs data on intra-EC trade in merchandise have ceased to exist because of Europe 1992. Instead the Intrastat-system for recording intra-EC trade has been introduced (see Bos, 1992a,
pp. 7-17). The timeliness, reliability and detail of the data may be adversely affected by this change, in particular in the short term.

Both changes in data sources do not necessitate a revision in themselves, as these changes have to be tackled immediately by the national accounts compilers. In order to preserve the reliability and timeliness of national accounts figures, both changes will demand a lot of additional effort, in particular in the short term.
4. Conclusions

This paper discussed the implementation of the new guidelines by the United Nations on national accounting (SNA) in the Netherlands. The changes in basic concepts and classifications in the SNA will be implemented during a revision over 1995, scheduled for completion in 1998. The other changes will be introduced gradually. Important changes scheduled for the near feature are the incorporation of balance sheets, an environmental module and a Social Accounting Matrix.
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This paper sets out some of the main ideas of what gradually developed into the Dutch view on the fourth revision of the SNA. In particular it focuses on the validity and even desirability of the inclusion of a number of carefully chosen alternative definitions in the "Blue Book", and the organization of a flexible system starting from a core that is easier to understand than the 1968 SNA.

The term "fraud" is used as meaning unreporting or underreporting income (e.g. to the tax authorities). The conclusion of the analysis of growth figures is that a bias in the growth of GDP of more than 0.3% is very unlikely.

In the process of estimating national product and other variables in the National Accounts a number of methods is used to obtain initial estimates for each economic activity. These methods are described and for each method various possibilities for distortion are considered.

It was argued that the comparability in time of statistics, and input-output tables in particular, can be filled in in various ways. The way in which it is filled depends on the structure and object of the statistics concerned. In this respect it is important to differentiate between coordinated input-output tables, in which groups of units (industries) are divided into rows and columns, and analytical input-output tables, in which the rows and columns refer to homogeneous activities.

This paper is devoted to the problem of deflating National Accounts and input-output tables. This problem is approached from the theoretical as well as from the practical side. Although the theoretical argument favors the use of chained Vartia-I indices, the current practice of compiling National Accounts restricts to using chained Paasche and Laspeyres indices. Various possible objections to the use of chained indices are discussed and rejected.

It was argued that the structure of the SNA should be made more flexible. This can be achieved by means of a system of a general purpose core supplemented with special modules. This core is a fully fledged, detailed system of National Accounts with a greater institutional content than the present SNA and a more elaborate description of the economy at the meso-level. The modules are more analytic and reflect specific purposes and specific theoretical views.

The establishment-enterprise problem is tackled by taking the institutional sectors to which the establishments belong into account during the construction of input-output tables. The extra burden on the construction of input-output tables resulting from this approach is examined for the Dutch situation. An adapted sectoring of institutional units is proposed for the construction of input-output tables.

This note provides a brief survey of Dutch national accounting data for 1900-1984, concentrating on national income. It indicates where these data can be found and what the major discontinuities are. The note concludes that estimates of the level of national income may contain such rate is measured accurately for the period since 1948; and that the real income growth rate series for 1900-1984 may contain a systematic bias.