

Annual Report

2025

Data that help to understand and govern Estonia.....	3
Main achievements in 2025.....	4
1. Data services	7
1.1. Fulfilment of the 2025 statistical programme.....	7
1.2. Focus on quality	8
1.3. Official statistics outside the programme.....	9
1.4. Administrative burden and satisfaction	10
2. Data governance	16
2.1. Coordination of data governance at the state level.....	16
2.2. Cooperation with other institutions to improve their data governance	17
3. Data literacy.....	19
3.1. Development of data competence.....	19
3.2. Cooperation in Estonia	20
4. Organisational development	21
4.1. Employee retention and training	21
4.2. Technological improvements.....	22
4.3. International cooperation	22

Data that help to understand and govern Estonia

Statistics Estonia's responsibility is to produce high-quality statistics and provide clear and reliable information for policymaking and for data-driven decision-making. This way, we help people understand our country and society better through data. We are always guided by our core values: reliability, cooperation and innovation.

2025 was a year of major changes at Statistics Estonia. In addition to carrying out our main activities, we prepared the organisation for the transition to service-oriented management. We agreed on new roles and areas of responsibility, mapped our services and defined a management culture that supports a greater customer focus, clearer accountability and more systematic quality management. This is not merely an organisational change but a necessary step which allows us to better fulfil our mission of serving the Estonian state and society in the rapidly changing data ecosystem.

We also continued our efforts to reduce the administrative burden for enterprises. At the beginning of my term in office, the total burden was around 290,000 hours. We have managed to cut this dramatically, so that the administrative burden is now about 170,000 hours. This is a significant change achieved through a reduction in the volume and frequency of questionnaires, the introduction of new data sources, and consistent work towards data-based reporting. Our goal is clear: to collect data only once, to use the data wisely and to avoid duplicate data collection nationally.

To achieve this goal, we have, among other things, helped to organise nearly 800 datasets, thereby laying the foundation for the once-only collection and repeated use of data. This work is not merely technical or administrative. It is part of a broader shift whereby Statistics Estonia is no longer just a producer of statistics but also a shaper of a trustworthy data environment. The quality, description, comparability and security of data are increasingly important for the functioning of the state.

At the same time, the past year confirmed once again that quality does not happen on its own. In addition to new data sources, automation and streamlined work processes, we must maintain strict methodological discipline and be prepared to thoroughly examine complex issues. That is why 2026 at Statistics Estonia is dedicated to quality – this year, we will focus even more on ensuring that the statistics we produce are reliable, comparable over time and of sound quality, even in times of change.

This is my final foreword for Statistics Estonia's annual report as the Director General. Therefore, I look back on the past year with a special sense of gratitude. I am convinced that the core strength of Statistics Estonia lies not only in its systems, methodologies and technologies but in the people who carry out this work with dedication, professionalism and a sense of responsibility. Thanks to them, Statistics Estonia has been and will remain an independent and reliable partner for Estonia.

Statistics are more than merely a collection of numbers. Statistics are an integral part of a democratic state, public discourse and an understanding of the society. That is why it is important that we remain committed to our role: to accurately reflect life in Estonia as it is, so that Estonia can move forward wisely.

Urmet Lee

Director General of Statistics Estonia

Main achievements in 2025

Fulfilment of Statistics Estonia's strategic objectives

Statistics Estonia has defined its strategic objectives in four priority areas. Each section of the annual report covers one priority area, describing the activities undertaken in 2025 to fulfil our strategic objectives. Often, activities described under one area also contribute to developments in other areas (for example, work done to reduce the administrative burden; the development of cooperation and partnerships). Implementation of the strategy is monitored using 11 indicators listed in Table 1.

Figure 1. Statistics Estonia's objectives for 2023–2030

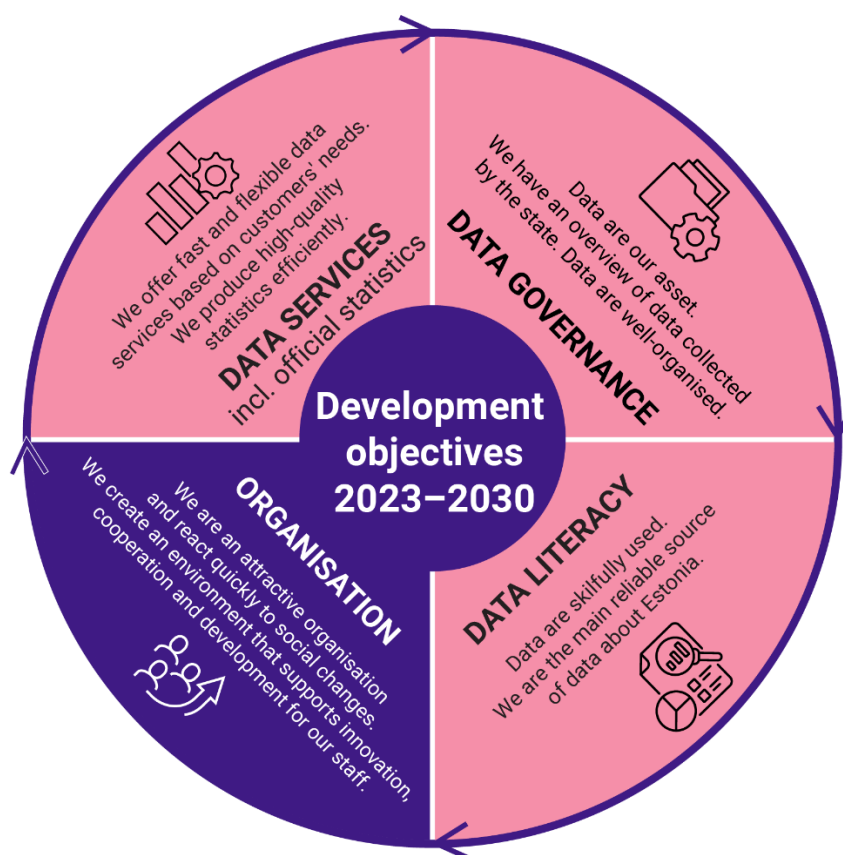


Table 1. Strategic indicators: targets and results, 2024–2026

N0	Priority area	Key indicators by service/objective	2024 (target)	2024 (result)	2025 (target)	2025 (result)	2026 (target)
1	Data services	Satisfaction score for statistics users*	77	84	79	82	82
2	Data services	Satisfaction score for data providers (enterprises)*	>3.5	3.3	>3.6	3.28	>3.7
3	Data services	Satisfaction score for data providers (individuals)	>4.3	3.9	>4.4	4.17	>4.4
4	Data services	Decrease in the administrative burden (hours) of data providers, %*	5% decrease compared with number of hours in 2023 (280,566 hours)	23% decrease (226,987 hours)	4% decrease compared with number of hours in 2024 (217,908 hours)	26% decrease (167,731 hours)	4% decrease compared with number of hours in 2025 (161,022 hours)
5	Data services	Reliability ranking of Statistics Estonia*	Top 12	16th	Top 12	17th	Top 12
6	Data services	Assessments of international audits	All positive	One negative**	All positive	All positive	All positive
7	Data services	Deviations from release calendar, %	<3	0.57	<3	2.31	<3
8	Data literacy	Number of website visits, millions*	1.6	2.1	1.7	1.2	>1.8
9	Data literacy	Number of media mentions*	>8,000	8,255	>8,000	8,544	>8,000
10	Organisation	Voluntary labour turnover, %	<9.0	7.02	<9.0	9.73	<9.0
11	Organisation	Share of temporary funding in the budget, %	25	27	25	34	25

* Indicators included in the administrative policy programme for 2025

** E-ITS preliminary audit

Reducing the administrative burden of data providers

A decrease in administrative burden has always been a strategic objective for Statistics Estonia, but in recent years we have focused on this issue more systematically in all relevant areas. For more information about the administrative burden, see subsection 1.4.

In terms of reducing the administrative burden, one of the priorities has been the creation of a new data collection environment that offers a better user experience. In 2025, we made a partial transition to the new self-service environment which has received good feedback from data providers. In 2026, the goal is to gradually move all enterprise questionnaires to the new environment, which should make data submission smoother.

Better data availability

In 2025, there were more and more inquiries from public and private sector organisations about possibilities to link or process data via our updated secure data reuse environment. In addition, due to enterprises' reporting obligations, there is a greater need to share their data – such as sustainability or gender pay gap data – with the state. Our secure data reuse environment is currently primarily used by researchers and policymakers, but our goal is to broaden the data search and sharing possibilities through this environment in the future, which will give both Statistics Estonia and other public sector agencies the opportunity to develop new data services.

In the data domain, there is growing discussion of privacy enhancing technologies (PET) as the need to ensure privacy increases. These technologies allow sensitive data to be processed by different parties without the disclosure of another party's data. Statistics Estonia has also taken the first steps towards the implementation of PET. We are working on a project to test this technology in statistics production and thereby lay a better foundation for the wider adoption of alternative data sources. In the pilot project, we explore how private data could help ensure better road maintenance and support the provision of more convenient public transportation according to users' needs. Through public-private partnerships, we are seeking solutions for utilising various types of data while preserving privacy. Our commitment to confidentiality remains unchanged: data are shared only under secure conditions and with the consent of the data provider.

It is clear that, in addition to optimising our operations, we must also focus on providing our customers with flexible data services through contract work (such as commissioned surveys, etc.). This requires updating our statistics production processes and tools. In 2026, we will continue the reorganisation of the compilation of national accounts and government finance statistics.

In 2025, we continued to develop and implement new taxonomies for data-based reporting. The accommodation taxonomy has been completed. The economic transactions taxonomy is partially complete, and the work will continue this year. The automatic submission functionality for the payroll taxonomy was developed in collaboration by three developers. The project is funded by the Ministry of Economic Affairs and Communications.

As part of the coordination of data governance, we advised 19 agencies. Activities related to national data governance in 2025 are described in section 2.

Transition to service-oriented management

Similarly to 2024, Statistics Estonia's operations in 2025 were significantly affected by budget cuts. The funding from the state budget was reduced by 3% in 2025 and will be cut by another 2% in 2026. In the period 2025–2027, Statistics Estonia's basic budget will be reduced by 10% in total. Last year, we made preparations for the transition to service-oriented management in 2026. This reorganisation will enable the agency to streamline our core processes (such as data collection and processing), achieve better role clarity and increase our customer focus, since it is Statistics Estonia's goal to provide users with convenient data services based on insight gained from data providers' feedback.

Provision of high-quality and timely official statistics

As we develop our customer-centric services and activities, it remains our priority to fulfil our core responsibilities. In 2025, we published 97.7% of official statistics on time. We published over 3,000 indicators in the statistical database and submitted datasets to Eurostat for the compilation of European statistics. We passed the audits of our GDP and government finance statistics production, which provide vital data about the Estonian economy.

In 2025, we continued the review of the statistical programme in cooperation with the Ministry of Finance and other policymakers. The main objective is to determine the optimal set of data items required for policymaking, with some additional funding provided by ministries. The review will continue in 2026 and in the following years. The official statistics activities, including changes in the programme, and other data services are described in subsections 1.1–1.3.

1. Data services

1.1. Fulfilment of the 2025 statistical programme

Each year, the Government of the Republic approves a list of demographic, social, economic and environmental statistical activities for the following five years. In connection with the transition to service-oriented management, we have changed the structure of the statistical programme starting from 2025. The statistical processes are distributed between 18 domains, with a total cost of 15 million euros in 2025. Statistics Estonia continued the optimisation of data collection and, in cooperation with policymakers, began the assessment of the necessity of any indicators not required by European Union (EU) statistics regulations. In the future, Statistics Estonia would produce such indicators as contract work.

In 2025, the biggest share of statistical activities – both in terms of number and cost – were carried out in the domain of economy, followed by the social life domain. Table 2 gives an overview of the distribution of statistical activities by domain.

Table 2. Statistical activities by domain, 2025

Domain	Number	Cost	
		thousand euros	%
Environment	1	952	6%
Economy	11	9,448	63%
Population	1	459	3%
Social life	4	4,138	27%
Multi-domain statistics	1	88	1%
Main statistics, total	18	15,085	100%

Statistical activities are carried out on the basis of EU legislation or commissioned nationally (primarily for strategic planning, international statistical requirements).

The statistical programme for 2025 was successfully fulfilled: all the planned activities were performed. There were 865 planned releases in the release calendar: 748 statistical database items and 117 news releases. The produced statistics are made available to users first in the statistical database and then through other channels, such as on the stat.ee website, on the dashboards, in the earnings application, and so on. Users are informed about planned statistics releases via the [release calendar](#) on our website, which serves as our commitment to publish the data on the date specified in the calendar. The target for share of deviations from the release calendar is <3%. In 2025, there were 20 deviations from the release calendar, which represented 2.31% of the total number of releases (see Table 3). Often, the reason for the deviation was a delay in receiving the data from the data holder.

Table 3. Deviations from release calendar, 2020–2025

Year	Statistical database	News releases	Total	Share in total number of releases, %
2020	21	0	21	2.41
2021	9	0	9	1.03
2022	15	2	17	1.80
2023	2	2	4	0.44
2024	5	0	5	0.57
2025	20	0	20	2.31

Changes in statistical activities in 2025–2029

There were changes in methodologies and in the categorisation of activities, which were related to the review of production processes and to data needs agreed in the European Union. In the period 2024–2027, there are major methodological changes in the domain of environmental statistics. Pursuant to Regulation (EU) No 691/2011 of the European Parliament and of the Council, Member States are required to compile new modules for European environmental economic accounts (four statistical activities in total). Data on forest accounts, climate-related investments, and environmental subsidies and similar transfers had to be published for the first time in 2025; ecosystem accounts must be published in 2026. The development project for implementing the new modules began already in 2021 and will continue in 2026 with grant funding. The prerequisite for foreign funding is that the costs of these statistics will be covered nationally once the grant ends.

In 2025, there were continued negotiations concerning the proposed regulations on population and housing statistics, commercial real estate statistics, and fisheries and aquaculture statistics, which are discussed in more detail in section 4.4.

The main development project in official statistics in 2025 was the continued reorganisation of government finance statistics and national accounts statistics, which entails methodological revisions (incl. addition of data sources) as well as technical redesign. Within the state budget strategy for 2023–2026, Statistics Estonia was allocated 4.1 million euros for development. Under cyclical statistical activities, there were data releases in several important areas last year. The biennial Community Innovation Survey was conducted in 2025; its purpose is to provide information on the innovation activities of enterprises. We made preparations for the Household Budget Survey (HBS) which began at the end of 2025. This thorough survey – which provides input for the consumer price index and GDP calculations, for example – was mandatory for the first time pursuant to new EU legislation. We also conducted the labour costs survey, which is carried out every four years, to study employers' expenditures on employees. The survey provides information on the average labour costs incurred by employers per employee and per hour worked, by main economic activity. These data are used for labour tax policy, for example.

1.2. Focus on quality

In the field of official statistics, there is continuous improvement of methods and statistical processes, and new data sources are introduced to enhance the quality and reliability of statistics. This is a demanding task, as the publication of statistics using existing methodologies must continue even as new developments are underway. The most significant quality-related developments in 2025 concerned the methods and processes of consumer price statistics and macroeconomic statistics.

Previously, the electricity price index was calculated using a price measurement methodology that relied on a limited number of price observations and did not fully reflect the diversity of contracts or the prices actually paid by consumers. During the period when the electricity exchange price rose rapidly, this led to an overestimation of price increases in the index calculation model. In early 2026, Statistics Estonia started to use electricity sales data based on individual contracts, providing a significantly more accurate and representative overview of electricity price dynamics.

The methodology for measuring the prices of food, alcoholic and non-alcoholic beverages, and tobacco products has also been updated. We now use actual sales data from retail chains, which makes it possible to account for loyalty discounts, expand the range of products included in the sample, link price information to the actual quantities purchased, and track the introduction of new products and the discontinuation of older products with greater precision.

In addition to the introduction of more detailed data sources, there is another major development underway in the domain of consumer price statistics: the automation of calculation processes, which involves a transition from Excel-based models to R and Python scripts. The automation of the entire production process will take several years. The goal is to develop an efficient, fast and reliable workflow that minimises the risk of random errors and allows for the integration of larger and more detailed data sources.

The goal of reorganising the processes of macroeconomic statistics is to make the work more automated and thus more efficient, reducing the amount of work done manually and the potential risk of error. Thus,

automation will ensure higher-quality statistics. The project will last several years, as the production of macroeconomic statistics is a complex process involving multiple workflows. The calculation workflows and the publication of output indicators have been gradually automated, with these activities continuing in 2026.

Some changes made to improve quality concern the use of software. Until 2025, the STATA software was used for calculations for the pensions satellite account. As this is legacy software without technical support, the Macroeconomic Statistics Department together with the creators of the satellite account developed a new solution that migrated the workflow to R. The new system has now been implemented, and STATA has been phased out.

The 2026 Household Budget Survey (HBS) introduced several innovations. Year after year, the response rate in social surveys has declined, but a European Union regulation now allows the use of a replacement sample in the HBS without specifying the exact methodology. In Estonia, we took advantage of this opportunity and developed a replacement sample methodology. If a person included in the original sample refuses to participate, we can replace that person with a respondent from the replacement sample whose key socioeconomic indicators and place of residence correspond to those of the person who dropped out. The implementation of a replacement sample has meant changes in data collection and in the preparations for data collection.

In the Household Budget Survey, respondents have to report their household expenses over a two-week period. To make this more convenient, we developed the possibility to report the expenses online. In the previous HBS, respondents could report their expenses only by filling out a paper diary or by sending the receipts to Statistics Estonia by mail. These options remained available in the 2026 survey, but there was the additional option of uploading the receipts via Statistics Estonia's self-service environment – either invoices received by email or digital receipts downloaded from the portals of retail stores. The development and implementation of the online expense reporting platform led to changes in the organisation of data collection and in data processing.

A significant innovation in the HBS in 2026 was the ability to digitise receipts. This saves times during data entry, as previously all expenses (both from paper diaries and from printed receipts) had to be entered manually into the system. Now, we have a partner who digitises the paper receipts scanned by data entry specialists and the digital receipts uploaded by respondents, resulting in a single data table. We developed a system for exchanging data files between Statistics Estonia and our partner.

Another significant innovation was the development of a basic machine learning model for coding the goods and services purchased by respondents at the lowest level of the Classification of Individual Consumption According to Purpose. The machine learning model is currently capable of coding the most frequently purchased goods and services. Less common goods and services are still coded manually. The machine learning model was developed using scanner data from major food retail chains.

1.3. Official statistics outside the programme

In addition to the statistical activities in the statistical programme, Statistics Estonia performs activities that are not included in the programme but are ordered by customers. If the required statistics are not available in the public database, customers can place an order for a specific dataset. It is also possible to request analyses and reports on specific or new areas. Orders can be placed for statistics in any statistical domain

These activities may be funded by the customer (e.g. Survey on Health, Ageing and Retirement in Europe (SHARE)) or by a grant (e.g. statistics required for measures supporting young people's entry into the labour market). In 2025, Statistics Estonia earned 1.2 million euros of revenue for data mining, surveys and individual indicators provided outside the programme (see Table 4). The largest project outside the statistical programme was the SHARE survey. Most of the non-programme activities were smaller orders requesting more detailed statistical information than publicly available.

Table 4. Non-programme statistical activities and revenue earned, 2025

Non-programme activity	Revenue, thousand euros
Survey on Health, Ageing and Retirement in Europe (SHARE)	491
Social Survey	89
Business viability index	71
Use of confidential data	61
Contract work with hourly pricing	58
Estonian Health Interview Survey	53
Collection of fleet-based economic and social indicators	49
Accommodation statistics	49
Follow-up activities for Survey of Adult Skills (PIAAC)	35
Estonian Household Finance and Consumption Survey	30
Youth work measures supporting young people's entry into the labour market	26
ESF data collection	25
Other contract work	194
Total	1,231

1.4. Administrative burden and satisfaction

Administrative burden of data providers

To produce high-quality statistics, we aim to collect data in a way that minimises the administrative burden on respondents. Therefore, we are constantly seeking alternative solutions, data sources, and ways to reduce sample sizes. Each year, there are some statistical activities for which we can stop using questionnaires and switch to register data. In 2025, enterprises spent a total of 167,731 hours on data submission, which is 26% less than in 2024. We were able to reduce the administrative burden on businesses by a similar degree in 2024 as well. Concerted efforts to reduce the response burden continued in 2025 and will continue in the future.

In 2025, the Government of the Republic also paid greater attention to reducing the administrative burden. The Council for Efficiency and Economic Growth was established to identify obligations that create excessive bureaucracy for businesses and to reduce reporting costs. This initiative guided Statistics Estonia's efforts to reduce the administrative burden in the second half of the year: we made specific commitments, many of which were fulfilled last year. Customer feedback has included recommendations that often relate to reducing the administrative burden in one way or another and, where possible, we have implemented these.

In addition to existing projects concerning administrative burden and real-time economy, we launched a number of new initiatives which, when successfully implemented, will reduce the administrative burden for enterprises by thousands of hours over the next few years.

These initiatives involve the following:

- Implementation of data-based reporting, i.e. using machine-to-machine communication for the transfer of data directly from enterprises' business software (e.g. reporting required under accommodation activities regulations and the Pay Transparency Directive). Automatic reporting of wages and salaries and labour force data has already been available for a few years. The goal is to offer machine-to-machine data exchange for most business questionnaires over the next few years.
- Applying the once-only principle in data collection; using the collected data for multiple purposes. For example, data on agricultural enterprises are used by Statistics Estonia and the agencies of the Ministry of Regional Affairs and Agriculture; the data collected by the Tax and Customs Board are used for foreign trade statistics.

- Introducing new private data sources (e.g. data on job vacancies directly from labour market platforms).
- Phasing out questionnaires and reducing the number of questions due to changed user needs, methodological changes and availability of new data sources; making questionnaires easier to understand and to complete.
- Improving the data collection service, including the data submission environment (incl. its usability, help texts, errors messages). In 2026, the goal is to transfer all enterprise questionnaires to the new self-service environment.
- Using model-based estimation to obtain missing information, which allows reducing sample sizes and/or frequency of data collection.

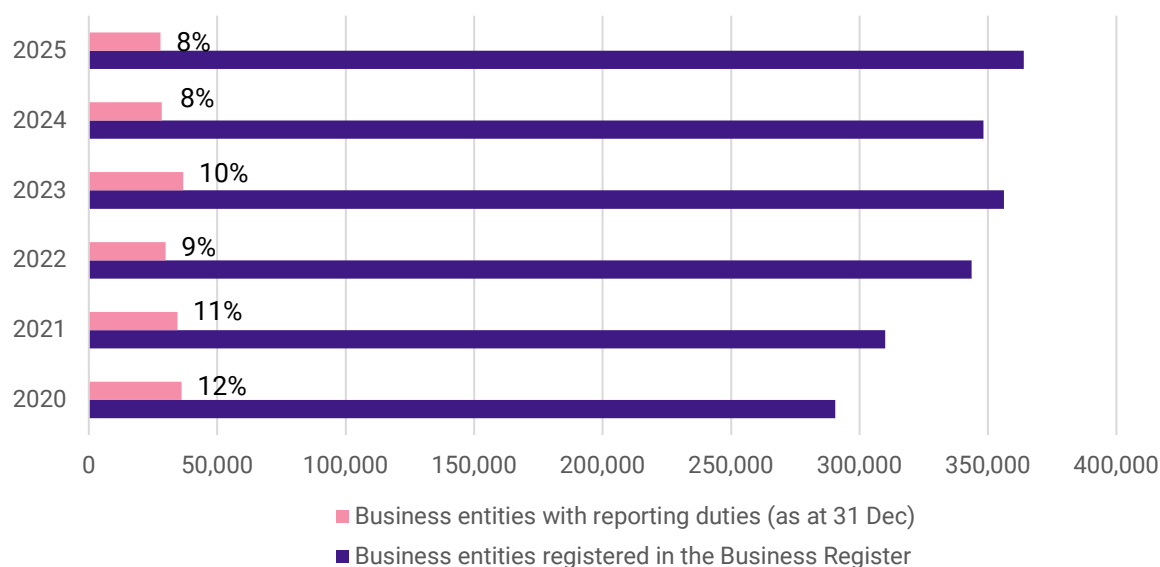
Statistics Estonia uses two indicators to assess the reporting burden of enterprises: the number of questionnaires per enterprise and the time spent on completing and submitting questionnaires. In the production of statistics, we mostly use data available in registers and databases and reuse data we have already collected. Data are collected from enterprises only if they cannot (yet) be obtained from other sources, such as state registers. If possible, we use sample surveys for small enterprises and do not collect data from the whole target population.

Statistical activities affecting the administrative burden of enterprises in 2025

In 2025, Statistics Estonia used 97 questionnaires for regular data collection. Each year, there are some statistical activities for which we can stop using questionnaires and switch to register data. In 2025, we stopped using the following questionnaires: “Railway transport” (the quarterly questionnaire was dropped, the monthly questionnaire remained), “Intrastat. Arrivals”, “Purchases of crop products”, “Participants in the European Social Fund operations” and “Unemployment Insurance Fund’s list of participants in ESF operations”. The number of questionnaires in 2025 fell compared to 2024 also due to the fact that there was no collection of the “Non-profit institutions questionnaire” which has a periodicity of four years.

Last year, we collected the “The Community Innovation Survey” and “Labour costs” questionnaires which are not annual but collected every few years.

Figure 2. Number of business entities with reporting duties and their proportion among business entities registered in the Business Register, 2020–2025

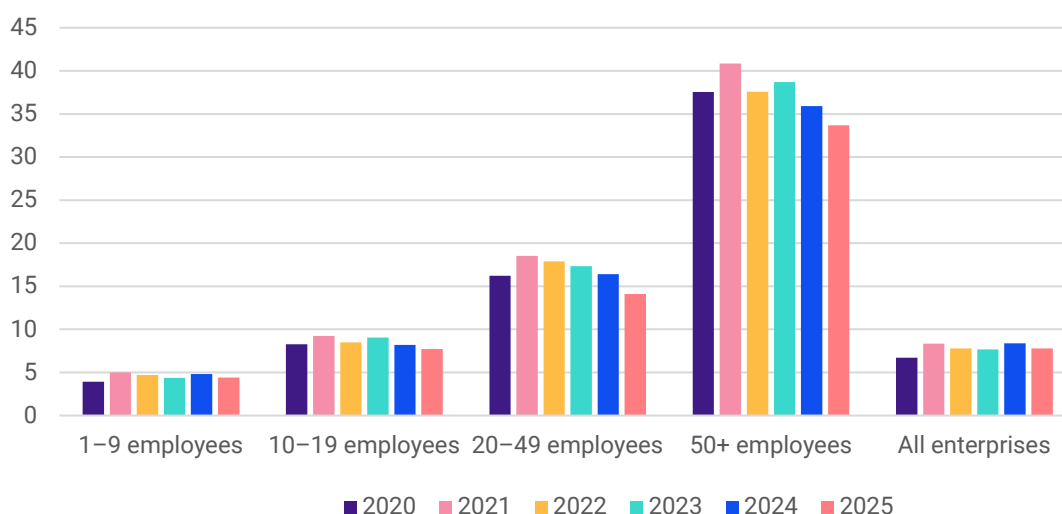


In the last six years, the number of entities surveyed by Statistics Estonia has fallen. This has been managed despite the fact that the number of entities registered in the Business Register has risen by 25%. One in eight registered enterprises had reporting duties in 2020, compared to just one in thirteen in 2025.

Number of questionnaires per enterprise

In 2025, the average reporting burden of surveyed enterprises was 7.8 questionnaires per year (it was 8.4 questionnaires in 2024). Last year, the number of enterprises in questionnaire samples decreased by 2% and the number of questionnaires decreased by 5%.

Figure 3. Number of mandatory questionnaires per enterprise by number of employees, 2020–2025



Time spent on questionnaire completion and submission

The time spent on questionnaire completion and submission is assessed based on the information collected from enterprises. Each questionnaire ends with a table where the respondent can indicate the time spent on the questionnaire.

From 2025, there is no more data collection with the Intrastat arrivals questionnaire. This has allowed us to reduce the administrative burden for enterprises by about 60,000 hours.

Satisfaction

Two customer segments – data providers and users of statistics – are asked for feedback to assess satisfaction. The group of data providers comprises enterprises, public sector institutions and private individuals who submit data to Statistics Estonia. Users of statistics refer to all enterprises, institutions and individuals who have submitted a request for information to Statistics Estonia or have requested a dataset as contract work.

To determine the level of satisfaction, we use the Net Promoter Score (NPS)¹ metric and the Likert scale.

Satisfaction with interviewers

Feedback is requested from individuals who have participated in a personal survey conducted by Statistics

¹ Assessments on a scale from 1 to 10 are given to three questions. The Net Promoter Score may range from –100 to 100. “Excellent” ranges from 100 to 60, “very good” from 59 to 20, “good” from 19 to 0, “satisfactory” from –1 to –40, “poor” from –41 to –70 and “very poor” from –71 to –100.

Estonia. Respondents' satisfaction is measured using the Net Promoter Score (NPS) metric. In 2025, the feedback covered six different surveys.

The feedback questionnaire was sent to nearly 23,200 respondents. We received 2,530 responses, which means that feedback was provided by about 11% of the respondents we contacted.

Individuals' satisfaction with interviewers was measured based on their answer to the question "How would you rate your satisfaction with the interviewer's work, including communication skills, behaviour and quality of explanations?". The overall satisfaction score was 79, which is a point higher than the year before. It is an excellent result considering that the Net Promoter Score may range from -100 to +100. Interviewers were praised for their professionalism, ability to explain and convince and to maintain their composure. The satisfaction score was the highest among the respondents of the Estonian Health Interview Survey, and the lowest among the respondents of the Tourism Survey. Of the six surveys conducted in 2025, five used interviewing by phone and one used in-person interviewing. The satisfaction score was 78 among respondents interviewed by phone and 86 among respondents interviewed in person. Satisfaction varied significantly depending on the language used: the satisfaction index was 77 for respondents surveyed in Estonian and 87 for respondents surveyed in Russian. On a positive note, year on year, the satisfaction index was up by two points for respondents surveyed in Estonian.

Satisfaction with questionnaires

Data providers are also asked to assess the questionnaire. Respondents are asked for an overall assessment (i.e. how easy it was to fill in the questionnaire) as well as feedback on individual questionnaire components. In 2025, assessment of the individual components was only asked from the respondents of personal surveys. We collected feedback about 104 questionnaires in total: 5 personal surveys and 99 enterprise surveys. There were 68,765 confirmed questionnaires; feedback was given in 22,001 questionnaires. On a five-point Likert scale (1 – very difficult; 5 – very easy), the overall rating in 2025 given to the easiness of filling in the questionnaire was 3.3 for enterprise surveys (i.e. average difficulty) and 4.2 for personal surveys (i.e. easy).

Table 5. General assessment of questionnaires in 2025 on a 5-point Likert scale

Type of survey	Completed questionnaires	Feedback providers	Share of feedback providers, %	General assessment (5-point scale)	Number of surveys assessed
Personal surveys	25,010	3,966	16	4.17	5
Enterprise surveys	43,755	18,035	41	3.32	99
Total	68,765	22,001	32	3.75	104

Table 6. Feedback on personal surveys: rating of individual components in 2025 on a 5-point Likert scale

Wording of questions	Wording of answer options	Help texts	Error messages and warnings	Website usability
4.55	4.59	4.61	4.64	4.44

For us, it is important that data providers are willing to share their opinions with us and that the feedback response rate is relatively high – 32%. We are also satisfied with the amount of free text comments, as this provides very useful information for improvements.

In 2024, Statistics Estonia began the gradual transition to its new self-service environment. In 2025, we collected 22 questionnaires in the new environment. We have feedback given about questionnaires completed in eSTAT and about questionnaires submitted in the new self-service environment, which allows us to compare the user experience.

Figure 4. Assessment of user experience in the new self-service environment and in eSTAT on a scale of 1 to 5

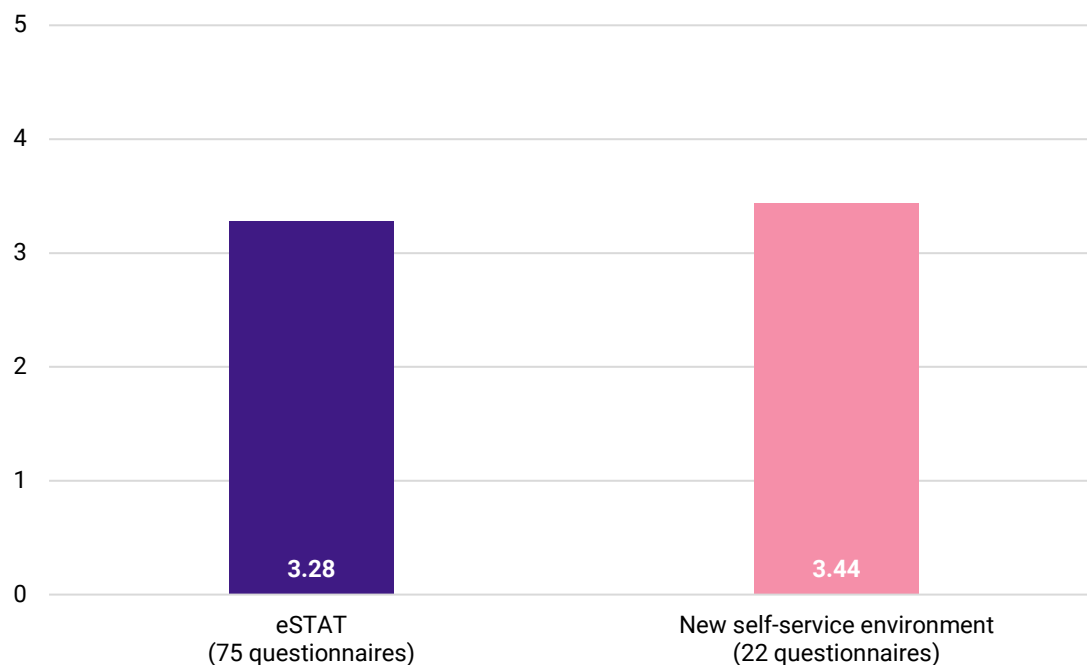
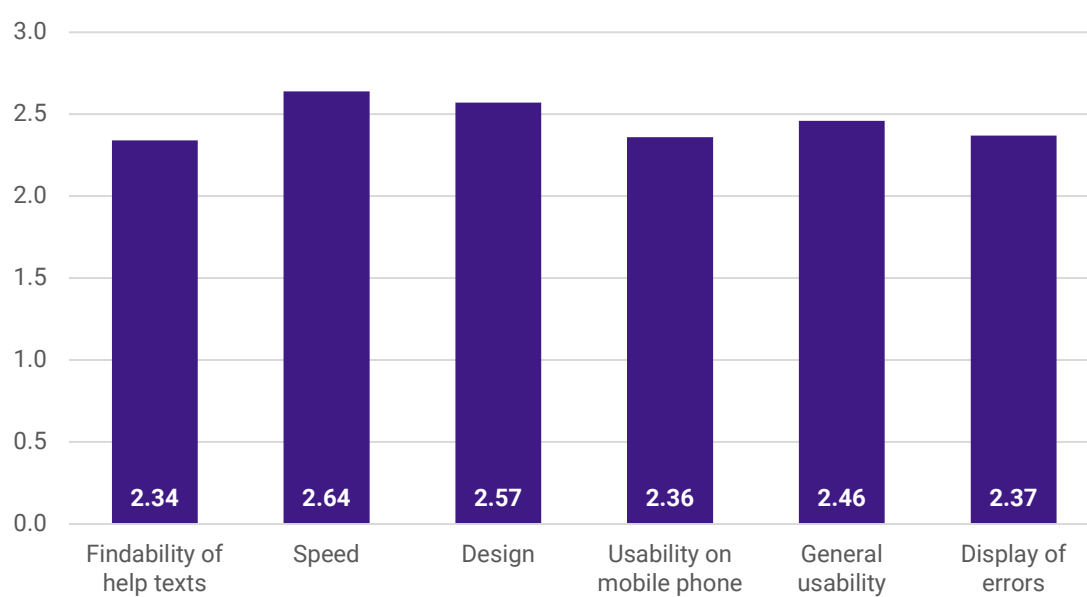


Figure 5. Initial feedback on the components of the new self-service environment on a scale of 1 to 3 (based on 22 questionnaires)



The general assessment – based on the first 22 questionnaires available in the new self-service environment – is better than for the questionnaires in the old environment (eSTAT) (Figure 4). The users of the self-service environment have given more detailed feedback about the questionnaires which we can use to better prepare for the transition of the next questionnaires. Speed and design received especially good ratings – both over 2.5 on a 3-point scale (Figure 5). In the future development of questionnaires, we will pay more attention to ensuring that errors are clearly indicated and can easily be corrected, that the help texts are easy to find, and that usability (incl. questionnaire completion) on mobile phones is better.

Satisfaction with Statistics Estonia's customer support

Satisfaction with customer support among statistics users

In 2025, Statistics Estonia asked 429 users of statistics for feedback and suggestions concerning requests for information, completed contract work and customer service. To determine the level of satisfaction, we use the Net Promoter Score (NPS) metric. Customers are asked to rate their satisfaction with Statistics Estonia's customer service and the response received on an 11-point scale. We received 117 responses (response rate 27%). The satisfaction with Statistics Estonia's customer support and the response received was 82, which means "very good" in the NPS methodology. Statistics users were happy with the fast and professional customer service, and they appreciated the consideration shown for their needs. Users were satisfied with the thoroughness of the response. They like that the customer support recommends other sources where the required data could be found in cases where Statistics Estonia is not the holder of the relevant data.

Satisfaction with customer support among data providers

In 2025, Statistics Estonia asked 641 data providers for feedback about customer support. Customers who had contacted our customer support by email were asked to rate their satisfaction, specifically with the response received and with the customer service.

We received 114 answers (response rate 18%). The satisfaction score for Statistics Estonia's customer support and response received was 72 based on the Net Promoter Score (NPS) methodology.

Data providers found our customer support to be fast, professional and friendly. The personal approach and customer focus were highly appreciated. Lower scores were given when customer support was unable to fulfil the respondent's wishes, for example, by extending a submission deadline or releasing the respondent from reporting duties. Lower ratings were also explained by the questionnaires being too difficult and the inconvenience of the data submission environment.

Public trust

Statistics Estonia participates in the survey on the reliability of public institutions conducted by the market research enterprise Turu-uuringute AS. Once a quarter, about a thousand randomly sampled Estonian residents aged 18 and over are asked to rate their trust in the specified institutions. Respondents are surveyed by phone or through a web panel. In 2025, Statistics Estonia's highest ranking among 32 institutions was 17th. Over the years, respondents have considered the Rescue Board and the Emergency Response Centre to be the most trustworthy institutions, usually followed by the Police and Border Guard Board and the Estonian Tax and Customs Board.

2. Data governance

2.1. Coordination of data governance at the state level

Statistics Estonia coordinates state data governance in cooperation with partners, notably the Ministry of Justice and Digital Affairs, and the Information System Authority. Data governance is a key element of the digital society reform and supports better public services as well as data-driven policymaking. The vital role of data is recognised in both the “Estonia 2035” strategy and in the Estonian Digital Society Development Plan 2035.

Statistics Estonia has played a central role in the achievement of two goals concerning data-based governance and data reuse:

- Providing the state with high-quality and easily available statistics to support decision-making, i.e. offering analytical support to decisionmakers and increasing the efficiency of processes;
- Providing and maintaining an up-to-date and comprehensive overview of data on the level of registers and available datasets; linking data semantically, applying the once-only principle in data collection, and reusing the collected data.

The Covid-19 pandemic highlighted the importance of data. The European Union set up the Recovery and Resilience Facility (RRF) to mitigate the negative impact of the coronavirus crisis and to prepare for future challenges. At the end of 2021, the European Commission approved the decisions of the Estonian government for use of the Recovery and Resilience Facility funding. The digital society component involves the establishment and development of a centre of excellence for data governance and open data, to achieve the following targets:

- Raising the quality of the data managed and collected by the state;
- Improving the availability of data for decision-making;
- Improving the quality and availability of open data, and supporting data reuse.

The biggest challenges are as follows: there is no state-level overview of the data available in databases; organisations do not have a full grasp of the parts that make the whole and of the steps required to organise their data; institutions require guidance as well as tools.

At the same time, the institutions, including the top management in many cases, are aware of the importance of this domain and are looking for solutions. There is just a need for coordination. In the area of data governance, the public sector faces several challenges and goals, defined in the RRF plan as follows.

- Use (reuse) of the data stored and collected within the public sector, in order to make better policy decisions and offer better services, incl. the provision of comprehensive and predictable services. For the introduction of applications based on artificial intelligence and for other applications, the underlying data must be of high quality.
- The data quality is often inadequate, due to the poor and inconsistent standard of the organisation, competence and practices of data governance across institutions. Also, often, there is not a good and simple enough overview for data (re-)use.
- There is a great amount of inefficiency in data governance. The public sector includes over 1,200 databases and there is often data duplication and duplicate submission of the same data (from the perspective of data providers).
- Another challenge is the availability of open data which should be a functional, permanent part of good data governance but is currently limited and unsystematic. The situation has improved but there is a long way to go to making the most of open data as a digital economy/society. Here, again, the main reason is lack of competence. With already existing open data, the main challenge is expanding their (re-)use for new services and measures.

Statistics Estonia has managed data governance with funding from the Recovery and Resilience Facility available until June 2026. The goals of the reform have been improving data quality and availability and promoting the reuse of open data. In 2022, a centre for excellence for data governance was launched at Statistics Estonia. The centre is tasked with the following: developing the requirements and standards of data governance; providing guidance and counselling to institutions; overseeing data descriptions and data quality; and maintaining an overview of data collected by the state.

In spring 2025, Statistics Estonia conducted a survey to assess the data capabilities of Estonian public sector institutions. The survey is part of an annual monitoring effort aimed at providing an overview of the current state and trends of national data governance. The results showed that the data domain, including data governance, is a strategic priority for half of the agencies, and several agencies are highly capable in this area. The remaining agencies, however, need support and guidance. The level of data governance maturity can be considered good in a few agencies. At the same time, even in the most capable agencies, several sub-areas are still in the early stages of development. More information (in Estonian) about the current situation is available at <https://stat.ee/et/statistikaamet/andmehaldus/asutuste-andmehalduse-ulevaade>. In the future, the plan is to focus more on improving data quality, including enhancing the institutions' capacity to address data quality issues.

Another priority in the coordination of data governance is the provision of the necessary ICT tools in cooperation with the Ministry of Justice and Digital Affairs and the Information System Authority. The current state data directory (RIHA², the administration system for the state information system) has not offered much additional value to institutions. The RIHAKE application was developed to provide organisations with a data governance tool interfaced with RIHA. RIHAKE is a tool where an institution can describe its databases in the data dictionary, improve data clarity by creating a business glossary of relevant terms, keep the data overview and descriptions up to date, and submit descriptions to RIHAKE. This leads to an up-to-date and clear overview of the data available in state registers and databases. The first version of the application was made available in April 2022, and the tool has been developed further based on feedback from institutions.

In summer 2022, the Ministry of Economic Affairs and Communications presented its vision for developing a single data portal based on RIHA and the Estonian open data portal. The key to this is overall agreement to apply a common standard. This standard³ was prepared in cooperation with the ministry. Applications and interfaces (incl. the official portal for European data) follow a standard that makes data easier to be found. The new data portal was launched in the summer of 2025. It will take some time before a wider range of data is published on the portal, but the goal is to make up-to-date information about databases available on the new portal in 2026.

Our work with guidelines continued in 2025. We prepared the data governance framework manual (will be published in mid-2026) to include the relevant updates, such as data asset mapping guidelines and the data object maturity model.

2.2. Cooperation with other institutions to improve their data governance

To improve data descriptions and data quality, we took several practical steps in 2025 with an emphasis on cooperation with other agencies, development of the necessary tools and provision of methodological supervision.

For a better understanding of data and greater data reuse, a total of 276 data description projects were carried out in cooperation with 19 institutions. In these projects, we prepared the general metadata as well as data dictionaries and business glossaries for each dataset. The biggest challenge for partner institutions was compiling the business glossary, which requires good awareness of linguistic nuances as well as experience

² RIHA, administration system of the state information system; <https://www.riha.ee/>

³ Data description standard (in Estonian), May 2022; https://www.stat.ee/sites/default/files/2022-06/AH_juhis_andmekirjeldus_standard_2.0.pdf

with terminology work. The updating of the Estonian data description standard was started, in order to harmonise the concepts and terms and to fix some inaccuracies. There are several other standards followed by institutions which may not always be consistent with new requirements. For this reason, it has been necessary to identify the differences between these standards, and their management requires special attention.

In collaboration with other agencies, we organised the files of RIHA datasets to prepare for the transfer of data to the new data portal (<https://andmed.eesti.ee/>) where data can be browsed and used more conveniently. In terms of tools, we supported other agencies during the implementation of RIHAKE. It is a cataloguing tool for compiling and managing dictionaries that enables agencies to integrate data descriptions and data management processes into a unified whole. There is a single central data directory where users can view the data and also transfer data to other systems, if necessary, ensuring consistency, reusability and improved data exchange.

In 2025, 65 data quality projects were carried out in collaboration with 30 agencies. Statistics Estonia was the initiator of these projects, brought the parties together, and provided guidance on the use of data management tools. Together, the core data were identified and the business rules for the data were described, thereby laying the foundation for systematic monitoring of data quality. A guide for defining core data, complete with practical examples, was also prepared to facilitate getting started with data quality management and implementing the methodology. There were several data quality projects where the definition of core data indicated the need to update the statutes of the relevant database, to ensure better compliance between the datasets and the statutes and to achieve clearer accountability and greater consistency.

3. Data literacy

3.1. Development of data competence

Statistics Estonia's main responsibility is to release official statistics, but in addition to that we also promote data literacy. We want to improve people's ability to find and process relevant data, which includes providing different ways for exploring data. Our goal is to offer even better data assistance to users and guide them to the data they need. This way, we help people to understand the data better and use our products for maximum value. Statistics help to make good, informed decisions.

From the perspective of data literacy, in 2025, we published 226 data stories, including 119 news releases, 102 news articles and 5 blog posts. We also gave 88 interviews. Last year, there were 8,544 mentions of our statistics in the Estonian media; almost every day, there was a media reference to the statistics produced by Statistics Estonia. The great public need for data is evidenced by the number of media inquiries that we answered – 460 in 2025 (448 in 2022, 497 in 2023, 458 in 2024). By the end of the year, our social media channels had about 58,000 followers.

To support data literacy, we continued to update our applications. The usability of the dashboards application was significantly improved, so that statistics users could even more easily make informed, data-driven decisions. In the first half of 2025, we added new dashboards about migration, equal treatment, statistics on Tallinn, and the building materials industry. The dashboard about Tallinn city is especially thorough with nearly 100 visualisation modules.

In 2025, we launched the map application, which is a completely new solution developed in cooperation with the Land and Spatial Development Board. It is a visualisation tool that provides a good overview of the data and allows users to analyse and compare statistics for different regions. The application has proven popular: in ten months, there were more than 36,000 views of the 70 different maps currently available.

The development of the environment for re-use of data for research continued in 2025. The project has been in development for three years. Since spring 2025, the information system is available to the public, although a range of improvements were made over the entire year. The current development phase is scheduled to be completed by June 2026.

Each year, Statistics Estonia awards the young statistician's prize named after Albert Pullerits. The aim of the Albert Pullerits prize is to recognise young people who help to promote statistics as an important branch of science; motivate young people interested in statistics to apply and develop statistical methods; and strengthen Statistics Estonia's collaboration with research institutions. The prize is given to a student whose Bachelor's or Master's thesis in the area of demography, social life, economy or the environment applies or develops a statistical method.

In 2025, the young statistician's prize was awarded to Jennifer-Chelsea Laanet for her Master's thesis "The Influence of Family, Relationships and Environments on the Mathematical Identity of Estonian Students, and the Impact of the Mathematical Identity on Academic Achievement Based on 2022 PISA Data" defended at Tallinn University. The prize committee noted that the winning paper dealt with an important topic from a fresh angle and offered practical value. In 2025, there was also an honourable mention: Mai Britt Meriloo for her Bachelor's thesis "Wilhelm Lexis and His Contribution to Population Statistics", studying the period when Wilhelm Lexis worked at the University of Tartu and published his seminal work on population statistics. The prizes were presented by Liina Osila, the Deputy Director General of Statistics Estonia and the chair of the prize committee, at the conference "150 Years of Data Visualisation in Tartu: A Tribute to Wilhelm Lexis" in October.



(From the left) Liina Osila, Jennifer-Chelsea Laanet, Mai Britt Meriloo.

3.2. Cooperation in Estonia

Customer focus is a top priority for Statistics Estonia. For us, it means openness, recognising the needs of partners and data providers, and developing the organisation to provide greater value in the data ecosystem. As we build partnerships, we do not assume that policymakers or partners in the private sector have complete knowledge of the statistics we produce. Our goal is to understand their needs and propose the best data-driven solutions.

Since 2021, we have held regular meetings with experts from ministries and the Government Office to consult them as we prepare the official statistical programme, to introduce other data services available on request, to give an overview of ongoing data services projects, and to discuss any other matters concerning cooperation. Our partnerships have become stronger each year, as our statistics teams meet regularly with ministries to review and update the contents of official statistics or to find solutions for our partners' data needs.

In addition to that, we build relationships with private-sector data holders for mutual gain from new technological solutions, for example, related to privacy enhancing technologies and data protection. In 2025, we started a project for analysing the possible introduction of mobile positioning data using privacy enhancing technologies. The aim is to create value from data for many users, create a favourable regulatory environment, and also reduce the administrative burden for respondents.

We have developed and tested new data services in cooperation with various partners from both the private and public sector, including the Estonian Chamber of Commerce and Industry, the Estonian Association of Small and Medium Enterprises, the Estonian Merchants' Association, the Estonian Chamber of Agriculture and Commerce, the KARDIS association of accountants working in Russian, and several other business associations, but also many enterprises, including Kaubamaja Grupp AS, Coop Eesti AS, Delfi Meedia, ICA Group, Telia Eesti AS, etc.

One of the priorities in our national and international cooperation is to be involved in any matters concerning data and statistics as early as possible in the policy shaping stages (including the drafting of legislation). In 2025, we took an active part in the preparation of legislation (draft laws on civil crisis and national defence, credit institutions, and gender equality), in the revision of the Estonian Digital Agenda 2035, and in the implementation of the EU Pay Transparency Directive.

4. Organisational development

In terms of organisational development, the focus in 2025 was on the transition to service-oriented management from 1 January 2026. Over the course of the year, we determined the new roles and areas of responsibility and defined specific services which were then grouped into portfolios. Statistics Estonia's managers and team leads completed a comprehensive development programme to support the creation of a customer-centric and service-oriented management culture, with an emphasis on systematic service management, metrics and quality.

There was a strong focus on harmonising the management system: the principles of service management were formulated, standardised tools were created (including service maps, a service schedule, a management clock), and a network of service managers was established to support collaboration and the sharing of experience among managers. By the end of 2025, we had made sufficient progress in our preparations to allow the transition to service-oriented management starting from 2026.

4.1. Employee retention and training

In the next few years, employee retention and training at Statistics Estonia will be affected by the overall measures agreed in the public sector for balancing the state budget, which involves cutting the budgetary costs of government institutions in the years 2025–2028. Statistics Estonia prepared an action plan to achieve the reduced spending targets which affected already the 2024 budget in terms of employee retention. In the coming years, we will be forced to curb expenditure on equipment, training and travel, to review our service standards, and to optimise our workforce (in positions where the work can be reorganised). The HR indicators for 2025 reflect these budget cuts.

The majority of Statistics Estonia's budget is used for personnel costs, which means that people are, quite literally, our core asset. In 2025, we had an average of 314 employees, with the average age of 49 years. 82% of the staff were women. Most of our employees are based in the Tallinn office, but we also have smaller offices in Tartu and Viljandi.

85% of Statistics Estonia's employees have higher education. Compared with 2024, this share was up by one percentage point last year.

50%	17%	4%	14%
Employees with a master's degree	Employees with a bachelor's degree	Employees with a doctoral degree	Employees with professional higher education

The 2025 report on human resources and wages and salaries in state institutions and related agencies indicates that Statistics Estonia's salary position has seriously deteriorated compared with 2024. In comparison with other state institutions and agencies, the overall wage gap for Statistics Estonia is –14.1%. Voluntary labour turnover rose to 9.7% in 2025 and exceeded the internal target level of 9%. The overall labour turnover was up by 5 percentage points last year and reached 16.8%.

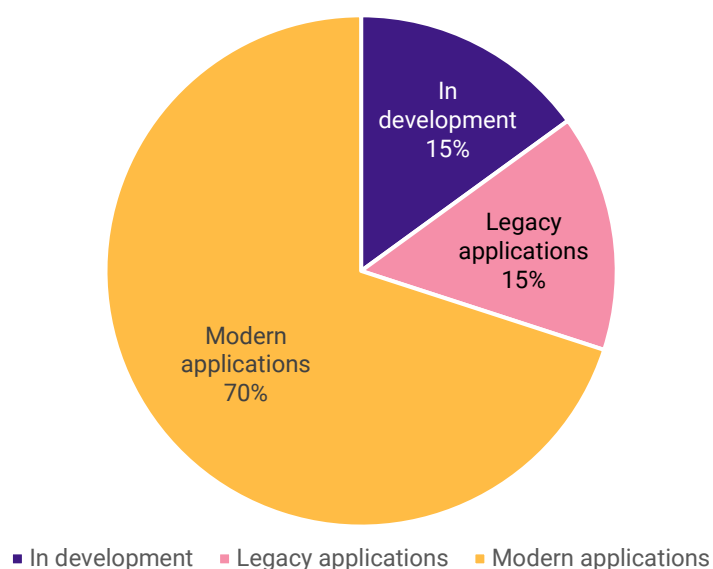
97.4% of Statistics Estonia's employees participated in domestic training courses last year. The main focus was on the development of management competences, on the development programme related to the transition to service-oriented management as well as on in-house training and briefings organised by Statistics Estonia's employees. The share of management training was 41%, and the share of training related to digital competences, computer skills and IT was 25%. Training related to Statistics Estonia's main activities accounted for 18% of all training activities. Just as in 2024, we paid considerable attention to mental health topics in 2025 – among other things, 18 employees completed training in mental health first aid. In addition to local training options, employees also attended training provided through the European Statistical Training Programme (ESTP). The average volume of training per employee was 28 class hours in 2025. Training costs represented 0.76% of total labour costs.

4.2. Technological improvements

In a sense, Statistics Estonia is increasingly like an IT company, since virtually all of our work processes are based on information technology. The management of IT is complicated because IT developments are carried out in cooperation with the Information Technology Centre (RMIT) of the Ministry of Finance, and computer workstation services, data communication and some of the platform services are provided by the Estonian Information and Communication Technology Centre (RIT). Statistics Estonia oversees the IT budget for its activities, but day-to-day operation is also the responsibility of RMIT.

Our annual IT budget is about 1.5 million euros. Statistics Estonia's work processes are supported by 70 applications. As of early 2025, 13 of these were applications using outdated or obsolete technologies (legacy software) (see Figure 6). In 2025, we focused on replacing some legacy applications. We plan to replace at least three of these over the course of 2026 and another two in the first half of 2027 the latest. For two legacy applications, we will update the software in 2026 to remove them from the list of legacy applications.

Figure 6. Overview of Statistics Estonia's applications



4.3. International cooperation

Statistics Estonia has defined the following aims for international cooperation: develop comparable statistics based on a range of sources; develop data governance and data science; explore and adopt innovative methods. In 2025, we cooperated with experts from the Netherlands, the IMF and the OECD to improve the methodology of the consumer price index; our collaboration with these partners and several other European statistical institutes (NSIs) will continue in 2026. A separate strategic area of international cooperation involves sharing Estonia's experience with data governance and register-based statistics production – we participate actively in the development and legal regulation of both fields. For example, supported by the Technical Support Instrument of the European Commission, we initiated a cooperation project with the national statistical institutes of Germany, the Netherlands and Croatia for developing an internal structure that supports increased data sharing in the public sector. The project continues until the end of 2026.

In 2025, we represented Estonia's interests within the European Statistical System by attending over 60 meetings of different European Commission (Eurostat) working groups for heads of statistical domains, various experts, or technical developers. These working groups serve as hubs of domain-specific knowledge

and their purpose is to develop statistics and prepare proposals for EU legislation. The Director General of Statistics Estonia represents Estonia in the European Statistical System Committee (ESSC) which met in Luxembourg in February and May 2025 and in Split, Croatia in October.

The main focus of the Working Party on Statistics of the Council of the European Union was on negotiations over the proposed regulations on commercial real estate statistics and fisheries and aquaculture statistics. In case of the latter, Statistics Estonia opposed the increase in enterprises' administrative burden: our view was that only statistics that are needed should be produced. In addition, negotiations concerning the proposed regulation on European statistics on population and housing continued last year involving the three EU institutions (trilogue). The proposed regulation on commercial real estate statistics also reached the trilogue phase in 2025.

We attended high-level statistics meetings during Poland's presidency of the Council of the EU where the main topic was the NSIs' use of privately held data under the revised Regulation on European Statistics and the related challenges.

The 56th session of the UN Statistical Commission in New York approved the reports completed by various statistics working groups over the year. In June, the plenary session of the Conference of European Statisticians (CES) organised by the UN Economic Committee for Europe (UNECE) was held in Geneva. In 2025, we continued to lead the UNECE Task Force on the changing role of national statistical institutes which is dedicated to defining the roles for data stewardship at national statistical institutes.

In June, we attended the meeting of the OECD Committee on Statistics and Statistical Policy (CSSP) to discuss the OECD's AI principles, difficulties with getting respondents to answer in surveys, and use of models and estimates in official statistics. The Director General of Statistics Estonia Mr Urmet Lee also served as a member of the Bureau of the OECD Committee on Statistics. The OECD working groups are an important source of information for us, regarding the changes in the statistical system amid the fast-developing data economy. Statistics Estonia's employees participated in the OECD working groups for national accounts, financial statistics, foreign trade in goods and services statistics, research and technology, and household wealth.

Cooperation between Baltic NSIs is overseen by the steering group consisting of the Directors General of the three national statistical authorities and their deputies. In 2025, the steering group met in Estonia and approved the plan of activities for 2025–2026 by domain. There are frequent meetings with colleagues from the Baltic countries and from Finland, both between experts and at management level.

In 2025, with funding from the Estonian Centre for International Development (ESTDEV), we launched a project to support the State Statistics Service of Ukraine in the production and development of European statistics. Several virtual training sessions were held and, in April, a high-level Ukrainian delegation visited Statistics Estonia. At the end of 2025, ESTDEV invited us to participate in the EU4Statistics Ukraine Programme, a large-scale project funded by the European Commission. Statistics Estonia is helping the State Statistics Service of Ukraine with the institutional reform, while Statistics Sweden focuses on enhancing the production and dissemination of high-quality European statistics and improving professional competences. The project lasts for three and a half years (through 2029), and its total cost exceeds 7 million euros. In addition to Ukraine, we had visitors from other countries who came to learn from our experience and share their own, including statisticians from North Macedonia and Turkmenistan and digitalisation project teams from Cuba, Malaysia and Bangladesh.