STATISTICS

GFSM 2014 update

Discussion Note:

2.27 Relationship Between GFS and IPSAS / IFRS

Summary Details

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Summary of Issues and Draft Recommendations:

The increasing use of accrual based accounting frameworks by governments and state-owned enterprises (SOEs) means that GFS compilers could rely more heavily on accounting data. Such frameworks include International Public Sector Accounting Standards (IPSAS) and International Financial Reporting Standards (IFRS), and national, or jurisdiction-specific public sector and corporate reporting frameworks. While the similarities between accounting and statistical guidelines are positive, some data presentation requirements differ even though the recognition and measurement requirements are aligned, and some additional data need to be collected in certain areas because of key recognition and measurement differences. *GFSM 2014*[2] Appendix 6 is now outdated as a result of changes in IPSASB guidance since 2014, and practical bridging tools are limited, especially for complex areas such as leases. Without updated guidance, compilers face challenges in using IPSAS and other accrual-based accounting standards for GFS reporting.

Draft Recommendations:

- Revise the *GFSM 2014* Appendix 6 comparison with IPSAS to reflect changes since 2014, while clarifying its relevance for countries that apply national public sector accounting frameworks or IPSAS-based standards, as well as providing clearer explanations of key areas of alignment and difference. This would also include removing some of the current information to focus on high-level issues.
- Extend and maintain the IPSAS–GFSM Alignment Dashboard to create a coordinated alignment opportunity tracking resource, and encourage use of the IPSASB's regularly updated IPSAS–IFRS Comparative Dashboard, as well as IPSAS 22 implementation guidance, rather than developing duplicative resources.
- Produce supplementary guidance (separate from the GFSM itself) to give practical instructions

[1] The views expressed in this Discussion Note are those of the authors and/or Task Team and do not necessarily represent the views of the IMF.

[2] Government Finance Statistics Manual 2014 *(GFSM 2014)*

on how to bridge accounting data into GFS (and vice versa), allowing for more frequent updates as IPSAS changes.

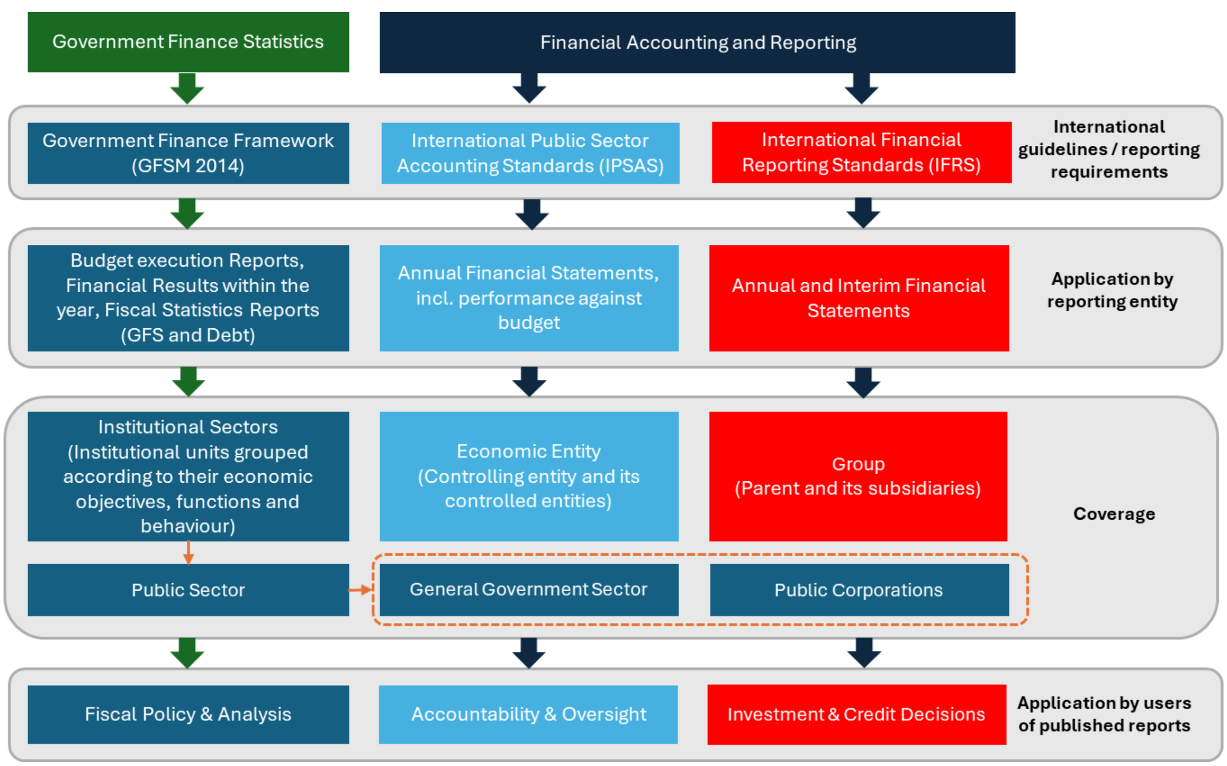
- Prioritize detailed practical compilation guidance (outside the GFSM) on complex transactions (e.g., leases) where divergences are most material and additional data will be required based on matching stakeholder priorities with available resources.

Introduction

1. There is growing momentum toward accrual-based financial reporting by governments and SOEs, although adoption approaches differ across jurisdictions. In many countries/jurisdictions, governments use IPSAS directly or draw heavily on it for national public sector accounting standards, while SOEs may report under IFRS, national Generally Accepted Accounting Principles (GAAP) or other national frameworks. [The International Public Sector Financial Accountability Index 2025 Status Report] estimates that by 2030, 77 (81%) jurisdictions projected to be reporting on accrual will make use of IPSAS Standards.

2. Although the increasing use of IPSAS and IFRS strengthens the potential for alignment between accounting and statistical frameworks, differences persist due to the distinct objectives of financial reporting (accountability and decision-making) and statistical reporting (macroeconomic analysis), as well as the differences in reporting boundaries and analytical focus.

Linkages between Government Finance Statistics and Financial Accounting and Reporting



3. In this context, GFS compilers frequently use accounting data as source data when compiling GFS. While the broader use of accrual reporting by governments is a positive development, it is essential

to offer guidance on how the concepts and presentations in IPSAS- and IFRS- and other accrual-based national accounting frameworks and reports relate to those in GFS, highlighting both similarities and differences. Although the guidance in this paper is primarily framed with reference to IPSAS and IFRS, the principles may also be applied to other accrual based accounting frameworks, subject to adjustments where such frameworks diverge from IPSAS or IFRS. Accordingly, guidance is needed on necessary adjustments between accounting data and GFS reports in order to meet the requirements of both the statistical and accounting frameworks. Greater alignment between accounting and statistical data, along with clear identification and explanation of differences in the main aggregates, will enhance data quality, comparability and usefulness. At the same time, improving transparency around the adjustments required to move from accounting data to GFS reports will strengthen user understanding, support fiscal analysis, and enhance the credibility of reported information.

4. During the preparation of the *2008 SNA*[3] and *GFSM 2014* a specific Task Force for Harmonization of Public Sector Accounting (TFHPSA) worked to reduce differences and explain remaining unavoidable differences. As a result, Appendix 6 of the *GFSM 2014* compares and contrasts the GFS guidelines with the IPSASs as they stood at that time. Since then, the IPSAS Board (IPSASB) has been represented in the different task teams charged with developing new statistical guidance. Conversely IMF staff (from the Statistics Department and Fiscal Affairs Department) have observer status in the IPSASB. This strong institutional collaboration continues as part of the update of the *GFSM 2014*.

5. Since the *GFSM 2014* was published, 18 new IPSAS Standards have been published. Although some replaced earlier standards, the overall number of accrual IPSAS Standards has increased from 32 to 41 as of January 2026. Taken together with the changes resulting from the update process, there is therefore a clear need to update the *GFSM 2014* Appendix 6, as well as address a number of other issues linked to this.

Issue A: Opportunities for further alignment of GFSM and IPSAS

Background to Issue

6. The IPSASB Strategy and Work Program 2024-2028 emphasizes alignment with GFS as an integral part of the Board's work. The IPSASB Policy Paper on the Process for Considering GFS Reporting Guidelines During Development of IPSASs sets out the IPSASB process for reducing unnecessary differences between GFS and IPSAS reporting. Similarly, the updates to the macroeconomic statistical manuals carefully consider any divergence with the accounting standards and make efforts to align where possible.

7. A key resource in understanding differences and similarities between GFS and IPSAS is the IPSAS-GFSM Alignment Dashboard prepared by IPSASB. This is a living document that is updated as relevant accounting and / or statistical guidelines change. The Basis for Conclusions sections in each individual IPSAS Standard also explains how the GFS reporting guidelines were considered in their development, and where the IPSAS Standard offers policy choices, the option most consistent with GFS is highlighted. Alignment between IPSAS Standards and the GFSM has been reviewed in detail as part of

[3] *2008 System of National Accounts (pre-edit version) (2008 SNA)*

the current IPSASB project on ‘Strengthening Linkages Between IPSAS Standards and the GFSM’ and the Alignment Dashboard has been revised to provide more detailed descriptions of alignment achievement and / or opportunities. In addition, the IPSASB maintains an IPSAS-IFRS Comparative Dashboard highlighting similarities and differences between IPSAS and IFRS, which is particularly relevant to public corporations reporting under IFRS.

8. Another useful resource is the high-level guidance on differences and similarities between accounting and statistical guidance in the *2025 SNA*[4] (in particular Tables 28.1 and 30.1). This and most of the available resources highlight the differences and similarities between the statistical standards and the IPSAS (or other accounting standards such as IFRS). However, as accounting data is increasingly used for GFS compilation, there is also a need for guidance on how to bridge between the standards.

9. The Exposure Draft 94 published by the IPSASB in February 2026 – Linkages Between IPSAS Standards and the GFSM 2014 (Amendments to IPSAS 22) – is intended to provide a more granular understanding for each IPSAS Standard of where its requirements and the *GFSM 2014* data requirements are the same, and where additional data needs to be collected because of different methodologies by identifying:

(a) Data recognition requirements in IPSAS Standards aligned with the *GFSM 2014*;

(b) Differences in data presentation requirements between IPSAS Standards and the *GFSM 2014* even where the recognition and measurement requirements are aligned; and

(c) Additional data that needs to be collected for *GFSM 2014* reporting because of key recognition and measurement differences.

Progress on this project is made available via the IPSASB’s dedicated webpage on Strengthening Linkages Between IPSAS Standards And The GFSM.

10. One specific area, where increased harmonization was originally foreseen as possible within the GFSM update timeline and the IPSASBs current work program was the presentation of financial statements. In June 2023, IPSASB launched a project to replace IPSAS 1 on *Presentation of Financial Statements*, which is expected to be concluded in December 2027. This project aims to improve how public sector financial data is effectively communicated in financial statements. While this may still create opportunities for closer alignment, the IPSASB sees increasing the underlying alignment of its recognition and measurement requirements with those in *GFSM 2014* in the individual IPSAS Standards as more important. Accordingly, the consultation paper launched in April 2026 does not support GFSM-aligned presentation formats at this stage.

11. Opportunities for further alignment between GFSM and IPSAS may arise both from the *GFSM 2014* update process and from the ongoing development of IPSAS Standards. Alignment may therefore occur either through the adoption of IPSAS-consistent treatments in GFSM updates or through IPSASB consideration of statistical reporting guidance when developing or revising individual IPSAS Standards.

[4] *2025 System of National Accounts (pre-edit version) (2025 SNA)*

Options Identified to Address Issue

12. The options for identifying and coordinating the uptake of alignment opportunities arising from the *GFSM 2014* update process, and the ongoing IPSASB work program are:

a. **Option A1:** Status quo—GFSM opportunities identified on a project-by-project basis while IPSASB identifies these through its IPSAS–GFSM Alignment Dashboard as well as its process for considering GFS guidance during the development of IPSAS Standards.

b. **Option A2:** The IMF Statistics Department develops its own central tracking mechanism to identify opportunities to increase alignment with IPSAS Standards.

c. **Option A3:** IMF and IPSASB extend and maintain the IPSAS–GFSM Alignment Dashboard to coordinate and maximize the uptake of opportunities for further alignment, meeting the needs of both the statistical and public sector accountancy communities.

Option A1: Status quo - GFSM opportunities identified on a project-by-project basis while IPSASB identifies these through its IPSAS-GFSM Alignment Dashboard

13. This option involves no change to current IMF and IPSASB processes.

Pros:

- No additional work for either organization.
- IPSASB can identify opportunities to increase GFSM alignment through the combination of its Exposure Draft and consultation on its future work plan.

Cons:

- No coordinated overview of opportunities to increase alignment arising from the *GFSM 2014* updates and related statistical developments more generally.
- Lack of a structured and ongoing mechanism to identify and action opportunities to increase alignment with IPSAS, resulting in a lower profile for alignment beyond individual projects.

Option A2: The IMF Statistics Department develops its own central tracking mechanism to identify opportunities to increase alignment with IPSAS Standards

14. This option would involve the IMF Statistics Department developing and disseminating and maintaining its own tracking mechanism of opportunities to increase alignment between the GFS and IPSASs.

Pros:

- Increased visibility of opportunities to strengthen alignment between GFSM and IPSAS arising from the *GFSM 2014* update process and from future developments in both frameworks.
- Greater visibility within the GFS community of opportunities to increase alignment with IPSAS, and a stronger basis for identifying, monitoring and promoting such opportunities over time as both frameworks evolve.

Cons:

- Increased workload for IMF staff in developing and maintaining tracker mechanism.
- Risk of differences with IPSAS-GFSM Alignment Dashboard, or duplication of effort.

Option A3: Use of external IPSAS-GFSM alignment dashboard to identify opportunities for alignment

15. This option would involve extending the IPSAS-GFS Alignment Dashboard to create a coordinated alignment opportunity tracking resource covering both opportunities arising from individual *GFSM 2014* update projects and IPSAS Standards development options. While the dashboard has already been expanded to include *GFSM 2014* update projects, further enhancements could be considered over the longer term to improve its accessibility and usability for GFS compilers and users.

Pros:

- Would maximize chances of uptake of alignment opportunities by providing a coordinated overview of both the opportunities and whether they are being taken forward, improving their visibility and accessibility to both accounting and GFS communities.
- Significantly less work for IMF staff than option A2.

Cons:

- Some limited additional workload for both IMF and IPSASB staff compared with option A1.

Draft Recommendations

16. The drafting team recommends adopting **Option A3** as this would maximize the chances of the uptake of alignment possibilities by providing a coordinated overview of both the opportunities and whether they are being taken forward, with only limited additional workload for IMF and IPSASB staff compared with the status quo.

17. **At the May 2026 GFS Advisory Committee (GFSAC) meeting there was support for the Task Team's recommendation of Option A3.**

Issue B: Revisions to Appendix 6 of the GFSM

Background to Issue

18. The current version of *GFSM 2014* Appendix 6 provides a high-level overview of the relationship between government finance statistics reporting guidelines and IPSAS Standards, highlighting the main areas of alignment and the principal conceptual differences between the two frameworks. In practice, however, many countries apply national public sector accounting frameworks, including standards that are based on, adapted from, or only partially aligned with IPSAS, while some public corporations use national GAAP rather than IFRS. This provides important visibility to the topic. However, the Appendix will need to be updated for extensive changes in the IPSAS Standards since 2014, taking into account the detailed analysis in the IPSASB Exposure Draft 94, as well as for the upcoming changes to *GFSM 2014.*

Options Identified to Address Issue

19. The broad options for making the necessary updates to Appendix 6 of the *GFSM 2014* are:

   a. **Option B1:** Limited editorial changes only.

   b. **Option B2:** Reduce the level of detail and provide separate external resources to provide detailed information on linkages between GFS and IPSAS.

   c. **Option B3:** Provide more detailed guidance on the similarities and differences between statistical guidance and IPSAS Standards.

Option B1: Limited editorial changes only in Appendix 6

20. This option would restrict the revisions to Appendix 6 to updates of the existing text for changes resulting from the update of the *GFSM 2014* and those resulting from the significant changes to the IPSAS Standards suite since 2014.

Pros:

- Revises Appendix 6 to reflect significant GFSM and IPSAS changes since 2014
- Minimizes the resources required to update Appendix 6.

Cons:

- Increased risk (compared with Option B2) that guidance becomes out of date, for example as a result of further changes in IPSAS Standards.

Option B2: Reduce the level of detail and provide separate external resources to provide detailed information on linkages between GFS and IPSAS

21. This option could include some removal of the details in the current Appendix 6 to increase the focus on the data alignments between the GFSM and IPSAS Standards as well as the differences. In determining the extent of the reduction, consideration would need to be given to other relevant guidance changes in the SNA and GFSM (for example to align with the high-level presentation in Table 30.1 of *2025 SNA* Chapter 30) as well as the results of the IPSASB Exposure Draft 94 consultation and the resulting updates to IPSAS 22. Providing links to external resources could facilitate the level of reduction achievable as well as diminishing the risk that the Appendix becomes out of date, for example as a result of further changes in IPSAS Standards. Such resources could include the IPSAS-GFSM Alignment Dashboard and, where relevant for public corporations, the IPSAS-IFRS Comparative Dashboard maintained by the IPSASB. The revised Appendix could also acknowledge that many countries use national standards or IPSAS-converged frameworks, and that compilers may need to adapt these reference tools to their domestic accounting frameworks. Additional resources may also be developed over time in response to the outcomes of GFSM update consultation process and related IPSASB consultations. Box A6.1 would be updated as needed. References to Appendix 6 made in Chapters 1, 3 and 4 of the *GFSM 2014* will have to be carefully reviewed. The revised Appendix would focus on explaining the main conceptual relationships between the frameworks while directing readers to external

resources that provide more detailed and regularly updated information on specific areas of alignment and difference.

Pros:

- Revises Appendix 6 to reflect significant GFSM and IPSAS changes since 2014.
- Increases focus on specific alignment areas and where the key differences lie.
- Reduced risk (compared with Options B1 and B3) that guidance becomes out of date, for example as a result of changes in IPSAS Standards.
- Enables the use of existing complementary resources.

Cons:

- Increased resource requirement compared with Option B1.
- Guidance not all in one place as in current version of Appendix 6.
- Need to develop sufficient additional guidance to enable GFS compilers to understand areas of alignment and nature of key differences.

Option B3: Provide more detailed guidance on the similarities and differences between statistical guidance and IPSAS Standards within Appendix 6

22. There is a range of possibilities for the extent of the more detailed guidance that could be provided in a revised Appendix 6. It could be extended to show the relationship between GFS statements and IPSAS presentations. It could also provide more detailed transaction/instrument-level guidance which highlights similarities and differences between statistical and accounting standards for each GFS economic transaction/stock category. The appetite for extended guidance, together with its nature and content could be assessed by asking for input from stakeholders.

Pros:

- Revises Appendix 6 to reflect all relevant GFSM and IPSAS changes since 2014.
- Potential to address all main compiler needs in one place.

Cons:

- Greater resource requirements than either Option B1 or Option B2.
- Providing sufficient additional detail to meet the needs of some users could make the guidance over-long for others and risk obscuring the key alignment areas and where the key differences lie.
- Significantly increased risk (compared with Option B1 and particularly Option B2) that guidance becomes out of date, for example as a result of changes in IPSAS Standards.

Draft Recommendations

23. The drafting team recommends adopting **Option B2** as although there is an increased resource requirement compared with Option B1 this option would increase focus on specific alignment areas and where the key differences lie. It also minimizes the risks (compared with Options B1 and B3) that the revised Appendix 6 guidance becomes out of date, for example as a result of further changes in IPSAS Standards. This approach also allows relevant external resources, such as the IPSAS-IFRS Comparative Dashboard, to be referenced where appropriate.

24. **At the May 2026 GFSAC meeting there was support for the Task Team's recommendation of Option B2.**

Issue C: Development of practical guidance on how to bridge the differences between accounting and statistical treatments

Background to Issue

25. The main need for GFS compilers who want to use IPSAS Standards-based, IFRS-based, or other national financial reporting information is access to the underlying detailed accounting data. It is therefore important that their Standard Chart of Accounts (SCoA) is sufficiently detailed to facilitate both financial and statistical reporting. With access to the underlying accounting data, compilers can aggregate and organize data as required to produce accurate GFS. Where there are key recognition and/or measurement differences between IPSAS Standards and the *GFSM 2014*, then the SCoA will need to include the additional data required to meet the different requirements of both frameworks.

26. A multi-dimensional integrated SCoA, designed to be sufficiently detailed to facilitate both IPSAS-based financial reporting and GFSM-based reporting, should allow governments to generate budgets, budget execution reports, financial statements, and statistical reports from a common data source. This reduces reconciliation burdens, improves timeliness, and enhances credibility by ensuring that one dataset serves multiple purposes.

27. That raises the question about whether the current guidance meets compiler's needs or whether further guidance on how to bridge the differences between accounting and statistical treatments is required, and whether this should be general in nature of focus on specific issues.

Options Identified to Address Issue

Option C1: Provide additional general guidance

28. A number of useful general resources already exist to support compliers in designing an IPSAS-GFS compliant chart of accounts including:

- The World Bank publication – A Good Practice Outline of the Multipurpose Chart of Accounts, 2019)

- The IMF publication – Chart of Accounts: A critical Element of the Public Financial Management Framework, 2011)
- IPSAS-ISS Alignment Dashboard
- The proposed new IPSAS 22 Implementation Guidance.

29. Additional general guidance on Standard Chart of Accounts (SCoA) development to meet GFSM compiler needs could be developed either as additional guidance in the GFSM, or as additional guidance outside it.

Pros:

- Could be tailored to provide additional guidance on key areas of difference between GFSM and IPSAS Standards in the final version of the update.

Cons:

- Considerable initial development resources required.
- Would need to be regularly updated to reflect IPSAS Standards changes.
- Potential to duplicate or even contradict existing guidance, particularly the World Bank publication.

Option C2: Provide additional guidance on specific areas (primarily outside of the GFSM)

30. The proposed new IPSAS 22 Implementation Guidance is likely to highlight where additional data needs to be collected for *GFSM 2014* reporting because of key recognition and measurement differences. Such additional guidance could be developed for the *GFSM 2014* update. However, care would be required in order to minimize duplication with other sources of existing guidance.

31. GFS compilers frequently use IFRS-based or national GAAP-based data for compiling information on public corporations and need guidance on how to bridge between these accounting frameworks and GFS. As noted above, Appendix 6 could include references to relevant external resources, including the IPSAS-IFRS Comparative Dashboard and Chapter 28 of the *2025 SNA*. These materials, together with existing IPSASB staff guidance on the consolidation of IPSAS and IFRS Information, may provide useful support in this area. Where additional targeted guidance is required, this could be developed outside the GFSM to avoid duplication.

32. For example, following the global consultation on GFSM Update Proposed Recommendation 1.6 (Financial and Operating Leases) it was agreed that the GFSM update will retain the current conceptual approach to financial and operating leases. The significant conceptual differences in the treatment of leases between the statistical and the current accounting standards means that additional practical guidance would be helpful for GFS compilers in this area.

33. A list of possible additional guidance to be developed is available at Annex 1. The development of further guidance would be subject to prioritization of core topics, limited to available resources and should be treated as a separate project from the core update of the *GFSM 2014*.

34. Depending on the results of the prioritization of additional practical guidance, some pinpointed amendments to Chapter 3, specifically on *Accounting Rules* might be needed, mainly when some examples are given or under the subsection *Valuation*.

Pros:

- Guidance could be developed that meets GFS compiler needs in specific areas while minimizing the needs for familiarity with other guidance sources.

Cons:

- Initial development resources required.
- Care required to avoid duplicating or even contradicting existing guidance.

Draft Recommendations

35. The drafting team recommends adopting **Option C2** in order to target scarce resources on particular problem areas for GFS compilers. It recommends asking the GFS community which areas of non-alignment between the GFSM and IPSAS Standards cause the most problems for compilers, and which additional specific guidance would have most impact bearing in mind other existing guidance sources. A list to help with prioritizing specific core areas is available in Annex 1.

36. **At the May 2026 GFSAC meeting there was support for the Task Team's recommendation of Option C2.**

Issue D: High-level reconciliations between GFS and accounting source data

Background to Issue

37. The May 2025 GFSAC meeting confirmed the relevance of making a comparison between GFS and accounting source data. An illustrative example of such reconciliations can be found in the United Kingdom's Whole of Government Accounts (WGA). Annex A of the 2023–24 WGA (published July 2025) presents reconciliations between the financial statements and the National Accounts, including detailed bridges for the balance sheet and statement of performance. The Annex also provides explanatory discussion and diagrams that could serve as reference material for developing practical guidance in the GFSM update. A key enabler of these reconciliations is the standard chart of accounts (SCoA) discussed in the previous section.

38. This project also has close linkage with GFSM Update Research Project 2.31 on Fiscal Analysis and Policymaking. While this discussion note focuses on strengthening the bridge between accounting frameworks used in practice, including IPSAS, IFRS, national standards, and GFS, Research Project 2.31 examines how GFS outputs are applied in fiscal analysis, including fiscal space, risk, and sustainability assessments. Guidance developed under Research Project 2.31, such as on the use of supplementary information, practical applications, and user-focused examples, could be incorporated into the recommendations of this project where they relate to linkages between accounting and statistics.

Options Identified to Address Issue

39. The issue is whether guidance should be provided linked to the GFSM update in order to raise the profile of the matter and to encourage such reconciliations to be prepared. There are three potential options:

a. **Option D1:** Status quo – no guidance

b. **Option D2:** High level guidance in the updated GFSM and more detailed supporting guidance outside the GFSM

c. **Option D3:** Provide detailed guidance in the GFSM.

Option D1: Status quo

40. This option means keeping Appendix 6 as it is, not including any reconciliations between GFS and accounting source data.

Pros:

- No additional work.

Cons:

- No additional guidance provided.
- Opportunity missed to give profile to the issue.

Option D2: High level guidance in the updated GFSM and more detailed supporting guidance outside the GFSM

41. In line with proposal B2 above, this option includes streamlining current Appendix 6 by removing details to increase the focus on the data alignments between the GFSM and IPSAS Standards as well as the main differences, including very high-level guidance on reconciliations between GFS and accounting source data, and keeping detailed supporting guidance on the reconciliations specifically involving the standard chart of accounts (SCoA), as a further resource outside the GFSM.

Pros:

- Provides additional guidance while minimizing impact on GFSM length.
- Avoids challenges raised by detailed differences in jurisdiction reporting frameworks.
- Minimizes additional work involved in providing guidance in GFSM while improving the likelihood that the guidance addresses the main reconciliation needs of GFS compilers.

Cons:

- May not provide sufficient guidance for all potential compilers.

- Significant additional work required to provide guidance outside the GFSM.

Option D3: Provide detailed guidance in the GFSM

42. This option encompasses providing detailed guidance on reconciliations between GFS and accounting source data, specifically the SCoA within the GFSM.

Pros:

- Maximizes chances of meeting compiler needs.
- Avoids problems with Option D2 of determining the split between high level and detailed guidance.

Cons:

- Significant additional work required to provide guidance.
- Moves GFSM away from being a principles-based manual.
- Maximum impact on GFSM length, particularly because of challenges raised by detailed differences in jurisdiction reporting frameworks.

Draft Recommendations

43. The drafting team recommends adopting **Option D2** in order to provide guidance in an emerging area, while avoiding the challenges raised by detailed differences in jurisdiction reporting frameworks, and minimizing the additional work involved in providing guidance.

44. **At the May 2026 GFSAC meeting there was support for the Task Team's recommendation of Option D2.**

Expected outcomes

- **Update Appendix 6:** Revise the *GFSM 2014* Appendix 6 comparison with IPSAS (to reflect new and updated IPSAS since 2014), while clarifying its relevance for countries that apply national public sector accounting frameworks or IPSAS-based standards, and provide clearer explanations of key differences and alignments, as indicated in Option B2.

- **Reference Resources:** Encourage the continued development and use of the IPSAS–GFSM Alignment Dashboard as a joint reference tool for both the statistical and public sector accounting communities. In coordination with IPSASB, the dashboard could be extended and maintained to identify areas of alignment and non-alignment and to track opportunities arising from updates to both frameworks. Where relevant, the IPSAS–IFRS Comparative Dashboard and IPSAS 22 implementation guidance could also be referenced rather than developing duplicative resources.

- **Develop bridging guidance outside GFS as necessary**: Produce supplementary guidance (separate from the GFSM itself) to give practical instructions on how to bridge accounting data into

GFS (and vice versa), including where source data are prepared under IPSAS, IFRS, national GAAP or other frameworks, allowing for more frequent updates as these frameworks change. This could initially prioritize areas with significant conceptual differences, as discussed in Option C2 above.

- **Prioritize detailed practical compilation guidance on complex transactions:** Develop practical supplementary guidance (outside the GFSM) to adjust IPSAS/IFRS-based accounting data for GFS purposes in areas such as leases, where conceptual differences with GFS remain significant and additional data will be required. Also acknowledging that it will not be possible to provide detailed guidance for all national frameworks. Locating this guidance outside the GFSM would allow it to be updated more flexibly as accounting standards evolve.

Preliminary Views of the GFSAC

45. **An earlier version of the discussion note was discussed at the GFSAC meeting of May 2026.** This version of the discussion note has addressed suggestions made by GFSAC members at that meeting and the task team recommendations in the note are consistent with the preliminary views of most GFSAC members. More information is available in the Summary of Discussions of the May 2026 GFSAC meeting.

Questions for Global Consultation

Issue A: Opportunities for further alignment of GFSM and IPSAS

- Indicate your preferred choice: Option A1, Option A2, or Option A3. Please explain the reason for your choice and provide any other additional comments (including any alternative options you would like to propose).
- Are there any enhancement to the IPSAS-GFSM Alignment Dashboard that you believe would be necessary, and why?

Issue B: Revisions to Appendix 6 of the GFSM

- Indicate your preferred choice: Option B1, Option B2, or Option B3. Please explain the reason for your choice and provide any other additional comments (including any alternative options you would like to propose).

Issue C: Development of practical guidance on how to bridge the differences between accounting and statistical treatments

- Indicate your preferred choice: Option C1 or Option C2. Please explain the reason for your choice and provide any other additional comments (including any alternative options you would like to propose).
- Which areas of non-alignment between the GFSM and IPSAS should be prioritized in developing this supplementary guidance? Please explain your reasons.

Issue D: High-level reconciliations between GFS and accounting source data

- Indicate your preferred choice: Option D1, Option D2, or Option D3. Please explain the reason for your choice and provide any other additional comments (including any alternative options you would like to propose).
- Do you agree that more detailed supporting guidance should be included outside the GFSM? Please explain your reasons.

Additional References

- IPSAS-GFSM Alignment Dashboard
- IPSAS-IFRS Comparative Dashboard
- IPSAS 22 (Disclosure of Financial Information About the General Government Sector)
- IPSASB Exposure Draft 94 – Linkages Between IPSAS Standards and the GFSM 2014 (Amendments to IPSAS 22)
- IPSASB Consultation Paper, Presentation of Financial Statistics
- The International Public Sector Financial Accountability Index 2025 Status Report
- A Good Practice Outline of the Multipurpose Chart of Accounts, 2019 – World Bank
- Chart of Accounts: A critical Element of the Public Financial Management Framework, 2011) - IMF
- United Kingdom's Whole of Government Accounts (WGA), July 2025

Annex 1:

List of possible additional guidance to be developed to supplement the update of Appendix 6

The list of potential guidance topics below reflects issues identified through technical assistance, analytical work, and outreach with GFS compilers and users. The list is intended to support consultation and is not exhaustive. Some areas are identified as potential priorities reflecting their importance for compilers and the frequency with which they arise in practice.

(a) Leases – bridging the conceptual differences in the treatment of leases between the statistical and the current accounting standards

(b) Use and measurement of provisions, contingent assets and contingent liabilities.

(c) Difference between depreciation and consumption of fixed capital.

(c) Difference between impairment and remeasurement of assets.

(d) Clarifying differences in valuation and time of recording for assets and liabilities.

(e) Clarifying differences in revaluation methods for assets and liabilities and highlighting how to measure changes in value due to exchange rates in the financial statements.

(f) Expand the current high-level reconciliation narrative into a more granular, modular crosswalk in additional guidance, for example, in the form of standardized mapping tables from IPSAS line items (statement of financial performance, statement of financial position, cash flow statement, and notes) to GFSM 2014 categories, with a small set of consistently defined “adjustment buckets”.

(g) Providing a recommended minimum mapping that is comparable across countries, while allowing optional extensions for local/national charts of accounts, aiming to reduce the current reliance on institution-specific bridge tables.

(h) Illustrating explicit decision rules (or a short decision tree) for: (i) aligning IPSAS consolidation boundaries with the GFS general government sector and broader public sector, (ii) identifying and treating extra-budgetary units, social security funds, and not-for-profit institutions, and (iii) handling public corporations and quasi-corporations where IPSAS group accounts may consolidate entities that GFS classifies outside general government.

(i) Providing clearer guidance on documenting consolidation adjustments between IPSAS and GFS.

(j) Adding numerical examples for complex arrangements that have expanded in prevalence and materiality, such as public-private partnerships and concessions, government guarantees and standardized guarantee schemes, employee pension obligations, and increasingly sophisticated financial instruments, including any reclassification between transactions and other economic flows, and the bridge from accounting data to statistical stocks and flows.

(k) Providing a bridge table or tool focused on GFS compilers’ logic, considering as a reference the economic classification by including revenues, expenses, economic flows, and asset/liability valuation, and linking them with the relevant categories of the SCoA.