



STATISTICS

**Monetary and Financial Statistics Advisory
Committee (MFSAC)**

For Global Consultation

2028 Monetary and Financial Statistics Manual (MFSM)

Proposed Recommendation

**2.8 Capturing Non-Bank Financial
Intermediation in the System of National
Accounts and the External Sector
Statistics**

Summary

Links to Related Guidance/Discussion/Issue Notes and Latest Manuals: F.6 Capturing Non-Bank Financial Intermediation in the System of National Accounts and the External Sector Statistics 2025 System of National Accounts (SNA) and Integrated Balance of Payments and International Investment Position Manual, Seventh Edition (BPM7) ¹	
Global Consultation(s):	SNA/BPM Consultation: May 2022 BPM Consultation: June 2021
Discussions at the Advisory Expert Group on National Accounts (AEG) / Balance of Payments Committee (BOPCOM) Meeting(s):	Joint AEG/BOPCOM: March 2022 BOPCOM: June 2021
Discussions at MFSAC Meeting(s):	March 2026
Summary of Proposed Recommendations: <p>The proposed recommendation for the updated <i>2028 Monetary and Financial Statistics Manual (2028 MFSM)</i> is to include the further breakdowns of subsectors within the financial corporations sector to capture more detail on non-bank financial intermediation (NBFi). In addition, it is proposed to encourage further breakdown for some financial instruments, where relevant, on nonperforming loans and repurchase agreements, securities lending with cash collateral and margin lending as an “of which” item under Loans.</p> <p>Note that under the <i>2028 MFSM</i> update research project 1.6 “Enhancing the Coverage of Nonbank Financial Institutions” the issues of classification, sectoring, and statistical treatment of NBFIs beyond what is covered in Guidance Note (GN) F.6 will be further discussed and addressed. Coordination with ISWGNA and BOPCOM will take place as needed.</p>	

Background and Issues

1. The international macroeconomic statistics frameworks (*SNA*, *BPM6*, *MFSMCG*, and *GFSM*) generally use the same institutional sector classification and financial instrument breakdowns. The financial sector is broken down into nine subsectors (i.e., S121–S129) in the *SNA* as well as in the *MFSMCG*. The joint *SNA/BPM* GN F.6 emphasizes that the existing sectoral and instrument breakdowns in the *SNA* and external sector statistics (ESS) were not sufficient to fully capture non-bank financial intermediation (NBFi). This proposal is also in line with the G20 Data Gaps Initiative II (DGI-II) Recommendation II.5 that endorsed more granular breakdowns of the financial corporations sector to better capture NBFi in macroeconomic statistics.²

¹ Links are to the “white cover” versions of the *2025 SNA* and *BPM7*. While technically still considered draft only editorial amendments will be made between these versions and the final versions.

² [G20 DGI Recommendations \(imf.org\)](#).

2. As recommended in GN F.6, a supplementary disaggregation has been introduced within some of the nine subsectors of financial corporations in the *2025 SNA*, aligned with the G20 DGI-2 work (*2025 SNA* Table 29.1 in Annex I).³ The breakdown of the financial corporations subsector, on its part, remained unchanged in *2025 SNA*⁴ and *BPM7*. The supplementary subsectors of financial corporations from the *2025 SNA* should be introduced in the updated *2028 MFSM*. The *BPM7* has introduced more disaggregated institutional sector breakdowns for the transactions and positions with nonresidents for OFCs (Table 4.2 of the *BPM7*). The OFCs subsector is disaggregated into six subcategories, with Central clearing counterparties (CCPs) shown as an “of which” category of Other financial intermediaries (S1225) and SPEs shown as an “of which” category under Captive financial institutions and money lenders, and financial auxiliaries (S1226+S1227).

3. The GN also emphasizes the importance of further disaggregating financial instruments to provide more information on liquidity risk and leverage, and on credit risk in lending activities. The *2025 SNA* introduces two “of which” items, within the financial instrument ‘loans’: (i) Repurchase agreements, securities lending with cash collateral, and margin lending; and (ii) Non-performing loans. While the *MFSMCG* already separately identifies repurchase agreements under loans in its main presentation, there remains a need to separately report securities lending with cash collateral, margin lending, and NPLs.

Proposed Recommendations

4. In consideration of the aforementioned issues, the following recommendations are proposed for the *2028 MFSM*:

- Introduce further subsector breakdowns of the financial corporations’ sector in line with the updated *2025 SNA* Tables 29.1 and A2.14.
- Revise the subcategory “repurchase agreements” under loans to add securities lending with cash collateral and margin lending”.
- Along with the memorandum item on expected loan losses, introduce an additional category on nonperforming loans for relevant financial corporations subsector.

Rationale for Proposed Recommendations

5. The proposed recommendations for more detailed breakdowns of the financial corporations’ sector and additional granularity for specific financial instruments aim to better support the analysis of financial risks and vulnerabilities of the NBF1. The further breakdowns of the financial corporations sector should be compiled in economies for which they are relevant (they should not be interpreted as breakdowns to be compiled by all countries).⁵ It is important to emphasize that while the proposed breakdowns may not be relevant for all countries, the standardized list of subcategories should facilitate cross-country comparability in compiling NBF1 statistics and undertaking subsequent analysis.

³ *2025 SNA* Annex 2 (Table A2.14) provides a list of the full list of institutional sectors and subsectors.

⁴ Although their coding structure was updated from S121–S129 to S1221–S1229.

⁵ The inclusion of these additional breakdowns in specific data requests by international organizations should depend on the aim of the specific data collection and should be the result of a careful cost-benefit analysis.

Proposed Text for the MFSMCG Update

6. These proposed recommendations and further considerations beyond the *2025 SNA* and *BPM7* will be further examined in the Discussion Note 1.6 on Enhancing the Coverage of Nonbank Financial Institutions.

7. The following text and tables in the current *MFSMCG* are expected to be affected:

- Paras 3.144-3.201, with respect to encouraging further breakdowns and descriptions of relevant institutional subsectors to align with the *2025 SNA*.
- Appendix II, which provide guidelines for completion of illustrative sectoral balance sheets/standardized report forms (in case it is retained). In particular, para A2.65 and Tables A2.1-A2.3 would have to be adjusted accordingly to reflect the “of which” category “Repurchase agreements, securities lending with cash collateral, and margin lending” instead of current “Repurchase agreements” category.
- Par 7.30 with respect to adding a memorandum item on nonperforming loan.

Annex I

2025 SNA Table 29.1: Supplementary details for subsectors of financial corporations to capture non-bank financial intermediation (NBFi)

Money Market Funds (MMFs) <ul style="list-style-type: none">• Constant net asset value MMFs• Variable net asset value MMFs
Non-MMF investment funds (non-MMFs) <ul style="list-style-type: none">• Open-ended funds<ul style="list-style-type: none">○ Real estate funds○ Equity funds○ Bond funds○ Mixed or balanced funds○ Hedge funds○ Other open-ended funds• Closed-ended funds<ul style="list-style-type: none">○ Real estate funds○ Equity funds○ Bond funds○ Mixed or balanced funds○ Hedge funds○ Other closed ended funds
Other financial intermediaries (OFIs) <ul style="list-style-type: none">• Financial corporations engaged in securitization of assets• Security and derivative dealers• Financial corporations engaged in lending or leasing• Specialized financial corporations• Central clearing counterparties
Captive financial institutions and money lenders <ul style="list-style-type: none">• Estate, trusts and agency accounts (ETAs)• Corporate group's captive financial institutions<ul style="list-style-type: none">○ Of which: SPEs• Other captive financial institutions and money lenders
Insurance corporations <ul style="list-style-type: none">• Non-life insurance corporations• Life insurance corporations
Pension funds <ul style="list-style-type: none">• Defined benefit pension funds• Defined contribution pension funds