# 各種国際基準からの関連箇所の抜粋

## 1. 一般政府の定義

4.104. 政府単位は、政治的過程を経て設立された独特の法的実体であり、ある特定の地域内の他の制度単位に対して、立法、司法、行政の権限を有するものである。制度単位という観点からすると、政府の主要な機能とは、そのコミュニティーまたは個別家計に対する財貨やサービスの供給に責任を負い、税や他の収入により、その資金的手当てをすること、さらに、移転という手段を用いて所得や富を再分配すること、また非市場生産に従事することである。(後略)

93 S N A

- 4.113. 一般政府部門は、以下の居住者である制度単位 の集合により構成されている。
  - (a) 中央、州、地方政府のすべての単位
  - (b) 政府の各水準における社会保障基金
  - (c) <u>政府単位によって支配され、主にファイナンスさ</u> れている全ての非市場非営利団体

この部門には、公的法人企業は含まれない。政府単位がその全持分を保有している場合でも、同様である。また、政府単位が所有し、支配している準法人企業もこの部門には含まれない。しかし、政府単位によって所有されている非法人企業が、準法人企業ではない場合、その政府単位の不可分の一部と見なされるので、このような企業は一般政府部門に分類される。

#### 2008 S N A

- 4. 117 Government units are unique kinds of legal entities established by political processes that have legislative, judicial or executive authority over other institutional units within a given area. Viewed as institutional units, the principal functions of government are to assume responsibility for the provision of goods and services to the community or to individual households and to finance their provision out of taxation or other incomes, to redistribute income and wealth by means of transfers, and to engage in non-market production. [...]
- 4. 127 The general government sector consists of the following groups of resident institutional units:
  - a. All units of central, state or local government (as described immediately below);
- b. All non-market NPIs that are controlled by government units.

The sector also includes <u>social security funds</u>, either as separate institutional units or as part of any or all of central, state or local government. The sector does not include public corporations, even when all the equity of such corporations is owned by government units. Nor does it include quasi-corporations that are owned and controlled by government units. However, unincorporated enterprises owned by government units that are not quasi-corporations remain integral parts of those units and, therefore, must be included in the general government sector.

- 4. 92 Control of an NPI is defined as the ability to determine the general policy or programme of the NPI. [...] To determine if an NPI is controlled by the government, the following five indicators of control should be considered:
- a. <u>The appointment of officers</u>. The government may have the right to appoint the officers managing the NPI either under the NPI's constitution, its articles of association or other enabling instrument.

- b. Other provisions of enabling instrument. The enabling instrument may contain provisions other than the appointment of officers that effectively allow the government to determine significant aspects of the general policy or programme of the NPI. For example, the enabling instrument may specify or limit the functions, objectives and other operating aspects of the NPI, thus making the issue of managerial appointments less critical or even irrelevant. The enabling instrument may also give the government the right to remove key personnel or veto proposed appointments, require prior approval of budgets or financial arrangements by the government, or prevent the NPI from changing its constitution, dissolving itself, or terminating its relationship with government without government approval.
- c. <u>Contractual agreements</u>. The existence of a contractual agreement between a government and an NPI may allow the government to determine key aspects of the NPI's general policy or programme. As long as the NPI is ultimately able to determine its policy or programme to a significant extent, such as by being able to renege on the contractual agreement and accept the consequences, by being able to change its constitution or dissolve itself without requiring government approval other than that required under the general regulations, then it would not be considered controlled by government.
- d. <u>Degree of financing</u>. An NPI that is mainly financed by government may be controlled by that government. Generally, if the NPI remains able to determine its policy or programme to a significant extent along the lines mentioned in the previous indicator, then it would not be considered controlled by government.
- e. <u>Risk exposure</u>. If a government openly allows itself to be exposed to all, or a large proportion of, the financial risks associated with an NPI's activities, then the arrangement constitutes control. The criteria are the same as in the previous two indicators.

A single indicator could be sufficient to establish control in some cases, but in other cases, a number of separate indicators may collectively indicate control. A decision based on the totality of all indicators will necessarily be judgmental in nature.

# 2. 公的企業の定義

93 S N A

- 4.72. 公的非金融法人企業は、<u>政府単位によって支配されている、すべての居住者である非金融法人・準法人企業</u>とによって構成される。その場合の<u>支配とは</u>、政府単位によって、<u>必要なら、適当な取締役を選定することによって、法人の一般的な経営政策を決定することができるということ</u>を意味している。政府が法人企業に対して支配を確保するというのは以下の場合である。
  - (a) 50%より多くの議決権株式を保有しているか、また は、50%超の株主の議決権を支配することができる 場合

または

- (b) 特別な法令や規制により<u>政府に法人の経営方針の決</u> 定や役員の任命の権利が与えられている場合
- 4.84. さらに法人・準法人の金融機関は、政府、民間また は外国による支配の形態により以下のように再分類する 場合もある。
  - (a) 公的金融機関
  - (b) 自国民間金融機関
  - (c) 外国支配金融機関

ただし、この場合に使われる支配の判断基準は、非金融 法人企業において用いられたものと同一のものである。

- 4.77 A corporation is a public corporation if a government unit, another public corporation, or some combination of government units and public corporations controls the entity, where control is defined as the ability to determine the general corporate policy of the corporation. The expression "general corporate policy" as used here is understood in a broad sense to mean the key financial and operating policies relating to the corporation's strategic objectives as a market producer.
- 4. 80 Because the arrangements for the control of corporations can vary considerably, it is neither desirable nor feasible to prescribe a definitive list of factors to be taken into account.

  The following eight indicators, however, will normally be the most important and likely factors to consider:
  - a. <u>Ownership of the majority of the voting interest</u>. Owning a majority of shares will normally constitute control when decisions are made on a one-share one vote basis. The shares may be held directly or indirectly, and the shares owned by all other public entities should be aggregated. If decisions are not made on a one-share one-vote basis, the classification should be based on whether the shares owned by other public entities provide a majority voice.
  - b. <u>Control of the board or other governing body</u>. The ability to appoint or remove a majority of the board or other governing body as a result of existing legislation, regulation, contractual, or other arrangements will likely constitute control. Even the right to veto proposed appointments can be seen as a form of control if it influences the choices that can be made. If another body is responsible for appointing the directors, it is necessary to examine its composition for public influence. If a government appoints the first set of directors but does not control the appointment of replacement directors, the body would then be part of the public sector until the initial appointments had expired.
  - c. Control of the appointment and removal of key personnel. If control of the board or other

governing body is weak, the appointment of key executives, such as the chief executive, chairperson and finance director, may be decisive. Non-executive directors may also be relevant if they sit on key committees such as the remuneration committee determining the pay of senior staff.

- d. <u>Control of key committees of the entity</u>. Subcommittees of the board or other governing body could determine the key operating and financial policies of the entity. Majority public sector membership on these sub-committees could constitute control. Such membership can be established under the constitution or other enabling instrument of the corporation.
- e. Golden shares and options. A government may own a "golden share," particularly in a corporation that has been privatized. In some cases, this share gives the government some residual rights to protect the interests of the public by, for example, preventing the company selling off some categories of assets or appointing a special director who has strong powers in certain circumstances. A golden share is not of itself indicative of control. If, however, the powers covered by the golden share do confer on the government the ability to determine the general corporate policy of the entity in particular circumstances and those circumstances currently existed, then the entity should be in the public sector from the date in question. The existence of a share purchase option available to a government unit or a public corporation in certain circumstances may also be similar in concept to the golden share arrangement discussed above. It is necessary to consider whether, if the circumstance in which the option may be exercised exists, the volume of shares that may be purchased under the option and the consequences of such exercise means that the government has "the ability to determine the general corporate policy of the entity" by exercising that option. An entity's status in general should be based on the government's existing ability to determine corporate policy exercised under normal conditions rather than in exceptional economic or other circumstances such as wars, civil disorders or natural disasters.
- f. <u>Regulation and control</u>. The borderline between regulation that applies to all entities within a class or industry group and the control of an individual corporation can be difficult to

judge. There are many examples of government involvement through regulation, particularly in areas such as monopolies and privatized utilities. It is possible for regulatory involvement to exist in important areas, such as in price setting, without the entity ceding control of its general corporate policy. Choosing to enter into or continue to operate in a highly regulated environment suggests that the entity is not subject to control. When regulation is so tight as to effectively dictate how the entity performs its business, then it could be a form of control. If an entity retains unilateral discretion as to whether it will take funding from, interact commercially with, or otherwise deal with a public sector entity, the entity has the ultimate ability to determine its own corporate policy and is not controlled by the public sector entity.

- g. <u>Control by a dominant customer</u>. If all of the sales of a corporation are to a single public sector customer or a group of public sector customers, there is clear scope for dominant influence. The presence of a minority private sector customer usually implies an element of independent decision-making by the corporation so that the entity would not be considered controlled. In general, if there is clear evidence that the corporation could not choose to deal with non-public sector clients because of the public sector influence, then public control is implied.
- h. <u>Control attached to borrowing from the government</u>. Lenders often impose controls as conditions of making loans. If the government imposed controls through lending or issuing guarantees that are more than would be typical when a healthy private sector entity borrows from a bank, control may be indicated. Similarly, control may be implied if only the government was prepared to lend.

Although a single indicator could be sufficient to establish control, in other cases, a number of separate indicators may collectively indicate control. A decision based on the totality of all indicators must necessarily be judgmental in nature but clearly similar judgements must be made in similar cases.

# 3. 市場生産、非市場生産

93 S N A

- 6.45. <u>市場産出</u>とは、<u>経済的に意味のある価格</u>で販売されるか、それ以外の方法で市場で処分される産出、あるいは、市場における販売あるいは処分を意図した産出である。価格が経済的に意味があるとは、<u>生産者が供給しようと思う量と購入者が買おうと思う量とに価格が有意な影響をもつ場合</u>をいう。 (後略)
- 6.49. その他の<u>非市場産出</u>は、対家計非営利団体ないし政府により生産され、 無料あるいは経済的に意味のない価格で他の制度単位あるいは社会全体に対 して供給される、財貨および個別的あるいは集合的サービスからなる。(後略)

(参考)「ESA95 manual on government deficit and debt」における規定 5.2. The 50% rule

In the ESA95, the concept of economically significant prices is implemented on the basis of a 50% criterion: are more than 50% of production costs covered by sales?

In distinguishing market and other non-market producers by means of the 50% criterion, "sales" and "production costs" are defined as follows:

- a) "sales" cover the sales excluding taxes on products but including all payments made by general government or the Institutions of the European Union and granted to any kind of producer in this type of activity, i.e. all payments linked to the volume or value of output are included, but payments to cover an overall deficit are excluded.
- b) "production costs" are the sum of intermediate consumption, compensation of employees, consumption of fixed capital and other

- 22. 28 To be considered as a market producer, a unit must provide all or most of its output to others at prices that are economically significant.

  Economically significant prices are prices that have a significant effect on the amounts that producers are willing to supply and on the amounts purchasers wish to buy. These prices normally result when:
  - a. The producer has an incentive to adjust supply either with the goal of making a profit in the long run or, at a minimum, covering capital and other costs; and
- b. Consumers have the freedom to purchase or not purchase and make the choice on the basis of the prices charged.
- 22. 29 These conditions usually mean that prices are economically significant if sales cover the majority of the producer's costs and consumers are free to choose whether to buy and how much to buy on the basis of the prices charged. Although there is no prescriptive numerical relationship between the value of output (excluding both taxes and subsidies on products) and the production costs, one would normally expect the value of goods and services sold (the sales) to average at least half of the production costs over a sustained multi-year period.
- 22. 33 The question arises whether units supplying goods and services to government should be treated as market or nonmarket producers. The essential question is whether the unit provides the goods and services in competition with private producers and the choice of supplier is based on price. This is true whether the supplier is the only supplier and whether

taxes on production. For this criterion other subsidies on production are not deducted. To ensure consistency of the concepts sales and production costs when applying the 50% criterion, the production costs should exclude all costs made for own-account capital formation.

The 50% criterion should be applied by looking over a range of years: only if the criterion holds for several years or holds for the present year and is expected to hold for the near future, should it be applied strictly. Minor fluctuations in the size of sales from one year to another do not necessitate a reclassification of institutional units (and their local KAUs and output).

The 50% criterion decides also when a government unit can be treated as a quasi-corporation (owned by the government): a quasi-corporation can be created only if it meets the 50% criterion.

## the government is the only customer of the supplier.

- 22. 34 In order to assess whether a producer is a market producer, it is necessary to carry out a comparison between the receipts from sales and the production costs of the products. Sales are measured before any taxes applicable to the products are added. Sales exclude all payments received from government unless they would be granted to any producer undertaking the same activity. Own account production is not considered as part of sales in this context.
- 22. 35 <u>Production costs</u> are the sum of <u>intermediate consumption</u>, <u>compensation of employees</u>, <u>consumption of fixed capital</u> and <u>[other] taxes on production</u>. Further, if the unit is to be treated as a market producer, <u>a return to capital</u> is included in production costs. <u>Subsidies on production are not deducted</u>.

# 4. 社会保障基金 (制度)、社会保険制度の定義

# 4.111. (前略) 社会保険制度は、主として社会負担による資金に基づいて、社会の全構成員または、一企業の雇用者及びその扶養家族といった個々人の集団に、社会給付を提供することを目的としている。社会保障制度は、社会全体あるいは社会の大きな部分をカバーする社会保険制度で、政府単位により課され、かつ統制されるものである。社会保障制度は、一般的に雇用者または雇主、あるいはその両方からの強制的負担(拠出)により成り立っており、給付が支払われる条件は、政府単位により決定される。(中略)社会保障制度では、個人の負担額とその個人が曝されている危険との間には直接的なつながりはないのが普通である。また、雇主と雇用者との相互の合意のもと

93 S N A

- 4. 124 Social security schemes are social insurance schemes that cover the community as a whole or large sections of the community and are imposed and controlled by government units.

  [...] There is not necessarily a direct link between the amount of the contribution paid by an individual and the benefits he or she may receive.
- 8.77 [...] Social security schemes are schemes imposed, controlled

に設立され、給付と負担がリンクされる年金制度等の社会保険制度と、社会保障制度とを区別しておかなければならない。

- 8. 64. (前略) 社会保障制度は、全体としての社会の構成員、またはその社会の特定の部分の構成員に対して社会給付を支給するという目的のために政府単位によって(強制力をもって)設定され、支配されている制度である。(中略) その収入は主として個人および雇用者に代わって雇主によってなされる負担からなるが、それはまた他の政府基金からの移転を含んでいるかもしれない。雇用者のような、ある特定の個人による、あるいは個人のための社会保障負担の支払いは、法律によって強制されたものであろう。しかしその他の個人の中には自発的な社会保障負担の支払いを行うことによって、社会保障給付を受け取る資格を取得することを選択する者もいるかもしれない。個人、または家計に支払われる給付は、負担として先に支払われた金額によって決定される必要はない。(後略)
- 8.55. 社会保険制度は、雇用者またはその他の負担者、その扶養家族または遺族について、当期あるいは後の期に行われる社会保険給付の権利を獲得するために、雇用者またはその他の者によって、あるいはその雇用者に代わって雇主によって、社会負担が支払われる制度である。それは民間で組織されることもあるし、あるいは政府単位によって組織されることもある。社会保険給付は現金または現物で支給されるであろう。それは、その家計の資源に対する付加的な要求となるか、あるいはその所得を減ずることによって、関連する家計の福祉に不利な影響を及ぼすような一定の事象が発生した場合、あるいは一定の状況が存在している場合に支払われる。(後略)
- 8.56. どのような場合に社会保険給付が支払われるかを示すために、6種の状況を考察する。
  - (a) 受益者、またはその扶養家族が、疾病、傷害、妊娠、長期就労不能、老齢、等々の理由で、医学的、歯科的またはその他の治療、あるいは病院、回復期または長期

and financed by government units for the purpose of providing social benefits to members of the community as a whole, or of particular sections of the community. [...] Their receipts consist mainly of contributions paid by individuals and by employers on behalf of their employees, but they may also include transfers from other government funds. The payment of social security contributions by, or on behalf of, certain specified individuals, such as employees, are generally compulsory by law, but some other individuals may choose to pay voluntarily in order to qualify for the receipt of social security benefits.

- 8. 65 Social insurance schemes are schemes in which social contributions are paid by employees or others, or by employers on behalf of their employees, in order to secure entitlement to social insurance benefits, in the current or subsequent periods, for the employees or other contributors, their dependants or survivors. They may be organized privately or by government units. Social insurance benefits may be provided in cash or in kind. They become payable when certain events occur, or certain circumstances exist, that may adversely affect the welfare of the households concerned either by imposing additional demands on their resources or reducing their incomes. [...]
- 8. 66 Social benefits may be payable under social insurance schemes or social assistance but similar circumstances may be covered under both.

の介護を必要とする場合。(後略)

- (b) 受益者がさまざまな種類の扶養家族——配偶者、子供、年長の身内、病人、等々 ——を扶養しなければならない場合。(後略)
- (c) 受益者が働くことができないか、またはフル・タイムで働くことができないという理由で所得の減少をこうむる場合。(後略)
- (d) 受益者が主要な所得稼得者の死という理由で所得の減少をこうむる場合。(後略)
- (e) 受益者に無料あるいは経済的には意味のない価格で、あるいは家計によってなされた支払いの払い戻しといった形で住宅が支給される。
- (f) 受益者に彼ら自身のため、あるいはその扶養家族のために負担した教育費用を償うための手当が支給される。時おり教育サービスは現物で支給される場合がある。

## (参考) GFS及び ESSPROS における社会保障基金の定義

# 【GFSマニュアル 2001】

(第2章補論)

10. (前略)政府単位によって賦課され、統制され、資金供給され、社会全体もしくはその大きな部分をカバーする社会保険制度は、社会保障制度と呼ばれ、この制度によって支払われる給付は社会保障給付と呼ばれる。(後略)

# [ESSPROS 1996]

- 92 一般政府部門は、次のものからなる。 (中略)
- (iii) すべての居住者社会保障基金、すなわち主な活動が社会給付の提供であり、次の基準を満たす制度単位。
  - 法律または規則によって国民の一定グループがその制度への加入または 拠出の支払いを義務づけられる。
  - 一 政府が、監督機関または雇主としての役割とは別個に、拠出および給付の 決済または承認に関してその基金の運営責任を負う。

- 8. 67 Social benefits may be divided into two main classes; pensions and all other social benefits, described in the SNA as non-pension benefits. [...]
- 8. 68 Six kinds of circumstances illustrate when non-pension social benefits may be payable as follows:
  - a. The beneficiaries, or their dependants, require medical, dental or other treatments, or hospital, convalescent or long-term care, as a result of sickness, injuries, maternity needs, chronic invalidity, old age, etc. [...]
  - b. The beneficiaries have to support dependants of various kinds: spouses, children, elderly relatives, invalids, etc. [...]
  - c. The beneficiaries suffer a reduction in income as a result of not being able to work full-time. [...]
  - d. The beneficiaries suffer a reduction in income because of the death of the main income earner. [...]
  - e. The beneficiaries are provided with housing either free or at prices that are not economically significant or by reimbursing expenditure made by households;
  - f. The beneficiaries are provided with allowances to cover education expenses incurred on behalf of themselves or their dependants; education services may occasionally be provided in kind.

# 5. 金融機関の定義

93 S N A

- 4.78. 金融仲介活動とは、市場における金融取引に従事することで金融資産を取得することを目的として、自己勘定で負債を負う制度単位の生産的活動と定義する。金融仲介機関の役割とは、貸手から借手へ資金を橋渡しする仲介を行うことである。貸手から資金を収集し、借手の要求・希望に沿うようにその資金を変換し、リパッケージする。また、預金を集めるだけでなく、手形、債券等の有価証券を発行することにより、自己勘定で負債を負うことによって資金を得ている。こうした活動を通じて得た資金を用いて、他に貸付を行い、また、手形、債券等の有価証券を購入することで金融資産を取得している。金融仲介機関は単に他の制度単位の代理としてではなく、自己勘定で負債を負うことでリスクを負担している。
- 4.79. 金融機関は、「体系」内において、主に金融仲介活動または それに密接に関連した補助的金融活動に従事している企業と定 義されている。(中略)金融機関は、全経済活動に関する<u>国際標準産業分類(ISIC)改訂第3版における中分類65、66、67に分類されている活動1を主活動</u>とするすべての企業によって構成されている。

- 4. 98 <u>Financial corporations consist of all resident corporations that are principally engaged in providing financial services</u>, including insurance and pension funding services, to other institutional units. [...]
- 4. 101 Financial corporations can be divided into three broad classes namely, financial intermediaries, financial auxiliaries and other financial corporations. Financial intermediaries are institutional units that incur liabilities on their own account for the purpose of acquiring financial assets by engaging in financial transactions on the market. They include insurance corporations and pension funds. Financial auxiliaries are institutional units principally engaged in serving financial markets, but do not take ownership of the financial assets and liabilities they handle. Other financial corporations are institutional units providing financial services, where most of their assets or liabilities are not available on open financial markets.
- 4. 111 <u>Financial auxiliaries consist of financial corporations that are principally engaged in activities associated with transactions in financial assets and liabilities or with providing the regulatory context for these transactions but in circumstances that do not involve the auxiliary taking ownership of the financial assets and liabilities being transacted.</u>

<sup>&</sup>lt;sup>1</sup> 中分類 65 は「金融仲介業(保険業及び年金基金を除く)」、中分類 66 は「保険業及び年金基金(強制的社会保障を除く)」、中分類 67 は「金融仲介業に係る補助 的業務」(証券・商品取引、銀行代理業、保険代理業、両替業などが含まれる)。

# 6. 持株会社の部門分類

93 S N A

4.99. 金融機関部門と非金融法人企業部門との境界近くに 位置している法人を含む多数の特殊な場合の扱い方をここ で特記しておくことは有益であろうと思われる。

## <持株会社>

4.100. この章の前半部で説明したように持株会社とは、複数の子会社グループを支配し、その主たる活動がそのグループを所有し管理することにあるような法人である。 持株会社は、全体としてその法人企業グループの主な活動が金融であれば、金融として分類される。子会社の規模に関する適切な情報がない場合、持株会社は、単純にそれが支配する法人企業の過半数が金融であれば金融として分類される。同様にして、金融持株会社は、それが支配する法人グループの従事する金融活動によって類型別に内訳分類される。(後略)

## 2008 S N A

4.53 Two quite different types of units exist that are both often referred to as holding companies. The first is the <u>head office that exercises some aspects of managerial control over its subsidiaries</u>. These may sometimes have noticeably fewer employees, and more at a senior level, than its subsidiaries but it is actively engaged in production. These types of activities are described in ISIC rev 4 in section M class 7010 as follows:

This class includes the overseeing and managing of other units of the company or enterprise; undertaking the strategic or organizational planning and decision making role of the company or enterprise; exercising operational control and manage the day-to-day operations of their related units.

Such units are <u>allocated to the non-financial corporations sector unless all or most of their</u> subsidiaries are financial corporations, in which case they are treated by convention as <u>financial auxiliaries in the financial corporations sector</u>.

4.54 The type of unit properly called a holding company is <u>a unit that holds the assets of subsidiary corporations but does not undertake any management activities</u>. They are described in ISIC rev 4 in section K class 6420 as follows:

This class includes the activities of holding companies, i.e. units that hold the assets (owning controlling-levels of equity) of a group of subsidiary corporations and whose principal activity is owning the group. The holding companies in this class do not provide any other service to the enterprises in which the equity is held, i.e. they do not administer or manage other units.

Such units are <u>always allocated to the financial corporations sector and treated as captive financial institutions even if all the subsidiary corporations are nonfinancial corporations</u>.

Figure 4.1: Illustrative allocation of units to institutional sectors

