



NZASB ED 2022-7 - Tier 3 (PS) Standard Exposure Draft

~~PUBLIC BENEFIT ENTITY SIMPLE FORMAT REPORTING – ACCRUAL (PUBLIC SECTOR) REPORTING REQUIREMENTS FOR TIER 3 PUBLIC SECTOR ENTITIES PBE-SFR-A~~

TIER 3 (PS) STANDARD

Issued November 2013 and incorporates amendments to **Month, Year** ~~31 January 2021~~

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This Standard is a disallowable instrument for the purposes of the Legislation Act 2012.

New text is underlined and shaded in blue. Where an entire paragraph is new, the paragraph number is also underlined and shaded in blue.

Deleted text is ~~struck through and shaded in grey~~.

**PUBLIC BENEFIT ENTITY SIMPLE FORMAT REPORTING – ACCRUAL
(PUBLIC SECTOR) REPORTING REQUIREMENTS FOR TIER 3 PUBLIC SECTOR
ENTITIES**

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**PUBLIC BENEFIT ENTITY SIMPLE FORMAT REPORTING – ACCRUAL
(PUBLIC SECTOR) REPORTING REQUIREMENTS FOR TIER 3 PUBLIC SECTOR
ENTITIES**

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~~Public Benefit Entity Simple Format Reporting – Accrual (Public Sector) Reporting Requirements for Tier 3 Public Sector Entities (Tier 3 PBE-SFR-A (PS) Standard)~~ is set out in paragraphs 1–1516 and Appendices A, ~~and B and C~~. All the paragraphs in the Standard and Appendices have equal

authority. Tier 3 PBE SFR-A (PS) Standard should be read in the context of its objective, the Basis for Conclusions and Standard XRB A1 *Application of the Accounting Standards Framework*.

Objective

1. The objective of this Standard is to facilitate financial reporting by public sector public benefit entities that are eligible for and elect to apply the Tier 3 PBE Accounting Requirements for public sector entities, by improving the quality and consistency of the information disclosed in performance reports, and to facilitate comparability between entities, and between years for the reporting entity.

Scope

2. This Standard applies to public sector public benefit entities that are eligible for, and elect to apply, the Tier 3 PBE Accounting Requirements. ~~XRB A1 Application of the Accounting Standards Framework prescribes the criteria that those entities must meet to be eligible to apply this Standard. A public sector public benefit entity is eligible to apply this Standard if it:~~

- (a) Has total expenses less than or equal to \$2 million; and**
- (b) Does not have public accountability for financial reporting purposes.**

Please refer to the Glossary for further information about how “public sector public benefit entity”, “total expenses” and “public accountability” are defined for financial reporting purposes.

Standard

3. Public sector public benefit entities that are eligible for, and elect to apply, the Tier 3 PBE Accounting Requirements shall prepare a performance report in accordance with the requirements set out in Appendix A and the transitional provisions in Appendix B of this Standard. The requirement to prepare a performance report exists regardless of the term used in any legislation that defines the reporting obligations of the entity, for example annual financial statements.
 - 3.1. An entity that is eligible to apply this Standard, and elects to do so, may elect to apply the requirements of a Tier 2 PBE Standard to a specific type of transaction, in accordance with the requirements set out in Appendix C of this Standard.
4. This Standard applies to an entity that is required to prepare a performance report. The Standard applies to the performance report of single entities and entities that have certain interests in other entities.
 - 4.1 When preparing a performance report, an entity is required to identify its interests in other entities and assess whether, for the purposes of financial reporting, any of those interests result in the other entity meeting the definition of a controlled entity, an associate or a joint arrangement. Refer to Appendix C for further guidance on how to determine the nature of an entity’s interest in another entity, as well as for the requirements that an entity must apply when accounting for an interest in a controlled entity, an associate or joint arrangement.
 - 4.2 ~~[Deleted] If an entity controls another entity it shall prepare a consolidated performance report which combines the assets, liabilities, net assets/equity, revenue and expenses of the controlling entity with those of the controlled entity in accordance with the requirements in PBE IPSAS 35 Consolidated Financial Statements and PBE IPSAS 38 Disclosure of Interests in Other Entities. An entity that controls another entity but which is not required to prepare a consolidated performance report because it qualifies for the exemption in paragraph 5 of PBE IPSAS 35 not to present consolidated financial statements shall prepare a performance report in accordance with PBE IPSAS 34 Separate Financial Statements.~~
 - 4.3 ~~[Deleted] If an entity has an interest in an associate or a joint venture it shall prepare a performance report in which it accounts for that interest in accordance with the requirements in PBE IPSAS 36 Investments in Associates and Joint Ventures and PBE IPSAS 38. An entity that qualifies for the exemption in paragraph 23 of PBE IPSAS 36 not to apply the equity method to its investment in an associate or a joint venture shall prepare a performance report in accordance with PBE IPSAS 34.~~

- 4.4 ~~If an entity has an interest in a joint arrangement it shall prepare a performance report in which it accounts for that interest in accordance with the requirements in PBE IPSAS 37 Joint Arrangements and PBE IPSAS 38.~~
- 4.5 ~~When applying the requirements in PBE IPSAS 34, PBE IPSAS 35, PBE IPSAS 36 or PBE IPSAS 38 an entity is not required to comply with the disclosure requirements in those standards denoted with an asterisk (*). Where an entity elects to apply a disclosure concession it shall comply with any RDR paragraphs associated with that concession.~~
- 4.6 If an entity has an interest in another entity that is not a controlled entity, an associate or a joint arrangement, it accounts for that interest in accordance with the requirements on investments in Section 6 of this Standard.
5. Accompanying this Standard is an explanatory guide containing an optional template and associated guidance notes that illustrate the requirements of this Standard (Explanatory Guide A3 *Optional Template and Associated Guidance Notes for Applying Public Benefit Entity Simple Format Reporting – Accrual (Public Sector) Reporting Requirements for Tier 3 Public Sector Entities*). It is not mandatory to apply the template or guidance notes and they have no legal status. However, when an entity applies the template in the specific circumstances of the entity, the performance report will comply with this Standard.
6. Where this Standard does not provide guidance on a specific type of transaction or event, the entity shall use its judgement to determine an appropriate method of accounting for that transaction type that results in the performance report providing relevant and faithfully representative information. The entity shall refer to, and consider the applicability of, the following in descending order:
- The principles and requirements in this Standard dealing with similar and related transactions or events; and
 - The definitions and concepts in the [PBE Conceptual Framework](#) to the extent that they do not conflict with this Standard.

In making the judgement described above, the entity might also consider (but is not required to apply) the relevant requirements in the Tier 2 PBE [Standards Accounting Requirements](#) dealing with the same, similar or related transactions or events.

Application of PBE Standards

7. ~~An entity that is eligible to apply this Standard, and elects to do so, may elect to apply the requirements of a PBE Standard that is part of the Tier 2 PBE Accounting Requirements to a specific type of transaction, as long as it applies that option to all transactions of that type. For example, an entity may decide to opt up to PBE IPSAS 17 *Property, Plant and Equipment* for a class of assets, such as buildings, so that it can revalue that class of assets, or an entity may decide to opt up to the financial instruments standards (PBE IPSAS 28 *Financial Instruments: Presentation*, PBE IPSAS 29 *Financial Instruments: Recognition and Measurement* (in limited circumstances), PBE IPSAS 41 *Financial Instruments* and PBE IPSAS 30 *Financial Instruments: Disclosures*) for a class⁴ of financial instruments, such as investments in shares, so that it can measure that class of financial instruments at fair value (in which case it must apply the whole standard to that class).~~
8. ~~If, for a specific type of transaction, an entity elects to apply the requirements of a PBE Standard that is part of the Tier 2 PBE Accounting Requirements instead of applying the requirements in this Standard, the entity shall disclose this in the statement of accounting policies.~~
9. ~~If, for a specific type of transaction, an entity elects to apply the requirements of a PBE Standard that is part of the Tier 2 PBE Accounting Requirements instead of applying the requirements in this Standard, the entity cannot then choose to return to applying this Standard for that type of transaction unless the entity complies with the requirements of this Standard for changes in accounting policies (see paragraphs A183–A184).~~

⁴—PBE IPSAS 30 (paragraphs 9, AG1 and AG2) provides guidance on determining classes of financial instruments.

Effective Date

10. A public sector public benefit entity that is eligible to apply this Standard, and elects to do so, shall apply this Standard for periods beginning on or after 1 July 2014. Earlier application is not permitted.
11. *Interests in Other Entities* (Amendments to PBE SFR-A (PS)), issued in September 2014 amended paragraph 4 and the Glossary, and inserted paragraphs 4.1–4.6. A public sector public benefit entity shall apply these amendments for periods beginning on or after 1 July 2014. Earlier application is not permitted.
12. *Amendments to Simple Format Reporting Accounting Requirements as a Consequence of XRB A1*, issued in December 2015, amended paragraphs 1–3, 4.5, 6–9, A1, A43, A177(a) B2 and B9 and the headings preceding paragraphs 7, B8 and B9. It made no changes to the requirements contained in this Standard. A public sector public benefit entity shall apply those amendments for periods beginning on or after 1 January 2016. Earlier application is permitted.
13. PBE IPSAS 34, PBE IPSAS 35, PBE IPSAS 36, PBE IPSAS 37 and PBE IPSAS 38, issued in January 2017 amended paragraphs 4.1–4.6 and the Glossary. A public sector public benefit entity shall apply those amendments for periods beginning on or after 1 January 2019. Earlier application is permitted.
14. *2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements*, issued in July 2018, amended paragraphs 6, 7, 8, 9, A10, A113, A114, A115, A180, A182 and A202, Table 1: *Recording of Specific Types of Revenues* (follows paragraph A62), Table 2: *Recording of Specific Types of Expenses* (follows paragraph A80), Table 3: *Recording of Specific Types of Asset* (follows paragraph A107) and the Glossary, added paragraphs A107.1, A107.2, A148.1, A148.2 and deleted paragraph A12. An entity shall apply those amendments for periods beginning on or after 1 January 2019. Earlier application is permitted.
15. PBE IPSAS 41 *Financial Instruments*, issued in March 2019, amended paragraph 7. An entity shall apply those amendments if and when it applies PBE IPSAS 41.
16. [Draft] Amendments to Tier 3 (PS) Standard, issued in [Month, Year] amended paragraphs [x]. A public sector public benefit entity shall apply those amendments for periods beginning on or after [date to be decided after exposure]. Earlier application is permitted.

Appendix A: Specific Requirements

This Appendix contains the requirements for ~~Public Benefit Entity Simple Format Reporting – Accrual (Public Sector)~~, Reporting Requirements for Tier 3 Public Sector Entities. It is an integral part of the Standard.

Section 1: Introduction

- A1. This part of the Standard² sets out the requirements for the preparation of a simple format report known as the “Performance Report”. The Standard may be applied by eligible public sector public benefit entities (PBEs) that elect to apply this Standard in accordance with the requirements of [XRB A1 Application of the Accounting Standards Framework](#).
- A2. This Standard comprises a number of sections (as shown in the Table of Contents). These refer to specific aspects of reporting. Within each section information is presented in numbered paragraphs to enable cross-referencing within this Standard.
- A3. Terms are defined in the Glossary in section 11 to assist with the understanding of this Standard.

² This Appendix is part of the Standard and so the term “Standard” is used throughout. “Standard” refers to ~~Public Benefit Entity Simple Format Reporting – Accrual (Public Sector)~~ Reporting Requirements for Tier 3 Public Sector Entities abbreviated as ~~PBE-SFR-A (PS)~~ Tier 3 (PS) Standard.

Section 2: Objective of Reporting and Overview of Reporting Requirements

Users and Their Needs

- A4. The performance report for a public sector PBE is designed for those users who cannot require the entity to disclose the information needed for accountability and decision making. Most users fall into two groups:
- (a) Providers of resources to the entity; and
 - (b) Recipients of services from the entity.
- A5. Examples of these users are:
- (a) Taxpayers or ratepayers who provide funding to an entity, persons who pay fees and charges to an entity, and purchasers of goods or services provided by an entity (resource providers); and
 - (b) Service recipients who benefit from the services provided by the entity (such as pupils of a school or their caregivers).

Objective of Reporting

- A6. An entity should prepare a performance report that addresses the following questions:
- (a) “Who are we?” – an overview of the entity;
 - (b) “Why do we exist?” – why the entity was established and what it seeks to achieve (outcomes);
 - (c) “What did we do?” – what the entity did during the year in providing goods or services (outputs);
 - (d) “What did it cost?” – what it cost to provide the goods or services, and to run the entity;
 - (e) “How was it funded?” – the sources of revenue used to pay for its activities in providing goods or services;
 - (f) “When did we do it?” – the period covered by the report, and a comparison of information with previous reporting periods;
 - (g) “How did we do our accounting?” – the accounting policies applied; and
 - (h) “What do we need to continue operating?” – the ability of the entity to continue achieving its objectives and operate in the foreseeable future. This question can be answered by looking at the performance report as a whole.
- A7. The performance report is usually prepared for a financial year (which ends on its “balance date”). The performance report shall identify and reflect the period to which it refers, and contain only the revenue, expenses and cash flows for that period. It may be prepared for a part year, but this is unusual and occurs only when the entity is formed or ceases to exist during a year, or changes its balance date. If this is the case, the entity will need to check that the revenue, expenses and cash flows are only for that part year, for example, depreciation and rent.

Required Components of the Performance Report

- A8. An entity shall prepare a performance report every financial year with, at a minimum, the following components:
- (a) Entity information which explains what the entity is and why it exists (section 3);
 - (b) A statement of financial performance showing what the entity has generated (revenue) and the cost of running the entity (expenses), over the year, so that users and preparers know whether the entity has made a surplus or a deficit for that financial year (section 5);
 - (c) A statement of financial position showing what the entity owns (assets), what the entity owes (liabilities) and the difference (accumulated funds) at the balance date (section 6);

- (d) A statement of cash flows showing the cash the entity received, and the cash the entity paid out during the year (section 7);
 - (e) A statement of accounting policies which explains the accounting rules used to prepare the performance report (section 8); and
 - (f) Notes to the performance report explaining some of the amounts shown in the statements in (b) to (e) above, as well as explaining relevant events affecting the financial year including commitments and contingencies (section 9).
- A9. In addition, a statement of service performance, which explains what the entity did (see section 4), shall be prepared by entities that are required by law to prepare this statement (by whatever name called). The statement of service performance is optional for other entities.
- A10. An entity may change the titles of these statements if the entity considers that an alternative title is more suitable for the entity and users of the performance report. For example, the statement of financial position is sometimes referred to as the balance sheet, and the statement of financial performance is sometimes referred to as the operating statement.

Presentation of the Entity’s Performance

- A11. The performance report shall “fairly present” the entity’s service performance, financial performance and cash flows over the financial year, and its position at balance date, in accordance with this Standard. Fair presentation is achieved by compliance with this Standard, and also requires an entity to:
- (a) Select and apply appropriate accounting policies (section 8);
 - (b) Present information in the best way to achieve the following goals:
 - (i) Relevance: the information can be used to assess the entity’s performance.
 - (ii) Faithful representation: the information represents what has happened in a way that most users would see as a fair representation of the situation. Information is complete, neutral and free from material error.
 - (iii) Understandability: information is presented so that users can identify the main points of the entity’s performance in that year and ask questions about that. Users should not have to be a qualified accountant to do this
 - (iv) Timeliness: the performance report should be provided as soon as possible following the end of the financial year so that the information is useful and relatively current. For some public sector PBEs legislation defines the period by which the annual performance report must be completed.
 - (v) Comparability: users are able to compare what the entity did this year with what the entity did last year. Users might also want to see how the entity performed compared to similar entities in the same sector this year.
 - (vi) Verifiability: the information reported is capable of being supported by independent means. Verifiability helps assure users with different levels of knowledge that the information in the performance report is without material error or bias.
- A12. Where the requirements of this Standard have been followed but more information about particular events during the year is needed in order to give users a full picture of what happened, additional relevant information shall be provided.
- A13. [Deleted]
- A14. It is important that the performance report is internally consistent. This is done by cross-referencing each line of a statement to any other information that relates to that line item in the rest of the performance report. For example, the total for property, plant and equipment would be referenced to the note containing the property, plant and equipment schedule. It is also important that any non-financial information, for example, information included within the statement of service performance, is consistent with financial information included elsewhere in the performance report.

General Information

- A15. Each component in the performance report specified in paragraphs A8 and A9 shall be clearly identified.
- A16. An entity's performance report shall incorporate all the activities of the entity. The performance report shall include all branches or other operating units, if the entity is structured into more than one unit. This is done by collating and reporting information from all the branches or operating units and excluding all transactions between those units
- A17. The following information shall be displayed prominently, and repeated at the top of each page of the performance report:
- (a) The name of the entity that is preparing the performance report;
 - (b) The date of the end of the financial year covered by the performance report, or the period to which the performance report applies, as appropriate; and
 - (c) The level of rounding used in the presentation of the performance report (as a general rule whole dollars – rather than dollars and cents – should be used; rounding to the nearest hundred or thousand may be appropriate for larger entities).

Comparative Information

- A18. Although the performance report focuses on this year's information, comparative information for the previous year shall be included in the statement of service performance, statement of financial performance, statement of financial position, statement of cash flows and any associated notes to the performance report unless this Standard specifically allows otherwise. Comparative information shall also be provided for the disclosures about related parties in the notes to the performance report. The performance report may contain further comparative information where it is considered useful for users of the report.
- A19. Entities required by law to publish their budget are required to report budgeted information in an additional column alongside their actual results as further comparative information. Other entities may choose to, but are not required to, report budgeted information (or plans) alongside their actual results.

Consistency of Presentation

- A20. An entity shall select and apply its accounting policies consistently for similar transactions and other events, unless this Standard specifically requires or permits categorisation of items for which different policies may be appropriate. If this Standard requires or permits such categorisation, an appropriate accounting policy shall be selected and applied consistently to each category.
- A21. An entity may prepare its performance report on either a GST-inclusive or a GST-exclusive basis, provided that GST is reported in a consistent way throughout the performance report.
- A22. All amounts shall be presented in New Zealand dollars. If the entity has transactions or balances that are not in New Zealand dollars, it shall translate amounts to New Zealand dollars as follows:
- (a) Transactions are to be translated using the exchange rate on the date the revenue, expense or cash flow occurs; and
 - (b) Monetary asset and liability balances are to be translated using the exchange rate at balance date.
- A23. An entity shall not change the way the information is presented, or the categories of disclosure, from one period to the next unless:
- (a) There has been a significant change in the entity's operations; or
 - (b) This Standard requires that the presentation or a category of disclosure is changed.
- A24. Any changes to presentation or categories of disclosure due to the application of paragraph A23 also require similar changes to the comparative amounts, unless it is impracticable to do so.

No Offsetting of Amounts

- A25. Users of the performance report should be given as much relevant information as possible about the entity. Therefore, the entity shall report gross amounts for transactions, and not offset (net-off) any associated transactions or balances. This means that:
- (a) Assets and liabilities shall not be offset against each other; and
 - (b) Revenue and expenses shall not be offset against each other.
- A26. Valuation adjustments such as write-downs of inventory or property, plant and equipment provide for the change in value of an entity's assets. Measuring assets net of valuation adjustments is not considered offsetting. Accounting for the net amount of GST owing to or from Inland Revenue is also not considered offsetting.

Significant Items

- A27. Items are significant if their omission or misstatement could, individually or collectively, influence the decisions or assessment of users relying on the performance report. Significance is considered in relation to both the nature and size of the item, or a combination of both. For the purposes of this Standard, significance has the same meaning as materiality
- A28. Significance applies to both financial and non-financial information.

Correction of Errors

- A29. Significant errors shall be corrected as soon as practicable. Errors arising during the reporting period shall be corrected before the performance report is finalised. Errors relating to past periods shall be corrected in the current performance report before the report is finalised by adjusting the opening balance of the relevant asset, liability or accumulated funds at the beginning of the financial year. No adjustments to past periods are required (see paragraph A214).

Changes in Accounting Estimates

- A30. Many items can only be estimated as a result of the uncertainties inherent in delivering services or conducting other activities. The use of reasonable estimates is therefore an essential part of the preparing preparation of the performance report on an accrual basis. For example, estimates may be required of:
- (a) Revenue earned to date under a contract;
 - (b) Bad debts arising from uncollected receivables;
 - (c) The current value of ~~Out-of-date~~ old inventory; and
 - (d) The useful lives of items or categories of property, plant and equipment.
- A31. An estimate may need revision if changes occur in the circumstances on which the estimate was based or as a result of new information or more experience. The revision of an estimate does not relate to prior periods and is not the correction of an error.
- A32. The effect of a change in an accounting estimate shall be recorded by including it in the statement of financial performance as part of the relevant revenue or expense item in the current period.
- A33. To the extent that a change in an accounting estimate gives rise to changes in assets and liabilities, or accumulated funds, it shall be recorded by adjusting the amount of the related asset, liability, or accumulated funds for the current period.

Events After the Balance Date

- A34. Events after the balance date are those events, both favourable and unfavourable, that occur between the balance date and the date when the performance report is finalised. The balance date is the last day of the financial year to which the statements relate. The date of finalisation is the date on which the statements have received approval from the individual or body with the authority to authorise those statements for issue.
- A35. An entity shall adjust the amounts recorded in its performance report and update the related disclosures to reflect events after the balance date that provide evidence of conditions that existed

at the balance date. The following are examples of events that require an entity to adjust the amounts recorded in its performance report, or to record items that were not previously recorded:

- (a) The settlement after the balance date of a court case that confirms that the entity had a liability at the balance date.
 - (b) The receipt of information after the balance date indicating that an asset was impaired or damaged at the balance date. For example:
 - (i) The bankruptcy of a debtor that occurs after the balance date usually confirms that a loss already existed at the balance date on a receivable account, and that the entity needs to adjust the carrying amount of the receivable account; and
 - (ii) The disposal of damaged inventories after the balance date may provide evidence about their net realisable value at the balance date.
 - (c) The discovery of fraud or errors that show that the performance report is incorrect.
- A36. An entity shall not adjust the amounts recorded in its performance report to reflect events after the balance date that are indicative of conditions that arose after the balance date. The following are examples of such events:
- (a) The entity decides after the balance date, to incur expenses relating to an activity that occurs after balance date;
 - (b) Purchases and disposals of assets that occur after balance date;
 - (c) A decision by a lender made after balance date to forgive some amounts borrowed by the entity; and
 - (d) The entity enters into significant commitments after the balance date, for example issuing significant guarantees after balance date.

Section 3: Entity Information

Purpose and Value to Users

A37. The purpose of the entity information is to summarise for users what the entity does and how it is organised. This information will assist users in their understanding of the entity and help particularly with their interpretation of the performance report.

Required Information

A38. The entity information shall provide general descriptive information about the entity. ~~and its activities~~. This information shall comprise:

- (a) The entity's name, type of entity and legal basis (if any);
- (b) The entity's purpose or mission³ (the key difference the entity is trying to make);
- (c) ~~A description of the structure of the entity's operations (including governance arrangements)~~ The entity structure (i.e. whether it includes separate operating units, divisions or branches);
- (d) ~~The main sources of the entity's cash and resources; and~~ The entity's governance arrangements (i.e. who makes the key decisions on behalf of the entity); and
- (e) ~~Any additional information that is considered essential to users' overall understanding of the entity.~~ The names of any entities controlled by the entity for financial reporting purposes.

A38.1. The information required by paragraph A38 may be incorporated by cross-reference from the performance report to some other statement or report (e.g. an annual return submitted to a regulator) that is available to users of the performance report at the same time.

A39. The amount of detail will depend on the size of the entity and the complexity of its operations.

A40. If the entity does not prepare a statement of service performance (see paragraph A42) the entity shall include ~~the outputs of the entity in the entity information.~~ a general description of:

- (a) What the entity is seeking to achieve (i.e. its objectives); and
- (b) The significant activities it has undertaken during the financial year to achieve its objectives.

³ Also called vision, strategic goals, or outcome goals.

Section 4: Statement of Service Performance

Purpose and Value to Users

A41. The purpose of the statement of service performance is to provide ~~mainly non-financial~~ information to help users understand what the entity did during the financial year to achieve its broader aims and objectives.

Requirement to Complete a Statement of Service Performance

A42. Public sector entities which are required by legislation to provide a statement of service performance (by whatever name called including “statement of performance”) in accordance with generally accepted accounting practice (GAAP) shall prepare a statement of service performance in accordance with this Standard.

A43. This requirement is optional for all other public sector PBEs. However, given the usefulness of this information for users of simple format reports, all public sector PBEs applying this Standard are encouraged to prepare a statement of service performance.

Required Information

A44. ~~The statement of service performance reporting is based around two elements:~~ provides information about:

- (a) ~~Outcomes:~~ What the entity is seeking to achieve over the medium to long term (i.e. its objectives)~~in terms of its impact on society; and~~
- (b) ~~Outputs:~~ The significant activities the entity has undertaken during the financial year to achieve its objectives; and the goods or services that the entity delivered during the year.
- (c) Its significant achievements during the financial year.

A45. The statement of service performance shall:

- (a) Describe ~~the outcome(s) that what~~ the entity is seeking to achieve over the medium to long term ~~or influence through the delivery of its goods or services. The outcomes are likely to be closely related to the mission/purpose reported in the entity information section of the performance report. The main difference is that the mission/purpose is usually stated in broad or general terms and applies over the life of the entity. By contrast, the description of the outcomes in the statement of service performance should be more specific and focused on what the entity is seeking to achieve over the short to medium term; and~~
- (b) Describe, and quantify to the extent practicable, information about the significant activities the entity has undertaken, and what it has achieved, during the financial year. ~~the outputs (goods or services) the entity has delivered for the current year~~

A45.1. The information required by paragraph A44(a) is likely to be closely related to the entity’s mission or purpose. The main difference is that the mission or purpose is usually stated in broad or general terms and applies over the life of the entity. By contrast, the information required by paragraph A45(a) should be more specific, focused on what the entity is seeking to achieve over the medium to long term.

A45.2. The information disclosed in the statement of service performance should be what the entity considers important for a user’s overall understanding of its service performance (i.e. its significant activities and achievements). Therefore, the entity is not expected to include a detailed account of everything it has done in the financial year.

A45.3. To meet the requirement in paragraphs A44(b) and A44(c) the entity shall provide users with an appropriate and meaningful mix of measures and/or descriptions of activities and achievements for the financial year. The measures and/or descriptions used by an entity may include:

- (a) Quantity measures (to the extent practicable);
- (b) Quality measures (to the extent practicable); and
- (c) A measure of the timeliness of delivery of the entity’s goods or services if this is important to the recipient.

A45.4. The most appropriate and meaningful measures and/or descriptions are those that measure or describe aspects of performance that are of particular value or importance to users for accountability or decision making purposes. Refer to paragraph A11(b) for guidance on the qualitative characteristics that information should have to make it useful for users.

A46. ~~The statement of service performance need include only the outputs that are significant to the performance of the entity.~~ The information disclosed in the statement of service performance should be what the entity considers important for a user's overall understanding of its service performance (i.e. its significant activities and achievements). Therefore, the entity ~~is~~ is not expected to include a detailed account of everything ~~it the entity does~~ has done in the financial year.

A46.1. Entities can choose to present the information in the statement of service performance in whichever format is most helpful to users' understanding of the entity's significant activities and achievements. The Tier 3 template reports provide a generic simple example. For example, an entity may choose to present information using:

- (a) Graphs;
- (b) Tables; or
- (c) Images or infographics showing the entity's activities and achievements during the financial year.

A46.2. Service performance information shall be reported consistently from year to year. If the entity changes what it reports or how it reports its service performance information, it shall explain the nature of those changes, the effect of those changes on the current period's service performance information, and the reason those changes were made. Possible reasons for a change in what is reported and how it is reported include changes in:

- (a) The nature of the entity's activities from the prior period or from what was planned;
- (b) The descriptions of goods and services or the way in which they are aggregated; or
- (c) The measures and/or descriptions used.

Changes to comparative information are permitted, but not required. If an entity chooses to restate comparatives it shall disclose the effect of the changes on that comparative information.

Optional Information

A47. An entity may wish to report additional information such as:

- (a) ~~[Deleted]. Additional output measures:~~
 - ~~(i) An allocation of revenue and expenses related to each category of the entity's outputs; and~~
 - ~~(ii) A quantification of the contributions from volunteers in terms of hours or full-time staff equivalents (this figure may be estimated, and shall be noted as such if this is the case).~~
- (b) Comments on those factors which affect the achievement of the entity's objectives ~~outcomes~~. This might include the working relationships between volunteers and employees, decisions to broaden or narrow the delivery of services, or the impact of factors external to the entity – such as economic, legal and geographical factors; and
- (c) The entity's budget (plans) for the financial year being reported on, and an explanation of actual performance achieved against the plans set by the entity –for some entities this may be a legislative requirement and if so is required rather than optional information. ~~;~~ and
- (d) ~~[Deleted]. Any additional information that is considered to be relevant to users' understanding of the entity's outcome goals, or the delivery of goods or services.~~

A48. ~~[Deleted]. The way in which the statement of service performance is presented can enhance the user's understanding of the entity. Sometimes a pictorial representation of the entity's achievements during the financial year presents the story more clearly than words or numbers only.~~

Section 5: Statement of Financial Performance

Purpose and Value to Users

A49. The purpose of the statement of financial performance is to report all revenue and expenses of the entity for the financial year. The statement provides users with information about the entity's financial performance, including its revenue, expenses and the resulting surplus or deficit generated during the financial year.

Format of Statement of Financial Performance

Required Information

A50. The statement of financial performance shall be presented as follows:

Revenue (by category)	XX
Less expenses (by category)	XX
Surplus/(Deficit)	XX

Optional Information Alternative Format

A51. Additional line items, headings and subtotals may be presented in the statement of financial performance when such presentation will help users to understand the entity's financial performance.

A51.1. Where the making of grants and donations is a major activity of the entity, and/or where the entity receives significant grants for capital purposes an entity may elect to present these items separately from other revenue and expenses in accordance with the following format:

<u>Revenue (by category)</u>	XX
<u>Less expenses (by category)</u>	XX
<u>Operating surplus/(deficit)</u>	XX
<u>Revenue from capital grants and donations</u>	XX
<u>Less grants and donations made</u>	XX
<u>Surplus/(Deficit)</u>	XX

Revenue

A52. Revenue is the cash and other resource inflows of the entity, other than inflows from borrowings, sale of assets, or contributions of capital from owners (see paragraph A55)⁴.

A53. Revenue can come from various sources. Examples include funding from government (either as general funding or for the provision of goods or services), fees and charges (such as registration fees), grants and donations, and proceeds from the sale of goods or services.

A54. Revenue includes only amounts received and receivable by the entity on its own account. Amounts collected on behalf of others (that is, as agent of another entity) are not revenue of the entity. However, if there is a commission involved in this collection arrangement the commission received would be recorded as revenue (see also paragraphs A85–A88).

A55. All public sector PBEs are owned by someone – usually central or local government acting on behalf of the taxpayer or ratepayer. From time to time the owner may contribute capital⁵ to the entity. Contributions to the entity by owners are classified as “capital contributed by owners” in the statement of financial position, and not as revenue (see also paragraphs A142–A143). Sometimes the contributions of capital are referred to as “grants” (the entity may need to refer to the nature of the funding agreement in order to determine whether it should be categorised as equity or revenue). In order to account for them correctly such grants will need to be distinguished

⁴ See the Glossary for a more detailed definition of revenue.

⁵ This is analogous to a for-profit entity where the shareholders contribute share capital.

from grants that are provided to fund the delivery of goods or services (which are accounted for as revenue).

Required Information

- A56. In order to make information understandable to users, revenue shall be aggregated and presented separately in categories. ~~As a minimum,~~ The following aggregated categories shall be reported separately in the statement of financial performance when applicable to the reporting entity:
- (a) ~~Donations, fundraising and other similar revenue; and~~ Donations, koha, bequests and other fundraising revenue from the public or non-government organisations;
 - (b) Grants from non-government organisations;
 - (c) General funding received from central or local government;
 - (d) Capital grants and funding
 - (e) Revenue from service delivery grants/contracts (central or local government);
 - (f) Revenue from service delivery grants/contracts (non-government);
 - (g) Revenue from commercial activities;
 - (h) Interest, dividends and other investment revenue; and
 - (i) Other revenue.
- A57. Category (b) and (c) above includes all grants received from non-government organisation and all funding received from central or local government which is not explicitly linked to the delivery of specific goods or services. including both general funding and funding that is linked to the delivery of specific goods or services. ~~Category (b) includes~~ Any fees, charges and other revenue from other organisations and individuals that are in substance a contract for the delivery of goods or services (including student fees, registration fees, licensing fees and examination fees) would be included in category (e) or (f) depending on its source. Category (a) includes ~~grants and donations, koha, bequests and fundraising revenue received from the public and or non-government organisations (such as charitable trusts, foundations and other philanthropic agencies).~~
- A57.1. Category (d) includes any grants received from non-government organisations and funding received from central or local government with an external expectation from the provider that the funds are used to purchase or construct a significant asset.
- A57.2. Category (g) includes any revenue received by the entity from the sale of goods or services as a commercial activity. In this context commercial activities are activities conducted by the entity with an intention to derive a surplus and which do not, in themselves, contribute to the achievement of an entity's stated purposes. Some activities which could be considered commercial in nature may be carried out on a smaller scale, or without the intention to engage in a commercial activity on an ongoing basis. In such cases this revenue would instead be considered fundraising revenue and therefore be included in category (a).
- A58. Entities only need to report only against the a minimum category specified in paragraph A56 ~~separately~~ when the category is applicable ~~and significant~~ to the entity. If a category is not applicable, the entity may omit that category from their performance report.
- A59. The ~~minimum~~ categories may be described using terminology appropriate for the entity and need not use the titles used in paragraph A56, provided that the separate categories are still maintained.
- A60. If there is difficulty in determining the category that should be used for a particular transaction, the entity shall make its best estimate of the appropriate classification. This classification shall

then be used consistently in future periods so that the information reported is comparable over time.

Optional Information

A61. ~~The minimum categories specified in paragraph A56 may be disaggregated, or additional categories may be presented in the statement of financial performance, when such presentation will enhance users understanding of the entity's financial performance. Possible disaggregated or additional categories are listed below.~~

- ~~(a) — General funding from central or local government;~~
- ~~(b) — Funding from central or local government for the delivery of goods or services;~~
- ~~(c) — Fees and charges in exchange for goods and services;~~
- ~~(d) — Other revenue from the provision of goods or services;~~
- ~~(e) — Donations or koha from the public or non-governmental organisations;~~
- ~~(f) — Grants from non-governmental organisations~~
- ~~(g) — Bequests;~~
- ~~(h) — Fundraising revenue from the public or non-governmental organisations;~~
- ~~(i) — Lease or rental revenue;~~
- ~~(j) — Interest or dividend revenue; and~~
- ~~(k) — Other revenue.~~

A62. ~~Disaggregated or additional categories should be used only where doing so is necessary to provide users with an understanding of the main revenue sources of the entity. Too many categories can make it difficult for users to understand the overall picture. The number of disaggregated or additional categories used should therefore be limited to those that are really necessary.~~

A63. Further breakdowns or disaggregation of the minimum categories in paragraph A56, or the disaggregated or additional categories, may be provided in the notes to the performance report. For example, fees and charges may be disaggregated by type of fees (for example, school fees, examination fees, activity fees). Where the entity receives significant donations and grants, the entity may also elect to include in the notes to the performance report a list of donors or grant providers, together with a summary of their contributions, if it considers that this is useful information. The objective is to provide a breakdown that gives the most useful information to users of the performance report.

Accounting for Revenue

A64. Revenue shall be recorded on the occurrence of a recognition event. This is generally when there is a legal right to receive cash either now or sometime in the future. The timing of the recording of specific revenue types is provided in Table 1.

Table 1: Recording of Specific Types of Revenues

Source	When to Record	Comments
Revenue from central or local <u>Funding from government service delivery grants/contracts</u>		
Funding linked to the delivery of goods or services	Record as revenue in accordance with the appropriate category for “revenue from providing goods or services”.	
Revenue from the provision of services (including fees and charges relating to services delivered across the year)	Record as revenue by reference to the stage of completion of the services at balance date, based on the actual services provided as a percentage of the total services to be provided.	The stage of completion of a service may be determined in many ways including: (a) On an event by event basis if that is the basis for charging; or (b) Services performed to date as a percentage of total services.
Grants that are service contracts which have a “use or return” condition attached	On receipt of the grant, record an asset received (generally cash) and a liability. As the conditions are met (i.e. services are provided) the liability is reduced and revenue is recorded.	The liability as at balance date reflects the extent to which obligations under the service contract have not been satisfied.
<u>Funding from non-government service delivery grants/contracts</u>		
Fees and charges in exchange for goods or services	<i>If the goods or services are of similar value in each time period (for example, monthly access to tuition):</i> Record as revenue evenly over the period in which the items are provided to the recipients. <i>If the goods or services vary in value from period to period:</i> Record as revenue proportionally on the basis of the value of each item in relation to the total estimated value of all items covered by the fee or charge.	Any fees or charges received in advance of the period to which they relate should be recorded as a liability.
Other fees and charges	Record as revenue when the fee or charge is due to be received.	Fees and charges such as registration fees that primarily entitle a person to the benefits derived from the payment of the fees and charges and do not provide on-going benefits during the year, should be recorded in this way. However, if the fee or charge is received prior to the year to which it relates, it should be recorded as a liability.
Entrance fees and one-off fees	Record as revenue when the event takes place.	Any fees received for events that have not yet taken place are recorded as a liability.
<u>Donations, koha, bequests and other fundraising and other similar revenue from the public or non-government organisations</u>		
<u>Insignificant donations and bequests</u>	Record as revenue when cash received.	

**PUBLIC BENEFIT ENTITY SIMPLE FORMAT REPORTING – ACCRUAL (PUBLIC SECTOR) REPORTING REQUIREMENTS
FOR TIER 3 PUBLIC SECTOR ENTITIES**

Source	When to Record	Comments
Significant donations and bequests and grants received with no “use or return” condition attached no expectations over use	Record as revenue when cash received.	Recording as Revenue recognition shall not be deferred even if the reporting entity resources expects to spend the funding received on related expenditures in future periods. are received in advance of any expense on the activity funded by the donation or grant.
Grants and donations. Significant donations and bequests received with expectations over use that have a “use or return” condition attached	On receipt of grant the donation or bequest, record asset for funding received (generally cash) and a matching deferred revenue balance liability. As or when the conditions expectations over use are met the deferred revenue balance liability is reduced and revenue is recorded.	The deferred revenue balance liability as at balance date reflects the extent to which the conditions expectations over use (as established and documented by the resource provider) have not yet been satisfied. Judgement will be required to determine an appropriate approach for determining the point in time at which, or the period over which, the documented expectations are satisfied.
Donated assets (other than cash)	<p><i>Significant donated assets with useful lives of 12 months or more:</i> Record on receipt at readily obtainable current values (such as local council rateable value for land and buildings) or government value.</p> <p><i>Significant donated assets that are difficult to value such as intangible assets, highly specialised assets, and heritage assets:</i> Do not record.</p> <p><i>Other donated assets:</i> Do not record the asset or any revenue from the donation.</p>	<p><i>Significant donated assets that are recorded:</i> Disclose in the notes to the performance report details of the assets in accordance with the disclosure requirements of this Standard in relation to the particular class of asset (see paragraphs A192–A193).</p> <p><i>Significant donated assets not recorded:</i> Details are disclosed in the notes to the performance report (see paragraph A194).</p>
Donated goods or services (other than donated assets)	Do not record.	Significant donated goods or services (including services in kind) are to be disclosed in the notes to the performance report (see paragraph A70).
Fundraising – cash	If no “use or return” condition (that is, no requirements to return the funds if they are not used as intended) Record as revenue when cash is received.	May be received in the form of donations or from the sale of goods or services. It is rare that fundraising has a “use or return” condition attached. Funds may be raised for a specific purpose; this is not a condition but a restriction of use.
Fundraising – other	If the entity receives an asset refer to section on “donated assets” below. If the entity receives goods or services refer to section on “donated goods or services (other than donated assets)” below.	As part of a fundraising campaign the entity may receive donations of assets (other than cash) which it may keep, or the entity may receive donated goods which it may sell to raise funds.
General funding received from government		
General funding	Record as revenue when the funding is received.	General funding is funding that is not linked to the delivery of specific goods or services.

**PUBLIC BENEFIT ENTITY SIMPLE FORMAT REPORTING – ACCRUAL (PUBLIC SECTOR) REPORTING REQUIREMENTS
FOR TIER 3 PUBLIC SECTOR ENTITIES**

Source	When to Record	Comments
Grants from non-government organisations		
Grants for current operations with no “use or return” condition attached	Record as revenue on receipt.	A grant for current operations might be to help fund an extra staff member, whereas a grant for capital purposes might be to contribute to a new building.
Grants for capital purposes with no “use or return” condition attached	Record as revenue on receipt.	
<u>Insignificant grants received</u>	<u>Record as revenue when cash received.</u>	
<u>Significant grants received with no expectations over use</u>	<u>Record as revenue when cash received.</u>	<u>Revenue recognition shall not be deferred even if the reporting entity expects to spend the funding received on related expenditures in future periods.</u>
<u>Significant grants received with expectations over use</u>	<u>On receipt of grant, record asset for funding received (generally cash) and a matching deferred revenue balance. As or when the expectations over use are met the deferred revenue balance is reduced and revenue is recorded.</u>	<u>The deferred revenue balance as at balance date reflects the extent to which the expectations over use (as established and documented by the resource provider) have not yet been satisfied. Judgement will be required to determine an appropriate approach for determining the point in time at which, or the period over which, the documented expectations are satisfied.</u>
Revenue from providing goods or services commercial activities		
Sale of goods	Record as revenue when the goods are sold (this is usually when the goods are received the purchaser).	If the purchaser pays before they receive their goods, the entity records a liability. If the purchaser does not pay on receipt of the goods, the entity records a debtor.
Subscriptions to a series of events	Record as revenue as events occur, allocating to each event on a basis that reflects the extent to which services are performed at each event.	Any subscriptions received for events that have not yet taken place are recorded as a liability.
Interest, dividends and other investment revenue		
Interest	Record as revenue as it is earned during the period.	If the borrower pays interest in advance, the entity records a liability being the amount of the advance payment. If the borrower pays interest in arrears (after the investment period has elapsed), the entity records as an asset, any amount owed to the entity as a receivable.
Dividends and similar revenue	Record as revenue when receivable, for example when the dividend is declared (which would usually be before it is paid).	Dividends declared after the end of the financial year of the entity are not recorded as revenue.
Other revenue		
Commission for acting on behalf of another entity as the agent of that other entity (the principal)	Record as revenue when receivable, which would usually be defined in the agency agreement.	Revenue includes only amounts received and receivable by the entity on its own account, not the amounts collected for the principal.

**PUBLIC BENEFIT ENTITY SIMPLE FORMAT REPORTING – ACCRUAL (PUBLIC SECTOR) REPORTING REQUIREMENTS
FOR TIER 3 PUBLIC SECTOR ENTITIES**

Source	When to Record	Comments
Lease or rental revenue	Record as revenue on a straight-line basis over the term of the agreement, unless another systematic basis is representative of the time pattern of the user's benefit.	If the lessee pays in advance, the entity (as lessor) records a liability being the amount of the advance payment. If the lessee pays after the leased asset is used, the entity (as lessor) records, as an asset, any amount owed to the entity.
Gain on sale of an asset	Record as revenue when control of the asset transfers to the new owner.	The gain is the proceeds from the sale less the amount recorded as the value of the asset prior to its sale.

Insignificant Donations, Grants and Bequests

A64.1. Revenue from insignificant donations, grants and bequests is recorded when the funding is received.

Significant Donations, Grants and Bequests with No Expectations over Use

A65. Where there are no expectations communicated from the resource provider about how the funds will be used, revenue from significant donations, grants and bequests, fundraising and funding from government without “use or return” conditions attached is recorded when the funding is received.

Significant Donations, Grants and Bequests with Expectations over Use

A66. ~~Some donations and grants have conditions attached. Sometimes these can be of a general nature, for example to be used for specific purposes by the entity, and the entity is not legally required to return the money if it is not used for that purpose. Other donations and grants can be received on a “use or return” basis, for example when the entity is required to either use the donation/grant as specified by the donor/grantor or return the donation/grant to the donor/grantor. Funding from government sometimes also has a “use or return” condition attached.~~

A67. ~~Where revenue has conditions attached, it is necessary to determine whether those conditions lead to a liability. Revenue that has a “use or return” condition, shall initially be recorded as a liability until the conditions have been met, at which point the revenue shall then be recorded. Where there are documented expectations (identified in accordance with paragraph A67.1) about how or when the funding received from significant donations, grants and bequests will be used, the reporting entity shall record the funding as deferred revenue. As or when the expectations over use are satisfied by the reporting entity, the deferred revenue balance is reduced, and revenue is recorded.~~

Identifying Expectations

A67.1. An expectation over how or when the funding received from significant donations, grants and bequests will be used, for the purpose of paragraph A67 arises when:

- (a) the expectation is documented and agreed by both parties — being the resource provider (the funder) and the reporting entity (who receives the transfer of resources from the resource provider, typically in the form of a transfer of cash); and
- (b) the expectation as documented is specific enough to allow the reporting entity to reliably demonstrate to the resource provider (regardless of whether the resource provider monitors the use of the funding provided or not) when the expectation has been satisfied.

A67.2. Examples of specific expectations include obligations to acquire or build a specific asset or assets (e.g. construct a building); or expectations that the funding will be used for the provision of specific goods or services to third-party beneficiaries, to cover general operating costs over a specified time period, or to support the delivery of specific programmes or activities.

A67.3. An expectation to use funds from significant donations, grants and bequests to support the general operating costs of the reporting entity over an unspecified period of time is not specific enough to allow for funding received to be recognised as deferred revenue. In these circumstances, revenue is recognised immediately when the funding is received.

A67.4. Internal expectations or decisions by those charged with governance about how or when the reporting entity expects to use funds received from donations, grants and pledges are not relevant when identifying expectations in accordance with paragraph A67.1.

A67.5. The expectation is documented when it has been agreed in writing between the reporting entity and the resource provider (or there is some other form of evidence to demonstrate this agreement). For an expectation to be both documented and agreed between the parties:

- (a) The resource provider has communicated the expectation to the entity within, for example, a formal contract, memo, letter, email, virtual meeting (for which there is a recording); and
- (b) The entity has communicated acceptance of the expectation to the resource provider by, for example, signing the formal contract, memo or letter; or agreeing to the expectation via email, or verbal agreement on a recorded virtual meeting.

A67.6. Where an application for funding sets out how or when the reporting entity expects to use the funds, then approval of the application by the resource provider is sufficient to demonstrate that there is agreement between both parties concerning the expectation over use.

Timing of Revenue Recognition

A67.7. The timing of revenue recognition is dependent on the nature of the documented expectation over use. An expectation over use (identified in accordance with paragraph A67.1) will either be satisfied by the reporting entity at a point in time or over a period of time.

A67.8. The unit of account for the recognition of significant donations, grants and bequests with documented expectations over use, is each separate expectation identified. There may be multiple expectations attached to the funding, which will need to be accounted for separately when reducing the deferred revenue balance and recognising revenue.

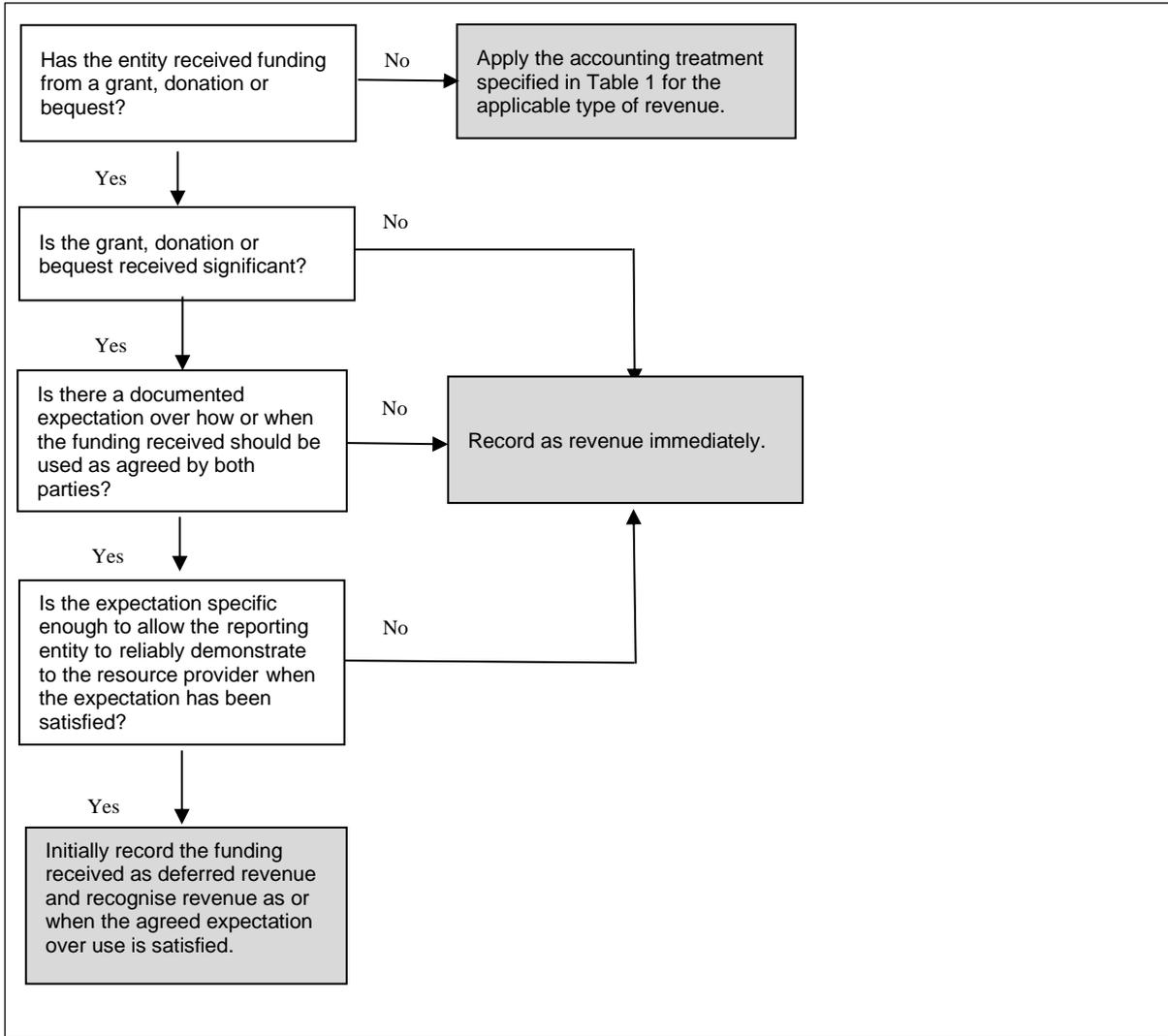
A67.9. Judgement will be required to determine an appropriate revenue recognition approach for determining the point in time at which, or the period over which, the documented expectation is satisfied. The following are examples of expectations over the use of funds from significant donations, grants and bequests, and the different revenue recognition approaches that may be used.

- (a) Deliver specified goods or services to beneficiaries (e.g. to deliver education programmes to 1,000 recipients) – revenue could be recognised as the specified goods or services are delivered.
- (b) Purchase an asset (e.g. a vehicle) – revenue could be recognised at the time the asset is purchased.
- (c) Construct an asset (e.g. building) – revenue could be recognised over the construction period (e.g. on a stage of completion basis).
- (d) Support general operating costs (over a specified time period, e.g., three years) – revenue could be recognised on a straight-line basis over the stipulated time period.
- (e) Host an event or deliver a specific programme or activity – revenue could be recognised on a stage of completion basis as the costs to host the event or deliver the specific programme or activity are incurred.

A68. ~~For the purposes of this Standard donations, grants or funding from government with conditions attached, but which are not “use or return” conditions, shall be accounted for in the same way as revenue without conditions (see paragraph A65).~~

A69. ~~Figure 1 illustrates the process an entity should undertake to determine how to record revenue with or without conditions attached. provides an overview of the revenue recognition approach for donation, grant and bequest funding received.~~

Figure 1: Decision Tree: Accounting for Grant, Donation and Bequest Revenue



Goods or Services in Kind

A70. Entities shall not be required (but may if they wish) to record as revenue goods or services received in kind, unless they are significant donated assets (see paragraph A113). However, entities shall provide information about significant goods or services received in kind in the notes to the performance report (see paragraph A191).

Expenses

A71. Expenses are the cash and other resource outflows from the entity, other than outflows to settle liabilities or purchase assets, or which are distributions of capital to owners (see paragraph A149)⁶.

A72. Expenses do not include prepayments. Executory contracts are also excluded (an executory contract is one where neither party has performed their obligation under the contract, for example, inventory that has been ordered but not received and therefore not paid for).

⁶ See the Glossary for a more detailed definition of expenses.

A73. Expenses include only amounts paid and payable by the entity on its own account. Amounts paid on behalf of others (that is, as agent of another entity) are not expenses of the entity (see paragraphs A85-A88).

Required Information

A74. In order to make information understandable to users, expenses shall be aggregated and presented separately in categories. As a minimum, The following aggregated categories shall be reported separately in the statement of financial performance when applicable to the reporting entity:

- (a) Expenses related to fundraising
- (b) Employee ~~related costs~~ remuneration;
- (c) Other employee related expenses;
- (d) Expenses related to commercial activities
- (e) Other expenses related to delivery of entity objectives; ~~and~~
- (f) Grants and donations; and
- (g) Other expenses.

A75. Entities only need to report against a only the minimum category specified in paragraph A74 separately when the category is applicable and significant to the entity. If a category is not applicable the entity may omit that category from its performance report.

A76. The ~~minimum~~ categories may be described using terminology appropriate for the entity and need not use the titles used in paragraph A74, provided that the separate categories are still maintained.

A77. If there is difficulty in determining the category that should be used for a particular transaction, the entity shall make its best estimate of the appropriate classification. This classification shall then be used consistently in future periods so that the information reported is comparable over time.

A78. Reimbursements for expenses incurred by employees on behalf of the organisation are not classified as employee expenses but are recorded in the appropriate category of expenses, for example, as an expense relating to providing goods or services.

A78.1. Category (b) above includes all remuneration paid to employees of the entity

A78.2. Category (e) above includes all expenses attributable to the activities carried out by the entity in pursuit of their stated purposes (excluding expenses allocated to other categories).

A78.3. Category (d) above includes all expenses attributable to commercial activities carried out the entity (excluding employee remuneration). In this context commercial activities means activities conducted by the entity with an intention to derive a surplus and which do not, in themselves, contribute to the achievement of an entity's stated purposes. Some activities which could be considered commercial in nature may be carried out on a smaller scale, or without the intention to engage in a commercial activity on an ongoing basis. In such cases these expenses would instead be considered fundraising expenses and therefore be included in category (a).

Optional Information

A79. ~~The minimum categories specified in paragraph A74 may be disaggregated, or additional categories may be presented in the statement of financial performance, when such presentation will enhance users understanding of the entity's financial performance. Possible disaggregated or additional categories are listed below.~~

- ~~(a) Administration and overhead costs;~~
- ~~(b) Fees paid to members of the governing body;~~
- ~~(c) Lease and rental expense;~~
- ~~(d) Interest expense;~~

- (e) — Bad debts;
- (f) — Depreciation;
- (g) — Impairment charges; and
- (h) — Other expenses.

- A80. ~~[Deleted]~~ Disaggregated or additional categories should be used only where doing so is necessary to provide users with an understanding of the main expenses of the entity. Too many categories can make it difficult for users to understand the overall picture. The number of disaggregated or additional categories used should therefore be limited to those that are really necessary.
- A81. Further breakdowns or disaggregation of the minimum categories in paragraph A74 or the disaggregated or additional categories may be provided in the notes to the performance report. For example, employee related payments remuneration and other employee related expenditure could be disaggregated into salaries and wages, employer superannuation contributions (for example, KiwiSaver) and other costs relating to employees (for example, ACC levies). The objective is to provide a breakdown that gives the most useful information to users of the performance report.

Accounting for Expenses

- A82. Expenses shall be recorded on the occurrence of a recognition event. This is where there is a legal obligation to pay cash either now or sometime in the future (this is normally referred to as the point at which an expense is “incurred”). The timing of the recording of specific expense types is provided in Table 2.

Table 2: Recording of Specific Types of Expenses

Source	When to Record	Comments
Employee remuneration related costs		
Wages and salaries, and annual leave, performance related bonuses, and any benefits such as medical care, housing, and free or subsidised goods or services for current employees for operating activities	Record the expense as staff provide services and become entitled to wages and salaries and leave entitlements.	Amounts for leave entitlements are recorded as liabilities. Amounts deducted from staff wages and salaries and held to pay to a third party (for example, Inland Revenue, KiwiSaver) are recorded as liabilities.
Wages and salaries related to the production of inventory or other assets	Do not record as an expense — include in cost of asset.	
Wages and salaries paid in advance	Record the expense when the staff provide services.	Record as an asset (prepayment) until the relevant services are provided.
Performance related bonuses	Record the expense when the employee is notified that the bonus has been granted.	
Other employee related expenses		
Other (including ACC levies)	Record the expense in accordance with the relevant agreement.	Often recorded as an expense evenly over the period of the agreement.

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Source	When to Record	Comments
Superannuation contributions	Record the expense as staff provide services.	This category comprises the entity's contribution to KiwiSaver or other superannuation schemes on behalf of staff. Amounts not yet paid over are recorded as liabilities. An entity sponsoring a defined benefit plan shall account for that plan in accordance with PBE IPSAS 25 <i>Employee Benefits</i> . ⁷
Costs related to providing goods or services Other expenses related to delivery of entity objectives		
<u>Purchase of inventory for sale</u> <u>Inventory for sale</u> <u>Inventory for sale or distributed</u> <u>Inventory for distribution</u>	Record the expense when the goods are sold or distributed.	Where donated inventory is not recorded as an asset, there is no expense to record on sale or distribution.
Inventory written down or written off	Record the expense when it is determined that the amount on the statement of financial position is greater than the value of the inventory (either as a sale or a distribution).	Inventory may lose value as: (a) It ages (for example, fresh food); (b) Future customers would not pay as much for the inventory; (c) Stock becomes obsolete; and (d) The inventory is less valuable to service recipients.
Administration and overhead costs	Record the expense when the cost is incurred.	Examples include premises rental, utilities (rates, power, phone), maintenance, IT costs, stationery etc.
Other costs associated with the delivery of services	Record the expense when the cost is incurred.	
Expenses related to fundraising⁸		
Advertising costs, printing of fundraising materials, staff training	Record the expense when the advertising service is received or the other expense is incurred.	This category would include expenses associated with seeking gifts or donations.
Amounts paid to third party fundraisers	Record the expense when it is incurred.	
Expenses related to commercial activities		
Inventory sold or distributed	Record the expense when the goods are sold or distributed.	Where donated inventory is not recorded as an asset, there is no expense to record on sale or distribution.

⁷ Superseded by PBE IPSAS 39 *Employees Benefits* from 1 January 2019.

⁸ If expenses are classified under a separate category in this Standard then exclude them from this category. For example, a full-time staff member spends a small proportion of their time involved in fundraising, so their salary is still classified under employee costs. However, if a person is employed on contract solely for fundraising purposes this would be included under expenses related to fundraising.

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Source	When to Record	Comments
Inventory written down or written off	Record the expense when it is determined that the amount on the statement of financial position is greater than the value of the inventory (either as a sale or a distribution).	Inventory may lose value as: <ul style="list-style-type: none"> (a) It ages (for example, fresh food); (b) Future customers would not pay as much for the inventory; (c) Stock becomes obsolete; and (d) The inventory is less valuable to service recipients.
Administration and overhead costs	Record the expense when the cost is incurred.	Examples include premises rental, utilities (rates, power, phone), maintenance, IT costs, stationery etc.
Other costs associated with the delivery of services	Record the expense when the cost is incurred.	
<u>Grants and donations</u>		
<u>Grants and donations made</u>	<u>Record the expense when the grant or donation has been approved and the recipient advised.</u>	
Other expenses		
Interest expense	Record the expense as it is incurred during the period.	This category is the amount paid during the period related to borrowings. Includes any interest amount owing but not yet paid.
Impairment charges (changes in the value of assets) Reversal of an impairment charge recorded in a prior period	Record the expense when it is apparent that an asset is recorded at an amount that is greater than its net realisable value. Reverse the expense when there is an indication that an impairment charge recorded in a prior period may no longer exist or may have decreased. (see paragraphs A109.1 and A109.2)	The impairment expense is the amount by which the asset's recorded amount is reduced. Impairment charges mostly relate to property, plant and equipment, inventory, and receivables (which become bad debts). See also Table 3 for further discussion on impairment.
Depreciation	Record the expense at year end based on the established depreciation rate.	See also Table 3 for further discussion on depreciation.
Loss on sale of an asset	Record the expense when control of the asset transfers to the new owner.	The loss is the amount recorded as the value of the asset prior to its sale, less the proceeds from the sale.
Other expenses	Record the expense when it is incurred.	It may be useful to consider the above principles.

Other Information

Required Information

A83. The statement of financial performance shall include any additional information that the entity considers necessary for users to understand the financial performance of the entity.

A84. An entity shall include the entity's budget (or plans) for the current financial year where this is required by legislation. Other entities may include this information if they wish and it is available.

Amounts Payable or Receivable on Behalf of Others

- A85. Revenue and expenses include only the amounts relating to the entity on its own account, that is, where it is the “principal”. Where the entity is acting as an “agent” (including as a trustee or nominee) for another party (for example, the Government⁹, another entity, or some other third party), the amounts collected or paid belong to that other party rather than the entity.
- A86. An entity is a principal (that is, acting on its own behalf) when:
- (a) The entity has the primary responsibility for providing the goods or services to the beneficiary or customer;
 - (b) The entity establishes the prices, either directly or indirectly, for those goods or services; and
 - (c) The entity bears the customer’s credit risk for any amount receivable from the customer.
- A87. An example of the entity as principal is when the entity organises a conference for a group of organisations involved in the same service area, receives the conference fees, and is responsible for all the conference-related payments such as advertising and catering.
- A88. An entity is acting as an agent when it does not have exposure to the significant risks and rewards associated with the transactions. One feature indicating that an entity is acting as an agent is that the amount the entity earns is predetermined, being either a fixed fee per transaction or a stated percentage of the amount billed to the customer.

⁹ For the purposes of this Standard, the collection and payment of GST or PAYE are not considered to be transactions undertaken by the entity as an agent.

Section 6: Statement of Financial Position

Purpose and Value to Users

A89. The purpose of the statement of financial position is to provide a snapshot of the entity’s assets (what the entity owns), liabilities (what the entity owes) and accumulated funds (the difference between assets and liabilities) at a certain point in time (being the balance date). This is what the entity owns, what the entity owes, and the value of the members’ financial interests in the entity. The statement provides users with information about the financial sustainability of the entity, including the assets that can be used to run the entity in the future, and the liabilities that will have to be settled met in the future periods from cash balances and other assets.

Format of Statement of Financial Position

Required Information

A90. The statement of financial position shall be presented as follows:

Assets (by category)	xx
Less Liabilities (by category)	xx
Assets less Liabilities	xx
Accumulated Funds (by category)	xx

A91. ~~Alternatively if the entity considers it more relevant to users of the performance report, the entity may use the following format:~~

Assets (by category)	xx
Liabilities (by category)	xx
Plus Accumulated Funds (by category)	xx
Total Liabilities and Accumulated Funds	xx

A92. ~~Additional line items, headings and subtotals may be presented in the statement of financial position when such presentation will help users to understand the entity’s financial performance and position.~~

Assets

A93. Assets are resources of the entity that are expected to provide benefits to the entity in the future¹⁰.

Required Information

A94. In order to make information understandable to users, assets shall be aggregated and presented separately in categories. ~~As a minimum,~~ The following aggregated categories shall be reported separately and split between current and non-current (see paragraph A104):

- (a) Bank accounts, ~~and~~ cash and short-term deposits;
- (b) Debtors and prepayments;
- (c) Inventory;
- (d) Property, plant and equipment; and
- (e) Investments.

A95. Bank Accounts, ~~and~~ cash and short-term deposits comprise petty cash, cheque or savings accounts, and deposits held at call ~~with banks~~ or with a maturity of three months or less from the date purchased.

¹⁰ See the Glossary for a more detailed definition of assets.

- A96. Debtors (sometimes called accounts receivable) comprise amounts owed to the entity by customers or others. This includes any GST receivable from Inland Revenue.
- A97. Prepayments are expenses paid in advance of a good or service being received by the entity (such as rent, insurance or salaries and wages).
- A98. Inventories are materials or supplies that are to be consumed in producing goods or services, held for sale or distribution in the ordinary course of operations, or are in the process of production for sale or distribution. Inventories may include information brochures printed for the entity but not yet distributed, consumable stores, maintenance materials, spare parts for plant and equipment, and work-in-progress, such as educational/training course materials under development.
- A99. Property, plant, and equipment (sometimes called fixed assets) are tangible items that are used in the production or supply of goods or services, or for administrative purposes, and are expected to be used during more than one financial year.
- A100. Investments are shares, term deposits (with a maturity of more than three months from the date purchased), bonds, units in unit trusts, or similar instruments held by the entity.
- A101. Entities only need to report only the minimum categories specified in paragraph A94 separately when the category is applicable and significant to the entity.
- A102. The minimum categories may be described using terminology appropriate for the entity and need not use the titles used in paragraph A94, provided that the separate categories are still maintained.
- A103. If there is difficulty in determining the category that should be used for a particular transaction, the entity shall make its best estimate of the appropriate classification. This classification shall then be used consistently in future periods so that the information reported is comparable over time.
- A104. In presenting the statement of financial position the entity shall identify those assets which are intended to be converted to cash within 12 months of the balance date, for example, debtors that are expected to be collected within a few months of balance date, or inventories that are expected to be sold or used within the next year. These shall then be classified as “current assets”. The remaining assets shall then be classified as “non-current assets”.

Optional Information

- A105. ~~The minimum categories specified in paragraph A94 may be disaggregated, or additional categories may be presented in the statement of financial position, when such presentation will enhance users’ understanding of the entity’s financial position.~~
- A106. ~~The main asset category where this is likely to be useful is property, plant, and equipment. A class of property, plant, and equipment is a grouping of assets of a similar nature or function in an entity’s operations. Possible classes of property, plant and equipment that could be reported separately (either in the statement of financial position or in the notes to the performance report) are:~~
- ~~(a) — Land;~~
 - ~~(b) — Buildings;~~
 - ~~(c) — Motor vehicles;~~
 - ~~(d) — Furniture and fixtures;~~
 - ~~(e) — Office equipment;~~
 - ~~(f) — Computers (including software); and~~
 - ~~(g) — Machinery.~~
- A107. ~~Disaggregated or~~ Additional categories to those in paragraph A94 ~~should be used~~ may be presented in the statement of financial position ~~only~~ where doing so is necessary to provide users with an understanding of the main assets of the entity. Too many categories can make it difficult

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for users to understand the overall picture. The number of ~~disaggregated or~~ additional categories used should therefore be limited to those that are really necessary.

A108. Breakdowns or disaggregation of the ~~minimum~~ categories in paragraph A92, ~~or the disaggregated or additional categories,~~ may be provided in the notes to the performance report, for example, classes of property, plant and equipment, or different types of inventory (such as inventories held for consumption versus inventories held for sale). The objective is to provide a breakdown that gives the most useful information to users of the performance report.

Accounting for Assets

A109. Assets shall be recorded on the occurrence of a recognition event and reported using the measurement basis appropriate for the asset type. Details for recording and measuring specific asset types are provided in Table 3.

Table 3: Recording of Specific Types of Asset

Bank Accounts, and Cash and Short-term Deposits (note: bank overdrafts should be separately recorded as a liability)	
When to record	When the cash is received (either in hand or in the bank account).
Measurement	At the amount held.
Debtors	
When to record	When action is taken (such as goods or services sold) to give the entity the right to collect cash in the future. Compensation due from third parties (such as insurers) for assets that were impaired, lost, or given up should also be recorded as a debtor (and included as revenue in the statement of financial performance).
Initial measurement	At the amount owed.
When to record impairment	When it is likely that the amount owed (or some portion) will not be collected. Record the loss as a bad debt expense.
Change measurement at balance date	Consider whether any amounts are impaired (see paragraph A110). If the entity charges interest on overdue amounts, add this to the amount of the debtor and record revenue.
When to no longer record	When amount is collected or written off.
Prepayments	
When to record	When payment made.
Initial measurement	At the amount relating to the future goods or services to be received.
When to record impairment	If the entity is unlikely to get the service it has paid for.
Change measurement at balance date	Re-measure at the amount relating to the future services still to be received at that date.
When to no longer record (when to expense)	Once the entity receives the benefit for which it has paid, the prepayment (or portion thereof), is transferred from prepayments and is recorded as an expense.
Inventories	
When to record	When acquired.
Measurement	Purchased inventories: At cost.
When to record impairment	<i>Goods for sale:</i> Write-down to lower of cost and selling price. <i>Goods for use or distribution:</i> Write-down if the value to the entity decreases (for example, materials to be distributed are out of date or damaged).

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Change measurement at balance date	Only if impaired.
When to no longer record (when to expense)	When sold, distributed or written off.
Property, Plant and Equipment (including Heritage Assets)	
When to record	When purchased or donated.
Initial measurement	<i>Purchased:</i> Cost (cash price equivalent). <i>Donated:</i> Current value (such as <u>local council</u> rateable value or government value).
When to record impairment	<i>Asset to be sold:</i> If the market price for an equivalent asset falls below the carrying amount of the asset. <i>Asset to be used:</i> If the value to the entity in using the asset falls below the carrying amount of the asset (for example, the entity no longer provides the service supported by the asset).
Change measurement at balance date	<i>Record depreciation:</i> spread the cost of the asset over the expected useful life of the asset, using a structured method such as straight line or diminishing value. Note that land is not depreciated. <u>For classes of asset that the entity elects to revalue: record revaluation gains/losses</u>
When to no longer record	When sold, otherwise disposed of or written off.
Investments	
When to record	When purchased.
Initial measurement	At the amount paid.
When to record impairment	If it appears that the carrying amount of the investment will not be recovered, it shall be written down to the current market price.
Change measurement at balance date	If the current market price falls below cost. <u>For publicly traded investments the entity elects to measure at current value: record increases/decreases in current value.</u>
When to no longer record	When sold, otherwise disposed of, or written off.
Other Assets	
When to record	When: (a) The asset is acquired; and (b) The asset has a cost or value that can be measured reliably ^(a) .
Initial measurement	At the amount paid or other value that can be measured reliably.
When to record impairment	If it appears that the carrying amount of the asset will not be recovered, that is, it is more than the current market value (if it can be determined).
When to no longer record	When the asset is sold or otherwise disposed of.
<u>(a)</u> Information that is reliable is free from material error and bias, and can be depended on by users to faithfully represent that which it purports to represent or could reasonably be expected to represent.	

Reversal of Impairment Charges

A109.1 If there is any indication that an impairment charge recorded in prior periods for an asset

- (a) May no longer exist; or
- (b) May have decreased (i.e. if it is apparent that an asset is recorded at an amount that is less than its net realisable value);

an entity shall reverse all or part of that impairment charge.

A109.2 The reversal of the impairment charge shall:

- (a) In the case of inventories, be limited to the amount of the original write-down;
- (b) In the case of investments, not result in the carrying amount of the asset being recorded at more than its original cost; and
- (c) In the case of property, plant and equipment, not result in the carrying amount of the asset (net of depreciation) being recorded at more than it would have been had the impairment not been recorded.

Calculating Debtors

A110. In calculating the value of debtors at the end of each financial year, the entity shall assess whether there is evidence that a receivable may not be collected. The factors to consider are:

- (a) Financial difficulty of the other party;
- (b) A breach of contract by the other party, such as a default in interest or principal payments;
- (c) The entity granting to the other party a concession relating to debt payment; or
- (d) Other information indicating that the receivable may not be collected.

Heritage Assets

A111. Some classes of property, plant and equipment may be described as heritage assets because of their cultural, environmental, or historical significance. Examples of heritage assets include historical buildings and monuments, archaeological sites, conservation areas and nature reserves, and works of art.

A112. Heritage assets shall be accounted for in the same manner as other property, plant and equipment (that is, at cost or if donated then at readily obtainable current values). Heritage assets for which current values are not readily obtainable, do not need to be recorded in the statement of financial position but shall be disclosed in the notes to the performance report (by class if appropriate).

Donated Assets

A113. Significant donated assets, such as significant items of property, plant and equipment, shall be recorded at readily obtainable current values (such as local council rateable value for land and buildings) ~~or government valuation~~, where it is practicable to obtain such current values.

A114. Significant donated assets for which values are not readily obtainable, do not need to be recorded in the statement of financial position but shall be disclosed in the notes to the performance report (by class if appropriate).

Revaluation of Property, Plant and Equipment

A115. As specified in Table 3, purchased property, plant and equipment is generally to be measured on a the cost basis. However, an entity may elect to revalue a class of property, plant and equipment. Entities are more likely to make such an election when the value of an asset is has expected to increase increased significantly over that asset's life (such as land or a building).

A115.1. When electing to apply a revaluation approach, the subsequent measurement approach shall be applied to all assets of that class of property, plant, and equipment.

A115.2. A class of property, plant, and equipment is a grouping of assets of a similar nature or function. Possible types of property, plant and equipment are:

- (a) Land;
- (b) Buildings;
- (c) Motor vehicles;
- (d) Furniture and fixtures;

- (e) Office equipment;
- (f) Computers (including software); and
- (g) Machinery.

A116. When an entity elects ~~if an entity wishes~~ to revalue a class of property, plant and equipment ~~assets~~, it shall measure an item of property, plant and equipment at its current value less any subsequent accumulated depreciation and subsequent accumulated impairment losses. ~~apply the relevant requirements of PBE IPSAS 17 Property, Plant and Equipment, except that the entity may use the current rateable or government valuation (rather than fair value as required by PBE IPSAS 17) when revaluing. Where this is the case, the entity shall disclose the source and date of the valuation in the notes to the performance report.~~

A116.1. When a revaluation approach is taken, the current value shall be based on a valuation by a suitably qualified independent valuer or, for land and buildings, a local council rateable valuation may be used.

A116.2. Where an entity elects to revalue a class of property, plant and equipment, it is still required to recognise depreciation on the individual assets. In such cases, depreciation shall be calculated based on the revalued amount from the date of the asset's most recent revaluation.

A117. Electing to revalue a class of property, plant and equipment after initial recognition of the purchased asset is an accounting policy choice. Therefore, once a class of ~~it is important to note that once a class of~~ property, plant and equipment is revalued, ~~the requirements of PBE Standards mean that it is likely that~~ the entity will need to continue measuring that class of assets at revalued amounts thereafter (rather than reverting to asset cost).

A117.1. Revaluations shall be made with sufficient regularity to ensure that the carrying amount does not differ materially from that which would be determined using current value at the reporting date.

A117.2. Where an entity elects to revalue land and buildings based on a local council rateable value it is only required to revalue its land and buildings when that value is updated. The entity shall also disclose, in the notes to the performance report that the local council rateable value may not reflect current market value.

A118. If the entity chooses not to revalue property, plant and equipment but considers that a current value of some assets is useful information for users of the performance report, the entity may choose to disclose that current value, and the basis (valuation by and independent valuer or the local council rateable ~~value or government valuation~~) and date of that valuation in the notes to the performance report.

A118.1. If an entity elects to revalue a class of assets it shall:

- (a) Present a separate revaluation reserve within accumulated funds in the statement of financial position and the notes to the performance report (see paragraph A145);
- (b) Recognise revaluation gains for the type as "Gains/(losses) on the revaluation of property, plant, and equipment" directly in accumulated funds through a revaluation reserve, unless they reverse an impairment charge recognised in a prior period (see Table 3 and paragraphs A109.1 and A.109.2);
- (c) Recognise revaluation losses for the class as an expense in the statement of financial performance, except to the extent to which these losses offset any previous revaluation gains. If the revaluation losses offset previous revaluation gains they are recognised as "Gains/(losses) on the revaluation of property, plant, and equipment" directly in accumulated funds through a revaluation reserve; and
- (d) Recognise any gain on disposal over the carrying amount within other revenue in the statement of financial performance as "Gains/(losses) on disposal of property, plant and equipment".

A118.2. For the purpose of applying paragraph A118.1 revaluation gains and losses relating to individual assets of the revalued class of property, plant and equipment shall be offset against other assets of that class but shall not be offset against assets of different class.

A118.3. Some or all of the revaluation gains included in net assets/accumulated funds in respect of property, plant and equipment may be transferred directly to accumulated surpluses or deficits when the assets are derecognised. This may involve transferring some or the whole of the gains when the assets of the revalued class of property, plant and equipment to which they relate are retired or disposed of. Transfers from the revaluation reserve to accumulated surpluses or deficits are not made through the statement of financial performance.

A118.4. If items of property, plant and equipment are stated at revalued amounts, an entity shall disclose the following in the notes to the performance report:

- (a) The basis (valuation by a suitably qualified independent valuer or current local council rateable value);
- (b) The date of the valuation; and
- (c) The revaluation gain/loss for the period that has been recognised in the revaluation reserve.

Investment property

A118.5. Some classes of property, plant and equipment may be described as investment property because they are held primarily by the entity to generate rental income or for capital gains rather than for use in the entity's ordinary activities.

A118.6. Investment property shall be accounted for in the same manner as other items of property, plant and equipment (see Table 3 and paragraphs A115 – A118.4). This means that an entity can choose to account for investment property on a cost or revaluation basis.

Investments

A118.7. As specified in Table 3, investments are to be measured at the amount paid when purchased, less any impairment. However, where an entity holds investments which are publicly traded it may elect to measure those classes of investment at current market value.

A118.8. If an entity elects to measure publicly traded investments at current market value it shall recognise the change in current market value in revenue or expenses in the statement of financial performance.

A118.9. If investments are reported at current market value an entity shall disclose:

- (a) The accounting policies for investments, including the basis on which current market value was determined (for example, NZX-quoted price at the balance date).
- (b) In the notes to the performance report, an analysis of investments by class reconciling the opening and closing carrying amounts of each class of investment, with those held at current market value being displayed separately from those held at cost less impairment.

Assets Held on Behalf of Others

A119. Assets held as an agent (including as a trustee or nominee) on behalf of another person, entity or other third parties are not recorded as assets of the entity. The statement of financial position should include only assets held by the entity on its own account as principal (see paragraphs A85–A88 for a discussion on principals and agents)

Liabilities

A120. Liabilities are the amounts owed by the entity at balance date¹¹.

¹¹ See the Glossary for a more detailed definition of liabilities.

Required Information

- A121. In order to make information understandable to users, liabilities shall be aggregated and presented separately in categories. ~~As a minimum, The~~ following aggregated categories shall be reported separately and split between current and non-current (see paragraph A130):
- (a) Bank overdraft;
 - (b) Creditors and accrued expenses;
 - (c) Employee costs payable; and
 - ~~(d) Unused donations, grants and government funding with conditions~~ Deferred revenue; and
 - (e) Loans.
- A122. Creditors (sometimes called accounts payable) are amounts owing to suppliers to pay for goods or services that have been acquired in the course of the entity's operations. GST payable to Inland Revenue is also part of creditors.
- A123. Accrued expenses are costs incurred but not yet paid. This includes electricity, gas, telephone services used but not yet paid; water and local authority rates payable but not yet paid, and rent for the use of premises not yet paid.
- A124. Employee costs payable are amounts owing to, but not yet paid to employees. This category includes wages and salaries earned but not yet paid, holidays earned but not yet taken (holiday pay accrual), ACC contributions owing, PAYE withheld from employees' remuneration but not yet paid over to Inland Revenue, and contributions to superannuation schemes (such as KiwiSaver) or other post-employment benefit schemes collected but not paid over.
- A125. ~~[Deleted]. Unused donations, grants and government funding with conditions are donations, grants or government funding that have a "use or return" condition attached to them. This creates a binding obligation on the entity that is recorded as a liability (see paragraphs A65–A69 for a further discussion on revenue with conditions). This category includes unused revenue for service delivery contracts that have a "use or return" condition attached.~~
- A126. Loans are amounts borrowed by the entity. These are likely to be relatively uncommon amongst entities applying this Standard.
- A127. Entities need report only the minimum categories specified in paragraph A121 separately when the category is applicable and significant to the entity.
- A128. The minimum categories may be described using terminology appropriate for the entity and need not use the titles used in paragraph A121, provided that the separate categories are still maintained.
- A129. If there is difficulty in determining the category that should be used for a particular transaction, the entity shall make its best estimate of the appropriate classification. This classification shall then be used consistently in future periods so that the information reported is comparable over time.
- A130. In presenting the statement of financial position the entity shall identify those liabilities which are due to be paid within 12 months of the balance date, which shall then be classified as "current liabilities". The remaining liabilities shall then be classified as "non-current liabilities".
- A130.1. The balance of deferred revenue with respect to unsatisfied resource provider expectations over significant donation, grant and bequest funding at balance date shall be reported as a category of liabilities in the statement of financial position.

Optional Information

- A131. ~~[Deleted]. The minimum categories specified in paragraph A121 may be disaggregated, or additional categories may be presented in the statement of financial position, when such presentation will enhance users' understanding of the entity's financial position.~~
- A132. ~~Disaggregated or~~ Additional categories to those in paragraph A121 may be presented in the statement of financial position should be used only where doing so is necessary to provide users

with an understanding of the main liabilities of the entity. Too many categories can make it difficult for users to understand the overall picture. The number of ~~disaggregated or~~ additional categories used should therefore be limited to those that are really necessary.

A133. Breakdowns or disaggregation of the ~~minimum~~ categories in paragraph A121, ~~or the disaggregated or additional categories~~, may be provided in the notes to the performance report, for example, a breakdown of loans. The objective is to provide a breakdown that gives the most useful information to users of the performance report.

Accounting for Liabilities

A134. Liabilities shall be recorded on the occurrence of a recognition event and reported using the measurement basis appropriate for the liability type. Details for recording and measuring specific liability types are provided in Table 4.

Table 4: Recording of Specific Types of Liability

Bank Overdraft	
When to record	When the overdraft occurs.
Measurement	At the amount of the actual overdraft (not the overdraft facility).
Creditors and Accrued Expenses	
When to record	When transaction occurs that creates the payment obligation, for example, on the receipt of goods or services from a supplier.
Initial measurement	At the amount owing. If the entity has not received a supplier invoice it shall record an accrual for an estimate of the amount to be paid
Change measurement at balance date	Review in case some part has been paid or is no longer owed (for example, a supplier changes the arrangement to donations of goods therefore revenue will be recorded).
When to no longer record	When settled.
Employee Costs Payable	
When to record	When an employee has earned the entitlement or the entity has withheld amounts from wages and salaries already paid. It is uncommon for entities with paid employees to have no employee costs payable.
Initial measurement	At the amount to be paid.
Change measurement at balance date	If employees have been granted increased wages and salaries, amounts owing may change (for example, annual leave is based on amounts to be paid when the employee is expected to take the leave).
When to no longer record	When settled.
Unused Donations, Grants and Bequests and Government Funding with Conditions	
When to record	When the grant, donation or government funding is received.
Initial measurement	At the amount to be returned if the conditions are not fulfilled.
Change measurement at balance date	Assess whether the conditions have been fulfilled. If not, assess the amount of the grant that relates to conditions that haven't yet been fulfilled.
When to no longer record	When the conditions are fulfilled.
Deferred Revenue	
When to record	When a significant donation, grant or bequest with expectations over use is received.
Initial measurement	At the amount of the donation, grant or bequest received.

**PUBLIC BENEFIT ENTITY SIMPLE FORMAT REPORTING – ACCRUAL (PUBLIC SECTOR) REPORTING REQUIREMENTS
FOR TIER 3 PUBLIC SECTOR ENTITIES**

<u>Change measurement at balance date</u>	<u>Assess whether (or to what extent) expectations over use have been satisfied. If expectations have not been fully satisfied, assess the amount of the donation, grant or bequest that relates to expectations which have not yet been satisfied.</u>
<u>When to no longer record</u>	<u>When the expectations over use are satisfied.</u>
Provisions	
When to record	When an event has occurred that leads to an obligation.
Initial measurement	At the entity's best estimate of the amount to be paid.
Change measurement at balance date	Review the estimate of the amount of the obligation in light of conditions at balance date.
When to no longer record	When no obligation remains.
Loans	
When to record	When the amount borrowed has been received.
Initial measurement	At the amount borrowed from the lender (usually referred to as the loan principal).
Change measurement at balance date	Include any loan principal outstanding and any interest owing that has not yet been paid.
When to no longer record	When all principal and interest has been paid.

Provisions

A135. A provision is a liability of uncertain timing or amount. For example, an entity's lease of office premises may contain conditions that require the premises to be renovated at the end of the lease, so a provision for this is established.

A136. A provision shall be recorded as a liability when:

- (a) The entity has a present obligation (legal or constructive) as a result of a past event;
- (b) It is probable that the entity will have to settle the obligation; and
- (c) The entity can make a reliable estimate of the amount of the obligation.

A137. The use of estimates is an essential part of the preparation of performance reports, and does not undermine their reliability. This is especially true in the case of provisions, which by their nature are more uncertain than most other liabilities. Except in extremely rare cases, an entity should be able to make an estimate of the obligation that is sufficiently reliable to use in recording a provision.

Possible Future Liabilities

A138. The only liabilities recorded in an entity's statement of financial position are those where obligations exist at the balance date as a result of a past event. Therefore, no provision should be made for liabilities that might result from a future event as these liabilities don't yet exist. For example, costs likely to be incurred in the future in order to continue an entity's activities in the future are not liabilities. Neither are expected future operating losses.

Contingent Liabilities

A139. Contingent liabilities are not recorded in the statement of financial position but are reported in the notes to the performance report (see paragraphs A201–A203).

Accumulated Funds

A140. The accumulated funds balance is the difference between the assets and liabilities of the entity. are the owners' financial interest in the entity. It is therefore the component that balances the statement of financial position. The accumulated funds balance represents the net assets

available to the entity to fulfil its objectives in the future. In the for-profit sector the equivalent term is equity.

A140.1. Movements in accumulated funds include the surplus or deficit for the year, revaluation reserve movements, and other transactions directly with owners in their capacity as owners. In general, transactions with owners (described as capital contributed by owners in paragraph A142 below) are uncommon for public sector entities and most transactions are recorded through the statement of financial performance rather than directly through the Accumulated Funds balance.

A140.2. For the purposes of applying the requirements in this Standard, the term “owners” specifically refers to those who have made capital contributions as described in paragraph A142 below. The term “owners” can include individuals or other entities.

Required Information

A141. In order to make information understandable to users, accumulated funds shall be aggregated and presented separately in categories. ~~As a minimum,~~ The following aggregated categories shall be reported separately, where they are applicable to the entity:

- (a) Capital contributed by owners (if any);
- (b) Accumulated surpluses or deficits; and
- (c) Reserves:
 - (i) Discretionary reserves;
 - (ii) Revaluation reserves; and
 - (iii) Other reserves.

A141.1. When an entity elects to apply the requirements of a Tier 2 PBE Standard to a specific type of transaction, in accordance with the requirements set out in Appendix C of this Standard, it may be required to present additional categories of accumulated funds balances based on the requirements of the Tier 2 PBE Standard applied.

A142. ~~The capital contributed by Contributions from owners category represents means contributions to the entity by external parties (usually the government) by owners in their capacity as owners that establish a financial interest in the equity of the entity, which:~~

- (a) Conveys to owners the entitlement to:
 - (i) Distributions by the entity during its life; and/or
 - (ii) Distributions of any excess of assets over liabilities in the event of the entity being wound up; and/or
- (b) Gives the owner a voice in the management of the entity as an owner; and/or
- (c) Can be sold, exchanged, transferred, or redeemed.

A143. ~~[Deleted]. A contribution from owners (see paragraph A55 for a further discussion) may, but does not necessarily need to, be evidenced by a formal ownership document, such as a share certificate.~~

A144. ~~The accumulated Accumulated~~ surpluses or deficits category represents are the total of all the surpluses and deficits from the commencement of the entity, excluding any transactions with owners returns of capital or other distributions paid to owners in their capacity as owners (if any), and amounts transferred to other reserves.

A145. Reserves are of ~~three two~~ types:

- (a) ~~[Deleted]. Restricted reserves which may be used only for a particular purpose (the restriction). The restriction may apply to the use of revenue from the funds such as interest~~

~~received, or to changes to the capital fund, or to both. To be a restricted reserve the restriction must be set by an external party, for example:~~

- ~~(i) The express wishes of a donor (including in relation to endowment funds);~~
- ~~(ii) A specific purpose agreed with a donor; or~~
- ~~(iii) The terms of a fundraising appeal.~~

(b) Discretionary reserves that have been created by a transfer from accumulated surpluses or deficits as an internal decision of the entity so that it sets aside resources for a particular purpose. A feature of this type of reserves is that they may be transferred back to accumulated surpluses or deficits whenever the entity chooses.

(c) Revaluation reserves which represent the increase in value of items of property, plant and equipment over their carrying amounts (where an entity has elected to measure such items at revalued amounts).

(d) Other reserves which have been created to present the effect of transactions recognised directly in accumulated funds as a result of the entity electing to apply the requirements of a Tier 2 PBE Standard in lieu of the requirements in this Standard (refer to Appendix C).

A146. Entities need report only the minimum categories specified in paragraph A141 separately when the category is applicable ~~and significant~~ to the entity.

A147. The minimum categories may be described using terminology appropriate for the entity and need not use the titles used in paragraph A141, provided that the separate categories are still maintained.

Accounting for Accumulated Funds

A148. ~~Contributed funds~~ Capital contributed by owners shall be recorded at the amount received or paid to contributed by, less any contributed capital returned to, owners in their capacity as owners.

A149. Accumulated surpluses or deficits shall be recorded at the opening balance plus the current period's surplus or deficit from the statement of financial performance, ~~less distributions paid to owners, plus any transfers less amounts transferred to reserves plus amounts transferred to/from reserves.~~

A150. Reserves shall be recorded as follows:

(a) Discretionary reserves shall be recorded at the opening balance of the reserve ~~for the period plus/minus transfers to/from accumulated surpluses or deficits. The amount of the transfer should be equal to the amount of any revenue or expenses relating to the purpose of the reserve that were recorded in the statement of financial performance and therefore included in the current period's surplus or deficit.~~

(b) Revaluation reserves shall be recorded at the opening balance of the reserve plus/minus the increase/decrease in value of each type of property, plant and equipment required to be recognised directly in accumulated funds (where an entity has elected to measure such items at revalued amounts).

(c) Other reserves shall be recorded at the opening balance of the reserve plus/minus any amounts required to be recognised directly in accumulated funds as a result of an entity electing to apply the requirements of a Tier 2 PBE Standard in lieu of the requirements in this Standard (refer to Appendix C).

Approval and Issue of Performance Report

Explanation

A150.1 It is important for users to know when the performance report was authorised for issue, as the performance report does not reflect events after this date. The performance report is authorised for issue when it is signed and dated by the body or individuals with the authority to approve the performance report for issue.

Required Information

A150.2 An entity shall disclose in the performance report the date the performance report was approved and authorised for issue, who gave that authorisation and the relevant signature(s).

Other Information

Required Information

A151. The statement of financial position shall include any additional information that the entity considers necessary for users to understand the financial position of the entity.

A152. An entity shall include the entity's budget (or plans) for the current financial year where this is required by legislation. Other entities may include this information if they wish and it is available.

Section 7: Statement of Cash Flows

Purpose and Value to Users

A153. The purpose of the statement of cash flows is to provide information about the cash flows of the entity, which can have a different timing to the accruals that are reported in the statement of financial performance. Cash flow information allows users to determine how much cash the entity has received cash, and how the cash was used during the year. An understanding of an entity's the timing and certainty of cash flows is helpful to users in making decisions about the sustainability of the entity and whether funds received have been appropriately spent on advancing the entity's objectives ~~resources have been allocated effectively.~~

A154. ~~[Deleted] The difference between the statement of cash flows and the statement of financial performance is that:~~

- ~~(a) The statement of cash flows reflects the cash movements during the period, regardless of when the transaction or event is recorded in the statement of financial position or statement of financial performance; and~~
- ~~(b) The statement of financial performance reflects the revenues and expenses that relate to the financial year, regardless of the timing of the associated cash flows.~~

Format of Statement of Cash Flows

Required Information

A155. The statement of cash flows shall be presented as follows:

Cash Flows from Operating Activities (by category)	xx
Cash Flows from Investing and Financing <u>Other</u> Activities (by category)	xx
Net Increase/(Decrease) in Cash	xx
Add Opening Cash Balance	xx
Closing Cash Balance	xx

A156. ~~[Deleted] Alternatively, if the entity considers it more relevant to users, the entity may report cash flows from investing activities (by category) separately from cash flows from financing activities (by category).~~

A157. Investing Other activities are the acquisition and disposal of long-term assets and other investments not included in the cash balance. For example, the purchase of property, plant and equipment, or investments. ~~Financing activities~~ It also comprises receipts and payments relating to long-term borrowing by the entity (the principal amount only), and any capital contributions to/from owners (if any).

A158. Operating activities are the activities of the entity that are ~~not investing or financing activities. They include the~~ carried out as part of its normal operations of the entity, for example, the funding received and the costs paid in delivery of the entity's objectives ~~providing goods or services.~~

A159. The statement of cash flows does not include:

- (a) Cash receipts collected and payments made on behalf of others when the cash flows reflect the activities of the other party rather than those of the entity (see paragraphs A85–A88). For example, rent collected on behalf of, and paid over to, the owners of properties; and
- (b) Transactions not involving cash, for example depreciation and donated goods or services.

Cash Flows from Operating Activities

Required Information

A160. In order to make information understandable to users, cash flows from operating activities shall be aggregated and presented separately in categories. ~~As a minimum,~~ The following aggregated categories shall be reported separately:

Cash Received Receipts:

- (a) Funding from ~~central or local~~ government service delivery grants/contracts;
- (b) ~~Receipts~~ Funding from non-government ~~sources for providing goods or services~~ service delivery grants/contracts;
- (c) Donations, koha, bequests and other fundraising ~~and other similar~~ receipts from the public or non-government organisations ~~and~~;
- (d) General funding received;
- (e) Grants from non-government organisations
- (f) Gross sales from commercial activities
- (g) Interest, dividends and other investment receipts; ~~and~~
- (h) Other cash received.

Cash Payments:

- (i) Payments related to fundraising;
- (j) Payments to ~~suppliers and~~ employees;
- (k) Payments related to commercial activities;
- (l) Payments related to providing goods or services;
- (m) Grants and donations paid; ~~and~~
- (n) Other payments.

A161. Entities only need to report against a ~~only the minimum~~ category ~~ies~~ specified in paragraph A160 ~~separately~~ when the category is applicable ~~and significant~~ to the entity. If a category is not applicable, the entity may omit that category from its performance report.

A162. The ~~minimum~~ categories may be described using terminology appropriate for the entity and need not use the titles used in paragraph A160, provided that the separate categories are still maintained.

A163. If there is difficulty in determining the category that should be used for a particular transaction, the entity shall make its best estimate of the appropriate classification. This classification shall then be used consistently in future periods so that the information reported is comparable over time.

Optional Information

A164. ~~[Deleted] The minimum categories specified in paragraph A160 may be disaggregated, or additional categories may be presented in the statement of cash flows when such presentation will enhance users understanding of the entity's cash flows.~~

A165. ~~[Deleted] Disaggregated or additional categories should be used only where doing so is necessary to provide users with an understanding of the main cash flows of the entity. Too many categories can make it difficult for users to understand the overall picture. The number of disaggregated or additional categories used should therefore be limited to those that are really necessary.~~

A166. Further breakdowns or disaggregation of the ~~minimum~~ categories in paragraph A160 ~~or the disaggregated or additional categories~~ may be provided in the notes to the performance report, for example, a breakdown of cash payments ~~to suppliers~~ related to the entity's main activities. The objective is to provide a breakdown that gives the most useful information to users of the performance report.

Cash Flows from ~~Investing and Financing~~ Other Activities

Required Information

A167. In order to make information understandable to users, cash flows from ~~investing and financing~~ other activities shall be aggregated and presented separately in categories. ~~As a minimum,~~ The following aggregated categories shall be reported separately:

Cash ~~Received~~ Receipts:

- (a) ~~Receipts from the sale~~ Sale of property, plant and equipment;
- (b) ~~Receipts from the sale~~ Sale of investments;
- (c) ~~Cash drawn down~~ Proceeds from loans from other parties; and
- (d) ~~Cash received~~ Capital contributed from owners (capital contributions).

Cash Payments:

- (e) Payments to acquire property, plant and equipment;
- (f) Payments to purchase investments;
- (g) Repayments of loans borrowed from other parties; and
- (h) Capital distributed ~~repaid~~ to owners.

A168. Investments are shares, term deposits (with a maturity greater than 3 months), fixed interest bonds, units in unit trusts, or similar instruments held by the entity. ~~They~~ Investments also include loans made to other entities ~~by the entity~~.

A169. Entities only need to report against a ~~only the minimum~~ category ~~ies~~ specified in paragraph A167 separately when the category is applicable and significant to the entity. If a category is not applicable, the entity may omit that category from its performance report.

Optional Information

A170. The ~~minimum~~ categories may be described using terminology appropriate for the entity and need not use the titles used in paragraph A167, provided that the separate categories are still maintained.

A171. If there is difficulty in determining the category that should be used for a particular transaction, the entity shall make its best estimate of the appropriate classification. This classification shall then be used consistently in future periods so that the information reported is comparable over time.

Cash Balances

Required Information

A172. Cash balances is the same amount reported as “bank accounts, ~~and~~ cash and short-term deposits” less bank overdrafts as reported in the statement of financial position. It includes petty cash, cheque or savings accounts, ~~deposits held~~ at call deposits with banks or with a maturity of three months or less from the date purchased, and bank overdrafts (see paragraph A95).

Section 8: Statement of Accounting Policies

Purpose and Value to Users

A173. The purpose of the statement of accounting policies is to disclose the specific policies and practices applied by the entity in preparing its performance report. This provides users with an understanding of the basis on which the performance report has been prepared.

Format of Statement of Accounting Policies

Required Information

A174. The statement of accounting policies shall comprise two components;

- (a) Accounting policies applied; and
- (b) Changes in accounting policies.

Accounting Policies Applied

A175. Accounting policies applied are the specific policies and practices used by the entity in preparing its performance report for the reporting period.

Required Information

A176. As a **minimum**, the following shall be included in the statement of accounting policies.

Basis of Preparation

A177. The statement of accounting policies shall disclose that:

- (a) The entity is eligible to apply this Standard, the criteria specified in XRB A1 that allows it to do so, and the fact that it has elected to do so;
- (b) All transactions are reported using the accrual basis of accounting; and
- (c) The performance report has been prepared on the assumption that the reporting entity is a going concern, or if this is not the case the fact that the performance report has been prepared on the basis that the entity will not continue to operate for more than 12 months in the future (see paragraph A178).

A178. The performance report is normally prepared assuming that the entity will continue in operation for the foreseeable future (normally considered to be a minimum of 12 months from balance date). This assumption may not be appropriate in some circumstances. For example, it may not be appropriate if the governing body determines after the balance date either (a) that there is an intention to liquidate the entity or to cease operating, or (b) that there is no realistic alternative but to do so. If the assumption of continuity is not appropriate this needs to be disclosed in the statement of accounting policies (additional disclosures are also required in the notes to the performance report – see paragraph A212). The entity shall consider whether different specific accounting policies are more appropriate in these circumstances, for example valuing assets at fire sale value.

Goods and Services Tax (GST)

A179. The statement of accounting policies shall disclose:

- (a) Whether the entity is registered for GST; and
- (b) Whether the performance report is prepared on a GST-inclusive or GST-exclusive basis.

Specific Accounting Policies

A180. The statement of accounting policies shall disclose the accounting policies for each significant type of transaction or balance. These policies shall be consistent with the requirements of this Standard (including the requirements of paragraph 6).

A181. The policies may be reported at an appropriate level of aggregation, for example, “revenue from the sale of services” as a category of accounting policies.

A182. Where an entity has elected to apply the requirements of a PBE Standard that is part of the Tier 2 PBE Accounting Requirements in place of a requirement of this Standard (see Appendix C paragraphs 7–9), the PBE Standard applied shall be disclosed.

Changes in Accounting Policies

A183. A change in the accounting treatment, recording, or measurement of a transaction or other event is regarded as a change in accounting policy. For example, the initial application of a policy to revalue assets (rather than measuring them at cost) is a change in accounting policy.

A184. An entity shall change an accounting policy only if the change:

- (a) Is required by this Standard; or
- (b) Is in accordance with this Standard and results in the statements providing more faithfully representative or more relevant information about the effects of transactions or other events and conditions on the entity's service performance, financial performance, financial position, or cash flows.

Required Information

A185. When an entity changes its accounting policy an entity shall disclose:

- (a) The reason for the change, a description of the change in policy, and how and from when this change in policy has been applied; and
- (b) For the current period, for each statement line item affected, the amount as calculated under the previous accounting policy.

A186. Where there have been no changes to accounting policies during the reporting period, that fact shall be reported.

Accounting for Changes in Accounting Policies

A187. Changes in accounting policies shall be applied from the beginning of the current reporting period.

Section 9: Notes to the Performance Report

Purpose and Value to Users

A188. The notes to the performance report contain information that expands on the information included in other parts of the performance report as well as providing any additional relevant information. This is designed to provide users with a greater understanding of the information reported in the statements of service performance, financial performance, financial position and cash flows.

Required Information

A189. The following matters shall be included in the notes to the performance report.

Revenue with Conditions which has not been Recorded as a Liability

A190. ~~[Deleted] Where the entity has (i) received government funding or a significant grant or donation (including donated assets) with conditions attached which have not been fulfilled at balance date, and (ii) the government funding, significant grant or donation was recorded as revenue because the conditions were not “use or return” conditions that resulted in the recording of a liability (see paragraphs A65–A69), the entity shall disclose in the notes to the performance report:~~

- ~~(a) In the case of cash funding, donations and grants, the amount of the funding, grant or donation and the amount for which the conditions have not been fulfilled;~~
- ~~(b) In the case of significant donated assets, details of the donated assets and, if recorded, the amount of the donated assets; and~~

~~A description of the purpose and nature of the conditions of the funding, grant or donation.~~

Deferred Revenue: Unused Significant Donations, Grants and Bequests with Expectations over Use

A190.1. Where the entity has received a significant donation, grant or bequest where revenue recognition has been deferred at the balance date, the entity shall disclose in the notes to the performance report information to help readers understand:

- (a) The purpose and nature of the expectations over future use; and
- (b) When the entity expects to satisfy the remaining expectations over use.

Goods or Services in Kind Provided to the Entity

A191. An entity shall disclose in the notes to the performance report a description of any significant goods or services in kind provided to the entity during the financial year, such as free professional services. A dollar quantification may be provided but is not required. ~~as an optional disclosure.~~

Property, Plant and Equipment

A192. For each class of property, plant and equipment recorded in the statement of financial position, the entity shall disclose in the notes to the performance report:

- (a) A description of the asset class (for example, equipment, furniture);
- (b) The carrying amount of the asset class at the beginning of the financial year;
- (c) The depreciation and/or impairment expense recorded for the asset class for the financial year;
- (d) The amount of any revaluation gain/loss recognised in the revaluation reserve for the financial year (where the entity has elected to measure such items at revalued amounts); and
- (e) The carrying amount of the asset class at the end of the financial year.

A193. The entity shall disclose the source and date of the valuation of assets for any assets recorded at valuation (such as significant donated assets) and any other assets for which the entity has chosen to disclose a current value (see paragraphs A115–A118.4).

Investments

A193.1. Where the entity has elected to measure a type of investments at its current market value (see paragraphs A118.7 – A118.9) the entity shall disclose for each type of investment in the notes to the performance report:

- (a) A description of the asset type (for example, shares, bonds);
- (b) Whether the asset type is held at current market value or cost less impairment;
- (c) The carrying amount of the asset type at the beginning of the financial year;
- (d) The amount of any revenue/expense recognised in the statement of financial performance due to changes in the market value of the asset class for the financial year; and
- (e) The carrying amount of the asset type at the end of the financial year.

A193.2. For each type of investment held at current market value the entity shall also disclose the source and date of the valuation (for example, NZX-quoted price at the balance date).

Significant Donated Assets not Recorded

A194. Where significant donated assets have not been recorded in the statement of financial position because values are not readily obtainable (see paragraph A114), the entity shall disclose in the notes to the performance report a description of the asset, categorised by class where appropriate.

Significant Heritage Assets not Recorded

A195. Where significant heritage assets have not been recorded in the statement of financial position because values are not readily obtainable (see paragraph A112), the entity shall disclose in the notes to the performance report, a description of the asset, categorised by class where appropriate.

Assets Used as Security for Liabilities

A196. If an entity has used any of its assets as security for loans borrowed, the entity shall disclose in the notes to the performance report information about:

- (a) The nature and amount of the loan that is secured; and
- (b) The nature and amount of the asset(s) used as security.

Assets Held on Behalf of Others

A197. Where an entity is acting on behalf of another entity as its trustee, nominee or agent, the following matters shall be disclosed in the notes to the performance report:

- (a) A description of the assets which it holds in this capacity; and
- (b) The name of the entity on whose behalf the assets are held.

Changes in Accumulated Funds

A198. The notes to the performance report shall include an explanation of the movements between the opening and closing balances ~~of all~~ for each category ~~categories~~ of accumulated funds. An entity shall also disclose the nature and purpose of each reserve.

A198.1. An entity shall disclose information that enables users of its financial statements to evaluate the entity's objectives, policies, and processes for managing its accumulated funds. In meeting this requirement an entity shall disclose a brief description of the entity's general plans for applying its accumulated funds towards its stated purposes.

A198.2. Information which an entity may consider disclosing for this purpose includes:

- (a) Whether the entity intends to begin any significant projects to which its accumulated funds will be applied;

- (b) To what extent the entity's accumulated funds represents investments in assets. This can be property, plant and equipment that are used in pursuit of its stated purposes in future periods. It can also include long term investments held to generate revenue returns to be used in pursuit of its stated purposes; or
- (c) Whether the entity is accumulating funds with the intent to make a significant distribution to another entity with similar objectives.

Commitments

A199. Commitments are legal obligations to make payments in the future. Although commitments (operating or capital) are not yet recorded as liabilities, reporting them is essential for users of reports to gain a proper understanding of the entity's future viability.

A200. An entity shall report in the notes to the performance report the timing and estimated amount of any significant commitments (both operating and capital). Types of commitments which may need to be reported include:

- (a) Commitments to lease or rent assets;
- (b) Commitments to purchase property, plant and equipment; and
- (c) Commitments to provide loans or grants.

Contingent Liabilities

A201. A contingent liability is a possible obligation that arises from past events that is contingent (dependent) on some future event. For example, a court case not yet settled, or a guarantee issued.

A202. For each class of contingent liability at the balance date an entity shall disclose in the notes to the performance report:

- (a) A brief description of the nature of the contingent liability;
- (b) A best estimate of the amount of the contingent liability (where this can be estimated);
- (c) An indication of the uncertainties relating to the amount or timing of any outflow of resources; and
- (d) The possibility of any reimbursement.

A203. For each guarantee or class of guarantee, an entity shall disclose in the notes to the performance report:

- (a) The nature of the guarantee;
- (b) The maximum amount of any guarantees provided to others; and
- (c) The likelihood of the entity being required to make payment under the guarantee.

Related Party Transactions

Explanation

A204. A related party transaction is a transfer of money or other resource between the reporting entity and a person or other entity that is closely associated with the reporting entity that has the ability to influence the reporting entity. For public sector entities related party transactions comprise significant transactions that are different from those conducted under normal terms and conditions (including the provision of free goods or services).

A205. Related parties comprise:

- (a) People that have significant influence over the entity (such as members of the governing body, persons in key management roles, or others that are involved in the strategic management of the entity – whether employed or volunteer), and close members of their families; and
- (b) Other entities that have significant influence over the entity.

A206. Related party relationships exist throughout the public sector. Disclosure of related party relationships and related party transactions and the relationship underlying those transactions is necessary for accountability purposes, and to enable users to better understand the entity's performance report. This is because:

- (a) Related party relationships can influence the way in which an entity operates with other entities;
- (b) Related party relationships might expose an entity to risks, or provide opportunities that would not have existed in the absence of that relationship; and
- (c) Related parties may enter into transactions that unrelated parties would not enter into, or may agree to transactions on terms and conditions that differ from those that would normally be available to unrelated parties.

A207. Examples of transactions with a related party that would meet these criteria and therefore would be disclosed are:

- (a) The sale of a significant resource (such as a used vehicle) to the chairperson of the governing body at less than market rates;
- (b) The provision of preferential access to services provided by the entity to the dependent of a person in a key management role; and
- (c) The provision of finance (including loans, grants and guarantees), for example, a low interest loan, to a related party.

Requirements

A208. An entity shall disclose in the notes to the performance report, transactions with a related party that have occurred during the financial year if the transaction is significant to the entity (individually or in aggregate with similar transactions) and is on terms and conditions that are likely to be different from the terms and conditions of transactions in similar circumstances between parties that are not related.

A209. For each disclosed transaction the following shall be reported:

- (a) A description of the related party relationship;
- (b) A description and amount of any revenue or expense (and the value of free goods or services provided) related to the transaction during the financial year; and
- (c) Any amounts due from or to related parties at balance date.

Events After the Balance Date

A210. Where events after balance date occur (see paragraphs A34–A36), and those events have a significant impact on the information included in the performance report, the entity shall report in the notes to the performance report the following:

- (a) The nature of the event; and
- (b) An estimate of its financial effect, or a statement that such an estimate cannot be made; and
- (c) The effect, if any, on the entity's ability to continue operating.

A211. An entity is not required to provide comparative information for events occurring after the balance date. That is, an entity is not required to repeat disclosure of events occurring after the previous balance date.

Ability to Continue Operating

A212. Where the entity plans to stop operating within 12 months from balance date (see paragraph A178), or it is likely that the entity will be unable to continue operating, the entity shall include in the notes to the performance report the following:

- (a) A statement that the entity intends to stop operating or that it is unlikely the entity will be able to continue operating;

- (b) The reason why the entity intends to stop operating or why it may not be able to continue operating; and
- (c) The estimated effect of the entity's circumstances on the amounts of the entity's assets and liabilities.

A213. The impact of such a change will depend upon the particular circumstances of the entity. For example, the impact on the recorded amounts of assets will depend upon whether operations are to be transferred to another entity, sold, or liquidated. Judgement is required in determining whether a change in the carrying amount of assets and liabilities is required. It is also necessary to consider whether the change in circumstances leads to additional liabilities or triggers clauses in debt contracts which will lead to the reclassification of those debts as current liabilities.

Correction of Errors

A214. When an entity corrects a significant prior period error (see paragraph A29), it shall report in the notes to the performance report:

- (a) A description of the error and how it was corrected; and
- (b) The line items and amounts that have been corrected.

Additional Information

A215. The notes to the performance report shall include any additional information that the entity considers necessary for users to understand the overall financial performance and position of the entity.

Optional Information

A216. An entity may include in the notes to the performance report:

- (a) Breakdowns of the minimum categories, or the disaggregated categories or additional categories reported in the statement of service performance, statement of financial performance, statement of financial position or statement of cash flows;
- (b) Additional information about donations, fundraising and other similar revenue including a list of donors; and
- (c) Other information that the entity considers will be helpful to users in understanding the performance of the entity.

Section 10: Illustrative Examples

The following are examples of the accounting treatment required in the performance report.

1. Revenue Earned

Scenario 1

A Rural Education Activity Programme (REAP – the reporting entity) receives funding from the government on a “use or return” basis at the beginning of each quarter to provide education services during that quarter.

Treatment: The reporting entity records:

- (a) The funding received as a liability in the statement of financial position (as part of creditors and accrued expenses or separately as a disaggregated category “revenue in advance”); and
- (b) Revenue in the statement of financial performance (revenue from providing goods or services) as the education services are delivered (i.e. as the quarter year progresses), and reduces the liability for the funding received in advance by the same amount at the same time.

Scenario 2

A fish and game council (the reporting entity) receives money from the issuing of fishing and hunting licences. The licences give the users the right to fish or hunt for a designated period.

Treatment: The reporting entity records:

- (a) The license money received as a liability in the statement of financial position (as part of creditors and accrued expenses or separately as a disaggregated category “revenue in advance”); and
- (b) Revenue evenly in the statement of financial performance (revenue from providing goods or services) as the period covered by the licence progresses; and reduces the liability for the revenue received in advance by the same amount at the same time.

Scenario 3

A registration board (the reporting entity) receives fees for issuing registration certificates. The registrations give the users the right to practice in their designated profession.

Treatment: The reporting entity records the registration fees as revenue in the statement of financial performance (revenue from providing goods or services) when it is received. The fees are not treated as revenue in advance because the registration is a right to practice and that right is granted at the point the certificate is issued. The registration does not provide any further service during the year.

2. Grants with and Without ~~Conditions~~ Expectations

Scenario 1 – Grant received with no documented expectations over use

A school (the reporting entity) receives a grant from a local philanthropic trust to support its activities. ~~The grantor has not communicated any expectations to the reporting entity as to how the grant should be used. There are no conditions attached to the grant, other than that it must be used to support the delivery of education by the school.~~

Treatment: The reporting entity records the grant as revenue in the statement of financial performance (as donations, fundraising and other similar revenue).

Optional Information: The reporting entity may include information about this grant provider in any list of grant providers and their contributions included in the notes to the performance report (see paragraph A63).

Scenario 2

~~A school (the reporting entity) receives a grant from a local philanthropic trust to support its activities. The grantor specifies that the school must use the grant to increase the stock of books~~

in the school library. However, there is no obligation to return the grant if it is not fully used for this purpose. The school has used only half of the grant as at balance date.

Treatment: Although there is a condition attached to the grant received, there is no “use or return” requirement. Therefore the reporting entity:

- (a) Records the whole amount of the grant as revenue in the statement of financial performance (as donations, fundraising and other similar revenue); and
- (b) Provides information in the notes to the performance report outlining the total amount of the grant, the amount of the grant unused, and the fact that the grant is to be used to increase the stock of books in the school library (see paragraph A190).

Optional Information: The reporting entity may include information about this grant provider in any list of grant providers and their contributions included in the notes to the performance report (see paragraph A63).

Scenario 32 – Grant for the purchase of assets

A school (the reporting entity) receives a grant from a local philanthropic trust to support its activities. The grantor specifies in writing that the school must use the grant to purchase 10 computers for the school library. The school has only purchased five computers as at balance date. ~~help purchase a new vehicle that is to be used to allow students to participate in education outside the classroom (EOTC) activities. The grantor requires the grant to be used for this purpose or be returned.~~

Treatment: As there is a clear “use or return” condition documented expectation attached to the grant:

Financial Year 1

- (a) Upon receipt of the grant the reporting entity records it as a liability deferred revenue in the statement of financial position ~~(as unused donations and grants with conditions)~~; and
- (b) When the reporting entity purchases the vehicle computers ~~(which cost more than the grant and therefore uses all of the grant)~~ it records:
 - (i) ~~The whole~~ Half of the amount of the grant as grant revenue from non-government organisations in the statement of financial performance ~~(as donations, fundraising and other similar revenue)~~, and reduces the liability deferred revenue balance ~~(for the unused donation or grant with conditions attached)~~ by the same amount at the same time; and
 - (ii) The purchased vehicle computers (at the total cost of purchase) as an assets in the statement of financial position (as property, plant and equipment); ~~and then subsequently depreciates it over the expected life of the vehicle.~~

Financial Year 2

The school spends the remaining half of the amount of the grant on additional computers for the school library. The entity records:

- (a) The remaining half of the amount of the grant as grant revenue from non-government organisations in the statement of financial performance; and reduces the deferred revenue balance to zero; and
- (b) The purchased computers (at the total cost of purchase) as assets in the statement of financial position (as property, plant and equipment)

Optional Information: The reporting entity may include in the notes to the performance report a list of grant providers, together with a summary of their contributions (see paragraph A63).

Scenario 3 – Bequest received to fund the construction of an asset

A school (the reporting entity) receives a bequest for the purposes of building a new sports hall. This expectation has been documented and agreed between the reporting entity and a representative of the donor’s deceased estate.

Treatment: There is a documented expectation over the use of the bequest, which relates to the construction of an asset. Therefore, the reporting entity:

- (a) Records the grant as deferred revenue upon receipt of the funds;
- (b) Records the bequest in the statement of financial performance (as revenue from donations, koha, bequests, and other fundraising revenue from the public or non-government organisations) on a stage of completion basis (i.e. recognise a percentage of the bequest as revenue, based on the percentage of total expected expenditure incurred to date), with a corresponding reduction in the deferred revenue balance; and
- (c) Provides information in the notes to the performance report outlining the total amount of the bequest, the amount of the bequest unused, the fact that the bequest is to be used to fund the construction of the new sports hall, and when the reporting entity expects to fulfil the resource provider's expectations in full (see paragraph A190.1).

3. Donated Goods or Services

An Administering Body (the reporting entity) has its performance report prepared free of charge by a chartered accountant who is not associated with the Administering Body. The value of the free services is significant to the Administering Body.

Treatment: The reporting entity does not record the donated services (see paragraph A70). However, the donated service is disclosed in the notes to the performance report (see paragraph A191).

4. Liabilities and Contingent Liabilities

At its annual student concert, a school (the reporting entity) made use of material subject to copyright. Legal proceedings are started seeking damages from the reporting entity for breach of copyright, but the school disputes liability. Up to the date of finalising the performance report for the year, the reporting entity's lawyers advise that it is probable that the entity will not be found liable. However, when the reporting entity prepares its performance report for the following year, its lawyers advise that, owing to developments in the case, it is probable that the entity will be found liable.

Treatment: In the first year, the reporting entity does not record a liability in the statement of financial position because the legal advice is that the entity is not likely to be found liable. The matter is reported as a contingent liability in the notes to the performance report.

In the second year, the reporting entity records a liability in the statement of financial position (as a creditor provision) if the amount of damages can be reliably estimated; and records an equivalent amount as an expense in the statement of financial performance. If the amount of damages cannot be reliably estimated, no liability or expense is recorded and the facts are reported in the notes to the performance report.

5. Related Parties

Scenario 1

A trust (the reporting entity) has total operating payments of \$20,000. These payments are all made to the spouse of the trust's chairperson for office administration duties of the entity. The payments are made at a higher hourly rate than the office administrator receives.

Scenario 2

The reporting entity has total operating payments of \$20,000. A few of these payments (\$1,000) are made to the spouse of the chairperson for relieving the office administrator. The payments are made at a higher hourly rate than the office administrator receives.

Treatment: In both of the scenarios the spouse of the chairperson is a related party of the reporting entity (see paragraph A205).

In scenario 1 the transactions with the related party are significant and are not made under normal terms and conditions (see paragraph A204) and therefore the entity reports in the notes to the performance report the information set out in paragraph A209(a)–(c).

In scenario 2 the transactions with the related party are not significant and therefore the entity is not required to report those transactions in the notes to the performance report (but it may do so if it wishes).

Section 11: Glossary

This Glossary contains all terms defined in this Standard.

Accounting policies	The specific policies and practices used by the entity when preparing the performance report.
Accumulated funds	The owners' financial interest in the entity. It comprises capital contributed by owners, accumulated surpluses or deficits, and reserves. It also represents the difference between the assets and liabilities of the entity. In the for-profit sector the equivalent term is equity.
Assets	Resources controlled by the entity as a result of past events (which would usually be transactions), from which future economic benefits are expected to flow to the entity (such as investments producing interest revenue).
Associate	An entity over which the investor has significant influence.
Bad debt	Money owing to the entity (accounts receivable) that is deemed uncollectible and written off as an expense. This may be due to the length of time it has been owing, or information known about the customer's ability to pay (for example, the customer has gone into liquidation).
Balance date	The date to which the performance report is prepared. It is usually an end of month date, for example, 30 June 20XX.
Carrying amount	The cost of the asset less accumulated depreciation and accumulated impairment losses (if any).
Commitments	Contracts or similar arrangements entered into by the entity to pay money in the future.
Consolidated performance report	The performance report of an economic entity ¹² presented as that of a single entity.
Contingent liability	A possible obligation to pay money that will be confirmed by the occurrence or non-occurrence of an uncertain future event or an obligation that has arisen but is not recorded because (i) it is not probable that the entity will have to settle the obligation; or (ii) the amount of the obligation cannot be estimated reliably (that is, the entity is too uncertain of the amount of the obligation).
Control	An entity controls another entity when the entity is exposed, or has rights, to variable benefits from its involvement with the other entity and has the ability to affect the nature or amount of those benefits through its power over the other entity.
Controlled entity	An entity that is controlled by another entity.
Controlling entity	An entity that controls one or more entities.
Deficit	The amount in the statement of financial performance when expenses exceed revenue for the year. In the for-profit sector the equivalent term is loss.
Defined benefit plan	A retirement scheme where the amount paid to members on retirement is principally determined by years of membership in the scheme and/or salary level rather than the level of contributions by the member.
Depreciation	The allocation of the cost of the asset over its useful life using a structured method such as straight line or diminishing value.
Economic entity	A controlling entity and its controlled entities.

¹² Note the term group is sometimes used to refer to the economic entity.

Entity	An organisation which may take any of a number of forms, including but not limited to, a public entity, company, incorporated association, unincorporated association or trust. Dependent on organisational structure, this may be a legal entity, a unit within a wider organisation, or it may be comprised of one or more units.
Expenses	All outflows from the entity during the year other than capital outflows. Capital outflows comprise distributions to owners (in their capacity as owners), outflows to settle liabilities that were recorded in a previous year, and outflows to purchase assets. Expenses include cash paid out during the year, and any liability to pay out cash in the future related to an event (usually a transaction) in the current year or a prior year. These outflows may be from normal operating activities such as the costs of fundraising, or from transactions such as grants made by the entity. Expenses also include reductions in property, plant and equipment called depreciation expense and impairment expense.
Fair value	The amount for an arm’s length transaction if it takes place between two willing parties in the market. Fair value applies to both assets and liabilities.
Financial year	A twelve month period ending on the entity’s balance date.
Impairment	When an asset is worth less in the market than the carrying amount in the statement of financial position, the difference is an impairment (and is recorded as an expense). This may occur if the asset becomes obsolete due to technological change or the asset is damaged. Impairment tests apply to both tangible and intangible assets.
Intangible assets	Assets without a physical presence (for example, trademarks, patents).
Inventory	Also referred to as stock, these are current assets held for sale in the ordinary course of business. For example, a stock of licensing or registration forms held for distribution.
Joint arrangement	An arrangement of which two or more parties have joint control.
Joint control	The agreed sharing of control of an arrangement by way of binding arrangement, which exists only when decisions about the relevant activities require the unanimous consent of the parties sharing control.
Joint venture	A joint arrangement whereby the parties that have joint control of the arrangement have rights to the net assets of the arrangement.
Liabilities	Present obligations arising from past events, the settlement of which is expected to result in an outflow of resources from the entity. An example is the purchase of supplies prior to balance date, with the payment due in the next financial year.
Measurement	Quantification of activities in terms of money, being New Zealand dollars.
Notes to the performance report	Notes that provide further information on items in the various financial statements, either by a further breakdown of figures or a narrative description.
Outcomes	What the entity is seeking to achieve in terms of its impact on society.
Outputs	The goods or services that the entity delivered during the year.
Performance report	A set of statements which collectively tell the story of the entity over the financial year. This includes the entity information, statement of service performance, statement of financial performance, statement of financial position, statement of cash flows, statement of accounting policies, and notes to the performance report prepared in accordance with this Standard.

<u>Public accountability</u>	<p>While public sector PBEs are generally considered to be publicly accountable, “public accountability” has a specific meaning in the accounting standards issued by the XRB.</p> <p>Entities are considered to have public accountability for financial reporting purposes when they have issued debt or equity instruments through a public offering or their main activity is holding cash or other assets on behalf of others (e.g. a superannuation scheme).</p> <p>The full definition of “Public Accountability” is included in XRB A1</p>
Public benefit entity (PBE)	Reporting entities whose primary objective is to provide goods or services for community or social benefit and where any equity has been provided with a view to supporting that primary objective rather than for a financial return to equity holders.
Public sector public benefit entity (PS PBE)	A public benefit entity that is a public entity as defined in the Public Audit Act 2001, and all Offices of Parliament.
Recording	Including a an output, outcome, revenue, expense, asset or liability item in the statements of the performance report (also referred to as recognition).
Recognition event	<p>An event that brings about the legal obligation for the entity to:</p> <ul style="list-style-type: none"> (a) Settle a transaction with another party at a future date (payables), or by the payment of cash; or (b) Have a legal obligation settled upon the entity by another party (receivables), or by the receipt of cash. <p>This is what distinguishes accrual accounting from cash accounting (for which the only recognition event is the receipt or payment of cash).</p>
Related parties	People or entities that have significant influence over the reporting entity, such as members of the governing body, persons in key management roles, or others that are involved in the strategic management of the entity (whether employed or volunteer) and close members of their families.
Reporting entity	An entity preparing a performance report in accordance with this Standard. In the New Zealand reporting environment it is a public entity that is required by law to apply standards issued by the External Reporting Board (XRB) or the New Zealand Accounting Standards Board of the XRB. For the purposes of applying this Standard the entity is a public sector entity.
Revenue	All inflows into the entity during the year other than capital inflows. Revenue includes the cash received during the year, and the right to receive a payment in the future related to an event (usually a transaction) in the current year. These inflows may be from normal operating activities such as the sale of a good or service. Capital inflows comprise contributions from owners (in their capacity as owners), inflows to settle a receivable that was recorded in the previous year, inflows from the sale of assets, and inflows from borrowings.
Significant	An item is significant if recording and/or disclosure of the particular item, whether financial or non-financial, could influence a user’s understanding of the entity’s overall performance. For the purposes of this Standard it has the same meaning as material.
Significant influence	The power to participate in the financial and operating policy decisions of another entity but is not control or joint control of those policies.
Statement of cash flows	A statement that shows the movements between the cash balances at the beginning and the end of the year. It is divided into two categories: operating, and investing and financing.

Statement of financial performance A statement that shows an entity’s revenue and expenses, to establish its surplus or deficit for the financial year. This statement is sometimes called the income statement or operating statement.

Statement of financial position A statement that reports a picture of the entity’s position by listing what it owns and what it owes at the balance date. This statement is sometimes called the balance sheet.

Statement of service performance A statement that provides information to help users understand what the entity did during the financial year to achieve its broader aims and objectives, on the outputs delivered by the entity during the financial year, and the outcomes those outputs contribute to. It is particularly useful in the public sector when the focus is on achieving planned outputs and outcomes objectives, rather than making a profit. The information in this statement is predominantly non-financial, but still involves measurement.

Surplus The amount in the statement of financial performance when revenue exceeds expenses for the year. In the for-profit sector the equivalent term is profit.

Total expenses For the purpose of applying the Tier 3 size criteria, total expenses means total expenses (including losses and grant expenses) recognised in accordance with Tier 3 PBE Accounting Requirements in the Statement of Financial Performance.

Where revenue and expense are offset as required or permitted, any net expense is included in total expenses.

Where the entity reporting is a group, total expenses is that of the group comprising the controlling entity and all its controlled entities.

Appendix B: Transitional Arrangements

*This Appendix contains the requirements for entities to transition to **Reporting Requirements for Tier 3 Public Sector Entities** ~~Public Benefit Entity Simple Format Reporting – Accrual (Public Sector)~~. It is an integral part of the Standard.*

Objective

- B1. This part of the Standard¹³ is designed to assist an entity in preparing its first performance report under this Standard. This Standard recognises that entities come from divergent reporting backgrounds and prescribes different transitional rules to meet different circumstances.

Transitional Groups

- B2. There are likely to be four types of entities applying this standard:

Group 1: New entities – those who have started up in the current financial year.

Group 2: Entities previously applying Tier 4 PBE Accounting Requirements – those who have complied with Tier 4 PBE Accounting Requirements in the previous financial year.

Group 3: Entities previously applying Tier 2 PBE Accounting Requirements – those who have complied with Tier 2 PBE Accounting Requirements in the previous financial year.

Group 4: Other Entities – entities that have been operating prior to the current financial year, and in the previous financial year followed other accounting standards (for example, NZ IFRS PBE or Old GAAP), or have not followed any accounting standard issued by the External Reporting Board (XRB) or the New Zealand Accounting Standards Board of the XRB.

General Provisions

- B3. These general provisions apply to all entities in Groups 1 to 4 applying this Standard unless there is an override in the Special Provisions in paragraphs B7 to B10.
- B4. An entity that is reporting in accordance with this Standard for the first time, shall apply this Standard from the beginning of the earliest comparative period presented. This is the financial year prior to that for which the performance report is currently being prepared. For example, if the performance report is being prepared in accordance with these general provisions for the year ended 30 June 2015, the beginning of the earliest comparative period would be 1 July 2013.
- B5. All assets and liabilities shall be recorded at the beginning of the earliest comparative period presented.
- (a) For payables and receivables, amounts shall be recorded at the amount owing or owed at the beginning of the earliest comparative period.
 - (b) For property, plant and equipment, an entity shall record significant items at their readily obtainable current amounts (such as rateable value or government valuation). Where amounts are not readily obtainable the entity is not required to record the assets but shall disclose this fact in the notes to the performance report. An entity is not required to record insignificant items of property, plant and equipment.
 - (c) For other assets and liabilities an entity shall make its best estimate of the value at the beginning of the earliest comparative period presented and record the assets and liabilities at that amount. In this case accumulated funds is the number needed to make the statement of financial position balance on transition.
- B6. Separate disclosure of significant restatements is encouraged, but is not required.

¹³ This Appendix is part of the Standard and so the term “Standard” is used throughout. “Standard” refers to the ~~Public Benefit Entity Simple Format Reporting – Accrual (Public Sector)~~ **Reporting Requirements for Tier 3 Public Sector Entities** abbreviated as **Tier 3 (PS) Standard PBE SFR-A (PS)**

Special Provisions

Group 1: New Entities

B7. No comparative figures are required for this Group. This overrides any requirement elsewhere in this Standard for comparatives to be reported. New entities shall disclose their date of commencement in the notes to the performance report.

Group 2: Entities Previously Applying Tier 4 Accounting Requirements

B8. Entities in this Group shall follow one of the following two options:

- (a) Follow this Standard from the start of the current period. In this case comparative information is not required, and this overrides any requirement elsewhere in this Standard for comparatives to be reported. However, the entity shall attach its previous financial statements and a list of its previous accounting policies; or
- (b) Apply the general provisions of this Standard.

Group 3: Entities Previously Applying Tier 2 Accounting Requirements

B9. Entities in this Group shall follow one of the following two options:

- (a) Provide comparative data based on the applicable information reported in their financial statements for the previous year prepared in accordance with the Tier 2 PBE Accounting Requirements; or
- (b) Apply the general provisions of this Standard.

Group 4: Other Entities

B10. Entities in this Group shall follow one of the following two options:

- (a) Follow this Standard from the start of the current period. In this case comparative information is not required, and this overrides any requirement elsewhere in this Standard for comparatives to be reported. However, the entity shall attach its previous financial statements and a list of its previous accounting policies; or
- (b) Apply the general provisions of this Standard.

Appendix C: Application of PBE Standards

This Appendix contains the requirements for entities when applying a PBE Standard. It is an integral part of the Standard.

Interests in Other Entities

- C1. To determine whether an entity has an interest in a controlled entity, an associate or a joint arrangement the entity must refer to the guidance within the following Tier 2 PBE Standards:
- (a) PBE IPSAS 35 Consolidated Financial Statements
 - (b) PBE IPSAS 36 Investments in Associates and Joint Ventures
 - (c) PBE IPSAS 37 Joint Arrangements
- C2. If an entity controls another entity it shall prepare a consolidated performance report which combines the assets, liabilities, net assets/equity, revenue and expenses of the controlling entity with those of the controlled entity in accordance with the requirements in PBE IPSAS 35 Consolidated Financial Statements and PBE IPSAS 38 Disclosure of Interests in Other Entities. An entity that controls another entity but which is not required to prepare a consolidated performance report because it qualifies for the exemption in paragraph 5 of PBE IPSAS 35 not to present consolidated financial statements shall prepare a performance report in accordance with PBE IPSAS 34 Separate Financial Statements.
- C3. If an entity has an interest in an associate or a joint venture it shall prepare a performance report in which it accounts for that interest in accordance with the requirements in PBE IPSAS 36 Investments in Associates and Joint Ventures and PBE IPSAS 38. An entity that qualifies for the exemption in paragraph 23 of PBE IPSAS 36 not to apply the equity method to its investment in an associate or a joint venture shall prepare a performance report in accordance with PBE IPSAS 34.
- C4. If an entity has an interest in a joint arrangement it shall prepare a performance report in which it accounts for that interest in accordance with the requirements in PBE IPSAS 37 Joint Arrangements and PBE IPSAS 38.
- C5. When applying the requirements in PBE IPSAS 34, PBE IPSAS 35, PBE IPSAS 36 or PBE IPSAS 38 an entity is not required to comply with the disclosure requirements in those standards denoted with an asterisk (*). Where an entity elects to apply a disclosure concession it shall comply with any RDR paragraphs associated with that concession.

Other Applications of PBE Standards

- C6. An entity that is eligible to apply this Standard, and elects to do so, may elect to apply the requirements of a PBE Standard that is part of the Tier 2 PBE Standards Accounting Requirements to a specific type of transaction, as long as it applies that option to all transactions of that type. For example, an entity may decide to opt up to PBE IPSAS 27 Agriculture so that it can measure its biological assets and agricultural produce at fair value less costs to sell, or an entity may decide to opt up to PBE IPSAS 25 Employee Benefits to account for long-term employee benefits. For example, an entity may decide to opt up to PBE IPSAS 17 Property, Plant and Equipment for a class of assets, such as buildings, so that it can revalue that class of assets, or an entity may decide to opt up to the financial instruments standards (PBE IPSAS 28 Financial Instruments: Presentation, PBE IPSAS 29 Financial Instruments: Recognition and Measurement (in limited circumstances), PBE IPSAS 41 Financial Instruments and PBE IPSAS 30 Financial Instruments: Disclosures) for a class of financial instruments, such as investments in shares, so that it can measure that class of financial instruments at fair value (in which case it must apply the whole standard to that class).
- C7. If, for a specific type of transaction, an entity elects to apply the requirements of a Tier 2 PBE Standard that is part of the Tier 2 PBE Accounting Requirements instead of applying the requirements in this Standard, the entity shall disclose this in the statement of accounting policies.
- C8. If, for a specific type of transaction, an entity elects to apply the requirements of a Tier 2 PBE Standard that is part of the Tier 2 PBE Accounting Requirements instead of applying the

requirements in this Standard, the entity cannot then choose to return to applying this Standard for that type of transaction unless the entity complies with the requirements of this Standard for changes in accounting policies (see paragraphs A183– A184).

C9. If, for a specific type of transaction, an entity elects to apply the requirements of a Tier 2 PBE Standard instead of applying the requirements in this Standard, and the PBE Standard requires that the effect of that transaction shall be recognised in other comprehensive revenue and expense, the entity shall instead:

- (a) Recognise the effect of that transaction directly in accumulated funds; and
- (b) Present the cumulative effect of similar transactions as a separate reserve within Accumulated Funds.

Basis for Conclusions

BC1. This Basis for Conclusions summarises the NZASB's considerations in developing the PBE Simple Format Reporting – Accrual (Public Sector) Standard (PBE SFR-A (PS)).

Background

BC2. The Accounting Standards Framework includes four reporting tiers for public sector PBEs. PBE SFR-A (PS) contains requirements for the third tier and may be applied by entities that do not have “public accountability” (as defined in standard XRB A1 (FP Entities + PS PBEs Update)) and that have annual expenses less than, or equal, to \$2 million.

Objective

BC3. PBE SFR-A (PS) is intended to improve the quality and consistency of financial reporting by entities eligible to apply the Standard.

BC4. PBE SFR-A (PS) is intended to provide a simplified version of the Tier 1 and Tier 2 PBE Accounting Standards, rather than a standard based on a different conceptual framework. As a result, the NZASB approached the development of the Standard with a view that, in principle, the same recognition and measurement requirements should apply to Tier 3 public sector financial reporting as are applied by public sector entities applying the Tier 1 and Tier 2 PBE Accounting Standards. The NZASB also considered the extent to which the cost of applying the recognition and measurement requirements in the PBE Accounting Standards outweighed the benefits to users of the resulting financial statements.

Approach

BC5. In preparing the Standard, the NZASB was cognisant of the fact that some Tier 3 public sector preparers, as well as users of their performance report, may have limited access to professional accounting expertise. The NZASB was of the view that the Standard should be able to be applied by persons who are managing the finances of an entity that is eligible to apply PBE SFR-A (PS).

BC6. The NZASB decided that PBE SFR-A (PS) should be a single, short, and relatively simple standard written in less technical language than is normally found in accounting standards. As a result, the Standard:

- (a) Addresses only those transactions that are commonly undertaken by entities eligible to apply PBE SFR-A (PS);
- (b) Contains simplified measurement of transactions where, taking the public sector as a whole, the costs of applying the requirements of Tier 1 and Tier 2 standards are likely to outweigh the benefits;
- (c) Excludes the options contained in Tier 1 and Tier 2 standards such as the option to measure property, plant and equipment using the revaluation model; and
- (d) Contains simplified presentation and disclosure requirements.

Omitted Transactions

BC7. The NZASB relied heavily on information in public sector financial statements prepared under previous requirements to assist it in identifying transactions which were undertaken very infrequently by public sector entities and therefore did not need to be addressed in this Standard. These transactions include:

- (c) Financial instruments other than payables, receivables and term deposits; and
- (d) Complex transactions such as service concession arrangements and insurance contracts.

Simplifications

BC8. The major simplifications in this Standard compared to the Tier 1 and Tier 2 PBE Accounting Standards are as follows:

- (a) *Whether grants or donations are recorded:* Goods or services (and other non-cash assets) received in kind are not required to be recorded;
- (b) *Treatment of donation/grant and government funding revenue:* Donations, grants and government funding are recorded as revenue when received unless there is a “use or return” condition attached to the revenue. In this Standard the key element that drives the recognition of a liability relating to the donation/grant or government funding received is the “use or return” condition.

BC9. The NZASB decided that the simplification in BC8(a) should not apply to significant donated assets, such as property. Any such donated assets are required to be recognised at a readily available current value (rather than requiring measurement at fair value as defined in the Tier 1 and Tier 2 PBE Accounting Standards). This is to ensure that the statement of financial position includes all significant assets regardless of whether they are purchased or donated.

BC10. The simplification set out in BC8(a) has the consequence that information about donated goods, services and assets (other than significant donated assets), including services provided by volunteers, will not be recorded in the performance report. To compensate for this, PBE SFR-A (PS) requires disclosure of significant donations in kind in the notes to the performance report.

BC11. In relation to the simplification set out in BC8(b) the NZASB chose not to fully apply to grants and donations and government funding the principles in PBE IPSAS 23 *Revenue from Non-Exchange Transactions*. The NZASB considered the requirements of PBE IPSAS 23 to be too costly and complex for entities likely to apply PBE SFR-A (PS) without a corresponding increase in the usefulness of the information that would be provided to users. The NZASB decided to simplify the principles to require a “use or return” condition before a liability is recorded.

BC12. The NZASB made a number of simplifications in order to reduce the amount of professional judgement required and to make the Standard simpler to apply. Those simplifications include the following:

- (a) Financial instruments are measured at amounts receivable or payable, with interest revenue or expense recognised in accordance with the terms of the contract, rather than by applying the effective interest method;
- (b) Any foreign currency transactions are to be translated using the spot rate at the transaction date or at the balance sheet date for monetary assets and liabilities;
- (c) Basing the statement of cash flows on ‘cash’ rather than cash equivalents; and
- (d) Allowing the direct method of preparing the statement of cash flows, on the assumption that most entities applying this Standard will use cash books as their primary source of information.

Option to Apply the Requirements in Tier 2 PBE Accounting Standards

BC13. The NZASB is aware that some entities may prefer not to apply certain of these simplifications or may wish to use an option that is available in the Tier 1 and Tier 2 PBE Accounting Standards. Accordingly, the NZASB included an option in this Standard that permits entities to elect to use the recognition and measurement requirements of Tier 2 PBE Accounting Standards for a specific type of transaction as long as the entity applies that same requirement to all transactions of that type. Entities are required to disclose the use of this option, where applied.

Financial Information

BC14. This Standard establishes minimum aggregated categories for the reporting of financial information. It also allows an entity to add additional categories applicable to that entity and to describe all categories using terminology appropriate to that entity. In doing so, the NZASB was seeking to achieve a balance between comparability and understandability on the one hand, and flexibility for entities to reflect their own circumstances on the other.

Non-Financial Information

BC15. To enhance financial reporting with non-financial information that explains the activities of the entity, this Standard requires:

- (a) Disclosure of information about the entity's structure and objectives; and
- (b) The preparation of a statement of service performance for entities required by law to produce such a statement (by whatever name called).

BC16. The NZASB is of the view that the reporting of this non-financial information is necessary for users to gain a full understanding of the entity's performance. It therefore encourages public entities not required by law to produce a statement of service performance to do so optionally.

Group Accounting

BC17. At the stage that PBE SFR-A (PS) was issued in November 2013, the NZASB indicated its intention to issue a separate exposure draft on accounting for groups (the entity together with any entities that it controls).

BC17.1 The NZASB subsequently considered this issue and issued ED NZASB 2014-2 *Interests in Other Entities* (Amendments to PBE SFR-A (PS)) in April 2014 (ED NZASB 2014-2). The NZASB noted that PBE SFR-A (PS) applied both to single entities and groups and required that an entity's performance report incorporate all the activities of the entity. However, it was silent as to how an entity applying the standard should account for significant interests in other entities, such as interests in controlled entities, associates and joint ventures.

BC17.2 The NZASB considered how to clarify this issue for Tier 3 public sector entities. The NZASB considered and rejected a disclosure only approach on the grounds that this would not result in an entity reporting the reality of its structures and arrangements. The NZASB was of the view that if a Tier 3 public sector entity has interests in other entities, those interests need to be appropriately accounted for in the performance report. The NZASB considered that the Tier 2 PBE Accounting Standards contain appropriate accounting requirements for accounting for significant interests in other entities and that those requirements should also apply to any Tier 3 public sector entity with such interests in other entities.

BC17.3 In considering how best to incorporate these requirements in PBE SFR-A (PS) the NZASB noted that:

- (a) Relatively few Tier 3 public sector entities would be expected to have interests in controlled entities, associates or joint ventures;
- (b) Most Tier 3 public sector entities with interests in controlled entities, associates or joint ventures would already be accounting for those interests in accordance with similar requirements to the Tier 2 PBE Accounting Standards; and
- (c) Development of simplified group accounting requirements would be difficult to draft and would significantly increase the size of the Tier 3 public sector standard, thereby detracting from the usefulness of the standard for most public sector entities.

BC17.4 The NZASB agreed to require Tier 3 public sector entities to account for significant interests in other entities in accordance with the Tier 2 PBE Accounting Standards, and to give effect to this requirement by referring to the Tier 2 PBE Accounting Standards in the Tier 3 public sector standard. When applying the requirements of the Tier 2 PBE Accounting Standards an entity may use any RDR concessions available to Tier 2 entities in those standards.

Related Parties

BC18. The definition of related party in existing accounting practice includes both people (and close members of their families) and other entities that have significant influence over the entity. The NZASB considered whether to simplify that definition of related party for this Tier. After considering the importance of related party disclosures for accountability purposes, and the risks and opportunities inherent in these relationships, the NZASB decided to retain in the definition of

related party both related people (and close members of their families) and other entities that have significant influence over the entity.

BC19. However, disclosure of related party transactions is only required if the transaction is significant to the entity (individually or in aggregate with similar transactions); and the transaction is on terms and conditions that are likely to be different from the terms and conditions of transactions in similar circumstances between parties that are not related.

Transition

BC20. The NZASB was aware that a range of pre-existing accounting policies were applied by entities that are now eligible for, and elect to apply, PBE SFR-A (PS). The NZASB was also concerned that some of those entities might have difficulty in restating their comparative information and measuring some existing purchased assets as required by this Standard. Rather than delay the application of the Standard, PBE SFR-A (PS) permits entities to:

- (a) Apply PBE SFR-A (PS) in the first year without restating the comparative information. Entities taking this option are required to attach their prior period financial statements (including an explanation of the accounting policies applied) rather than having to restate the comparative financial information; and
- (b) Only record pre-existing assets that are significant and that have values that are readily obtainable. Assets that are not significant or for which values are not readily obtainable need only be disclosed in the notes to the performance report. The NZASB concluded that disclosing reliable information about purchased pre-existing assets was sufficiently useful to users of financial statements rather than imposing the costs on entities to attempt to identify, recognise and measure the assets in accordance with the PBE SFR-A (PS).

Post-implementation review

BC21. The NZASB completed a post-implementation review of the Tier 3 (PS) Standard in 2021 to assess whether the Standard was working as intended and achieving its original objectives. Over 100 submissions were received in response to the post-implementation review, which have been considered as the basis for developing proposed amendments to the Standard.

BC22. Many respondents to the post-implementation review considered that, in general, the Standard was working well. However, there were some key issues raised in the feedback which highlighted areas where the Standard could be improved. In response, the NZASB issued ED NZASB 2022-4 Amendments to Tier 3 (PS) Standard in [Month, Year] which proposed amendments to the following specific areas of the Standard.

Service Performance Reporting (Section 4)

BC23. The NZASB noted that the statement of service performance requirements in the Tier 3 (PS) Standard were developed before PBE FRS 48 Service Performance Reporting (PBE FRS 48) was developed and issued. The NZASB decided to re-express the requirements for Tier 3 public sector entities so that they were more in line with the requirements in PBE FRS 48. Doing so would address the majority of the issues raised by respondents to the post-implementation review, which centred around the difficulty in understanding what is meant by the terms “outcomes” and “outputs”.

BC24. Therefore, the NZASB decided to remove the language around “outcomes” and “outputs” but retain the requirement for a Tier 3 public sector entity to report on what it is seeking to achieve over the medium to long term (i.e. its ‘objectives’) and the significant activities undertaken during the reporting period to achieve these objectives.

BC25. The NZASB also decided to add requirements and/or guidance on:

- (a) how to select appropriate and meaningful measures and/or descriptions;
- (b) what is meant by a “significant activity”; and
- (c) the need for consistency of service performance reporting from year to year (including possible reasons for changes to what an entity reports and how it is reported).

The additional requirements/guidance is aligned with PBE FRS 48.

Asset Valuation (Section 6)

BC26. The Tier 3 (PS) Standard was originally drafted to require all assets to be measured on a cost basis. If a Tier 3 public sector entity wanted to measure any of its assets on a different basis (such as a revalued amount), it was required to opt up to Tier 2 PBE Standards with the exception that an entity may use rateable or government value rather than fair value when revaluing property, plant and equipment assets. Many respondents to the post-implementation review considered that the Standard should include simple requirements for measuring assets such as property, plant and equipment, investment property and financial investments (such as shares, bonds and units in managed funds) on an alternative basis to cost. Other respondents raised practical concerns with the current requirements when opting up to the Tier 2 PBE Standards to revalue assets.

BC27. The NZASB agreed that there is scope to improve and simplify the requirements in the Standard when a Tier 3 public sector entity elects to measure these assets at revalued amounts. Therefore, the NZASB decided to incorporate simplified alternative measurement methods directly in the Tier 3 (PS) Standard.

BC28. The NZASB agreed to allow property, plant and equipment assets to be revalued with the requirements including the following key features.

- (a) Entities would be permitted to use current council rateable value when revaluing.
- (b) To avoid introducing the concept of other comprehensive income to the Tier 3 (PS) Standard, revaluation gains would be recognised directly in accumulated funds except to the extent that they reverse a previously recognised impairment charge.
- (c) Revaluation losses would be recognised as an expense in the statement of financial performance except to the extent that they offset a previously recognised revaluation gain.
- (d) Gains on disposal over the carrying amount would be recognised as revenue in the statement of financial performance.
- (e) Revaluation gains and losses are to be offset against each other within a class of revalued assets but must not be offset against gains and losses from another class of revalued assets.
- (f) Entities are still required to recognise depreciation on revalued assets from the date of their most recent revaluation.
- (g) Revaluation gains included in accumulated funds are not to be recycled through the statement of financial performance.

BC29. The NZASB decided to allow investment property assets to be revalued and, in the interest of simplicity, considered it appropriate that investment property be treated in the same manner as property, plant and equipment for this purpose. It was noted that the original drafting of the Tier 3 (PS) Standard was silent on investment property and so the NZASB also agreed to include a simple definition of investment property in the Standard.

BC30. The NZASB noted that respondents who expressed a desire to revalue their financial investments generally only referred to publicly traded or managed investments. Therefore, the NZASB decided to allow financial investments to be revalued where those investments are publicly traded. Restricting revaluations to only assets of these types was considered to be the most appropriate method to achieve the effect desired by the respondents without introducing the complexity required to allow other types of financial investments to be revalued.

Categories for Presenting Revenue and Expenses (Section 5)

BC31. The Tier 3 (PS) Standard requires revenue and expenses to be aggregated and reported within a set of categories in order to improve the understandability, consistency and comparability of performance reports. While feedback on the post-implementation review was generally supportive of maintaining minimum categories in principle, many respondents considered that the

minimum categories could be improved by introducing additional disaggregation and clarifying the application of existing categories.

BC32. After considering the views of respondents the NZASB decided to disaggregate the required categories based on a mixture of both the nature and source of the underlying transactions. The increase in the number of minimum categories is expected to assist preparers in identifying the appropriate category for different types of transactions by being more specific and more clearly defined.

BC33. The NZASB also decided to separate the following.

- (a) Revenue and expenses which relate solely to commercial activities from other revenue and expenses. As public sector entities have a primary objective to provide goods or services for community or social benefit the NZASB considered that separating the revenue and expenses incurred in pursuit of this objective from those incurred solely to generate a financial return would provide useful information.
- (b) Revenue from grants or funding that are, in substance, a contract for the delivery of goods or services from general grants or funding (where applicable).
- (c) Revenue from government entities and revenue from non-government entities based on feedback from respondents.
- (d) Employee remuneration from other employee related expenditure based on feedback from respondents.

BC34. Respondents also noted that the extent of disaggregation and relabelling of the minimum categories permitted by the Tier 3 (PS) Standard was unclear, resulting in diversity in practice. As the amount of mandatory disaggregation has increased (where applicable), the NZASB decided to remove the option to provide further disaggregation in the statement of financial performance.

Revenue Recognition (Section 5)

BC35. In the original drafting of the Tier 3 (PS) Standard, donations and grants received with “use or return” conditions were recognised as revenue as the conditions over use were satisfied. A “use or return” condition is one where the entity is required to either use the donation or grant as specified by the resource provider or return the funds. Feedback from many respondents to the post-implementation review highlighted concern about the restrictive nature of the “use or return” revenue recognition approach.

BC36. Respondents noted that “use or return” conditions do not provide for appropriate accounting outcomes in practice and limits their ability to explain how funding received from the public was being spent on advancing the entity’s objectives. It was also noted by respondents that the restrictive nature of this revenue recognition approach was negatively impacting the ability of Tier 3 public sector entities to secure multi-year funding arrangements.

BC37. The NZASB considered the feedback from respondents, various international frameworks, and three key factors (i.e. clarity, meeting user needs and auditability). The NZASB decided to introduce the principle of recognising revenue as or when documented resource provider “expectations” over use are satisfied. The NZASB has not defined the term “expectations” but instead has put conditions in the Standard around what constitutes an expectation for revenue recognition purposes.

- (a) An expectation over use is one which the resource provider has communicated to the reporting entity when the funding is initially transferred.
- (b) The expectation must be both documented and agreed between the resource provider and the entity. An expectation is documented when it has been agreed in writing between the reporting entity and the resource provider (or there is some other form of evidence to demonstrate this agreement). This condition is important from an assurance perspective.
- (c) Only external expectations (i.e. expectations from the resource provider) should be considered for revenue recognition purposes. Internal expectations (i.e. how the entity expects to use the funds) is not a relevant consideration.

(d) An expectation should be specific enough to allow the reporting entity to reliably demonstrate to the resource provider when the expectation has been satisfied. However, there is no requirement for the expectation to be enforceable by the resource provider, as the concept of “enforceability” introduces a level of complexity within the Standard that the NZASB does not deem necessary for a Tier 3 entity’s financial reporting.

BC38. The principle of recognising revenue as (or when) expectations over use are satisfied applies only to significant funds received as a donation, grant or bequest. These revenue streams are the only ones where there may be a resource provider expectation over use. The NZASB considers it to be a rare occurrence when there is a resource provider expectation attached to general fundraising revenue, and so this revenue stream is not within scope of this revenue recognition principle.

BC39. The NZASB has made it clear in the Standard that the unit of account for the recognition of significant donations, grants and bequests with documented expectations over use, is each separate expectation identified.

BC40. The timing of revenue recognition is dependent on the nature of the documented expectation over use. Some expectations are naturally satisfied at a point in time (e.g. where the expectation is to purchase an item such as a vehicle), whereas other expectations are satisfied over a period of time (e.g. where the expectation is to use the funding to cover a worker’s salary for one year – as each month’s salary is paid, more of the expectation is satisfied). For the purposes of providing guidance to preparers the NZASB has put common scenarios and the likely patterns of revenue recognition within the Standard but has also made an explicit statement in the Standard that judgement will be required to determine an appropriate approach to the timing of revenue recognition.

Accumulated Funds (Section 6)

BC41. Respondents considered that greater disclosure was needed about entities’ plans and policies for applying its accumulated funds towards its stated purposes. In responding to this feedback the NZASB was mindful of the significant diversity in the activities and circumstances of public sector entities and the unintended consequences of requiring disclosures that were too specific in nature.

BC42. Ultimately, the NZASB agreed to expand the disclosures required in the notes to the performance report in the form of a high-level requirement to disclose information to enable users of an entity’s financial statements to evaluate the entity’s objectives’ policies, and processes for managing its accumulated funds. This specifically includes a brief description of the entity’s plans for applying its accumulated funds toward its stated purposes. Rather than require further specific disclosures it was agreed to provide further guidance on the types of information an entity may wish to disclose towards this.

Opting up (Appendix C)

BC43. The Tier 3 (PS) Standard allows a Tier 3 public sector entity to elect to apply the requirements of Tier 2 PBE Standards to specific types of transactions, as long as it applies the requirements to all transactions of that type. A key piece of feedback from the post-implementation review highlighted a lack of understanding about what to do if the relevant Tier 2 PBE Standard requires revaluation movements to be recognised in other comprehensive revenue and expense.

BC44. In response to this feedback, the NZASB decided to include a requirement in Appendix C of the Standard to recognise the effects of transactions directly in accumulated funds where there is a requirement in Tier 2 PBE Standards to recognise the effects of those same transactions in other comprehensive revenue and expense. The NZASB decided not to introduce an “other comprehensive revenue and expense” category in the statement of financial performance, to avoid adding unnecessary complexity to the Standard.

Other amendments to the Tier 3 (PS) Standard

BC45. The NZASB decided to make the following additional amendments to the Standard, in response to feedback on the post-implementation review.

- (a) Add a paragraph in Section 3 of the Standard (Entity Information), which permits a Tier 3 public sector entity to incorporate the required information in Section 3 by cross-reference to another document, as long as the document is available to users at the same time as the performance report.
- (b) Align the categories within the statement of cash flows with the categories of revenue and expenditure in the statement of financial performance.
- (c) Include short-term deposits in the definition of cash and define them as deposits “with a maturity of three months or less from the date purchased”. This is in response to feedback on the post-implementation review which noted that the definition of cash in the Standard does not align with Tier 1 and Tier 2 PBE Standards, which can make the consolidation of entities reporting under different tiers more challenging. In the interests of limiting complexity the NZASB decided not to add the term “cash equivalents” or related guidance in the Standard.

History of Amendments

Public Benefit Entity Simple Format Reporting – Accrual (Public Sector) Reporting Requirements for Tier 3 Public Sector Entities (Tier 3 PBE SFR-A (PS) Standard) was issued in November 2013.

This table lists the pronouncements establishing and substantially amending Tier 3 (PS) Standard PBE SFR-A (PS). The table is based on amendments issued as at **31 January 2021**.

Pronouncements	Date issued	Early operative date	Effective date (annual financial statements ... on or after ...)
<i>Public Benefit Entity Simple Format Reporting – Accrual (Public Sector) PBE SFR-A (PS)</i>	Nov 2013	Early application is not permitted	1 July 2014
<i>Interests in Other Entities</i> (Amendments to PBE SFR-A (PS))	Sept 2014	Early application is not permitted	1 July 2014
<i>Amendments to Simple Format Reporting Accounting Requirements as a Consequence of XRB A1</i>	Dec 2015	Early application is permitted	1 Jan 2016
PBE IPSAS 34 <i>Separate Financial Statements</i>	Jan 2017	Early application is permitted	1 Jan 2019
PBE IPSAS 35 <i>Consolidated Financial Statements</i>	Jan 2017	Early application is permitted	1 Jan 2019
PBE IPSAS 36 <i>Interests in Associates and Joint Ventures</i>	Jan 2017	Early application is permitted	1 Jan 2019
PBE IPSAS 37 <i>Joint Arrangements</i>	Jan 2017	Early application is permitted	1 Jan 2019
PBE IPSAS 38 <i>Disclosure of Interests in Other Entities</i>	Jan 2017	Early application is permitted	1 Jan 2019
<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i>	July 2018	Early application is permitted	1 Jan 2019
PBE IPSAS 41 <i>Financial Instruments</i>	Mar 2019	Early application is permitted	1 Jan 2022
<i>Amendments to Tier 3 (PS) Standard</i>	xx	Early application is permitted	1 Jan 202 x

Table of Amended Paragraphs in <u>Tier 3 (PS) Standard PBE SFR-A (PS)</u>		
Paragraph affected	How affected	By ... [date]
Paragraph 1	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]

**PUBLIC BENEFIT ENTITY SIMPLE FORMAT REPORTING – ACCRUAL (PUBLIC SECTOR) REPORTING REQUIREMENTS
FOR TIER 3 PUBLIC SECTOR ENTITIES**

Table of Amended Paragraphs in <u>Tier 3 (PS) Standard PBE SFR-A (PS)</u>		
Paragraph affected	How affected	By ... [date]
Paragraph 2	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Paragraph 3	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Paragraph 4	Amended	<i>Interests in Other Entities</i> [Sept 2014]
Paragraphs 4.1 to 4.6	Inserted	<i>Interests in Other Entities</i> [Sept 2014]
Paragraphs 4.1 to 4.6	Amended	PBE IPSAS 34 [Jan 2017]
Paragraph 4.5	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Paragraph 6	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Paragraph 6	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph 7 and preceding heading	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Paragraph 7	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph 7	Amended	PBE IPSAS 41 [Mar 2019]
Paragraph 8	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Paragraph 8	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph 9	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Paragraph 9	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph 11	Added	<i>Interests in Other Entities</i> [Sept 2014]
Paragraph 12	Added	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Paragraph 13	Added	PBE IPSAS 34 [Jan 2017]
Paragraph 14	Added	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph 15	Added	PBE IPSAS 41 [Mar 2019]
Paragraph A11	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph A13	Deleted	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph A43	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Table 2: <i>Recording of Specific Types of Expenses</i> (follows paragraph A83)	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]

Table of Amended Paragraphs in <u>Tier 3 (PS) Standard</u> <u>PBE SFR-A (PS)</u>		
Paragraph affected	How affected	By ... [date]
Table 3: <i>Recording of Specific Types of Asset</i> (follows paragraph A109)	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph A109.1	Added	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph A109.2	Added	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph A115	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph A116	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph A117	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph A150.1	Added	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph A150.2	Added	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph A177(a)	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Paragraph A182	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph A184	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Section 11: Glossary Associate, Consolidated performance report, Control, Controlled entity, Controlling entity, Economic entity, Joint control, Joint venture, Significant influence	Added defined terms	<i>Interests in Other Entities</i> [Sept 2014]
Section 11: Glossary Associate, joint arrangement, joint control, joint venture, significant influence	Amended	PBE IPSAS 34 [Jan 2017]
Section 11: Glossary Control, Controlled entity, Controlling entity, Economic entity.	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph B2	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Heading preceding Paragraph B8	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Paragraph B9 and preceding heading	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]