

Agenda Item 6: Cash Basis IPSAS Review

IPSASB Meeting

December 8-11, 2015

Toronto, Canada

Objective and Scope of Review

Cash Basis IPSAS: issued 2003, updated 2006 & 2007

Few adopt the Cash Basis IPSAS

Objectives of Cash Basis Review :

- Reduce major obstacles to adoption:
 - Consolidation, External Assistance, Third Party Payments
- Clarify role of Cash Basis IPSAS as stepping stone to accrual IPSASs
- Undertake high level “housekeeping” review

Objective and Scope of Review

Process to Date:

- Project Brief (March 2015), Issues Paper (June 2015), 1st Draft ED (Sept. 2015)

Objective of this meeting: Approve draft ED for issue

Agenda Material and Process

Agenda material:

- Issues Paper (agenda Item 6.1)
- Draft ED: Agenda item 6.2 (a) & 6.2 (b)

Agenda Material and Process

- **Proposed process this session:**
 - General Comments IPSASB Members
 - General Comments staff
 - Format/Process, Mark-ups, Terminology (*issues paper 6.2 pages 2-3*)
 - Work through draft ED section by section
 - Staff alert members to substantial amendments to September draft ED
 - **Advise on feedback to date at relevant sections**
 - Note: shall replaces should in all black letter paras

General comments: Format, Mark-Ups, Terminology, etc

(Issues paper 6.1 pages 2-3)

- **Format/Structure of ED: only paragraphs for amendment identified**
 - Full Cash Basis IPSAS marked-up for proposed amendments available on IPSASB website
- **Marked – up draft ED for review**
 - Changes from September: marked-up in Introduction to ED and lead in to each section
 - “Net” effect of IPSASB decisions to text of ED identified by mark-up
- **Edit type amendments:**
 - *Shall*, reporting entity & economic entity, general purpose financial statements, etc

General comments: Format, Mark-Ups, Terminology, etc

(Issues paper 6.1 pages 2-3)

- **Appendix 1 and 2: illustrations of requirements and encouragements**
 - Formatting to be fully resolved.
- **Still to be finalized**
 - Para numbers to be updated and cross referencing confirmed when IPSASB agrees text
 - Contents pages to be updated

Cash Basis Part 1

(Agenda item 6.2(a))

Major Changes to Cash Basis IPSAS Part 1... so far

- Update Introduction to Part 1 re role of Cash Basis IPSAS
- Removal of requirements re payments by 3rd parties
- Removal of requirements for consolidated financial statements
- Removal of requirements for disclosure of external assistance
- New Section on effective date and transitional provisions
- Include Basis for Conclusions
- Consequential changes to Appendix 1 illustrations

Cash Basis Part 1

(Agenda item 6.2(a))

Major Changes from September Draft ED

- **Removal of requirements for payments by 3rd party of same eco entity**
 - Add explanation of treasury single account
- **Removal of requirements re consolidation process and disclosures**
 - Replace economic entity, consolidation with reporting entity

Cash Basis Part 1

(Agenda item 6.2(a))

Major Changes from September Draft ED

- New Section on effective date
- Consequential changes throughout including Appendix 1 illustrations
- Process: Move through Part 1
 - Highlight changes from September draft

The ED: Introductory material to ED and to Part 1

(Agenda item 6.2(a) pages 2-9)

Changes from September Draft

- **Acknowledgement of web-based marked up draft** (page 2)
- **SMCs updated** (page 3)
- **Exec Summary restructured** (pages 4-5)
- **Contents Pages – to be updated after IPSASB discussion** (pages 7&8)
- **Terminology and para numbers update in final IPSAS** (page 8)

The ED: Introductory material to ED and to Part 1

(Agenda item 6.2(a) pages 2-9)

Changes from September Draft

- Part 1: Requirements updated (pages 9 -10)

Includes explanation of authoritative requirements in bold italics and use of “*shall*”

Reference to Study 14 relocated to BC

Cash Basis Part 1 – 1.1 Scope & 1.2 The Cash Basis

(Agenda item 6.2(a) pages 11-14)

Changes from September Draft

1.1 Scope of Requirements (pages 11-12)

- **Para 1.1.3:** revised to better align with users identified in Framework
- **Para 1.1.4:** is a new paragraph to explain reporting entity
- **Para 1.1.5:** removal of: consolidation, eco entity, 3rd party payments

Cash Basis Part 1 – 1.1 Scope & 1.2 The Cash Basis

(Agenda item 6.2(a) pages 11-14)

Changes from September Draft

1.2 The Cash Basis (pages 12-14)

- Para 1.2 .1: Definitions of *control of an entity* & *controlled entity*
 - Updated to reflect IPSAS 35
 - Retained because Para 1.7.4 deals with foreign controlled entity

Cash Basis Part 1 – 1.1 Scope & 1.2 The Cash Basis

(Agenda item 6.2(a) pages 11-14)

Changes from September Draft Cont'd

- **Para 1.2.8:** is added from current Cash Basis IPSAS and amended to:
 - Explain Treasury Single Account
 - Reflect central agency acts as banker in Treasury Single Account arrangements
- **Para 1.2.10:** a new para to refer to IPSAS 35 for guidance on control
 - Acknowledges consolidated financial statements is encouraged but not required
 - *Editorial: Cross reference should be to para 2.1.45 (in this draft – to be updated)*

Cash Basis Part 1 – 1.3 Presentation & Disclosure

(Agenda item 6.2(a) pages 15 & 16)

Changes from September Draft

Definitions (page 15)

- **Paras 1.3.1 Delete definition of economic entity**
 - Explanation of eco entity also deleted
 - Not shown by mark-up because explanation added here in September draft
- **Para 1.3.2 and 1.3.3 added from cash basis IPSAS without change**
 - Provides context to materiality (no mark-up because from Cash Basis IPSAS)

Cash Basis Part 1 – 1.3 Presentation & Disclosure

(Agenda item 6.2(a) pages 15 & 16)

Changes from September Draft Cont'd

Financial Statements (page 16)

- Para 1.3.4 revised for removal of 3rd party payments
- Paras 1.3.5-1.3.7 added from Cash Basis IPSAS with revisions
 - Revised for consequential amendments for removal of 3rd party payments
- Feedback: add numerical reference in each heading
 - *In this case: 1.3 Financial Statements* . (Staff will add to all.)

Cash Basis Part 1: 1.3 Presentation & Disclosure

(continued)

(Agenda item 6.2(a) pages 17 - 21)

Changes from September Draft

Payments by third parties (pages 18-19)

- **Para 1.3.24 to 1.3.29 all removed from Part 1**
 - Previously paras 1.3.24 – 1.3.26 required disclosures of payments by 3rd parties which were part of the economic entity

(All requirements for 3rd party payments now deleted from Part 1 of ED)

Cash Basis Part 1: 1.3 Presentation & Disclosure

(continued)

(Agenda item 6.2(a) pages 17 - 21)

Changes from September Draft Cont'd

Accounting Policies (pages 20-21)

- **Para 1.3.32 & 1.3.33: revised to add constraints**
 - Previous draft referred only to QCs

Staff to add section number (1.3) to heading of introduction

1.4 Information about Entity & Consistency of Presentation

(Agenda item 6.2(a) pages 22- 24)

Changes from September Draft

Information about the entity (page 22)

- **Paras 1.4.7 & 1.4.8 added from Part 1 & revised as directed to reflect:**
 - Requirement to identify controlling entity recast as encouragement; and
 - Replaced with disclosure of significant entities or sectors presented

1.4 Information about Entity & Consistency of Presentation

(Agenda item 6.2(a) pages 22- 24)

Changes from September Draft Cont'd

Consistency of Presentation (page 22 -23)

- Para 1.4.14: amended to remove *economic entity & controlled entity*

Identification of financial statements (page 24)

- Para 1.4.23 (b) amended to remove economic entity

Staff to add section number (1.4) to heading of each introduction

Cash Basis Part 1 – 1.5 Correction of errors

(Agenda item 6.2(a) page- 25)

No Changes from September Draft
(apart from replacing *should* with *shall*)

Staff to add section number (1.5) to heading of
introduction

Cash Basis Part 1 – 1.6 Consolidation

(Agenda item 6.2(a) pages 26– 29)

Changes from September Draft

- **Paras 1.6.1 to 1.6.21 : All paras now deleted: from Part 1**
 - September draft included paragraphs dealing with following :
 - Consolidation procedures – moved to Part 2
 - Certain disclosure requirements – moved to Part 2
 - Explanations linking Part 1 requirements to Part 2 encouragements - deleted

(All requirements for consolidated fin. statements deleted from Part 1 of ED)

Staff to add section number (1.6) to heading of introduction

Cash Basis Part 1 – 1.7 Foreign Currency

(Agenda item 6.2(a) pages- 30 & 31)

No Changes from September Draft
(apart from replacing *should* with *shall*)

Staff to add section number (1.7) to heading of
introduction

Cash Basis Part 1 – 1.8 Effective Date


(Agenda item 6.2(a) page 32)

Changes from September Draft

- **Paras 1.8.1 to 1.8.3 deleted. New section for effective date of Part 1**
 - New section specifies effective date and transitional provisions for all Part 1

(See new Section 1.8 later in ED)

Staff to add section number (1.8) to heading of introduction



Cash Basis Part 1 – 1.9 Presentation of Budget Information

(Agenda item 6.2(a) pages 33 - 34)

Changes from September Draft

Extract from section 1.9 “...budget information...” has been added

- **Paras 1.9.27, 1.9.30, 1.9.40 added from Part 1 of Cash Basis IPSAS**
 - Revised to reflect removal of requirements for consolidated Fin Statements
 - Notes encouragement to prepare consolidated financial statements in Part 2
 - Acknowledges potential difference from GGS re Consol. Fin. statements
 - Para 1.9.27 3rd last line refer to:... *requirements and encouragements*...
- **Paras 1.9.47 and 1.9.48 added from Part 1 of Cash Basis IPSAS**
 - Struck through because new section specifies effective date of revised IPSAS

Cash Basis Part 1 – 1.10 Recipients of External Assistance

(Agenda item 6.2(a) pages 35 - 40)

Changes from September Draft

Recipients of goods and services

- **Paras 1.10.21 & 1.10.22 deleted**
 - Moved to Part 2 & revised so encouragement not limited to external assistance

Effective Date of Part 1.10

- **Paras 1.10.28, 1.10.29 deleted. New section for effective date of Part 1**

(All requirements for external assistance now deleted from Part 1 of ED)

Staff to add section number (1.10) to heading of introduction

Cash Basis Part 1 – 1.8 Effective Date

(Agenda item 6.2(a) pages 41-43)

Changes from September Draft:

A new section reflecting approach in EDs proposing changes to accrual IPSASs

- **Paras 1.8.1 - 1.8.4 establish transitional provisions**
 - Para 1.8.1: All provisions apply from date of application for 1st time adopters
 - Para 1.8.2: Two year transitional period for current adopters
- **Para 1.8.5, 1.8.6 – Effective date**
- **Paras 1.8.7 - 1.8.10 – Withdrawal of Cash Basis IPSAS (2007)**
-

Cash Basis Part 1 – 1.8 Effective Date

(Agenda item 6.2(a) pages 41-43)

Changes from September Draft Cont'd

- **Paras 1.8.11- 1.8.13 – Changes in policies for existing adopters**
 - Based on requirements in IPSAS 3, but less onerous
 - Issues Paper outlines changes (see Agenda Item 6.1, page 8)

Staff to revise section heading to note this is a new section 1.8

Cash Basis Part 1 – Basis for Conclusions

(Agenda item 6.2(a) pages 44 - 49)

Changes from September Draft

- **BC revised to reflect changes from September Draft ED – in particular:**
 - BC 3 - notes role of Study 14 (moved from introduction)
 - (BC5 – Feedback: staff propose removal of reference to IFRSs in first sentence)
 - BC 11 (b) – updated explanation of options considered to deal with consolidation

Cash Basis Part 1 — Basis for Conclusions

(Agenda item 6.2(a) pages 44 - 49)

Changes from September Draft

- BC 14 – updated to reflect removal of all requirements for external assistance
- BC 20 – acknowledges explanation of *treasury single account*

Cash Basis Part 1 —Appendix 1

(Agenda item 6.2(a) pages 50 - 68)

Changes from September Draft

- **Appendix updated for amendments made to Part 1**
 - Removal of remaining requirements of 3rd Party Payments
 - Removal of references to consolidation, economic entity, controlled entities
 - Removal of references to narrow definition of external assistance
 - Removal of illustration of encouraged disclosures included in September draft ED

Cash Basis Part 1 —Appendix 1

(Agenda item 6.2(a) pages 50 - 68)

Changes from September Draft Cont'd

- **illustrations of Entity B and Entity C: little difference**
 - A case for removal of one of them?
 - Staff of view: retain in ED to mark change& highlight similarity

Cash Basis Part 2 – Additional Encouraged Disclosures

Cash Basis IPSAS Part 2 – Additional Encouraged Disclosures

Cash Basis Part 2 – Additional Encouraged Disclosures

(Agenda item 6.2(b))

Major Changes from Cash Basis IPSAS Part 2...so far..

- **Delete extraordinary items**
- **Include encouragements for consolidation**
 - Update definitions of control, etc & disclosures to align with IPSASs 34, 35, 38
- **Include encouragements for 3rd party payments**
- **Include encouragements for external assistance**
 - Encouragements narrowed to focus on cash assistance and less detailed

Cash Basis Part 2 – Additional Encouraged Disclosures

(Agenda item 6.2(b))

Major Changes from Cash Basis IPSAS Part 2...so far..

- Update section 2.2 :...entities intending to migrate to accrual basis
- Include Basis for Conclusions
- Update Appendix 2 Illustrations of encouragements
- Update Appendix 4 QCs (for Framework)
- Delete Appendix 5 Control (& refer readers to IPSAS 35 for guidance on control)

Cash Basis Part 2 – Additional Encouraged Disclosures

Agenda item 6.2(b)

Major Changes from September Draft ED

- **Consolidation - add definitions and encouragements re accounting process, scope, terminology & disclosures from Part 1**
- **Remove encouraged disclosure of payments by 3rd parties that are not part of eco entity**
- **Define external assistance more broadly & consequential amendments**
- **Update section 2.2 :...entities intending to migrate to accrual basis**
- **Update Appendix 2 illustration of encouraged disclosures**

Cash Basis Part 2 — Additional Encouraged Disclosures

Agenda item 6.2(b)

Changes still to be finalized

- Paragraph numbers to be updated once IPSASB agreed text
 - More expansive intro. to consolidation, 3rd party payment & external assistance
- Appendices 2 and 5 format finalized. Appendix 6 removed

Cash Basis Part 2 —Introd'n, Definitions, Extraordinary items

(Agenda item 6.2(b) pages 1 - 5)

Changes from September Draft

- **Introductory paras (page 1)**
 - Reference to Study 14 deleted – not included in BC
- **2.1 –Definitions (pages 2-3)**
 - Para 2.1.2 added from Cash Basis IPSAS without change, to establish link to new para 2.1.3 to explain relationship of definitions of A, L, R, E to Framework
 - Staff of view para 2.1.3 will fit better in BC – see page 33 for alternate placement
- **No changes to extraordinary items (pages 4 &5)**

Cash Basis Part 2 – Major Classes of Cash Flows

(Agenda item 6.2(b) pages 6 -7)

Changes from September Draft

These paragraphs were not included in the September draft ED. They have been added to deal with changes to 3rd party payments & external assistance agreed in September

- **Paras 2.1.23 – 2.1.30 added from Cash Basis IPSAS and revised**
 - Paras 2.1.23 to 2.1.27 revised for changes to third party payments
 - Paras 2.1.27 revised to better align with IPSAS 1 re functional classification
 - Para 2.1.30 revised to align with revisions to external assistance

Cash Basis Part 2 – Assets, Liab, Rev, Exp & cf budgets

(Agenda item 6.2(b) pages 8- 9)

Changes from September Draft

- **Para 2.1.35 & 2.1.36: references to specific IPSASs & RPGs removed**
 - Replaced with generic reference to IPSASs and RPGs
 - Explanation of reasons for change included in introductory comments.

Cash Basis Part 2 – Consolidated Financial Statements

(Agenda item 6.2(b) pages 10 - 15)

Changes from September Draft

- **Paras added/revised for removal of requirements of Part 1 include:**
 - Paras 2.1.41 – 2.1.44: to add definition & explanation of economic entity
 - Paras 2.1.45 (a)-(c) & 2.1.57- 2.1.59: added to identify accounting processes
 - Paras 2.1.47 & 2.1.56: added re when to use term consolidated fin. statements

Cash Basis Part 2 – Consolidated Financial Statements

(Agenda item 6.2(b) pages 10 - 15)

- Para 2.1.49 : added to explain reason for consolidated fin. statements
- Paras 2.1.54 & 2.1.55: revised to add disclosures from Part 1
Paras 2.1.64 - 2.1. 68:information about acquisitions and disposals
- No changes from September draft
- **Feedback NZ Staff: introductory material to explain changes in more detail**
 - Eg. Note paras added (20), paras revised, section now paras 2.1.41-2.1.68 (update)

Cash Basis Part 2 – Joint Ventures & 3rd Party Payments

(Agenda item 6.2(b) pages 16 - 18)

Changes from September Draft

Joint Ventures

- **Para 2.1.60: consider control in IPSAS 35 in deciding if an associate**
 - No other changes to the section

Cash Basis Part 2 – Joint Ventures & 3rd Party Payments

(Agenda item 6.2(b) pages 16 - 18)

3rd Party Payments

- **Paras 2.1.74 to 2.1.78:** revised to reflect removal from Part 1 of:
 - Requirement to disclose payments by 3rd parties which are not part of eco. entity
 - Amendment to better align with change to broaden notion of external assistance
- **Feedback NZ Staff:** introductory material explain changes in more detail

Part 2 –External Assistance, goods & services & NGOs

(Agenda item 6.2(b) pages 19 - 27)

Changes from September Draft

- **Paras 2.1.79 & 2.1.80: broader definition of external assistance**
 - Para 2.1.80 explains definition. Consequential amendments throughout section
 - Note feedback from OECD and ICGFM: (following slides)
- **Para 2.1.86 (d) added: disclosure of classes of provider and amount**
 - Added given the broader scope of external assistance

Part 2 –External Assistance, goods & services & NGOs

(Agenda item 6.2(b) pages 19 - 27)

- **Paras 2.1.94 & .95 (page 26): to apply to goods & services generally**
 - Encouragement is not limited to only goods & services from external assistance
- **Paras 2.1.98 & .99 (page 27): delete encouraged disclosure by NGO's**
 - NGO's now encompassed in broader definition of external assistance
- **Feedback NZ staff: introductory material to explain changes in more detail**
 - Note NGOs now encompassed by broader definition of external assistance

Part 2 –External Assistance, goods & services & NGOs

(Agenda item 6.2(b) pages 19 - 27)

Feedback from OECD

- **Current definition Official Development Assistance (ODA)**
 - Focus on resources provided from official agencies, to countries on OECD-DAC list for welfare support or development (& subject to other *technical* conditions)

Part 2 –External Assistance, goods & services & NGOs

(Agenda item 6.2(b) pages 19 - 27)

Feedback from OECD

- **Developing a broader Framework TOSSD: anticipate approval in 2016**
 - Total Official Support For Sustainable Development (TOSSD)
 - Encompasses development finance from official (ODA) and other sources
 - Anticipate endorsement of Framework 2016 and then ongoing development
- **Staff following up: re OECD developments & reaction to definition in draft ED**

Part 2 – External Assistance, goods & services & NGOs

(Agenda item 6.2(b) pages 19 - 27)

Feedback from ICGFM

- Broad support for approach of IPSASB in the ED
- OK with encouraging disclosure of “unofficial” assistance, but
- Concern with the broader definition of external assistance
 - Because it includes unofficial assistance which is difficult to monitor and measure

Part 2 –External Assistance, goods & services & NGOs

(Agenda item 6.2(b) pages 19 - 27)

Feedback from ICGFM

- If ED retains broad definit'n of external assistance, proposes revisions
 - Proposed revisions tabled (see later slide if need to discuss in detail)
- Staff concern: revisions are narrower notion than intended by IPSASB
 - Excludes assistance from domestic private sector organizations, benefactors, etc
- Staff followed up with ICGFM subcom Chair re possible alternative approaches

Part 2 –External Assistance, goods & services & NGOs

(Agenda item 6.2(b) pages 19 - 27)

- **Staff alternative proposal (support from ICGFM Chair) define:**

- Assistance as: *external assistance and other assistance*
- External assistance as currently defined in cash basis IPSAS

External Assistance means all official resources which the recipient can use or otherwise benefit from in pursuit of its objectives.

- Official Resources as currently defined in cash basis IPSAS (para 2.1.79)

Part 2 –External Assistance, goods & services & NGOs

(Agenda item 6.2(b) pages 19 - 27)

– Other assistance as remainder of definition of external assistance in the ED

resources provided by non-governmental organizations (NGOs) and gifts and donations or other forms of assistance voluntarily provided by individuals and private sector organizations which the recipient can use or otherwise benefit from in pursuit of its objectives. Other assistance does not include official resources, taxes, fines and fees, resources provided in an exchange transaction or resources provided by the government or agencies of a government of the same nation as the recipient.

- **Retain encouraged disclosure of external assistance in para 2.1.86**
- **Encourage disclosure of other assistance as in 2.1.86 of ED**
(Revisions reflecting proposed approach tabled)

Part 2 – External Assistance, goods & services & NGOs

(Agenda item 6.2(b) pages 19 - 27)

Feedback from ICGFM Subcom Chair -Proposed revisions to definition

- External Assistance means official resources, resources provided by non-governmental organizations (NGOs) and gifts and donations or other forms of assistance voluntarily provided by individuals and private sector organizations and which the recipient can use or otherwise benefit from in pursuit of its objectives. External assistance does not include taxes, fines and fees, resources provided in an exchange transaction or resources provided by the government or agencies of a government of the same nation as the recipient.
External assistance does not include any assistance provided to the country from which the assistance originates, or in the case of a multilateral organisation, to a contributing member country of that multilateral organisation.
- Official Resources means all loans, grants, technical assistance, guarantees or other assistance provided or committed under a binding agreement by multilateral or bilateral **intergovernmental agencies, external government** assistance agencies or by a government, or agencies of a government, ~~other than to a recipient of the same nation as the government or government agency providing, or committing to provide, the assistance.~~

Cash Basis Part 2 – Entities migrating to accrual basis

(Agenda item 6.2(b) pages 28 - 30)

Changes from September Draft

- Title of section changed – ...*entities completing the transition...*
- Para 2.2.2 – added to explain the encouragement
- Para 2.2.4 - revised to better reflect the requirements of IPSAS 35
 - Investment entities that are controlling entities not required to consolidate if measure controlled entities at fair value through surplus deficit
 - This exclusion no apply if controlling investment entity on cash basis

Staff to add section number (2.2) to heading of introduction

Cash Basis Part 2–Basis for conclusions

(Agenda item 6.2(b) pages 31- 33)

Changes from September Draft

- **BC revised to reflect changes in text**
 - Note reference to Study 14 included in BC to Part 1 (not Part 2)
- **Para BC 7 added to explain the encouragement for goods and services**
- **Staff propose relocation of para 2.1.3 to the BC at para BC 12**
 - Para 2.1.3 explains relation of definition of elements in Part 2 to the Framework
 - Staff of view this would sit better in the BC than as para 2.1.3

Cash Basis Part 2– Appendices

(Agenda item 6.2(b) pages 34 - 85)

Changes from September Draft

- **Appendix 2 updated to reflect in encouragements in Part 2**
 - Consolidation, 3rd party payments, external assistance, other changes
- **Structure of Appendix 2 retained: chronological order of Part 2 except:**
 - Statement of cash receipts & payments introduced (pages 36 & 37)
 - Disclosure controlled entities and A, L, R, E, repositioned earlier

Cash Basis Part 2– Appendices

(Agenda item 6.2(b) pages 34 - 85)

Changes from September Draft

- **Appendix 3 and 4 – minor editorial amendments**
- **Appendix 5 “control” from the Cash Basis IPSAS to be struck through**
 - In current draft ED additions considered in September also included and struck through - Staff will tidy up.
- **Appendix 6 to be removed**

NEXT STEPS

Finalization of Exposure Draft if Approved

- **Exposure Period: Staff propose 6 months**
 - Time for promotion, translation, communication etc
 - **Feedback:...**

NEXT STEPS

Finalization of Exposure Draft if Approved

- **Finalize for issue late December 2015/ Early January 2016**
 - Make final revisions to ED
 - Prepare web based document: full IPSAS marked up for changes
 - Prepare supporting material – media release, information sheet
 - Compile list of potential forums for presentations – Member's input sought
 - Prepare materials to support presentation at relevant forums
- **Update on communications & joint action with Accountability Now**



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