

Meeting: International Public Sector Accounting
Standards Board

Meeting Location: Lisbon, Portugal

Meeting Date: September 24–27, 2019

Agenda Item 8

For:

- ☐ Approval
☒ Discussion
☐ Information

REVENUE WITHOUT PERFORMANCE OBLIGATION (ED 71)

Project summary	<p>The aim of the project is to develop one or more IPSAS covering revenue transactions (exchange and non-exchange) in IPSAS.</p> <p>The scope of this project is to develop new standards-level requirements and guidance on revenue to amend or supersede guidance currently located in IPSAS 9, <i>Revenue from Exchange Transactions</i>, IPSAS 11, <i>Construction Contracts</i> and IPSAS 23, <i>Revenue from Non-Exchange Transactions (Taxes and Transfers)</i>.</p>	
Meeting objectives Project management	Topic	Agenda Item
	Revenue without Performance Obligations (ED 71): Project Roadmap	8.1.1
	Instructions up to Previous Meeting	8.1.2
	Decisions up to Previous Meeting	8.1.3
Decisions required at this meeting	[Draft] ED 71, Revenue without Performance Obligations	8.2.1
	ED 71, Revenue without Performance Obligations – Impact of Past Event on Revenue Recognition	8.2.2
	ED 71, Revenue without Performance Obligations – Outflow of Resources	8.2.3
	ED 71, Revenue without Performance Obligations – Grants subject to Annual Appropriations	8.2.4
	ED 71, Revenue without Performance Obligations – Capital Grants	8.2.5
	ED 71, Revenue without Performance Obligations – Non-contractual Receivables – Initial Measurement	8.2.6
	ED 71, Revenue without Performance Obligations – Non-contractual Receivables – Subsequent Measurement	8.2.7
Other supporting items	None	

Agenda Item

8.1.1

REVENUE WITHOUT PERFORMANCE OBLIGATIONS (ED 71): PROJECT ROADMAP

Meeting	Completed Actions or Discussions / Planned Actions or Discussions:
March 2015	1. Approve Project Brief
June 2016	1. Discussion of IPSAS 23 Implementation Issues with Consultative Advisory Group
June 2017	1. Approve Consultation Paper
March 2018 to December 2018	1. Review Responses to Consultation Paper
March 2019 to June 2019	1. Develop Underlying Principles of Core Text and Authoritative Guidance
September 2019	1. Review first draft of ED 71, and discuss issues
December 2019	1. Approve Exposure Draft
March 2020	1. None Planned – Consultation period
June 2020	1. None Planned – Consultation period
September 2020	1. Review Responses
December 2020	1. Discuss Issues
March 2021	1. Discuss Issues 2. Develop IPSAS
H2 2021	1. Approve IPSAS

INSTRUCTIONS UP TO PREVIOUS MEETING

Meeting	Instruction	Actioned
December 2018	1. The Board directed staff to develop enhanced display / disclosure requirements to communicate performance and / or intentions / expectations for unenforceable transactions.	1. To be addressed in December 2019.
September 2018	1. The Board instructed staff to consider the NZ requirements for providing qualitative disclosures for entities that are reliant of services in-kind for their operations.	1. To be addressed in December 2019.
June 2018	1. Re Services in Kind, staff is to consider Australian and South African requirements for services in-kind and any examples provided by Board members.	1. To be addressed in December 2019.
June 2019	1. Develop a paper examining the difference and interaction between a present obligation and a performance obligation (as defined in [draft] ED 70) and how this may affect revenue recognition in [draft] ED 71. Paper should also consider accounting consequences of a breach of terms.	1. Present Obligations and Performance Obligations paper sent to Board in July 2019. See Agenda Items 8.2.2 and 8.2.3 .
June 2019	2. Regarding enforceable transactions with “terms”, draft text on the basis that revenue is recognized when receivable unless there is a liability at inception. If a liability arises late, this is a separate event.	2. See Agenda Item 8.2.1 .
June 2019	3. Consider hypothecated taxes and how they should be accounted for.	3. See Agenda Item 8.2.1 .
June 2019	4. Update the agenda paper on Capital Grants considering the paper on Present Obligation / Performance Obligation.	4. See Agenda Item 8.2.5 .
June 2019	5. Consider the terminology used considering the Present Obligation / Performance Obligation paper to be developed and Board discussions.	5. See Agenda Items 8.2.2 and 8.2.3 .
March 2019	1. Make the changes to terminology (exchange/non-exchange) but ensure that the messaging is accurate.	1. See Agenda Item 8.2.1 .

Agenda Item

8.1.2

March 2019	2. Staff are to update the IPSAS 23 flowchart to refer only to 'Use IPSAS 23' and not pre-empt the accounting treatment.	2. See June 2019 Agenda Item 11.2.1 .
March 2019	3. To consider if there are any transactions that are enforceable but have obligations but no 'performance obligations' and possible treatment of such transactions.	3. See June 2019 Agenda Item 11.2.1 .
March 2019	4. Develop accounting treatment for unenforceable transactions to be included in an updated IPSAS 23.	4. See June 2019 Agenda Item 11.2.1 .
December 2018	1. Staff are to prepare a [draft] updated IPSAS 23 for consideration at the June 2019 Board meeting including drafting on: • Capital and research grants • Presentation • Enforceable transactions with obligations (not performance obligations) • Taxes • Appropriations.	1. See Agenda Item 8.2.1 .
June 2018	1. The Board instructed staff is to provide options on how wording and placement of such encouragements to recognize or disclose services in-kind would appear in an updated IPSAS 23.	1. See September 2018 Agenda Item 9.2.3 .
March 2018	1. The Board directed staff to re-examine respondent comments to the CP regarding services in-kind and to shape the argument for each option.	1. See June 2018 Agenda Item 10.2.2 .
March 2018	2. The Board directed staff to conduct research on services in-kind to determine the requirements of other standard setters and also to investigate how not-for-profit entities (not restricted to the public sector) account for services in-kind.	2. See June 2018 Agenda Item 10.2.2 .
June 2017	1. All instructions provided up until June 2017 or earlier were reflected in the Consultation Paper, Accounting for Revenue and Non-Exchange Expenses .	1. See Consultation Paper, Accounting for Revenue and Non-Exchange Expenses .

DECISIONS UP TO PREVIOUS MEETING

Meeting	Decision	BC Reference
March 2019	2. The Board agreed that in regards to revenue the terms 'exchange' and 'non-exchange' in IPSAS 23 should be replaced with terms articulating performance obligation/no performance obligation but staff should consider the appropriateness of each particular change.	1. Basis for Conclusions to be finalized in December 2019.
December 2018	3. Enforceability is the determining factor as to which IPSAS a transaction will be address • Enforceable – IFRS 15 based IPSAS • Not enforceable – Updated IPSAS 23.	2. Basis for Conclusions to be finalized in December 2019.
December 2018	1. Transactions that are not enforceable, but which have intentions/expectation are to be recognized when the revenue is receivable but are to communicate these intentions/expectations via enhanced display/disclosure - (Option a).	1. Basis for Conclusions to be finalized in December 2019.
June 2018	2. The Board decided not to change the existing recognition requirements for recognizing services in-kind from those already existing in IPSAS 23. But to add an encouragement for entities to provide disclosure of qualitative information about volunteers' services received.	2. Basis for Conclusions to be finalized in December 2019.
March 2018	3. The Board decided that IPSAS 23 should be updated.	3. Basis for Conclusions to be finalized in December 2019.
June 2017	4. All decisions made up until June 2017 or earlier were reflected in the Consultation Paper, Accounting for Revenue and Non-Exchange Expenses .	4. Basis for Conclusions to be finalized in December 2019.

[Draft] ED 71, Revenue without Performance Obligations – Review**Question**

1. The IPSASB is asked to review [draft] Exposure Draft (ED) 71, *Revenue without Performance Obligations* in the attached Appendix and identify further issues for inclusion in the ED.

Detail

2. A first draft of ED 71 is provided for the Board to consider.
3. IPSAS 23, *Revenue from Non-Exchange Transactions (Taxes and Transfers)* has been used as a base. Shaded text is existing IPSAS 23 text. Staff have either struck through text that is considered to no longer be required, redrafted existing text (in markup) or commenced drafting new text (also in markup but not shaded).
4. There are a number of issues to be decided at this meeting. Where decisions are required staff have included a 'placeholder' to indicate where relevant text will be located. These issues include:
 - (a) Enforceable actions and eligible expenditure;
 - (b) Recognition of assets subject to appropriations;
 - (c) Measurement of taxes with long collection periods; and
 - (d) Initial and subsequent measurement of non-contractual receivables.
5. Staff note that:
 - (a) The following definitions have been included and are consistent with ED 70, *Revenue with Performance Obligations* and ED 72, *Transfer Expenses*
 - i. Transfer Provider; and
 - ii. Transfer Recipient.
 - (b) Staff propose including definitions on the following (drafting to be undertaken):
 - iii. Capital Grant;
 - iv. Eligible Expenditure;
 - v. Enforcement Activities; and
 - vi. Transfer Revenue.
 - (c) The Basis for Conclusions and Implementation Guidance have to be redrafted to reflect Board decisions at this meeting.
 - (d) Further information on capital grants, eligible expenditure and enforcement activities is provided in the subsequent agenda papers.

Question for the Board

6. The IPSASB is asked if there are any further issues that need to be included in ED 71.

Exposure Draft 71
XX 2020
Comments due: XXX XX, 2020

IPSAS®

*Proposed International Public Sector Accounting
Standard®*

Revenue without Performance Obligations

IPSASB

International Public
Sector Accounting
Standards Board®

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REQUEST FOR COMMENTS

This Exposure Draft, *Revenue without Performance Obligations*, was developed and approved by the International Public Sector Accounting Standards Board® (IPSASB®).

The proposals in this Exposure Draft may be modified in light of comments received before being issued in final form. **Comments are requested by XXX XX, 2020.**

Respondents are asked to submit their comments electronically through the IPSASB website, using the “[Submit a Comment](#)” link. Please submit comments in both a PDF and Word file. Also, please note that first-time users must register to use this feature. All comments will be considered a matter of public record and will ultimately be posted on the website. This publication may be downloaded from the IPSASB website: www.ipsasb.org. The approved text is published in the English language.

**IPSAS 23—REVENUE FROM NON-EXCHANGE
TRANSACTIONS (TAXES AND TRANSFERS)ED 71, REVENUE FROM
TRANSACTIONS WITHOUT PERFORMANCE OBLIGATIONS**

CONTENTS [TO BE UPDATED]

	Paragraph
Objective	1
Scope	2–6
Definitions.....	7–28
Non-Exchange Transactions.....	8–11
Revenue	12–13
Stipulations.....	14–16
Conditions on Transferred Assets.....	17–18
Restrictions on Transferred Assets	19
Substance over Form.....	20–25
Taxes.....	26–28
Analysis of the Initial Inflow of Resources from Non-Exchange Transactions.....	29
Recognition of Assets	30–43
Control of an Asset.....	32–33
Past Event.....	34
Probable Inflow of Resources	35
Contingent Assets	36
Contributions from Owners	37–38
Exchange and Non-Exchange Components of a Transaction.....	39–41
Measurement of Assets on Initial Recognition.....	42–43
Recognition of Revenue from Non-Exchange Transactions.....	44–47
Measurement of Revenue from Non-Exchange Transactions.....	48–49
Present Obligations Recognized as Liabilities	50–58
Present Obligation.....	51–54
Conditions on a Transferred Asset	55–56
Measurement of Liabilities on Initial Recognition.....	57–58
Taxes.....	59–75
The Taxable Event.....	65

Advance Receipts of Taxes	66
Measurement of Assets Arising from Taxation Transactions	67–70
Expenses Paid Through the Tax System and Tax Expenditures	71–75
Transfers	76–105B
Measurement of Transferred Assets	83
Debt Forgiveness and Assumption of Liabilities	84–87
Fines	88–89
Bequests	90–92
Gifts and Donations, including Goods In-kind	93–97
Services In-kind	98–103
Pledges	104
Advance Receipts of Transfers	105
Concessionary Loans	105A–105B
Disclosures	106–115
Transitional Provisions	116–123
Effective Date	124–125
Basis for Conclusions	
Implementation Guidance	

International Public Sector Accounting Standard 23, *Revenue from Non-Exchange Transactions (Taxes and Transfers)*, is set out in paragraphs 1–125. All the paragraphs have equal authority. IPSAS 23 should be read in the context of its objective, the Basis for Conclusions, the *Preface to International Public Sector Accounting Standards*, and the *Conceptual Framework for General Purpose Financial Reporting by Public Sector Entities*. IPSAS 3, *Accounting Policies, Changes in Accounting Estimates and Errors*, provides a basis for selecting and applying accounting policies in the absence of explicit guidance.



Objective

1. The objective of this [\[draft\]](#) Standard is to prescribe requirements for the financial reporting of revenue arising from ~~non-exchange~~ transactions [without performance obligations \(as defined in ED 70, Revenue with Performance Obligations\)](#), other than ~~non-exchange~~ transactions that give rise to a public sector combination. This [\[draft\]](#) Standard deals with issues that need to be considered in recognizing and measuring revenue from ~~non-exchange~~ transactions [without performance obligations](#), including the identification of contributions from owners.

Scope

2. An entity that prepares and presents financial statements under the accrual basis of accounting shall apply this [\[draft\]](#) Standard in accounting for revenue from ~~non-exchange~~ transactions [without performance obligations](#). This [\[draft\]](#) Standard does not apply to:

- (a) ~~a public sector combination that is a non-exchange transaction;~~
- (b) [Revenue from transactions with performance obligations \(see \[draft\] Standard \(ED 70\) and](#)
- (a)(c) [Contributions to social benefit schemes that are accounted for in accordance with paragraphs 26-31 of IPSAS 42, Social Benefits \(the insurance approach\). \[CONSEQUENTIAL AMENDMENT FROM IPSAS 42\]](#)

2. ~~[Deleted]~~

3. ~~[Deleted]~~

- 4.3. This [\[draft\]](#) Standard addresses revenue arising from ~~non-exchange~~ transactions [without performance obligations](#). Revenue arising from ~~exchange~~ transactions [with performance obligations](#) is addressed in [IPSAS 9, Revenue from Exchange Transactions-ED 70](#). While revenues received by public sector entities arise from both ~~exchange and non-exchange~~ transactions [with and without performance obligations](#), the majority of revenue of governments and other public sector entities is typically derived from ~~non-exchange~~ transactions [without performance obligations](#), such as:

- (a) Taxes; and
- (b) [Revenue from certain t](#)ransfers (whether cash or noncash), including [some](#) grants, debt forgiveness, fines, bequests, gifts, donations, goods and services in-kind, and the off-market portion of concessionary loans received.

- 5.4. Governments may reorganize the public sector, merging some public sector entities, and dividing other entities into two or more separate entities. A public sector combination occurs when two or more operations are brought together to form one reporting entity. These restructurings do not ordinarily involve one entity purchasing another operation or entity, but may result in a new or existing entity acquiring all the assets and liabilities of another operation or entity. Public sector combinations shall be accounted for in accordance with IPSAS 40, *Public Sector Combinations*.

Definitions

- 6.5. The following terms are used in this [\[draft\]](#) Standard with the meanings specified:

~~Conditions on transferred assets are stipulations that specify that the future economic benefits or service potential embodied in the asset is required to be consumed by the recipient as specified or future economic benefits or service potential must be returned to the~~

transferor.

A capital grant XXXX

Control of an asset arises when the entity can use or otherwise benefit from the asset in pursuit of its objectives, and can exclude or otherwise regulate the access of others to that benefit.

Eligible expenditure is XXXX

Enforceable actions are XXXX

Expenses paid through the tax system are amounts that are available to beneficiaries regardless of whether or not they pay taxes.

Fines are economic benefits or service potential received or receivable by public sector entities, as determined by a court or other law enforcement body, as a consequence of the breach of laws or regulations.

~~Restrictions on transferred assets are stipulations that limit or direct the purposes for which a transferred asset may be used, but do not specify that future economic benefits or service potential is required to be returned to the transferor if not deployed as specified.~~

~~Stipulations on transferred assets are terms in laws or regulation, or a binding arrangement, imposed upon the use of a transferred asset by entities external to the reporting entity.~~

Tax expenditures are preferential provisions of the tax law that provide certain taxpayers with concessions that are not available to others.

The **taxable event** is the event that the government, legislature, or other authority has determined will be subject to taxation.

Taxes are economic benefits or service potential compulsorily paid or payable to public sector entities, in accordance with laws and/or regulations, established to provide revenue to the government. Taxes do not include fines or other penalties imposed for breaches of the law.

Transfers are inflows of future economic benefits or service potential from **non-exchange** transactions, other than taxes.

A transfer provider is an entity that provides a good, service or other asset to another entity without receiving any good, service or other asset in return.

A transfer recipient is an entity that receives a good, service, or other asset from another entity without providing any good, service, or other asset to that entity.

Transfer Revenue is XXXX

Terms defined in other IPSASs are used in this [draft] Standard with the same meaning as in those Standards, and are reproduced in the *Glossary of Defined Terms* published separately.

The following terms are defined in [draft] IPSAS [X] (ED 70)

A binding arrangement;

A contract;

A performance obligation; and

A third-party beneficiary.

Paraphs AGX-AGY provide additional guidance on binding arrangements. Paragraphs AGXX-AGYY provide additional guidance on the enforceability of binding arrangements.

Revenue is defined in IPSAS 1, *Presentation of Financial Statements*

Terms defined in other IPSAS are used in this [draft] Standard with the same meaning as in those Standards, and are reproduced in the *Glossary of Defined Terms* published separately.

Non-Exchange Transactions Performance Obligations

- ~~7. In some transactions, it is clear that there is an exchange of approximately equal value. These are exchange transactions and are addressed in other IPSASs.~~
- ~~8. In other transactions, an entity will receive resources and provide no or nominal consideration directly in return. These are clearly non-exchange transactions and are addressed in this Standard. For example, taxpayers pay taxes because the tax law mandates the payment of those taxes. While the taxing government will provide a variety of public services to taxpayers, it does not do so in consideration for the payment of taxes.~~
- ~~9. There is a further group of non-exchange transactions where the entity may provide some consideration directly in return for the resources received, but that consideration does not approximate the fair value of the resources received. In these cases, the entity determines whether there is a combination of exchange and non-exchange transactions, each component of which is recognized separately. For example, an entity receives CU6 million funding from a multi-lateral development agency. The agreement stipulates that the entity must repay CU5 million of the funding received over a period of 10 years, at 5% interest when the market rate for a similar loan is 11%. The entity has effectively received a CU1 million grant (CU6 million received less CU5 million to be repaid) and entered into CU5 million concessionary loan which attracts interest at 6% below the market interest rate for a similar loan. The CU1 million grant received, as well as the off-market portion of the interest payments in terms of the agreement, are non-exchange transactions. The contractual capital and interest payments over the period of the loan are exchange transactions.~~
- ~~10. There are also additional transactions where it is not immediately clear whether they are exchange or non-exchange transactions. In these cases an examination of the substance of the transaction will determine if they are exchange or non-exchange transactions. For example, the sale of goods is normally classified as an exchange transaction. If, however, the transaction is conducted at a subsidized price, that is, a price that is not approximately equal to the fair value of the goods sold, that transaction falls within the definition of a non-exchange transaction. In determining whether the substance of a transaction is that of a non-exchange or an exchange transaction, professional judgment is exercised. In addition, entities may receive trade discounts, quantity discounts, or other reductions in the quoted price of assets for a variety of reasons. These reductions in price do not necessarily mean that the transaction is a non-exchange transaction.~~
6. A performance obligation is defined at paragraph 7 of ED 70, as a promise in a binding arrangement with a purchaser to transfer to the purchaser or third-party beneficiary either: (a) a good or service (or a bundle of goods or services) this is distinct; or (b) a series of distinct goods or services that are substantially the same and that have the same pattern of transfer to the purchaser or third-party beneficiary.
7. Transactions that have performance obligations are outside the scope of this Standard and ED 70 should be applied. ED 70 paragraphs XX – XX provides further guidance on performance obligations.

Revenue

- ~~11.8.~~ Revenue comprises gross inflows of economic benefits or service potential received and receivable by the reporting entity, which represents an increase in net assets/equity, other than increases relating to contributions from owners. Amounts collected as an agent of the government or another government organization or other third parties will not give rise to an increase in net assets or revenue

of the agent. This is because the agent entity cannot control the use of, or otherwise benefit from, the collected assets in the pursuit of its objectives.

12.9. Where an entity incurs some cost in relation to revenue arising from a ~~non-exchange~~ transaction, the revenue is the gross inflow of future economic benefits or service potential, and any outflow of resources is recognized as a cost of the transaction. For example, if a reporting entity is required to pay delivery and installation costs in relation to the transfer of an item of plant to it from another entity, those costs are recognized separately from revenue arising from the transfer of the item of plant. Delivery and installation costs are included in the amount recognized as an asset, in accordance with IPSAS 17, *Property, Plant, and Equipment*.

Stipulations~~Enforceable Actions and Eligible Expenditure~~

~~[PLACEHOLDER FOR TEXT ON ENFORCEABLE ACTIONS AND ELIGIBLE EXPENDITURE]~~

~~Assets may be transferred with the expectation and/or understanding that they will be used in a particular way and, therefore, that the recipient entity will act or perform in a particular way. Where laws, regulations, or binding arrangements with external parties impose terms on the use of transferred assets by the recipient, these terms are stipulations, as defined in this Standard. A key feature of stipulations, as defined in this Standard, is that an entity cannot impose a stipulation on itself, whether directly or through an entity that it controls.~~

~~13. Stipulations relating to a transferred asset may be either conditions or restrictions. While conditions and restrictions may require an entity to use or consume the future economic benefits or service potential embodied in an asset for a particular purpose (performance obligation) on initial recognition, only conditions require that future economic benefits or service potential be returned to the transferor in the event that the stipulation is breached (return obligation).~~

~~14. Stipulations are enforceable through legal or administrative processes. If a term in laws or regulations or other binding arrangements is unenforceable, it is not a stipulation as defined by this Standard. Constructive obligations do not arise from stipulations. IPSAS 19, *Provisions, Contingent Liabilities and Contingent Assets*, establishes requirements for the recognition and measurement of constructive obligations.~~

Conditions on Transferred Assets

~~15. Conditions on transferred assets (hereafter referred to as conditions) require that the entity either consume the future economic benefits or service potential of the asset as specified, or return future economic benefits or service potential to the transferor in the event that the conditions are breached. Therefore, the recipient incurs a present obligation to transfer future economic benefits or service potential to third parties when it initially gains control of an asset subject to a condition. This is because the recipient is unable to avoid the outflow of resources, as it is required to consume the future economic benefits or service potential embodied in the transferred asset in the delivery of particular goods or services to third parties, or else to return to the transferor future economic benefits or service potential. Therefore, when a recipient initially recognizes an asset that is subject to a condition, the recipient also incurs a liability.~~

~~16. As an administrative convenience, a transferred asset, or other future economic benefits or service potential, may be effectively returned by deducting the amount to be returned from other assets due to be transferred for other purposes. The reporting entity will still recognize the gross amounts in its financial statements, that is, the entity will recognize a reduction in assets and liabilities for the return~~

of the asset under the terms of the breached condition, and will reflect the recognition of assets, liabilities, and/or revenue for the new transfer.

Restrictions on Transferred Assets

17. Restrictions on transferred assets (hereafter referred to as restrictions) do not include a requirement that the transferred asset, or other future economic benefits or service potential, is to be returned to the transferor if the asset is not deployed as specified. Therefore, gaining control of an asset subject to a restriction does not impose on the recipient a present obligation to transfer future economic benefits or service potential to third parties when control of the asset is initially gained. Where a recipient is in breach of a restriction, the transferor, or another party, may have the option of seeking a penalty against the recipient, by, for example, taking the matter to a court or other tribunal, or through an administrative process such as a directive from a government minister or other authority, or otherwise. Such actions may result in the entity being directed to fulfill the restriction or face a civil or criminal penalty for defying the court, other tribunal, or authority. Such a penalty is not incurred as a result of acquiring the asset, but as a result of breaching the restriction.

Substance over Form

18. In determining whether a stipulation is a condition or a restriction, it is necessary to consider the substance of the terms of the stipulation and not merely its form. The mere specification that, for example, a transferred asset is required to be consumed in providing goods and services to third parties or be returned to the transferor is, in itself, not sufficient to give rise to a liability when the entity gains control of the asset.
19. In determining whether a stipulation is a condition or restriction, the entity considers whether a requirement to return the asset or other future economic benefits or service potential is enforceable, and would be enforced by the transferor. If the transferor could not enforce a requirement to return the asset or other future economic benefits or service potential, the stipulation fails to meet the definition of a condition, and will be considered a restriction. If past experience with the transferor indicates that the transferor never enforces the requirement to return the transferred asset or other future economic benefits or service potential when breaches have occurred, then the recipient entity may conclude that the stipulation has the form but not the substance of a condition, and is, therefore, a restriction. If the entity has no experience with the transferor, or has not previously breached stipulations that would prompt the transferor to decide whether to enforce a return of the asset or other future economic benefits or service potential, and it has no evidence to the contrary, it would assume that the transferor would enforce the stipulation and, therefore, the stipulation meets the definition of a condition.
20. The definition of a condition imposes on the recipient entity a performance obligation—that is, the recipient is required to consume the future economic benefits or service potential embedded in the transferred asset as specified, or return the asset or other future economic benefits or service potential to the transferor. To satisfy the definition of a condition, the performance obligation will be one of substance not merely form, and is required as a consequence of the condition itself. A term in a transfer agreement that requires the entity to perform an action that it has no alternative but to perform may lead the entity to conclude that the term is in substance neither a condition nor a restriction. This is because, in these cases, the terms of the transfer itself do not impose on the recipient entity a performance obligation.

21. ~~To satisfy the criteria for recognition as a liability, it is necessary that an outflow of resources will be probable, and performance against the condition is required and is able to be assessed. Therefore, a condition will need to specify such matters as the nature or quantity of the goods and services to be provided or the nature of assets to be acquired as appropriate and, if relevant, the periods within which performance is to occur. In addition, performance will need to be monitored by, or on behalf of, the transferor on an ongoing basis. This is particularly so where a stipulation provides for a proportionate return of the equivalent value of the asset if the entity partially performs the requirements of the condition, and the return obligation has been enforced if significant failures to perform have occurred in the past.~~

22. ~~In some cases, an asset may be transferred subject to the stipulation that it be returned to the transferor if a specified future event does not occur. This may occur where, for example, a national government provides funds to a provincial government entity subject to the stipulation that the entity raise a matching contribution. In these cases, a return obligation does not arise until such time as it is expected that the stipulation will be breached, and a liability is not recognized until the recognition criteria have been satisfied.~~

23.10. However, recipients will need to consider whether these transfers are in the nature of an advance receipt. In this [\[draft\]](#) Standard, advance receipt refers to resources received prior to a taxable event or a transfer arrangement becoming binding. Advance receipts give rise to an asset and a present obligation because the transfer arrangement has not yet become binding. Where such transfers are in the nature of an [exchange-transaction with performance obligations](#), they will be dealt with in accordance with [IPSAS-9 ED 70](#).

Taxes

24.11. Taxes are the major source of revenue for many governments and other public sector entities. Taxes are defined in paragraph 57 as economic benefits compulsorily paid or payable to public sector entities, in accordance with laws or regulation, established to provide revenue to the government, excluding fines or other penalties imposed for breaches of laws or regulation. Noncompulsory transfers to the government or public sector entities such as donations and the payment of fees are not taxes, although they may be the result of [non-exchange-transactions without performance obligations](#). A government levies taxation on individuals and other entities, known as taxpayers, within its jurisdiction by use of its sovereign powers.

25.12. Tax laws and regulations can vary significantly from jurisdiction to jurisdiction, but they have a number of common characteristics. Tax laws and regulations (a) establish a government's right to collect the tax, (b) identify the basis on which the tax is calculated, and (c) establish procedures to administer the tax, that is, procedures to calculate the tax receivable and ensure payment is received. Tax laws and regulations often require taxpayers to file periodic returns to the government agency that administers a particular tax. The taxpayer generally provides details and evidence of the level of activity subject to tax, and the amount of tax receivable by the government is calculated. Arrangements for receipt of taxes vary widely but are normally designed to ensure that the government receives payments on a regular basis without resorting to legal action. Tax laws are usually rigorously enforced and often impose severe penalties on individuals or other entities breaching the law.

26.13. Advance receipts, being amounts received in advance of the taxable event, may also arise in respect of taxes.

Analysis of the Initial Inflow of Resources from ~~Non-Exchange~~ Transactions without Performance Obligations

27.14. An entity will recognize an asset arising from a ~~non-exchange~~ transaction without performance obligations when it gains control of resources that meet the definition of an asset and satisfy the recognition criteria. In certain circumstances, such as when a creditor forgives a liability, a decrease in the carrying amount of a previously recognized liability may arise. In these cases, instead of recognizing an asset, the entity decreases the carrying amount of the liability. In some cases, gaining control of the asset may also carry with it **obligations** that the entity will recognize as a liability. Contributions from owners do not give rise to revenue, so each type of transaction is analyzed, and any contributions from owners are accounted for separately. Consistent with the approach set out in this [draft] Standard, entities will analyze ~~non-exchange~~ transactions without performance obligations to determine which elements of general purpose financial statements will be recognized as a result of the transactions. The flow chart on the following page illustrates the analytic process an entity undertakes when there is an inflow of resources to determine whether revenue arises. This [draft] Standard follows the structure of the flowchart. Requirements for the treatment of transactions are set out in paragraphs 1530–106445. [NEED TO CONSIDER CHANGING 'OBLIGATIONS' TO ENFORCEABLE ACTIONS AND ELIGIBLE EXPENDITURE DEPENDING ON BOARD DECISIONS]

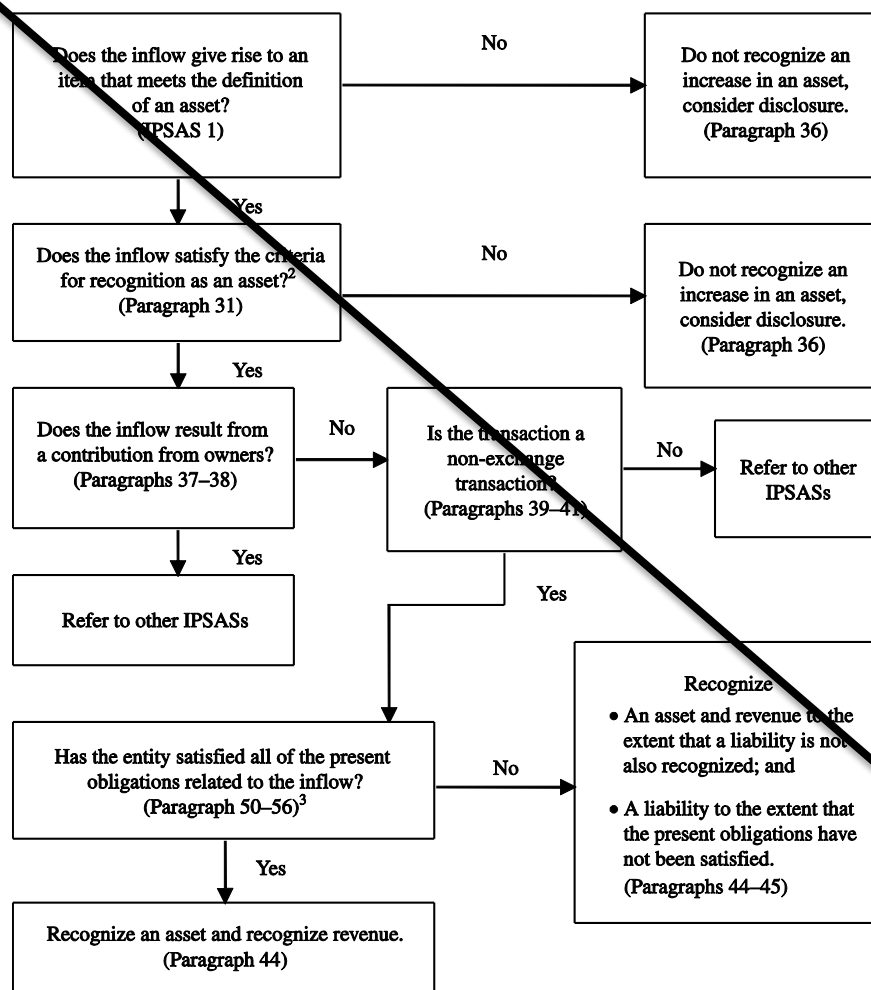
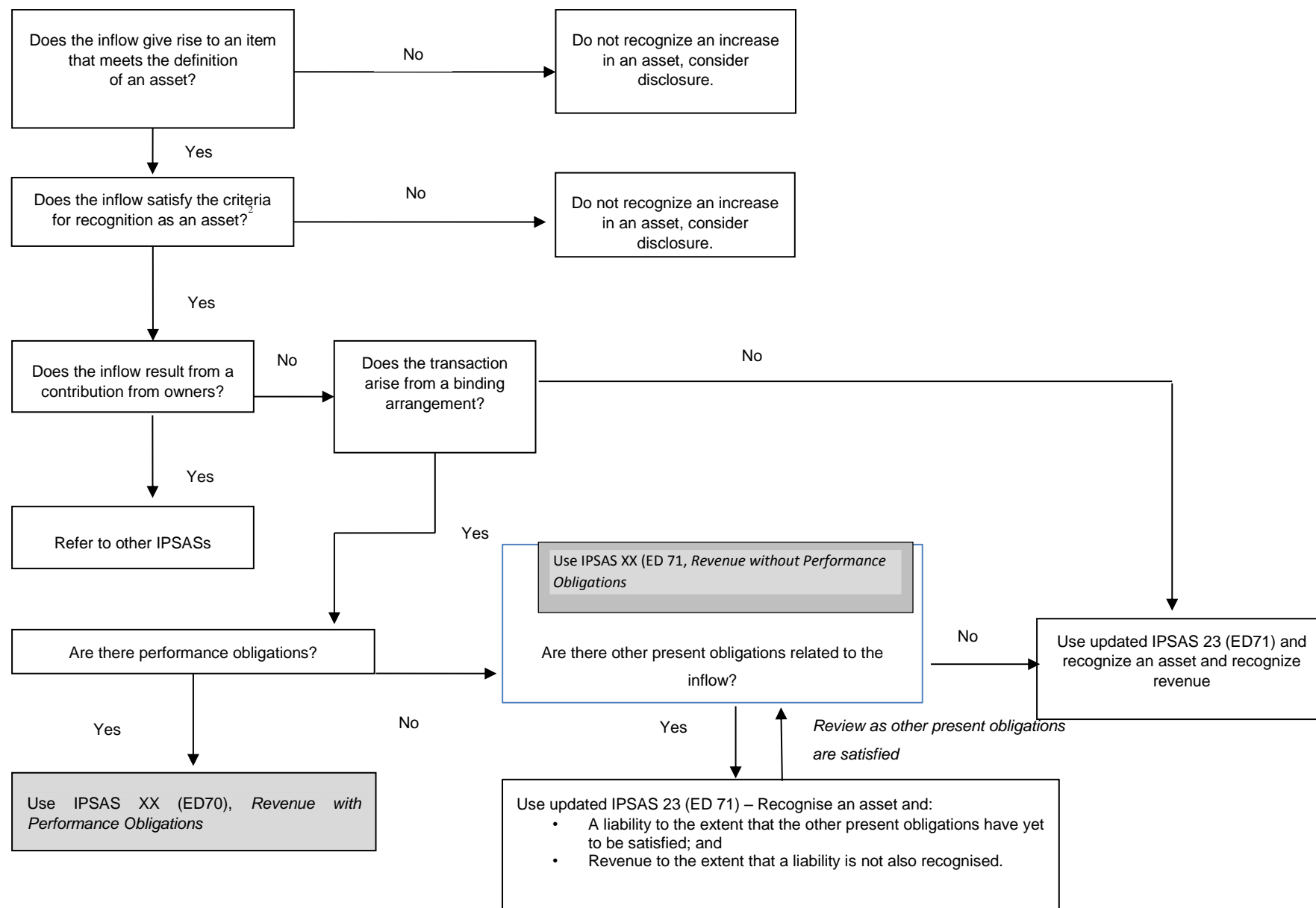


Illustration of the Analysis of Initial Inflows of Resources¹

1. The flowchart is illustrative only, it does not take place of this Standard. It is provided as an aid to interpreting this Standard.
2. In certain circumstances, such as when a creditor forgives a liability, a decrease in the carrying amount of a previously recognized liability may arise. In these cases, instead of recognizing an asset, the entity decreases the carrying amount of the liability.
3. In determining whether the entity has satisfied all of the present obligations, the application of the definition of conditions on a transferred asset, and the criteria for recognizing a liability, are considered.



1. The flowchart is illustrative only, it does not take place of this Standard. It is provided as an aid to interpreting this Standard.
2. In certain circumstances, such as when a creditor forgives a liability, a decrease in the carrying amount of a previously recognized liability may arise. In these cases, instead of recognizing an asset, the entity decreases the carrying amount of the liability.

Recognition of Assets

28.15. Assets are defined in IPSAS 1 as resources controlled by an entity as a result of past events, and from which future economic benefits or service potential are expected to flow to the entity.

29.16. An inflow of resources from a ~~non-exchange~~ transaction without performance obligations, other than services in-kind, that meets the definition of an asset shall be recognized as an asset when, and only when:

- (a) It is probable that the future economic benefits or service potential associated with the asset will flow to the entity; and
- (b) The fair value of the asset can be measured reliably.¹

Control of an Asset

30.17. The ability to exclude or regulate the access of others to the benefits of an asset is an essential element of control that distinguishes an entity's assets from those public goods that all entities have access to and benefit from. In the public sector, governments exercise a regulatory role over certain activities, for example, financial institutions or pension funds. This regulatory role does not necessarily mean that such regulated items meet the definition of an asset of the government, or satisfy the criteria for recognition as an asset in the general purpose financial statements of the government that regulates those assets. In accordance with paragraph ~~98~~87, entities may, but are not required, to recognize services in-kind.

18. An announcement of an intention to transfer resources to a public sector entity is not of itself sufficient to identify resources as controlled by a recipient. For example, if a public school were destroyed by a forest fire and a government announced its intention to transfer funds to rebuild the school, the school would not recognize an inflow of resources (resources receivable) at the time of the announcement. In circumstances where a transfer agreement is required before resources can be transferred, a recipient entity will not identify resources as controlled until such time as the agreement is binding, because the recipient entity cannot exclude or regulate the access of the transferor to the resources. In many instances, the entity will need to establish enforceability of its control of resources before it can recognize an asset. If an entity does not have an enforceable claim to resources, it cannot exclude or regulate the transferor's access to those resources.

Appropriations

[PLACEHOLDER FOR TEXT ON WHEN TO RECOGNIZE AN ASSET SUBJECT TO APPROPRIATIONS]

Past Event

34.19. Public sector entities normally obtain assets from governments, other entities including taxpayers, or by purchasing or producing them. Therefore, the past event that gives rise to control of an asset may be a purchase, a taxable event, or a transfer. Transactions or events expected to occur in the

¹ 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. Paragraph BC16 of IPSAS 1 discusses the transitional approach to the explanation of reliability.

future do not in themselves give rise to assets – hence for example, an intention to levy taxation is not a past event that gives rise to an asset in the form of a claim against a taxpayer.

Probable Inflow of Resources

[32.20.](#) An inflow of resources is probable when the inflow is more likely than not to occur. The entity bases this determination on its past experience with similar types of flows of resources and its expectations regarding the taxpayer or transferor. For example, where (a) a government agrees to transfer funds to a public sector entity (reporting entity), (b) the agreement is binding, and (c) the government has a history of transferring agreed resources, it is probable that the inflow will occur, notwithstanding that the funds have not been transferred at the reporting date.

Contingent Assets

[33.21.](#) An item that possesses the essential characteristics of an asset, but fails to satisfy the criteria for recognition, may warrant disclosure in the notes as a contingent asset (see IPSAS 19).

Contributions from Owners

[34.22.](#) Contributions from owners are defined in IPSAS 1. For a transaction to qualify as a contribution from owners, it will be necessary to satisfy the characteristics identified in that definition. In determining whether a transaction satisfies the definition of a contribution from owners, the substance rather than the form of the transaction is considered. Paragraph 23**38** indicates the form that contributions from owners may take. If, despite the form of the transaction, the substance is clearly that of a loan or another kind of liability, or revenue, the entity recognizes it as such and makes an appropriate disclosure in the notes to the general purpose financial statements, if material. For example, if a transaction purports to be a contribution from owners, but specifies that the reporting entity will pay fixed distributions to the transferor, with a return of the transferor's investment at a specified future time, the transaction is more characteristic of a loan. For contractual arrangements, an entity also considers the guidance in IPSAS 28, *Financial Instruments: Presentation* when distinguishing liabilities from contributions from owners.

[35.23.](#) A contribution from owners may be evidenced by, for example:

- (a) A formal designation of the transfer (or a class of such transfers) by the contributor or a controlling entity of the contributor as forming part of the recipient's contributed net assets/equity, either before the contribution occurs or at the time of the contribution;
- (b) A formal agreement, in relation to the contribution, establishing or increasing an existing financial interest in the net assets/equity of the recipient that can be sold, transferred, or redeemed; or
- (c) The issuance, in relation to the contribution, of equity instruments that can be sold, transferred, or redeemed.

Binding Arrangement

[24.](#) A binding arrangement is defined in ED 70 as an arrangement that confers enforceable rights and obligations on the parties to the arrangement. A contract is a type of binding arrangement. Paragraphs AG7-AG13 of ED 70 provide guidance on binding arrangements.

Performance Obligations.

25. Transactions without performance obligations that do not arise from a binding arrangement are within the scope of this [draft] Standard. Further, some transactions that do arise from a binding arrangement may be without performance obligations and therefore are also within the scope of this [draft] Standard. Performance obligations are defined in ED 70 (see paragraphs 33 – 35).

~~Transactions without performance obligations that do not arise from a binding arrangement are within the scope of this [draft] Standard. Further, some transactions without performance obligations and are also within the scope of this [draft] Standard. T, these are transactions that although binding do not have erformance obligations defined in ED 70 (see paragraphs 33 — 35).~~

Performance Obligations

26. This [draft] Standard only addresses ~~transactions that do not arise from binding arrangements~~ ~~with~~have performance obligations as defined in ED 70.

27. A performance obligation is a particular type of present obligation and ~~A performance obligation is~~ defined in ED 70 as a promise in a binding arrangement with a purchaser to transfer to the purchaser or third-party beneficiary either: (a) a good or service (or a bundle of goods or services) that is distinct; or (b) a series of distinct goods or services that are substantially the same and that have the same pattern of transfer to the purchaser or third-party beneficiary. ED 70 paragraphs AG35-45 provides additional guidance on identifying performance obligations.

28. Revenue from transactions with performance obligations are outside the scope of this [draft] standard and should be accounted for under ED 70. Consequently, revenue from transactions without performance obligations is within the scope of this [draft] Standard.

Present Obligations

29. Even though transactions with performance obligations are outside the scope of this [draft] Standard, as noted in paragraph 27, a performance obligation is a particular type of present obligation, therefore transactions that create present obligations that are not performance obligations are within the scope of this [draft] Standard. A present obligation is a legally binding obligation (legal obligation) or non-legally binding obligation, which an entity has little or no realistic alternative to avoid. Therefore, in the context of this [draft] Standard a present obligation can only arise from a binding arrangement.

Exchange and Non-Exchange Components of a Transaction

36. ~~Paragraphs 40 and 41 below address circumstances in which an entity gains control of resources embodying future economic benefits or service potential other than by contributions from owners.~~

37. ~~Paragraph 11 of IPSAS 9, defines exchange transactions and non-exchange transactions, and paragraph 10 of this Standard notes that a transaction may include two components, an exchange component and a non-exchange component.~~

Hybrid Transactions

~~38.~~30. Where an asset is acquired by means of a transaction ~~that has components with performance obligations and components without performance obligations~~ ~~that has an exchange component and a non-exchange component~~, the entity recognizes the ~~exchange revenue component from the component with performance obligations~~ according to the principles and requirements of ~~other IPSASs~~ED 70. The ~~non-exchange revenue~~ component ~~without performance obligations~~ is recognized according to the principles and requirements of this [draft] Standard. In determining whether a

transaction has identifiable ~~exchange and non-exchange~~ performance obligation components, professional judgment is exercised. Where it is not possible to distinguish ~~separate exchange and non-exchange components~~ between the components with performance obligations and the components without performance obligations, the ~~transaction entire transaction~~ is treated-accounted for-as a non-exchange transaction-revenue with performance obligations-under-in accordance with ED 70. ED 70 paragraphs AG90-91 provide additional guidance-

Measurement of Assets on Initial Recognition

39.31. An asset acquired through a ~~non-exchange~~ transaction without performance obligations shall initially be measured at its fair value as at the date of acquisition.

40.32. Consistent with IPSAS 12, *Inventories*, IPSAS 16, *Investment Property*, and IPSAS 17, and IPSAS 41, *Financial Instruments*, assets acquired through ~~non-exchange~~ transactions without performance obligations are measured at their fair value as at the date of acquisition.

Recognition of Revenue from ~~Non-Exchange~~ Transactions without Performance Obligations

41.33. An inflow of resources from a ~~non-exchange~~ transaction without performance obligations recognized as an asset shall be recognized as revenue, except to the extent that a liability is also recognized in respect of the same inflow.

42.34. As an entity satisfies a present obligation recognized as a liability in respect of an inflow of resources from a ~~non-exchange~~ transaction without performance obligations recognized as an asset, it shall reduce the carrying amount of the liability recognized and recognize an amount of revenue equal to that reduction.

43.35. When an entity recognizes an increase in net assets as a result of a ~~non-exchange~~ transaction without performance obligations, it recognizes revenue. If it has recognized a liability in respect of the inflow of resources arising from the ~~non-exchange~~ transaction without performance obligations, when the liability is subsequently reduced, because the taxable event occurs or a condition is satisfied, it recognizes revenue. If an inflow of resources satisfies the definition of contributions from owners, it is not recognized as a liability or revenue.

44.36. The timing of revenue recognition is determined by the nature of the ~~conditions-requirements in a binding arrangement (if any)~~ and their settlement. For example, if a ~~condition-requirement~~ specifies that the entity is to provide goods or services to third parties-conduct research, or return unused funds to the transferor, revenue is recognized as ~~goods-or-services-are-provided~~ the research is conducted and certain milestones are achieved.

Measurement of Revenue from ~~Non-Exchange~~ Transactions without Performance Obligations

45.37. Revenue from ~~non-exchange~~ transactions without performance obligations shall be measured at the amount of the increase in net assets recognized by the entity.

46.38. When, as a result of a ~~non-exchange~~ transaction without a performance obligation, an entity recognizes an asset, it also recognizes revenue equivalent to the amount of the asset measured in accordance with paragraph 31**42**, unless it is also required to recognize a liability. Where a liability is required to be recognized it will be measured in accordance with the requirements of paragraph 46**57**, and the amount of the increase in net assets, if any, will be recognized as revenue. When a liability

is subsequently reduced, because the taxable event occurs, or a condition is satisfied, the amount of the reduction in the liability will be recognized as revenue.

Present Obligations Recognized as Liabilities

47.39. A present obligation arising from a ~~non-exchange~~ transaction without a performance obligation that meets the definition of a liability shall be recognized as a liability when, and only when:

- (a) It is probable that an outflow of resources embodying future economic benefits or service potential will be required to settle the obligation; and
- (b) A reliable estimate can be made of the amount of the obligation.

Present Obligation

48.40. A present obligation is a duty to act or perform in a certain way, and may give rise to a liability in respect of any ~~non-exchange~~ transaction without a performance obligation. Present obligations may be imposed by stipulations in laws or regulations or binding arrangements establishing the basis of transfers. They may also arise from the normal operating environment, such as the recognition of advance receipts.

49.41. In many instances, taxes are levied and assets are transferred to public sector entities in ~~non-exchange~~ transactions without performance obligations pursuant to laws, regulation, or other binding arrangements that impose stipulations-requirements that they be used for particular purposes. For example:

- (a) Taxes, the use of which is limited by laws or regulations to specified purposes;
- (b) Transfers, established by a binding arrangement that includes conditionsrequirements:
 - (i) From national governments to provincial, state or local governments;
 - (ii) From state/provincial governments to local governments;
 - (iii) From governments to other public sector entities;
 - (iv) To governmental agencies that are created by laws or regulation to perform specific functions with operational autonomy, such as statutory authorities or regional boards or authorities; and
 - (v) From donor agencies to governments or other public sector entities.

50.42. In the normal course of operations, a reporting entity may accept resources prior to a taxable event occurring. In such circumstances, a liability of an amount equal to the amount of the advance receipt is recognized until the taxable event occurs.

51.43. If a reporting entity receives resources prior to the existence of a binding transfer arrangement, it recognizes a liability for an advance receipt until such time as the arrangement becomes binding.

Conditions on a Transferred Asset [NEEDS TO BE REWRITTEN DEPENDING ON BOARD DECISIONS RE ENFORCABLE ENFORCEABLE ACTIONS AND ELIGIBLE EXPENDITURE]

52.44. Conditions-Requirements in a binding arrangement on a transferred asset give rise to a present obligation on initial recognition that will be recognized in accordance with paragraph 39**50**.

~~53.45. Stipulations-Requirements~~ are defined in paragraph 57. Paragraphs 14–25 provide guidance on determining whether a stipulation is a condition or a restriction. An entity analyzes any and all stipulations attached to an inflow of resources, to determine whether those stipulations impose conditions or restrictions. [NEEDS TO BE REWRITTEN DEPENDING ON BOARD DECISIONS RE ENFORCEABLE ACTIONS AND ELIGIBLE EXPENDITURE]

Measurement of Liabilities on Initial Recognition

54.46. The amount recognized as a liability shall be the best estimate of the amount required to settle the present obligation at the reporting date.

~~55.47.~~ The estimate takes account of the risks and uncertainties that surround the events causing the liability to be recognized. Where the time value of money is material, the liability will be measured at the present value of the amount expected to be required to settle the obligation. This requirement is in accordance with the principles established in IPSAS 19.

Taxes

56.48. An entity shall recognize an asset in respect of taxes when the taxable event occurs and the asset recognition criteria are met.

~~57.49.~~ Resources arising from taxes satisfy the definition of an asset when the entity controls the resources as a result of a past event (the taxable event) and expects to receive future economic benefits or service potential from those resources. Resources arising from taxes satisfy the criteria for recognition as an asset when it is probable that the inflow of resources will occur and their fair value can be reliably measured. The degree of probability attached to the inflow of resources is determined on the basis of evidence available at the time of initial recognition, which includes, but is not limited to, disclosure of the taxable event by the taxpayer.

~~58.50.~~ Taxation revenue arises only for the government that imposes the tax, and not for other entities. For example, where the national government imposes a tax that is collected by its taxation agency, assets and revenue accrue to the government, not the taxation agency. Further, where a national government imposes a sales tax, the entire proceeds of which it passes to state governments, based on a continuing appropriation, the national government recognizes assets and revenue for the tax, and a decrease in assets and an expense for the transfer to state governments. The state governments will recognize assets and revenue for the transfer. Where a single entity collects taxes on behalf of several other entities, it is acting as an agent for all of them. For example, where a state taxation agency collects income tax for the state government and several city governments, it does not recognize revenue in respect of the taxes collected – rather, the individual governments that impose the taxes recognize assets and revenue in respect of the taxes.

~~59.51.~~ Taxes do not satisfy the definition of contributions from owners, because the payment of taxes does not give the taxpayers a right to receive (a) distributions of future economic benefits or service potential by the entity during its life, or (b) distribution of any excess of assets over liabilities in the event of the government being wound up. Nor does the payment of taxes provide taxpayers with an ownership right in the government that can be sold, exchanged, transferred, or redeemed.

~~60.52.~~ Taxes satisfy the definition-concept of non-exchange a transactiona transaction without performance obligations because the taxpayer transfers resources to the government, without receiving approximately equal value directly in exchange and the government is not required to transfer distinct goods or services to the taxpayer or a third-party beneficiary in return. While the

taxpayer may benefit from a range of social policies established by the government, these are not provided directly in exchange as consideration for the payment of taxes.

~~61~~53. As noted in paragraph 41~~52~~, some taxes are levied for specific purposes. If the government is required to recognize a liability in respect of any conditions relating to assets recognized as a consequence of specific purpose tax levies, it does not recognize revenue until the condition is satisfied and the liability is reduced. However, in most cases, taxes levied for specific purposes are not expected to give rise to a liability, because the specific purposes do not amount to ~~restrictions~~ not conditions. [MAY NEED TO AMEND RE ENFORCEABLE ACTIONS AND ELIGIBLE EXPENDITURE DEPENDING ON BOARD DECISIONS]

The Taxable Event

~~62~~54. Similar types of taxes are levied in many jurisdictions. The reporting entity analyzes the taxation law in its own jurisdiction to determine what the taxable event is for the various taxes levied. Unless otherwise specified in laws or regulations, it is likely that the taxable event for:

- (a) Income tax is the earning of assessable income during the taxation period by the taxpayer;
- (b) Value-added tax is the undertaking of taxable activity during the taxation period by the taxpayer;
- (c) Goods and services tax is the purchase or sale of taxable goods and services during the taxation period;
- (d) Customs duty is the movement of dutiable goods or services across the customs boundary;
- (e) Death duty is the death of a person owning taxable property; and
- (f) Property tax is the passing of the date on which the tax is levied, or the period for which the tax is levied, if the tax is levied on a periodic basis.

Advance Receipts of Taxes

~~63~~55. Consistent with the definitions of assets, liabilities, and the requirements of paragraph 48~~59~~, resources for taxes received prior to the occurrence of the taxable event are recognized as an asset and a liability (advance receipts), because (a) the event that gives rise to the entity's entitlement to the taxes has not occurred, and (b) the criteria for recognition of taxation revenue have not been satisfied (see paragraph 48~~59~~), notwithstanding that the entity has already received an inflow of resources. Advance receipts in respect of taxes are not fundamentally different from other advance receipts, so a liability is recognized until the taxable event occurs. When the taxable event occurs, the liability is discharged and revenue is recognized.

Measurement of Assets Arising from Taxation Transactions

~~64~~56. Paragraph 31~~42~~ requires that assets arising from taxation transactions be measured at their fair value as at the date of acquisition. Assets arising from taxation transactions are measured at the best estimate of the inflow of resources to the entity. Reporting entities will develop accounting policies for the measurement of assets arising from taxation transactions that conform with the requirements of paragraph 31~~42~~. The accounting policies for estimating these assets will take account of both the probability that the resources arising from taxation transactions will flow to the government, and the fair value of the resultant assets.

65-57. Where there is a separation between the timing of the taxable event and collection of taxes, public sector entities may reliably measure assets arising from taxation transactions by using, for example, statistical models based on the history of collecting the particular tax in prior periods. These models will include consideration of the timing of cash receipts from taxpayers, declarations made by taxpayers, and the relationship of taxation receivable to other events in the economy. Measurement models will also take account of other factors such as:

- (a) The tax law allowing taxpayers a longer period to file returns than the government is permitted for publishing general purpose financial statements;
- (b) Taxpayers failing to file returns on a timely basis;
- (c) Valuing non-monetary assets for tax assessment purposes;
- (d) Complexities in tax law requiring extended periods for assessing taxes due from certain taxpayers;
- (e) The potential that the financial and political costs of rigorously enforcing the tax laws and collecting all the taxes legally due to the government may outweigh the benefits received;
- (f) The tax law permitting taxpayers to defer payment of some taxes; and
- (g) A variety of circumstances particular to individual taxes and jurisdictions.

66-58. Measuring assets and revenue arising from taxation transactions using statistical models may result in the actual amount of assets and revenue recognized being different from the amounts determined in subsequent reporting periods as being due from taxpayers in respect of the current reporting period. Revisions to estimates are made in accordance with IPSAS 3, *Accounting Policies, Changes in Accounting Estimates and Errors*.

67-59. In some cases, the assets arising from taxation transactions and the related revenue cannot be reliably measured until sometime after the taxable event occurs. This may occur if a tax base is volatile and reliable estimation is not possible. In many cases, the assets and revenue may be recognized in the period subsequent to the occurrence of the taxable event. However, there are exceptional circumstances when several reporting periods will pass before a taxable event results in an inflow of resources embodying future economic benefits or service potential that meets the definition of an asset and satisfies the criteria for recognition as an asset. For example, it may take several years to determine and reliably measure the amount of death duty due in respect of a large deceased estate because it includes a number of valuable antiques and artworks, which require specialist valuations. Consequently the recognition criteria may not be satisfied until payment is received or receivable.

Measurement of Taxes with Long Collection Periods

[PLACEHOLDER FOR TEXT ON MEASUREMENT OF TAXES WITH LONG COLLECTION PERIODS]

Non-Contractual Receivables

[PLACEHOLDER FOR TEXT ON INITIAL AND SUBSEQUENT MEASUREMENT OF NON-CONTRACTUAL RECEIVABLES]

Expenses Paid Through the Tax System and Tax Expenditures

68-60. Taxation revenue shall be determined at a gross amount. It shall not be reduced for expenses paid through the tax system.

69.61. In some jurisdictions, the government uses the tax system as a convenient method of paying to taxpayers benefits that would otherwise be paid using another payment method, such as writing a check, directly depositing the amount in a taxpayer's bank account, or settling another account on behalf of the taxpayer. For example, a government may pay part of residents' health insurance premiums, to encourage the uptake of such insurance, either by reducing the individual's tax liability, making a payment by check, or by paying an amount directly to the insurance company. In these cases, the amount is payable irrespective of whether the individual pays taxes. Consequently, this amount is an expense of the government and should be recognized separately in the statement of financial performance. Tax revenue should be increased for the amount of any of these expenses paid through the tax system.

70.62. Taxation revenue shall not be grossed up for the amount of tax expenditures.

71.63. In most jurisdictions, governments use the tax system to encourage certain financial behavior and discourage other behavior. For example, in some jurisdictions, homeowners are permitted to deduct mortgage interest and property taxes from their gross income when calculating tax-assessable income. These types of concessions are available only to taxpayers. If an entity (including a natural person) does not pay tax, it cannot access the concession. These types of concessions are called tax expenditures. Tax expenditures are foregone revenue, not expenses, and do not give rise to inflows or outflows of resources – that is, they do not give rise to assets, liabilities, revenue, or expenses of the taxing government.

72.64. The key distinction between expenses paid through the tax system and tax expenditures is that, for expenses paid through the tax system, the amount is available to recipients irrespective of whether they pay taxes, or use a particular mechanism to pay their taxes. IPSAS 1 prohibits the offsetting of items of revenue and expense unless permitted by another standard. The offsetting of tax revenue and expenses paid through the tax system is not permitted.

Transfers

73.65. Subject to paragraph 8798, an entity shall recognize an asset in respect of transfers when the transferred resources meet the definition of an asset and satisfy the criteria for recognition as an asset.

74.66. Transfers include grants, debt forgiveness, fines, bequests, gifts, donations, and goods and services in-kind. All these items have the common attribute that they transfer resources from one entity to another without ~~providing approximately equal value in exchange~~ requiring a transfer of distinct goods or services to the resource transfer provider or a third-party beneficiary in return, and are not taxes as defined in this [draft] Standard.

75.67. Transfers satisfy the definition of an asset when the entity controls the resources as a result of a past event (the transfer), and expects to receive future economic benefits or service potential from those resources. Transfers satisfy the criteria for recognition as an asset when it is probable that the inflow of resources will occur, and their fair value can be reliably measured. In certain circumstances, such as when a creditor forgives a liability, a decrease in the carrying amount of a previously recognized liability may arise. In these cases, instead of recognizing an asset as a result of the transfer, the entity decreases the carrying amount of the liability.

76.68. An entity obtains control of transferred resources either when the resources have been transferred to the entity, or the entity has an enforceable claim against the transferor. Many arrangements to transfer resources become binding on all parties before the transfer of resources takes place.

However, sometimes one entity promises to transfer resources, but fails to do so. Consequently only when (a) a claim is enforceable, and (b) the entity assesses that it is probable that the inflow of resources will occur, will assets, liabilities, and/or revenue be recognized. Until that time, the entity cannot exclude or regulate the access of third parties to the benefits of the resources proposed for transfer.

~~77-69.~~ Transfers of resources that satisfy the definition of contributions from owners will not give rise to revenue. Agreements (a) that specify that the entity providing resources is entitled to distributions of future economic benefits or service potential during the recipient entity's life, or distribution of any excess of assets over liabilities in the event that the recipient entity is wound up, or (b) that specify that the entity providing resources acquires a financial interest in the recipient entity that can be sold, exchanged, transferred, or redeemed, are, in substance, agreements to make a contribution from owners.

~~78-70.~~ Transfers satisfy the definition of ~~non-exchange~~ transactions without performance obligations because the transferor provides resources to the recipient entity without ~~the requiring the~~ recipient entity ~~providing approximately equal value directly in exchange to transfer distinct goods or services to the transferor or a third-party beneficiary~~. If an agreement stipulates that the recipient entity is to ~~provide approximately equal value in exchange to transfer distinct goods or services to the transferor or a third-party beneficiary~~, the agreement is not a transfer agreement, but a ~~contract-binding arrangement with performance obligations for an exchange transaction~~ that should be accounted for under IPSAS 9 ED 70.

~~79-71.~~ An entity analyzes all stipulations contained in transfer agreements to determine if it incurs a liability when it accepts transferred resources. [MAY NEED TO AMEND RE ENFORCEABLE ACTIONS AND ELIGIBLE EXPENDITURE DEPENDING ON BOARD DECISIONS]

Measurement of Transferred Assets

~~80-72.~~ As required by paragraph 31~~42~~, transferred assets are measured at their fair value as at the date of acquisition. Entities develop accounting policies for the recognition and measurement of assets that are consistent with IPSASs. As noted previously, inventories, property, plant, equipment, or investment property acquired through ~~non-exchange~~ transactions without performance obligations are to be initially measured at their fair value as at the date of acquisition, in accordance with the requirements of IPSAS 12, IPSAS 16, and IPSAS 17. Financial instruments, including cash and transfers receivable that satisfy the definition of a financial instrument, and other assets, will also be measured at fair value as at the date of acquisition in accordance with paragraph 31~~42~~ and the appropriate accounting policy.

Debt Forgiveness and Assumption of Liabilities

~~81-73.~~ Lenders will sometimes waive their right to collect a debt owed by a public sector entity, effectively canceling the debt. For example, a national government may cancel a loan owed by a local government. In such circumstances, the local government recognizes an increase in net assets because a liability it previously recognized is extinguished.

~~82-74.~~ Entities recognize revenue in respect of debt forgiveness when the former debt no longer meets the definition of a liability or satisfies the criteria for recognition as a liability, provided that the debt forgiveness does not satisfy the definition of a contribution from owners.

[83.75.](#) Where a controlling entity forgives debt owed by a wholly owned controlled entity, or assumes its liabilities, the transaction may be a contribution from owners, as described in paragraphs [2237](#)–[2338](#).

[84.76.](#) Revenue arising from debt forgiveness is measured at the carrying amount of the debt forgiven.

Capital Grants

[\[PLACEHOLDER TO TEXT ON ACCOUNTING FOR CAPITAL GRANTS\]](#)

Fines

[85.77.](#) Fines are economic benefits or service potential received or receivable by a public sector entity, from an individual or other entity, as determined by a court or other law enforcement body, as a consequence of the individual or other entity breaching the requirements of laws or regulations. In some jurisdictions, law enforcement officials are able to impose fines on individuals considered to have breached the law. In these cases, the individual will normally have the choice of paying the fine, or going to court to defend the matter. Where a defendant reaches an agreement with a prosecutor that includes the payment of a penalty instead of being tried in court, the payment is recognized as a fine.

[86.78.](#) Fines normally require an entity to transfer a fixed amount of cash to the government, and do not impose on the government any obligations which may be recognized as a liability. As such, fines are recognized as revenue when the receivable meets the definition of an asset and satisfies the criteria for recognition as an asset set out in paragraph [1634](#). As noted in paragraph [842](#), where an entity collects fines in the capacity of an agent, the fine will not be revenue of the collecting entity. Assets arising from fines are measured at the best estimate of the inflow of resources to the entity.

Bequests

[87.79.](#) A bequest is a transfer made according to the provisions of a deceased person's will. The past event giving rise to the control of resources embodying future economic benefits or service potential for a bequest occurs when the entity has an enforceable claim, for example on the death of the testator, or the granting of probate, depending on the laws of the jurisdiction.

[88.80.](#) Bequests that satisfy the definition of an asset are recognized as assets and revenue when it is probable that the future economic benefits or service potential will flow to the entity, and the fair value of the assets can be measured reliably. Determining the probability of an inflow of future economic benefits or service potential may be problematic if a period of time elapses between the death of the testator and the entity receiving any assets. The entity will need to determine if the deceased person's estate is sufficient to meet all claims on it, and satisfy all bequests. If the will is disputed, this will also affect the probability of assets flowing to the entity.

[89.81.](#) The fair value of bequeathed assets is determined in the same manner as for gifts and donations, as is described in paragraph [8697](#). In jurisdictions where deceased estates are subject to taxation, the tax authority may already have determined the fair value of the asset bequeathed to the entity, and this amount may be available to the entity. Bequests are measured at the fair value of the resources received or receivable.

Gifts and Donations, including Goods In-kind

[90.82.](#) Gifts and donations are voluntary transfers of assets, including cash or other monetary assets, goods in-kind, and services in-kind that one entity makes to another, normally free from stipulations.

The transferor may be an entity or an individual. For gifts and donations of cash or other monetary assets and goods in-kind, the past event giving rise to the control of resources embodying future economic benefits or service potential is normally the receipt of the gift or donation. Recognition of gifts or donations of services in-kind are addressed in paragraphs 87~~98~~–92~~103~~ below.

~~91.83.~~ Goods in-kind are tangible assets transferred to an entity in a ~~non-exchange~~ transaction without performance obligations, and without charge, but may be subject to ~~stipulations~~requirements. External assistance provided by multilateral or bilateral development organizations often includes a component of goods in-kind.

~~92.84.~~ Gifts and donations (other than services in-kind) are recognized as assets and revenue when it is probable that the future economic benefits or service potential will flow to the entity and the fair value of the assets can be measured reliably. With gifts and donations, the making of the gift or donation and the transfer of legal title are often simultaneous; in such circumstances, there is no doubt as to the future economic benefits flowing to the entity.

~~93.85.~~ Goods in-kind are recognized as assets when the goods are received, or there is a binding arrangement to receive the goods. If goods in-kind are received without conditions attached, revenue is recognized immediately. If conditions are attached, a liability is recognized, which is reduced and revenue recognized as the conditions are satisfied.

~~94.86.~~ On initial recognition, gifts and donations including goods in-kind are measured at their fair value as at the date of acquisition, which may be ascertained by reference to an active market, or by appraisal. An appraisal of the value of an asset is normally undertaken by a member of the valuation profession who holds a recognized and relevant professional qualification. For many assets, the fair value will be readily ascertainable by reference to quoted prices in an active and liquid market. For example, current market prices can usually be obtained for land, non-specialized buildings, motor vehicles and many types of plant and equipment.

Services In-kind [NEEDS TO BE UPDATED]

~~95.87.~~ **An entity may, but is not required to, recognize services in-kind as revenue and as an asset.**

~~96.88.~~ Services in-kind are services provided by individuals to public sector entities in a ~~non-exchange~~ transaction without performance obligations. These services meet the definition of an asset because the entity controls a resource from which future economic benefits or service potential are expected to flow to the entity. These assets are, however, immediately consumed, and a transaction of equal value is also recognized to reflect the consumption of these services in-kind. For example, a public school that receives volunteer services from teachers' aides, the fair value of which can be reliably measured, may recognize an increase in an asset and revenue, and a decrease in an asset and an expense. In many cases, the entity will recognize an expense for the consumption of services in-kind. However, services in-kind may also be utilized to construct an asset, in which case the amount recognized in respect of services in-kind is included in the cost of the asset being constructed.

~~97.89.~~ Public sector entities may be recipients of services in-kind under voluntary or non-voluntary schemes operated in the public interest. For example:

- (a) Technical assistance from other governments or international organizations;
- (b) Persons convicted of offenses may be required to perform community service for a public sector entity;
- (c) Public hospitals may receive the services of volunteers;

- (d) Public schools may receive voluntary services from parents as teachers' aides or as board members; and
- (e) Local governments may receive the services of volunteer fire fighters.

~~98-90.~~ Some services in-kind do not meet the definition of an asset because the entity has insufficient control over the services provided. In other circumstances, the entity may have control over the services in-kind, but may not be able to measure them reliably, and thus they fail to satisfy the criteria for recognition as an asset. Entities may, however, be able to measure the fair value of certain services in-kind, such as professional or other services in-kind that are otherwise readily available in the national or international marketplace. When determining the fair value of the types of services in-kind described in paragraph 89~~400~~, the entity may conclude that the value of the services is not material. In many instances, services in-kind are rendered by persons with little or no training, and are fundamentally different from the services the entity would acquire if the services in-kind were not available.

~~99-91.~~ Due to the many uncertainties surrounding services in-kind, including the ability to exercise control over the services, and measuring the fair value of the services, this [\[draft\]](#) Standard does not require the recognition of services in-kind. Paragraph 99~~408~~, however, encourages the disclosure of the nature and type of services in-kind received during the reporting period. As for all disclosures, disclosures relating to services in-kind are only made if they are material. For some public sector entities, the services provided by volunteers are not material in amount, but may be material by nature.

~~400-92.~~ In developing an accounting policy addressing a class of services in-kind, various factors would be considered, including the effects of those services in-kind on the financial position, performance, and cash flows of the entity. The extent to which an entity is dependent on a class of services in-kind to meet its objectives, may influence the accounting policy an entity develops regarding the recognition of assets. For example, an entity that is dependent on a class of services in-kind to meet its objectives, may be more likely to recognize those services in-kind that meet the definition of an asset and satisfy the criteria for recognition. In determining whether to recognize a class of services in-kind, the practices of similar entities operating in a similar environment are also considered.

Pledges

~~401-93.~~ Pledges are unenforceable undertakings to transfer assets to the recipient entity. Pledges do not meet the definition of an asset, because the recipient entity is unable to control the access of the transferor to the future economic benefits or service potential embodied in the item pledged. Entities do not recognize pledged items as assets or revenue. If the pledged item is subsequently transferred to the recipient entity, it is recognized as a gift or donation, in accordance with paragraphs 82~~93~~–86~~97~~ above. Pledges may warrant disclosure as contingent assets under the requirements of IPSAS 19.

Advance Receipts of Transfers

~~402-94.~~ Where an entity receives resources before a transfer arrangement becomes binding, the resources are recognized as an asset when they meet the definition of an asset and satisfy the criteria for recognition as an asset. The entity will also recognize an advance receipt liability if the transfer arrangement is not yet binding. Advance receipts in respect of transfers are not fundamentally different from other advance receipts, so a liability is recognized until the event that makes the transfer arrangement binding occurs, and all other conditions under the agreement are fulfilled. When that

event occurs and all other conditions under the agreement are fulfilled, the liability is discharged and revenue is recognized.

Concessionary Loans

105A. Concessionary loans are loans received by an entity at below market terms. The portion of the loan that is repayable, along with any interest payments, is ~~an exchange transaction and is~~ accounted for in accordance with IPSAS [2941](#), *Financial Instruments: Recognition and Measurement*. An entity considers whether any difference between the transaction price (loan proceeds) and the fair value of the loan on initial recognition (see IPSAS [2941](#)) is ~~non-exchange revenue~~ without performance obligations that should be accounted for in accordance with this [\[draft\]](#) Standard.

[95.](#) 105B. Where an entity determines that the difference between the transaction price (loan proceeds) and the fair value of the loan on initial recognition is ~~non-exchange revenue~~ without performance obligations, an entity recognizes the difference as revenue, except if a present obligation exists, e.g., where specific conditions imposed on the transferred assets by the recipient result in a present obligation. Where a present obligation exists, it is recognized as a liability. As the entity satisfies the present obligation, the liability is reduced and an equal amount of revenue is recognized. [\[MAY NEED TO AMEND RE ENFORCEABLE ACTIONS AND ELIGIBLE EXPENDITURE DEPENDING ON BOARD DECISIONS\]](#)

Disclosures

~~103.~~[96.](#) An entity shall disclose either on the face of, or in the notes to, the general purpose financial statements:

(a) The amount of revenue from ~~non-exchange~~ transactions without performance obligations recognized during the period by major classes showing separately:

(i) Taxes, showing separately major classes of taxes; and

(ii) Transfers, showing separately major classes of transfer revenue.

(b) The amount of receivables recognized in respect of ~~non-exchange revenue~~revenue without performance obligations;

(c) The amount of liabilities recognized in respect of transferred assets subject to conditions;

(cA) The amount of liabilities recognized in respect of concessionary loans that are subject to conditions on transferred assets;

[97.](#) The amount of assets recognized that are subject to restrictions and the nature of those restrictions; [\[MAY NEED TO AMEND RE ENFORCEABLE ACTIONS AND ELIGIBLE EXPENDITURE DEPENDING ON BOARD DECISIONS\]](#)

~~(d)~~[\(a\)](#) The existence and amounts of any advance receipts in respect of ~~non-exchange~~ transactions without performance obligations; and

~~(e)~~[\(b\)](#) The amount of any liabilities forgiven.

~~104.~~[98.](#) An entity shall disclose in the notes to the general purpose financial statements:

(a) The accounting policies adopted for the recognition of revenue from ~~non-exchange~~ transactions without performance obligations;

- (b) For major classes of revenue from ~~non-exchange~~ transactions without performance obligations, the basis on which the fair value of inflowing resources was measured;
- (c) For major classes of taxation revenue that the entity cannot measure reliably during the period in which the taxable event occurs, information about the nature of the tax; and
- (d) The nature and type of major classes of bequests, gifts, and donations, showing separately major classes of goods in-kind received.

~~105.~~99. Entities are encouraged to disclose the nature and type of major classes of services in-kind received, including those not recognized. The extent to which an entity is dependent on a class of services in-kind will determine the disclosures it makes in respect of that class.

~~106.~~100. The disclosures required by paragraphs 96~~106~~ and 98~~107~~ assist the reporting entity to satisfy the objectives of financial reporting, as set out in IPSAS 1, which is to provide information useful for decision making, and to demonstrate the accountability of the entity for the resources entrusted to it.

~~107.~~101. Disclosure of the major classes of revenue assists users to make informed judgments about the entity's exposure to particular revenue streams.

102. Conditions and restrictions impose limits on the use of assets, which impacts the operations of the entity. Disclosure of (a) the amount of liabilities recognized in respect of conditions, and (b) the amount of assets subject to restrictions assists users in making judgments about the ability of the entity to use its assets at its own discretion. Entities are encouraged to disaggregate by class the information required to be disclosed by paragraph 96(c)~~106(e).~~ [MAY NEED TO AMEND RE ENFORCEABLE ACTIONS AND ELIGIBLE EXPENDITURE DEPENDING ON BOARD DECISIONS]

~~108.~~—

~~109.~~103. Paragraph 97(a)~~106(e)~~ requires entities to disclose the existence of advance receipts in respect of ~~non-exchange~~ transactions without performance obligations. These liabilities carry the risk that the entity will have to make a sacrifice of future economic benefits or service potential if the taxable event does not occur, or a transfer arrangement does not become binding. Disclosure of these advance receipts assists users to make judgments about the entity's future revenue and net asset position.

~~110.~~104. As noted in paragraph 57~~68~~, in many cases an entity will be able to reliably measure assets and revenue arising from taxation transactions, using, for example, statistical models. However, there may be exceptional circumstances where an entity is unable to reliably measure the assets and revenue arising until one or more reporting periods has elapsed since the taxable event occurred. In these cases, the entity makes disclosures about the nature of major classes of taxation that cannot be reliably measured, and therefore recognized, during the reporting period in which the taxable event occurs. These disclosures assist users to make informed judgments about the entity's future revenue and net asset position.

~~111.~~105. Paragraph 98(d)~~107(d)~~ requires entities to make disclosures about the nature and type of major classes of gifts, donations, and bequests it has received. These inflows of resources are received at the discretion of the transferor, which exposes the entity to the risk that, in future periods, such sources of resources may change significantly. Such disclosures assist users to make informed judgments about the entity's future revenue and net asset position.

~~112.~~^{106.} Where services in-kind meet the definition of an asset and satisfy the criteria for recognition as an asset, entities may elect to recognize these services in-kind and measure them at their fair value. Paragraph 99~~108~~ encourages an entity to make disclosures about the nature and type of all services in-kind received, whether they are recognized or not. Such disclosures may assist users to make informed judgments about (a) the contribution made by such services to the achievement of the entity's objectives during the reporting period, and (b) the entity's dependence on such services for the achievement of its objectives in the future.

Transitional Provisions

~~113.~~ ~~[Deleted]~~

~~114.~~ ~~[Deleted]~~

~~115.~~ ~~[Deleted]~~

~~116.~~ ~~[Deleted]~~

~~117.~~ ~~[Deleted]~~

~~118.~~ ~~[Deleted]~~

~~119.~~ ~~[Deleted]~~

~~120.~~ ~~[Deleted]~~

Effective Date *[TO BE REVISED]*

~~121.~~^{107.} An entity shall apply this Standard for annual financial statements covering periods beginning on or after June 30, 2008. Earlier application is encouraged. If an entity applies this Standard for periods beginning before June 30, 2008, it shall disclose that fact.

~~124A~~^{105A.} IPSAS 28 amended paragraph 37. An entity shall apply the amendment for annual financial statements covering periods beginning on or after January 1, 2013. If an entity applies IPSAS 28 for a period beginning before January 1, 2013, the amendment shall also be applied for that earlier period.

~~124B~~^{105B.} IPSAS 29 amended paragraphs 5, 10, 87, and 106, and inserted paragraphs 105A and 105B. An entity shall apply the amendments for annual financial statements covering periods beginning on or after January 1, 2013. If an entity applies IPSAS 29 for a period beginning before January 1, 2013, the amendments shall also be applied for that earlier period.

~~124C~~^{105C.} Paragraphs 116, 117, 118, 119, 120, 121, 122, 123 and 125 were amended by IPSAS 33, *First-time Adoption of Accrual Basis International Public Sector Accounting Standards (IPSASs)* issued in January 2015. An entity shall apply those amendments for annual financial statements covering periods beginning on or after January 1, 2017. Earlier application is permitted. If an entity applies IPSAS 33 for a period beginning before January 1, 2017, the amendments shall also be applied for that earlier period.

~~124D~~^{105D.} Paragraphs 3 and 4 were deleted by *The Applicability of IPSASs*, issued in April 2016. An entity shall apply those amendments for annual financial statements covering periods beginning on or after January 1, 2018. Earlier application is encouraged. If an entity applies the amendments for a period beginning before January 1, 2018, it shall disclose that fact.

~~124E~~^{105E.} Paragraphs 1, 2 and 6 were amended by IPSAS 40, *Public Sector Combinations*, issued in January 2017. An entity shall apply these amendments for annual financial statements covering periods beginning on or after January 1, 2019. Earlier application is

encouraged. If an entity applies the amendments for a period beginning before January 1, 2019 it shall disclose that fact and apply IPSAS 40 at the same time.

105F. Paragraphs 43, 105A was amended by IPSAS 41, issued in August 2018. An entity shall apply this amendment for annual financial statements covering periods beginning on or after January 1, 2022. Earlier application is encouraged. If an entity applies the amendment for a period beginning before January 1, 2022 it shall disclose that fact and apply IPSAS 41 at the same time.

105G. Paragraph 2 was amended by IPSAS 42, *Social Benefits*, issued in January 2019. An entity shall apply this amendment at the same time as it applies IPSAS 42.

122, 108. When an entity adopts the accrual basis IPSASs of accounting as defined in IPSAS 33, *First-time Adoption of Accrual Basis International Public Sector Accounting Standards (IPSASs)* for financial reporting purposes subsequent to this effective date, this Standard applies to the entity's annual financial statements covering periods beginning on or after the date of adoption of IPSASs.

Application Guidance

[Placeholder for application guidance if required](#)

[Scope](#)

[Definitions](#)

Basis for Conclusions [/TO BE REVISED/](#)

This Basis for Conclusions accompanies, but is not part of, IPSAS 23.

- BC1. This Basis for Conclusions summarizes the IPSASB's considerations in reaching the conclusions in IPSAS 23. Individual IPSASB members gave greater weight to some factors than to others. In forming their views, IPSASB members considered in depth (a) the views expressed by the Steering Committee on Non-Exchange Revenue in the Invitation to Comment (ITC), *Revenue from Non-Exchange Transactions (Including Taxes and Transfers)*, issued in January 2004, (b) the views expressed by constituents who responded to the consultation on that ITC, and (c) the views of respondents to Exposure Draft (ED) 29, *Revenue from Non-Exchange Transactions (Including Taxes and Transfers)*.
- BC2. In developing this IPSAS, the IPSASB considered the provisions of relevant IFRSs issued by the IASB, in particular International Accounting Standards (IAS) 20, *Accounting for Government Grants and Disclosure of Government Assistance*, and IAS 41, *Agriculture*.
- BC3. The IPSASB is cognizant of the project being undertaken by the IASB on revenue recognition and also the IASB's ED Proposed Amendments to IAS 37, *Provisions, Contingent Liabilities and Contingent Assets*. The IPSASB will continue to monitor these projects and, at an appropriate time, consider implications of any changes to IFRSs for IPSASs and IPSASB projects. However, the IPSASB does not consider it appropriate to preempt the outcome of the IASB's due process and anticipate changes to IFRSs. In addition, given the significance of non-exchange revenue to many public sector entities, the IPSASB does not consider that it would be appropriate to defer issuance of this IPSAS pending the outcome of IASB projects.

Background

- BC4. Governments and many other public sector entities derive the majority of their revenue from non-exchange transactions. These transactions include, principally, taxation, but also transfers. This IPSAS addresses these types of transactions from the perspective of a public sector entity.
- BC5. In 2002, the IPSASB (then the PSC) initiated a project to develop an IPSAS for the recognition and measurement of revenue from non-exchange transactions (including taxes and transfers). The IPSASB established a Steering Committee to develop an ITC to consider the issues related to this issue and make initial recommendations. The Steering Committee was comprised of public sector financial reporting experts from a variety of countries, and was chaired by an IPSASB member. An ITC was published in January 2004, with comments requested by June 30, 2004. Fifty-one comments were received. In November 2004, the IPSASB analyzed those comments and began drafting ED 29, which was published in January 2006, with a request for comments by June 30, 2006.
- BC6. In November 2006, the IPSASB undertook an in-depth analysis of the responses to ED 29 and prepared this IPSAS and approved it for issue.

Approach

- BC7. This Standard establishes broad principles for the recognition of revenue from non-exchange transactions, and provides guidance on the application of those principles to the major sources of revenue for governments and other public sector entities. In developing this Standard, the IPSASB considered whether to adopt an approach that focused on the development of requirements for accounting for revenue arising from a range of specific types of non-exchange transactions. However, the IPSASB noted and agreed with the views of the Steering Committee that such an approach brings with it consequent risks that the resultant Standard would not provide comprehensive guidance for all revenue from non-exchange transactions. The IPSASB is of the view that the approach adopted in this Standard ensures that appropriate broad principles for the recognition of revenue from non-exchange transactions are established and can be applied to all revenue from non-exchange transactions.

Entity Combinations

- BC8. When issued, this Standard did not specify whether entity combinations resulting from non-exchange

transactions will give rise to revenue. This was because the IPSASB had not considered the financial reporting of entity combinations in the public sector, including the applicability of IFRS 3, *Business Combinations*, to public sector entities.

- BC8A. Subsequently, the IPSASB issued IPSAS 40, *Public Sector Combinations*. IPSAS 40 specifies the accounting for public sector combinations, including the treatment for any gains or losses. Public sector combinations are, therefore, excluded from the scope of this Standard.

Monetary and Non-monetary Assets

- BC9. This Standard does not establish different requirements in respect of revenue received or receivable as monetary assets and revenue received or receivable as non-monetary assets. The IPSASB is of the view that while non-monetary assets raise additional measurement concerns, they do not, of themselves, justify different financial reporting treatments.

Enforceability of Stipulations

- BC10. This Standard defines stipulations, conditions, and restrictions as terms in a transfer agreement or legislation or other binding arrangements imposed upon the use of transferred assets. The Standard reflects the view that stipulations, conditions, and restrictions must be enforceable to be effective. The ITC and ED 29 also reflected the principle that stipulations imposed on the use of transferred assets are contained in laws, regulations, or other binding arrangements, and are by definition enforceable. The IPSASB considers that this principle is necessary to prevent the inappropriate deferment of revenue recognition, or the disclosure of restrictions that have no substance.

Stipulations—Conditions

- BC11. This Standard requires that where the transfer of an asset imposes a condition on the recipient, the recipient should recognize a liability in respect of the transfer on initial recognition of the asset. This is because the recipient is unable to avoid an outflow of resources, as it is required to consume the future economic benefits or service potential embodied in the transferred asset in the delivery of particular goods or services to third parties as specified, or else to return to the transferor future economic benefits or service potential. Depending on the nature of the condition, it may be fulfilled progressively, permitting the entity to reduce the amount of the liability and recognize revenue progressively, or it may only be fulfilled on the occurrence of a particular future event, in which case the entity eliminates the liability and recognizes revenue when that event occurs.
- BC12. Some are of the view that a liability should be recognized only when it is probable that conditions attaching to the inflow of resources will not be satisfied, and that future economic benefits or service potential will be required to be returned to the transferor. The IPSASB rejected this proposal, because it could result in entities recognizing revenue prematurely, because the entity would recognize the full fair value of the asset as revenue when it initially gains control of the asset, notwithstanding the outflow of resources necessary to satisfy the condition. The financial statements would not, therefore, recognize the present obligation to fulfill the condition imposed by the transfer or return future economic benefits or service potential to the transferor.

Stipulations—Restrictions

- BC13. This Standard does not permit entities to recognize a liability in respect of a restriction when the transferred asset is initially recognized. This is because, as defined in this Standard, restrictions do not of themselves impose a present obligation upon the recipient entity to sacrifice future economic benefits or service potential to satisfy the restriction. A breach of a restriction may ultimately lead to a penalty, such as a fine, being imposed upon the recipient entity; however, such a penalty is the result of enforcement procedures resulting from the breach, not from the initial recognition of the asset.

Transactions with Exchange and Non-Exchange Components

- BC14. This Standard notes that a single transaction can have two components, an exchange component and a non-exchange component. In these cases, the IPSASB is of the view that the transaction's component parts should be distinguished and recognized separately. Distinguishing the component parts enhances the transparency

of financial statements and satisfies the qualitative characteristic of reporting the substance of transactions.

Contributions from Owners

BC15. This Standard identifies examples of some types of documentation that may evidence contributions from owners in the public sector (paragraph 38). Many public sector entities receive inflows of resources from entities that control them, own them, or are members of them. In certain circumstances, the inflow of resources will be designated as a contribution from owners. Notwithstanding the documentation that evidences the form of the inflow of resources or its designation by a controlling entity, this Standard reflects the view that for an inflow of resources to be classified as a contribution from owners, the substance of the transaction must be consistent with that classification.

Measurement of Assets

BC16. This Standard requires that assets acquired through non-exchange transactions be initially measured at their fair value as at the date of acquisition. The IPSASB is of the view that this is appropriate to reflect the substance of the transaction and its consequences for the recipient. In an exchange transaction, the cost of acquisition is a measure of the fair value of the asset acquired. However, by definition, in a non-exchange transaction the consideration provided for the acquisition of an asset is not approximately equal to the fair value of the asset acquired. Fair value most faithfully represents the actual value the public sector entity accrues as a result of the transaction. Initial measurement of assets acquired through non-exchange transactions at their fair value is consistent with the approach taken in IPSAS 16, *Investment Property*, and IPSAS 17, *Property, Plant, and Equipment*, for assets acquired at no cost or for a nominal cost. The IPSASB has made consequential amendments to IPSAS 12, *Inventories*, and IPSAS 16 and IPSAS 17 to fully align those IPSASs with the requirements of this Standard.

Entity Bank Accounts

BC17. This Standard assumes the requirement that all money deposited in a bank account of an entity satisfies the definition of an asset and meets the criteria for recognition of an asset of the entity. The IPSASB established this principle in paragraphs 1.2.6 and 1.2.7 of the Cash Basis IPSAS, *Financial Reporting under the Cash Basis of Accounting*. The Standard also requires the recognition of a liability in respect of any amount the reporting entity has collected and deposited in its own bank account while acting as an agent of another entity.

Measurement of Liabilities

BC18. This Standard requires that where an entity recognizes a liability in respect of an inflow of resources, that liability will initially be measured as the best estimate of the amount required to settle the obligation at the reporting date. This measurement basis is consistent with IPSAS 19. The IPSASB is also cognizant of the amendments proposed for IAS 37 (to be retitled *Non-financial Liabilities*), on which IPSAS 19 is based, and will monitor, and in due course consider, its response to any developments in IAS 37.

Taxable Event

BC19. This Standard defines a taxable event as the past event that the government, legislature, or other authority has determined to be subject to taxation. The Standard notes that this is the earliest possible time to recognize assets and revenue arising from a taxation transaction, and is the point at which the past event that gives rise to control of the asset occurs. The IPSASB considered an alternative view that an entity only gains control of resources arising from taxation when those resources are received. While recognizing that there can be difficulties in reliably measuring certain taxation streams, the IPSASB rejected such an approach as inappropriate for the accrual basis of financial reporting.

Advance Receipts

BC20. This Standard requires an entity that receives resources in advance of the taxable event, or of a transfer arrangement becoming enforceable, to recognize an asset and a liability of an equivalent amount. This is consistent with the principles of accrual accounting to recognize revenue in the period in which the

underlying event that gives rise to the revenue occurs. In the event that the taxable event did not occur, or the transfer arrangement did not become enforceable, the entity may need to return part or all of the resources. Some are of the view that, where resources are received in advance of the taxable event, an entity should only recognize a liability where it considers it probable that there will be a subsequent outflow of resources. The IPSASB supports the view that revenue should not be recognized until the taxable event occurs, and extends the principle to transfers, so that where resources are received prior to a transfer arrangement becoming binding, the entity recognizes an asset and a liability for the advance receipt.

Expenses Paid Through the Tax System and Tax Expenditures

- BC21. This Standard requires that expenses paid through the tax system be distinguished from tax expenditures, and that the former should be recognized separately from revenue in the general purpose financial statements. This is because, as defined in this Standard, expenses paid through the tax system satisfy the definition of expenses and, according to the principles established in IPSAS 1, offsetting of expenses against revenue is not permitted. As defined in this Standard, tax expenditures are one of the many factors used to determine the amount of tax revenue received or receivable and are not recognized separately from revenue. The IPSASB is of the view that this treatment is consistent with the principles established in this Standard.
- BC22. The treatment prescribed in this Standard for expenses paid through the tax system is different to that currently prescribed by the Organization for Economic Co-operation and Development (OECD) for member country statistical returns. The OECD currently requires tax revenue to be shown net of expenses paid through the tax system (or non-wastable tax credits) to the extent that an individual taxpayer's liability for tax is reduced to zero, payments to a taxpayer are shown as expenses.¹ The IPSASB is of the view that the current OECD treatment does not conform to the conceptual principles underpinning the IPSASs and the IPSAS 1 requirement not to offset items of revenue and expense. The statistical financial reporting frameworks are currently under review; in particular, a new edition of the United Nations' *System of National Accounts* is currently under development and is due to be published in 2008. The revised framework may revise the current reporting requirement in respect to tax credits. Revision of the *System of National Accounts* often precedes revisions to other statistical frameworks.

The Tax Gap

- BC23. For some taxes, reporting entities will be aware that the amount the government is entitled to collect under the tax law is higher than the amount that will be collected, but will not be able to reliably measure the amount of this difference. The amount collected is lower due to the underground economy (or black market), fraud, evasion, noncompliance with the tax law, and error. The difference between what is legally due under the law and what the government will be able to collect is referred to as the tax gap. Amounts previously included in tax revenue that are determined as not collectible do not constitute part of the tax gap.
- BC24. The IPSASB is of the view that the tax gap does not meet the definition of an asset, as it is not expected that resources will flow to the government in respect of these amounts. Consequently, assets, liabilities, revenue, or expenses will not be recognized in respect of the tax gap.

Services In-kind

- BC25. This Standard permits, but does not require, recognition of services in kind. This Standard takes the view that many services in-kind do meet the definition of an asset and should, in principle, be recognized. In such cases there may, however, be difficulties in obtaining reliable measurements. In other cases, services in-kind do not meet the definition of an asset because the reporting entity has insufficient control of the services provided. The IPSASB concluded that due to difficulties related to measurement and control, recognition of services in-kind should be permitted but not required.

¹ OECD, Revenue Statistics (Paris: OECD, 2000): p. 267, §20-21.

Compulsory Contributions to Social Security Schemes

BC26. This Standard does not exclude from its scope compulsory contributions to social security schemes that are non-exchange transactions. There are a variety of different arrangements for funding social security schemes in different jurisdictions. At the time that IPSAS 23 was developed, the IPSASB considered that whether or not compulsory contributions to social security schemes give rise to exchange or non-exchange transactions depends on the particular arrangements of a given scheme, and professional judgment is exercised to determine whether the contributions to a social security scheme are recognized in accordance with the principles established in this Standard, or in accordance with principles established in international or national standards addressing such schemes.

BC26A. The IPSASB reconsidered this issue in developing IPSAS 42, *Social Benefits*. The IPSASB concluded that such contributions are non-exchange transactions, and should be accounted for in accordance with this Standard. The one exception to this is where an entity elects to account for a social benefit scheme using the insurance approach. The insurance approach takes into account both cash inflows and cash outflows, and hence contributions to a social benefit scheme accounted for under the insurance approach are not accounted for a revenue under this Standard.

Revision of IPSAS 23 as a result of the IPSASB's *The Applicability of IPSASs*, issued in April 2016

BC27. The IPSASB issued *The Applicability of IPSASs* in April 2016. This pronouncement amends references in all IPSASs as follows:

- (a) Removes the standard paragraphs about the applicability of IPSASs to “public sector entities other than GBEs” from the scope section of each Standard;
- (b) Replaces the term “GBE” with the term “commercial public sector entities”, where appropriate; and
- (c) Amends paragraph 10 of the *Preface to International Public Sector Accounting Standards* by providing a positive description of public sector entities for which IPSASs are designed.

The reasons for these changes are set out in the Basis for Conclusions to IPSAS 1.

Implementation Guidance [TO BE REVISED]

This guidance accompanies, but is not part of, IPSAS 23.

Measurement, Recognition, and Disclosure of Revenue from Non-Exchange Transactions

Income Tax (paragraph 65)

- IG1. A national government (reporting entity) imposes a 25 percent tax on personal income earned within the country. Employers are required to withhold taxes from payroll and remit withholdings on a monthly basis. Individuals with significant non-salary (for example, investment) income are required to make estimated tax payments on a quarterly basis. In addition, individuals must file a tax return with the taxation department by April 15 of the year following the tax year (calendar year), and must pay the remaining tax owed (or claim a refund) at that time. The government's reporting period ends on June 30.
- IG2. The government controls a resource – income tax receivable – when the taxable event occurs, which is the earning of assessable income by taxpayers. At the end of the reporting period, the government recognizes assets and revenue in respect of personal income tax on the income earned during the reporting period, to the extent that it can reliably measure it. Assets and revenue will also be recognized in respect of income taxes on income earned in prior periods, but which did not meet the definition of, or satisfy the criteria for recognition as, an asset until the current reporting period.

Measurement of Taxation Revenue (paragraphs 67–70)

- IG3. A national government (reporting entity) levies income tax on the personal income of all persons earning income within its jurisdiction. The tax was first levied some seventy years before the current reporting period, and taxation statistics are available for the entire seventy-year period. The tax year and the reporting period are January 1 to December 31. Taxpayers have until April 30 each year to file their tax return, and until June 30 to pay any outstanding taxes. The government is required by legislation to present audited consolidated general purpose financial statements to the legislature no later than March 31.
- IG4. Income tax revenue should be recognized in the reporting period in which the taxable event occurred, that is, the earning of taxable income. As the tax administration system does not enable the government to directly measure income tax receivable until after its general purpose financial statements are issued, the government develops a model to indirectly measure income taxation revenue receivable. The government uses the income tax collection history it has in the taxation statistics, which it compares to other observable phenomena to develop a reliable model. Other phenomena can include other economic statistics, such as gross domestic product, financial phenomena such as income tax installments deducted by employers, sales tax collections (if it levies such a tax), and banking statistics collected by the central bank. This government may enlist the assistance of econometricians in developing the model, and the external auditor tests the validity of the model in accordance with international and national auditing standards.
- IG5. The model enables the reporting entity to reliably measure the assets and revenue accruing to it during the reporting period, which are then recognized and disclosed in the general purpose financial statements. The notes to the general purpose financial statements disclose the accounting policies, including the basis of measurement of income tax revenue. In these circumstances, estimates of tax revenue for one reporting period may be revised in a subsequent period. Changes in estimates are recognized prospectively in accordance with IPSAS 3.

Value Added Tax (paragraph 65)¹

- IG6. A national government (reporting entity) imposes a value-added tax (VAT) on all businesses. The tax is 15

¹ Some jurisdictions use the terms Value Added Tax (VAT) and Goods and Services Tax (GST)

interchangeably.

percent of the value added and is collected by merchants from customers (taxpayers) at the time of sale. Large and medium-sized businesses are required to submit VAT returns electronically to the tax department on a weekly basis; however, small businesses are permitted to submit VAT returns manually on a quarterly basis.

- IG7. The government controls a resource – VAT receivable – when the taxable event occurs, which is the undertaking of taxable activity, that is, the sale of value-added goods or services, during the reporting period. The government recognizes assets and revenue in the general purpose financial statements of the reporting period in which the taxable activity takes place, or later, as soon as it can reliably measure the tax receivable. In many circumstances, the taxation return period will not coincide with the reporting period. In these circumstances, estimates of tax revenue for the reporting period may be revised in a subsequent period. Changes in estimates are recognized prospectively in accordance with IPSAS 3.

Goods and Services Tax (paragraph 65)

- IG8. A national government (reporting entity) imposes a goods and services tax (GST) on sales of goods and services. The tax is 10 percent of the value of goods and services sold. Most sellers of goods and services are required to electronically submit GST returns to the tax department on a weekly basis. However, small businesses are permitted to manually submit GST returns on a quarterly basis.
- IG9. The government controls a resource – GST receivable – when the taxable event occurs, which is the sale of taxable goods and services during the reporting period. The government recognizes assets and revenue in the general purpose financial statements of the reporting period in which the sales and purchases take place or, if the tax receivable cannot be reliably measured as at the end of the reporting period, later, as soon as it can reliably measure the tax receivable.

Customs Duty (paragraph 65)

- IG10. A national government (reporting entity) imposes customs duty on all imports of goods. The duties vary depending on the type of goods imported, and are set at levels to ensure that domestically produced goods are cheaper in the retail market. Imported goods are held in bonded warehouses until the importer pays the duty. Importers are required to make import declarations to the customs department and pay the duty immediately. Most importers submit these declarations electronically before the goods arrive, and make electronic funds transfers to the customs department when the goods are unloaded from ships or aircraft, or as trains or trucks pass the customs boundary.
- IG11. The government controls a resource – duty receivable – when the taxable event occurs, which is the movement of goods across the customs boundary. The government recognizes assets and revenue in the general purpose financial statements of the reporting period in which the goods move across the boundary, or later, as soon as it can reliably measure the duty receivable.

Death Duties (paragraph 65)

- IG12. A national government (reporting entity) imposes death duties of 40 percent on all estates valued at more than 500,000 currency units (CU). Medical practitioners and funeral directors are required to notify the tax department of all deaths. An assessor then makes an interim valuation of the estate to determine whether duty will be payable. Executors of estates are required to file an inventory of the estate with the tax department, which values the estate and determines the duty due from the estate. Probate cannot be granted until all duty is paid. Due to complexities in testamentary law and frequent appeals of valuations, it takes on average four years to settle estates and collect the duty due.
- IG13. The government controls a resource – death duties receivable – when the taxable event occurs, which is the death of a person owning taxable property. The government recognizes assets and revenue in the general purpose financial statements of the reporting period in which the person dies, or later, as soon as it can reliably measure the assets.

Property Tax (paragraph 65)

- IG14. A local government (reporting entity) levies a tax of one percent of the assessed value of all property within

its jurisdiction. The government's reporting period is July 1 to June 30. The tax is levied on July 31, with notices of assessment being sent to property owners in July, and payment due by August 31. If taxes are unpaid on that date, property owners incur penalty interest rate payments of three percent per month of the amount outstanding. The tax law permits the government to seize and sell a property to collect outstanding taxes.

- IG15. The government controls a resource – property taxes receivable – when the taxable event occurs, which is the passing of the date on which the taxes are levied, July 31. The government recognizes assets and revenue in the general purpose financial statements of the reporting period in which that date occurs.

Advance Receipts of Income Tax (paragraph 66)

- IG16. Government A (reporting entity) levies income tax on all residents within its jurisdiction. The tax period and the reporting period are January 1 to December 31. Self-employed taxpayers are required to pay an estimate of their income tax for the year by December 24 of the year immediately preceding the commencement of the tax year. The tax law sets the estimate as the amount due for the most recently completed assessment, plus one tenth, unless the taxpayer provides an explanation prior to December 24 of a lower amount (penalties apply if the taxpayer's assessment proves to be materially lower than the final amount owed). After the end of the tax period, self-employed taxpayers file their tax returns and receive refunds, or pay additional tax to the government.
- IG17. The resources received from self-employed taxpayers by December 24 are advance receipts against taxes due for the following year. The taxable event is the earning of income during the taxation period, which has not commenced. The reporting entity recognizes an increase in an asset (cash in bank) and an increase in a liability (advance receipts).

Grant to Another Level of Government for General Purposes (paragraphs 14–16, 76)

- IG18. The national government (transferor) makes a grant of CU10 million to a local government in a socioeconomically deprived area. The local government (reporting entity) is required under its constitution to undertake various social programs; however, it has insufficient resources to undertake all of these programs without assistance. There are no stipulations attached to the grant. All local governments are required to prepare and present audited general purpose financial statements.
- IG19. There are no stipulations attached to these grants, and no performance obligation, so the transfers are recognized as assets and revenue in the general purpose financial statements of the reporting period in which they are received or receivable by the local government.

Transfer with Stipulations that do not Satisfy the Definition of a Condition (paragraphs 20–25)

- IG20. A national government makes a cash transfer of CU50 million to a state government social housing entity, specifying that it:
- (a) Increases the stock of social housing by an additional 1,000 units over and above any other planned increases; or
 - (b) Uses the cash transfer in other ways to support its social housing objectives.

If neither of these stipulations is satisfied, the recipient entity must return the cash to the national government.

- IG21. The state government social housing entity recognizes an increase in an asset (cash) and revenue in the amount of CU50 million. The stipulations in the transfer agreement are stated so broadly as to not impose on the recipient a performance obligation – the performance obligation is imposed by the operating mandate of the entity, not by the terms of the transfer.

Transfer to a Public Sector University with Restrictions (paragraphs 19 and 76)

- IG22. The national government (transferor) transfers 200 hectares of land in a major city to a university (reporting entity) for the establishment of a university campus. The transfer agreement specifies that the land is to be used for a campus, but does not specify that the land is to be returned if not used for a campus.

- IG23. The university recognizes the land as an asset in the statement of financial position of the reporting period in which it obtains control of that land. The land should be recognized at its fair value in accordance with IPSAS 17. The restriction does not meet the definition of a liability or satisfy the criteria for recognition as a liability. Therefore, the university recognizes revenue in respect of the land in the statement of financial performance of the reporting period in which the land is recognized as an asset.

Grant to Another Level of Government with Conditions (paragraphs 17–18)

- IG24. The national government (transferor) grants CU10 million to a provincial government (reporting entity) to be used to improve and maintain mass transit systems. Specifically, the money is required to be used as follows: 40 percent for existing railroad and tramway system modernization, 40 percent for new railroad or tramway systems, and 20 percent for rolling stock purchases and improvements. Under the terms of the grant, the money can only be used as stipulated, and the provincial government is required to include a note in its audited general purpose financial statements detailing how the grant money was spent. The agreement requires the grant to be spent as specified in the current year or be returned to the national government.
- IG25. The provincial government recognizes the grant money as an asset. The provincial government also recognizes a liability in respect of the condition attached to the grant. As the province satisfies the condition, that is, as it makes authorized expenditures, it reduces the liability and recognizes revenue in the statement of financial performance of the reporting period in which the liability is discharged.

Research Grant (in Substance Exchange Transaction) (paragraph 8)

- IG26. A large corporation that makes cleaning products (transferor) gives money to a public university (reporting entity) to conduct research on the effectiveness of a certain chemical compound in quickly removing graffiti. The corporation stipulates that the research results are to be shared with it before being announced to the public, and that it has the right to apply for a patent on the compound.
- IG27. This is an exchange transaction. In return for the grant, the university provides research services and an intangible asset, the right (a future economic benefit) to profit from the research results. IPSAS 9 and IPSAS 31, *Intangible Assets* apply to this transaction.

Debt Forgiveness (paragraphs 84–87)

- IG28. The national government (transferor) lent a local government (reporting entity) CU20 million to enable the local government to build a water treatment plant. After a change in policy, the national government decides to forgive the loan. There are no stipulations attached to the forgiveness of the loan. The national government writes to the local government and advises it of its decision; it also encloses the loan documentation, which has been annotated to the effect that the loan has been waived.
- IG29. When it receives the letter and documentation from the national government, which communicates this decision, the local government derecognizes the liability for the loan and recognizes revenue in the statement of financial performance of the reporting period in which the liability is derecognized.

Purchase of Property with Exchange and Non-Exchange Components (paragraphs 8–11, 39–41)

- IG30. A public school (reporting entity) purchases land with a fair value of CU100,000 for CU50,000 from a local government. The reporting entity concludes that the non-exchange transaction comprises two components, an exchange component and a non-exchange component. One component involves the purchase of a half share in the land for CU50,000, the other component is a non-exchange transaction that transfers the remaining half share of the land to the school.
- IG31. In its general purpose financial statements for the reporting period in which the transaction takes place, the public school recognizes the land at CU100,000, (a cost of CU50,000 and a transfer of CU50,000), a reduction in its asset cash of CU50,000, and revenue from a non-exchange transaction of CU50,000 (the fair value of the increase in net assets recognized).

Proposed Bequest (paragraphs 90–92)

- IG32. A 25-year old recent graduate (transferor) of a public university names the university (reporting entity) as the primary beneficiary in her will. This is communicated to the university. The graduate is unmarried and childless and has an estate currently valued at CU500,000.
- IG33. The public university does not recognize any asset or revenue in its general purpose financial statements for the period in which the will is made. The past event for a bequest is the death of the testator (transferor), which has not occurred.

Pledge—Television Appeal for Public Hospital (paragraph 104)

- IG34. On the evening of June 30, 20X5, a local television station conducts a fundraising appeal for a public hospital (reporting entity). The annual reporting date of the public hospital is June 30. Television viewers telephone or e-mail, promising to send donations of specified amounts of money. At the conclusion of the appeal, CU2 million has been pledged. The pledged donations are not binding on those making the pledge. Experience with previous appeals indicates approximately 75 percent of pledged donations will be made.
- IG35. The public hospital does not recognize any amount in its general purpose financial statements in respect of the pledges. The entity does not control the resources related to the pledge, because it cannot exclude or regulate the access of the prospective transferors to the economic benefits or service potential of the pledged resources; therefore it cannot recognize the asset or the related revenue until the donation is binding on the donor.

Fine (paragraphs 88–89)

- IG36. A major corporation is found guilty of polluting a river. As a penalty, it is required to clean up the pollution and to pay a fine of CU50 million. The company is in sound financial condition and is capable of paying the fine. The company has announced that it will not appeal the case.
- IG37. The government (reporting entity) recognizes a receivable and revenue of CU50 million in the general purpose financial statements of the reporting period in which the fine is imposed.

External Assistance Recognized (paragraphs 76–82)

- IG38. National Government A (reporting entity) enters into an external assistance agreement with National Government B, which provides National Government A with development assistance grants to support National Government A's health objectives over a two-year period. The external assistance agreement is binding on both parties. The agreement specifies the details of the development assistance receivable by National Government A. Government A measures the fair value of the development assistance at CU5 million.
- IG39. When the external assistance agreement becomes binding, National Government A recognizes an asset (a receivable) for the amount of CU5 million, and revenue in the same amount. The resources meet the definition of an asset and satisfy the recognition criteria when the agreement becomes binding. There are no conditions attached to this agreement that require the entity to recognize a liability.

Revenue of Aid Agency (paragraphs 76, 93–97)

- IG40. Green-Aid Agency relies on funding from a group of governments. The governments have signed a formal agreement, which determines the percentage of Green-Aid Agency's approved budget that each government will fund. Green-Aid Agency can only use the funds to meet the expenses of the budget year for which the funds are provided. Green-Aid Agency's financial year begins on January 1. Green-Aid Agency's budget is approved in the preceding October, and the invoices are mailed out to the individual governments ten days after the budget is approved. Some governments pay before the start of the financial year and some during the financial year. However, based on past experience, some governments are very unlikely to pay what they owe, either during the financial year or at any future time.
- IG41. For the budget year 20X8, the profile of amounts and timing of payments was as follows:

	(CU Million)
Budget approved October 24, 20X7	55
Amount invoiced November 4, 20X7	55
Transfers received as at December 31, 20X7	15
Transfers received during 20X8	38
Amount not received by December 31, 20X8 and unlikely to be received	2

- IG42. In 20X7, Green-Aid Agency recognizes an asset of CU15 Million for the amount of transfers received before the start of 20X8, because it has control over an asset when the transfer is received and deposited in its bank account. An equivalent CU15 Million liability, revenue received in advance, is recognized.
- IG43. In 20X8, Green Aid Agency recognizes CU53 million of revenue from transfers. In the notes to its general purpose financial statements, it discloses that CU55 Million was invoiced and an allowance for doubtful debts of CU2 Million was established.

Goods In-kind Recognized as Revenue (paragraphs 42, 93–97)

- IG44. Transferor Government A has an arrangement with the public sector reporting entity, Aid Agency Inc., whereby Government A provides rice to meet its promised financial commitments to Aid Agency Inc. Based on the variability in Government A's past performance in meeting its commitments, Aid Agency Inc. has adopted an accounting policy of not recognizing the asset and revenue until receipt of the promised rice. Government A promises to provide Aid Agency Inc. with CU300,000 during 20X5. Government A subsequently transfers 1,000 metric tons of rice to Aid Agency Inc. on January 12, 20X5. The transfer of the rice takes place in one of the ports of the transferor nation. According to the details of the funding agreement between Aid Agency Inc. and Government A, the rice is valued at the previously agreed amount of CU300 per ton, with the result that the transfer of 1,000 metric tons of rice fully discharges Government A's financial commitment of CU300,000. During February and March 20X5, Aid Agency Inc. provides the rice to a network of local distribution agencies in Nations B and C in order to meet the needs of starving people.
- IG45. On January 12, 20X5, the market price of 1,000 metric tons of rice was: CU280,000 in Government A's nation; CU250,000 in the international commodities market; CU340,000 in recipient Nation B; and CU400,000 in recipient Nation C.
- IG46. The fair value of the rice at the time of the donation must be determined to measure the revenue that Aid Agency Inc. recognizes. The financial agreement between the donor and the aid agency, which allows the rice to be valued at CU300 per metric ton, depends on a private agreement between the two parties, and does not necessarily reflect the fair value of the rice. Both Aid Agency Inc. and Donor Government A have the option of purchasing the rice on the world market at the lower price of CU250,000. The market prices for individual countries appear open to fluctuation – either as a result of trade barriers or, in the case of recipient countries, temporary distortions due to severe food shortages, and may not reflect a transfer between a knowledgeable willing buyer and a knowledgeable willing seller in an orderly market. Therefore, the world market price of CU250,000 is the most reliable and relevant reflection of fair value for the donated rice. Aid Agency Inc. recognizes an increase in an asset (rice inventory) and revenue of CU250,000 in its general purpose financial statements for the year in which the transfer is received.

Disclosure of Services In-kind not Recognized (paragraphs 98–102, 108)

- IG47. A public hospital's (reporting entity) accounting policies are to recognize voluntary services received as assets and revenue when they meet the definition of an asset and satisfy the criteria for recognition as assets.

The hospital enlists the services of volunteers as part of an organized program. The principal aim of the program is to expose volunteers to the hospital environment, and to promote nursing as a career. Volunteers must be at least sixteen years of age, and are initially required to make a six-month commitment to work one four-hour morning or afternoon shift per week. The first shift for each volunteer consists of a hospital orientation training session. Many local high schools permit students to undertake this work as part of their education program. Volunteers work under the direction of a registered nurse and perform non-nursing duties such as visiting patients and reading to patients. The public hospital does not pay the volunteers, nor would it engage employees to perform volunteers' work if volunteers were not available.

- IG48. The hospital analyzes the agreements it has with the volunteers and concludes that, at least for a new volunteer's first six months, it has sufficient control over the services to be provided by the volunteer to satisfy the definition of control of an asset. The hospital also concludes that it receives service potential from the volunteers, satisfying the definition of an asset. However, it concludes that it cannot reliably measure the fair value of the services provided by the volunteers, because there are no equivalent paid positions either in the hospital or in other health or community care facilities in the region. The hospital does not recognize the services in-kind provided by the volunteers. The hospital discloses the number of hours of service provided by volunteers during the reporting period and a description of the services provided.

Contribution from Owners (paragraphs 37–38)

- IG49. In 20X0 the neighboring cities of Altonae, Berolini and Cadomi form the Tri-Cities Electricity Generating Service (TCEGS) (reporting entity). The charter establishing TCEGS is binding on the city governments and provides for equal ownership, which can only be changed by agreement. The cities contribute CU25 million each to establish TCEGS. These contributions satisfy the definition of a contribution from owners, which the entity recognizes as such. The charter also provides for the cities to purchase the output of the TCEGS in proportion to their ownership. The purchase price is equal to the full costs of production. In 20X9, the city of Berolini gives approval for the construction of an aluminum smelter within the city, which will result in a doubling of the city's electricity demand. The three cities agree to amend the charter of TCEGS to permit Berolini to make a contribution from owners to enable the construction of additional generating capacity. After an independent valuation of TCEGS, the cities agree that Berolini may make a CU50 million contribution from owners and increase its ownership share to 49.9%, with Altonae and Cadomi retaining 25.05% each.
- IG50. When the amendment to the charter becomes binding, TCEGS will recognize an increase in assets of CU50 million (cash or contribution from owners receivable) and a contribution from owners of CU50 million.

Grant Agreement Term not Requiring Recognition of a Liability (paragraphs 20–25)

- IG51. National Park Department (reporting entity) of Country A receives a grant of CU500,000 from the bilateral aid agency of Country B. The grant agreement stipulates that the grant is required to be used to rehabilitate deforested areas of Country A's existing wilderness reserves, but if the money is not used for the stated purpose, it must be returned to Country B. The terms of the grant agreement are enforceable in the courts of Country A, and in international courts of justice. This is the thirteenth year that National Park Department has received a grant of this type from the same transferor. In prior years, the grant has not been used as stipulated, but has been used to acquire additional land adjacent to national parks for incorporation into the parks. National Park Department has not conducted any rehabilitation of deforested areas in the past thirteen years. Country B's bilateral aid agency is aware of the breach of the agreement term.
- IG52. National Park Department analyzes the transaction and concludes that, although the terms of the grant agreement are enforceable, because the bilateral aid agency has not enforced the condition in the past, and given no indication that it ever would, the terms have the form of a stipulation and condition, but not the substance. National Park Department recognizes an increase in an asset (cash in bank) and grant revenue; it does not recognize a liability.

Disclosures Made in the Financial Statements of Government A
(paragraphs 106–108)

IG53. For the year ended December 31, 20X2, Government A prepares and presents financial statements prepared in accordance with IPSASs for the first time. It makes the following disclosures in its financial statements:

Statement of Financial Performance		
	20X2	20X1
	(CU',000)	(CU',000)
Revenue from Non-Exchange Transactions		
Taxation Revenue		
Income Tax Revenue (notes 4 and 8)	XXX	XXX
Goods and Services Tax (note 5)	XXX	XXX
Estate Taxes (notes 6 and 9)	XX	XX
Transfer Revenue		
Transfers from Other Governments (note 7)	XXX	XXX
Gifts, Donations, Goods In-kind (note 13)	X	X
Services In-kind (notes 15 and 16)	X	X
Statement of Financial Position		
Current Assets		
Cash at Bank	XX	XX
Taxes Receivable		
Goods and Services Taxes Receivable (note 5)	XX	XX
Transfers Receivable		
Transfers receivable from Other Governments (note 7)	X	X
Noncurrent Assets		
Land (note 11)	XXX	XXX

Plant and Equipment (notes 12 and 14)	XX	XX
Current Liabilities		
Liabilities recognized under transfer arrangements (note 10)	XX	XX
Advance Receipts		
Taxes	X	X
Transfers	X	X

Notes to the Financial Statements

Accounting Policies

Recognition of Revenue from Non-Exchange Transactions

- Assets and revenue arising from taxation transactions are recognized in accordance with the requirements of IPSAS 23, *Revenue from Non-Exchange Transactions (Taxes and Transfers)*. However, the Government takes advantage of the transitional provisions in that Standard in respect of income taxes and estate taxes.

Apart from income taxes and estate taxes, assets and revenue arising from taxation transactions are recognized in the period in which the taxable event occurs, provided that the assets satisfy the definition of an asset and meet the criteria for recognition as an asset. Income taxes and estate taxes are recognized in the period in which payment for taxation is received (see notes 4 and 6).
- Assets and revenue arising from transfer transactions are recognized in the period in which the transfer arrangement becomes binding, except for some services in-kind. The government recognizes only those services in-kind that are received as part of an organized program and for which it can determine a fair value by reference to market rates. Other services in-kind are not recognized.
- Where a transfer is subject to conditions that, if unfulfilled, require the return of the transferred resources, the Government recognizes a liability until the condition is fulfilled.

Basis of Measurement of Major Classes of Revenue from Non-Exchange Transactions

Taxes

- Income tax revenue is measured at the nominal value of cash, and cash equivalents, received during the reporting period. The Government is currently developing a statistical model for measuring income tax revenue on an accruals basis. This model uses taxation statistics compiled since 19X2 as well as other statistical information, including average weekly earnings, gross domestic product, and the consumer and producer price indexes. The Government anticipates that the model will enable it to reliably measure income tax revenue on an accruals basis for the reporting period ended December 31, 20X4. The Government does not recognize any amount in respect of income taxes receivable.
- Assets and revenue accruing from goods and services tax are initially measured at the fair value of assets accruing to the government during the reporting period, principally cash, cash equivalents, and goods and services tax receivable. The information is compiled from the goods and services tax returns submitted by taxpayers during the year and other amounts estimated to be due to the government. Taxpayers have a high

compliance rate and a low error rate, using the electronic return system established in 20X0. The high compliance and low error rates have enabled the Government to develop a reliable statistical model for measuring the revenue accruing from the tax.

Goods and services taxes receivable is the estimate of the amount due from taxes attributable to the reporting period that remain unpaid at December 31, 20X2, less a provision for bad debts.

6. Estate tax of 40% is levied on all deceased estates; however, the first CU400,000 of each estate is exempt from the tax. Assets and revenue from estate taxes are measured at the nominal value of the cash received during the reporting period, or the fair value as at the date of acquisition of other assets received during the period, as determined by reference to market valuations or by independent appraisal by a member of the valuation profession.

Transfer Revenue

7. Assets and revenue recognized as a consequence of a transfer are measured at the fair value of the assets recognized as at the date of recognition. Monetary assets are measured at their nominal value unless the time value of money is material, in which case present value is used, calculated using a discount rate that reflects the risk inherent in holding the asset. Non-monetary assets are measured at their fair value, which is determined by reference to observable market values or by independent appraisal by a member of the valuation profession. Receivables are recognized when a binding transfer arrangement is in place, but cash or other assets have not been received.

Taxes not Reliably Measurable in the Period in which the Taxable Event Occurs

8. The Government is unable to directly measure the assets arising from income tax during the period in which all taxpayers earn income and is, therefore, taking advantage of the transitional provisions of IPSAS 23, *Revenue from Non-Exchange Transactions (Taxes and Transfers)*, to develop a model to indirectly measure taxation revenue in the period in which taxpayers earn income. The government estimates that it will be able to reliably measure income tax on an accruals basis using the model for the reporting period ending December 31, 20X4.
9. In respect of estate taxes, due to current high levels of noncompliance with the law, the government is unable to measure the amount of assets and revenue accruing in the period in which persons owning taxable property die. The government therefore recognizes estate taxes when it receives payment for the tax. The tax department is continuing work to develop a reliable method of measuring the assets receivable and revenue in the year in which the taxable event occurs.

Liabilities Recognized in Respect of Transfers

10. At December 31, 20X2, the Government recognized a liability of CUXX,000 related to a transfer to it conditional upon it building a public hospital. As at December 31, the Government had received a cash payment, however, construction of the hospital had not commenced, although tenders for construction were called for on November 30, 20X2.

Assets Subject to Restrictions

11. Land with a fair value of CUXX,000 was donated during 20X2, subject to the restriction that it be used for public health purposes and not be sold for 50 years. The land was acquired by the transferor at a public auction immediately prior to its transfer, and the auction price is the fair value.

12. Plant and equipment includes an amount of CUXX,000, which is the carrying amount of a painting donated in 19X2 to an art gallery controlled by the Government, and subject to the restriction that it not be sold for a period of 40 years. The painting is measured at its fair value, determined by independent appraisal.

Major Classes of Bequests, Gifts, Donations, and Goods In-Kind Received

13. Transfers are received in the form of gifts, donations and goods in-kind – most notably medical and school supplies (inventory), medical and school equipment, and works of art (classified as equipment). Gifts and donations are received primarily from private benefactors. Hospitals, schools, and art galleries controlled by the Government recognize these assets when control passes to them, usually on receipt of the resources, either cash or plant and equipment. The Government does not accept these transfers with either conditions or restrictions attached unless the value of the transfer exceeds CUXX,000.
14. During 20X2, as part of an external assistance agreement with Government C, computer equipment with a fair value of CUXX,000 was provided to the Government on condition that it be used by the education department or be returned to Government C.

Services In-kind

15. Hospitals controlled by the government received medical services in-kind from medical practitioners as part of the medical profession's organized volunteer program. These services in-kind are recognized as revenue and expenses in the statement of financial performance at their fair value, as determined by reference to the medical profession's published schedule of fees.
16. Hospitals, schools, and art galleries controlled by the government also received support from volunteers as part of organized programs for art gallery greeters and guides, teachers' aides, and hospital visitor guides. These volunteers provide valuable support to these entities in achieving their objectives; however, the services provided cannot be reliably measured as there are no equivalent paid positions available in the local markets and, in the absence of volunteers, the services would not be provided. The government does not recognize these services in the statements of financial position or financial performance.

Concessionary Loans (paragraphs 105A to 105B)

- IG54. An entity receives CU6 million funding from a multi-lateral development agency to build 10 schools over the next 5 years. The funding is provided on the following conditions:
- • CU1 million of the funding need not be repaid, provided that the schools are built.
 - • CU5 million of the funding is to be repaid as follows:
 - Year 1: no capital to be repaid
 - Year 2: 10% of the capital to be repaid
 - Year 3: 20% of the capital to be repaid
 - Year 4: 30% of the capital to be repaid
 - Year 5: 40% of the capital to be repaid
 - • Interest is charged at 5% per annum over the period of the loan (assume interest is paid annually in arrears). The market rate of interest for a similar loan is 10%.
 - • To the extent that schools have not been built, the funding provided should be returned to the donor (assume that the donor has effective monitoring systems in place and has a past history of requiring any unspent funds to be returned).

- The entity built the following schools over the period of the loan:

Year 1: 1 school completed

Year 2: 3 schools completed

Year 3: 5 schools completed

Year 4: 10 schools completed

Analysis

The entity has effectively received a grant of CU1 million and a loan of CU5 million (Note: An entity would consider whether the substance of the CU1 million is a contribution from owners or revenue; assume for purposes of this example that the CU1 million is revenue). It has also received an additional grant of CU784,550 (which is the difference between the proceeds of the loan of CU5 million and the present value of the contractual cash flows of the loan, discounted using the market related rate of interest of 10%).

The grant of CU1 million + CU784,550 is accounted for in accordance with this Standard and, the loan with its related contractual interest and capital payments, in accordance with IPSAS [2941](#).

1. On initial recognition, the entity will recognize the following:				
Dr		Bank	CU6,000,000	
	Cr	Loan		CU4,215,450
	Cr	Liability		CU1,784,550

2. Year 1: the entity will recognize the following:				
Dr		Liability	CU178,455	
	Cr	Non-exchange revenue		CU178,455
(1/10 of the schools built X CU1,784,550)				
(Note: The journal entries for the repayment of interest and capital and interest accruals, have not been reflected in this example as it is intended to illustrate the recognition of revenue arising from concessionary loans. Comprehensive examples are included in the Illustrative Examples to IPSAS 2941).				

3.				
Year 2: the entity will recognize the following (assuming that the entity subsequently measures the concessionary loan at amortized cost):				
Dr		Liability	CU356,910	
	Cr	Non-exchange revenue		CU356,910
(3/10 schools built X CU1,784,500 – CU178,455 already recognized)				

4. Year 3: the entity will recognize the following:				
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Dr		Liability	CU356,910	
	Cr	Non-exchange revenue		CU356,910
(5/10 schools built X CU1,784,550 – CU535,365 already recognized)				

5. Year 4: the entity will recognize the following:				
Dr		Liability	CU892,275	
	Cr	Non-exchange revenue		CU892,275
(All schools built, CU1,784,550 – CU892,275)				
If the concessionary loan was granted with no conditions, the entity would recognize the following on initial recognition:				
Dr		Bank	CU6,000,000	
	Cr	Loan		CU4,215,450
	Cr	Non-exchange revenue		CU1,784,550

Interaction Between Measurement Requirements of IPSAS 23 and IPSAS 41

Background

IG55 An individual donates shares in listed Entity X to public sector Entity Y on January 1, 20X8. At that date, the shares in Entity X have a fair value of CU1,000,000. At December 31, 20X8, the fair value of the shares is CU900,000. As part of the arrangement, Entity A incurs the transfer duty to have the shares transferred into its name. These costs amount to CU10,000.

IG56. Listed Entity X provides telecommunications infrastructure and related services to the public. During 20X9, new technology was introduced into the telecommunications industry, making the infrastructure and equipment used by Entity X almost obsolete. This resulted in a permanent decline in the value of listed Entity X. The value of the impairment loss as at December 31, 20X9 is CU700,000. Entity A measures investments in shares at fair value through net assets/equity when the shares are not held for trading. Assume that the arrangement is a contractual arrangement, no present obligations arise from the donation and that the entity's reporting period ends on December 31, 20X8.

Analysis

IG57. As Entity A received the shares as a donation, it used IPSAS 23 to initially recognize the shares acquired and the related non-exchange revenue. However, because Entity A has acquired a financial asset, it considers the initial measurement requirements of IPSAS 23 and IPSAS 41.

IG58. IPSAS 23 prescribes that assets acquired as part of a non-exchange revenue transaction are initially measured at fair value, while IPSAS 41 prescribes that financial assets are initially measured at fair value and, depending on their classification, transaction costs may or may not be included. As the entity has a policy of measuring investments in shares at fair value through net assets/equity, the transaction costs of CU10,000 are added to the value of the shares of CU1,000,000 on initial measurement.

IG59. The subsequent measurement and derecognition of the shares is addressed in IPSAS 41. The entity measures investments in shares at fair value through net assets/equity which means that the shares are measured at a fair value with any subsequent changes in fair value recognized in net assets/equity. Dividends are however recognized in surplus or deficit

The journal entries at initial acquisition and at the reporting dates are as follows:.

1. Acquisition of shares through donation				
Dr		Investment in Entity X	CU1,010,000	
	Cr	Non-exchange revenue		CU1,000,000
	Cr	Bank (Transfer costs paid)		CU10,000
2. Subsequent measurement at December 31, 20X8				
Dr		Net assets/equity (fair value adjustment of investment)	CU110,000	
	Cr	Investment in Entity X		CU110,000
3. Subsequent measurement at December 31, 20X9				
Dr		Impairment loss (net assets/equity)	CU700,000	
	Cr	Investment in Entity X		CU700,000

Consequential Amendments

[IPSAS 12, *Inventories*](#)

[Paragraph 16](#)

[IPSAS 16, *Investment Property*](#)

[Paragraph 27](#)

[IPSAS 17, *Property, Plant and Equipment*](#)

[Paragraph 27](#)

ED 71, *Revenue without Performance Obligations* – Impact of Past Event on Revenue Recognition**Question**

1. The IPSASB is asked whether it supports the staff view that for transactions arising from binding arrangements⁴ without performance obligations (as defined in ED 70, *Revenue from Performance Obligations*), but with present obligations, the past event giving rise to the present obligation is the parties entering into that binding arrangement. Revenue recognition is then initially deferred and subsequently recognized when enforceable activities are completed or when eligible expenditure is incurred.

Detail

2. The IPSASB agreed at the December 2018 meeting that revenue from unenforceable transactions is recognized when received by the transfer recipient. A binding arrangement by its nature is enforceable. The Board also acknowledged at the March 2019 meeting that enforceability is a two-sided relationship. The transfer recipient can enforce payment from the transfer provider and the transfer provider can enforce the funding to be used as intended or is entitled to recover the funding or some other penalty as determined in the binding arrangement.
3. Therefore, this paper will only address transactions that arise from binding arrangements that have present obligations.
4. The paper, *Present Obligations and Performance Obligations* which was distributed to Board members in July included a revenue recognition flowchart that has subsequently been included in draft ED 71, *Revenue without Performance Obligations*. Following this flowchart, where an inflow gives rise to an asset under a binding arrangement, and there are no performance obligations, revenue is recognized immediately unless there are other present obligations related to the inflow.
5. The definition of a liability in *The Conceptual Framework for General Purpose Financial Reporting by Public Sector Entities (The IPSASB Framework)* is:

A present obligation of the entity for an outflow of resources that results from a past event.
6. A discussion of the characteristics of present obligations was contained in the paper noted in paragraph 4. The purpose of this paper and Agenda Item 8.2.3 is to provide more detail on the impacts of the other components of the liability definition on revenue recognition. This paper addresses the different options on which 'past event' results in the present obligation, and Agenda Item 8.2.3 addresses the options for what constitutes the 'outflow of resources'.

⁴ A binding arrangement is defined in ED 70, *Revenue with Performance Obligations* as:

'...an arrangement that confers enforceable rights and obligations on the parties to the arrangement. A contract is a type of binding arrangement'

7. Paragraphs 5.15 and 5.17 of the *IPSASB Conceptual Framework* state:

- 5.15 Public sector entities can have a number of obligations. A present obligation is a legally binding obligation (legal obligation) or non-legally binding obligation, which an entity has little or no realistic alternative to avoid. Obligations are not present obligations unless they are binding and there is little or no realistic alternative to avoid an outflow of resources [emphasis added].
- 5.17 To satisfy the definition of a liability, it is necessary that a present obligation arises as a result of a past transaction or other event and requires an outflow of resources from the entity. The complexity of public sector programs and activities means that a number of events in the development, implementation and operation of particular program may give rise to obligations. For financial reporting purposes it is necessary to determine whether such commitments and obligations, including binding obligations that the entity has little or no realistic alternative to avoid but are not legally enforceable (non-legally binding obligations) are present obligations and satisfy the definition of a liability. **Where an arrangement has a legal form and is binding, such as a contract, the past event may be straightforward to identify** (bold added). In other cases, it may be more difficult to identify the past event and identification involves an assessment of when an entity has little or no realistic alternative to avoid an outflow of resources from the entity [emphasis added]. In making such an assessment an entity takes jurisdictional factors into account. [emphasis added]

When the Past Event Occurs

8. The time at which the past event occurs will have an impact on when revenue will be recognized. Staff are aware of two options as to when the past event occurs:
- (a) Option 1 – The past event is a breach of the binding arrangement. The transfer recipient recognizes an asset and revenue when the resources are receivable. A liability and an expense are recognized, if and when, the transfer recipient breaches the binding arrangement by failing to complete enforceable activities or by incurring expenditure on ineligible items;
 - (b) Option 2 – The past event occurs when the parties enter into the binding arrangement. The transfer recipient will recognize an asset and liability when the resources are receivable. However, revenue is recognized (and the liability extinguished) either:
 - (i) As enforceable activities are completed or expenditures on eligible items are incurred; or
 - (ii) When a formal report (such as an assurance report) is submitted to the transfer provider stating that enforceable activities have been completed or expenditures on eligible items have been incurred. This will probably not be until after the reporting period

Staff analysis

9. Option 1 - Proponents of this option contend that an entity can avoid an outflow of resources by fulfilling the requirements of the arrangement. Therefore, the past event giving rise to a present obligation would only arise if there was a breach of the binding arrangement. In this situation, an expense would need to be recognized for the outflow of resources at the point in time that the breach occurred. This option only works if the view that outflows of resources are limited to reimbursements to the transfer provider (see Agenda Item 8.2.3 paragraph 5)
10. Option 2 - Proponents of this option contend that although it is not stated explicitly, it may be concluded that the key element in the IPSASB guidance of a past event (see underlined text in paragraph 7) is that when there is a binding arrangement the past event occurs when the parties enter into that arrangement. This option is consistent with the view that an outflow of resources can either be (i) using the resources provided to fulfill the requirements of a binding arrangement (either completing enforceable activities or incurring eligible expenditure) and (ii) resources reimbursed to the transfer provider or other penalty requiring the use of resources resulting from a breach of the binding arrangement (see Agenda Item 8.2.3 paragraph 6).
11. The IASB's revised *Conceptual Framework for Financial Reporting* (IASB *Conceptual Framework*) also elaborates on a past event(s). Paragraphs 4.42-4.44 stating:
 - 4.42 The third criterion for a liability is that the obligation is a present obligation that exists as a result of past events.
 - 4.43 A present obligation exists as a result of past events only if:
 - (a) the entity has already obtained economic benefits or taken an action; and
 - (b) as a consequence, the entity will or may have to transfer an economic resource⁵ that it would not otherwise have had to transfer.
 - 4.44 The economic benefits obtained could include, for example, goods or services. The action taken could include, for example, operating a particular business or operating in a particular market. If economic benefits are obtained, or an action is taken, over time, the resulting present obligation may accumulate over time.
12. Staff considers that this guidance also supports the option that the past event that results in a present obligation occurs when the parties enter into a binding arrangement. In a public sector context, if a transfer provider has provided funding to a transfer recipient to be used for a particular purpose, then the transfer recipient has obtained economic benefits (as required in *IASB Conceptual Framework* paragraph 4.43(a)), and, as a consequence, is obligated to use the resources as specified in the binding arrangement (an outflow of resources). Without receipt of these resources the transfer

⁵ The IASB replaced 'outflow of resources' with 'transfer of economic benefit' in its revised 2018 *Conceptual Framework for Financial Reporting*.

Agenda Item 8.2.2

recipient would not have had to transfer an economic benefit (*IASB Conceptual Framework* paragraph 4.43(b)).

Staff recommendation

- (e) Staff agree with Option 2 that the past event occurs when the parties enter into the binding arrangement. As to when revenue should be recognized, staff accepts that under all binding arrangements there must be some form of report back. This may not necessarily be a formal report back. Therefore, revenue should be recognized as enforceable activities are completed, or eligible expenditure is incurred (Option 2(i)). Staff considers that this will provide the most faithfully representative information and that to delay revenue recognition until a formal report is submitted (Option (ii)) would not provide timely, faithfully representative or relevant information.

Decisions required

- (a) The IPSASB is asked whether it supports the staff view that in transactions arising from binding arrangements with present obligations, but not performance obligations (as defined in ED 70, *Revenue from Performance Obligations*), the past event giving rise to the present obligation is the parties entering into that binding arrangement. Revenue recognition is initially deferred (giving rise to a liability) and then subsequently recognized as enforceable activities are completed or eligible expenditure is incurred. As revenue is recognized the liability would be extinguished.

Agenda Item

8.2.3

ED 71, *Revenue without Performance Obligations* – Outflow of Resources

Question

1. The IPSASB is asked whether it supports the staff view that using resources provided via a binding arrangement to either complete 'enforceable activities' or incurring 'eligible expenditure' or as a reimbursement to the transfer provider or other penalty requiring the use of resources resulting from a breach of the binding arrangement constitutes an 'outflow of resources' in relation to a present obligation.

Detail

2. A liability is defined in *The Conceptual Framework for General Purpose Financial Reporting by Public Sector Entities (The IPSASB Framework)* at paragraph 5.14 as:

A present obligation of the entity for an outflow of resources that results from a past event.

3. Paragraphs 5.15 and 5.16 of *The IPSASB Framework* state:

5.15 Public sector entities can have a number of obligations. A present obligation is a legally binding obligation (legal obligation) or non-legally binding obligation, which an entity has little or no realistic alternative to avoid. Obligations are not present obligations unless they are binding and there is little or no realistic alternative to avoid an outflow of resources. [emphasis added]

5.16 A liability must involve an outflow of resources from the entity for it to be settled. An obligation that can be settled without an outflow of resources from the entity is not a liability. [emphasis added]

Therefore, embedded in this liability definition and the associated guidance is a requirement that for a liability to exist there must be an outflow of resources which the entity has little or no realistic alternative to avoid.

4. However, there is no guidance about what actually constitutes an 'outflow of resources'.
5. Staff consider there are two options as to what constitutes an outflow of resources:
 - (a) Option 1 - Repayment of resources previously received for which the present obligations under a binding arrangement mechanism have yet to be met (i.e. return of funds in the event of a breach); or
 - (b) Option 2 - Using resources provided to complete an enforceable activity or incurred as eligible expenditure in a binding arrangement.

Option 1

6. Option 1 takes a narrow view of an outflow of resources. This option considers that an outflow of resources where the terms in a binding arrangement (either enforceable actions or eligible expenditure) have been breached would be the repayment of resources. This option would follow directly from the flowchart included in ED 71 in the case that there was an inflow of resources

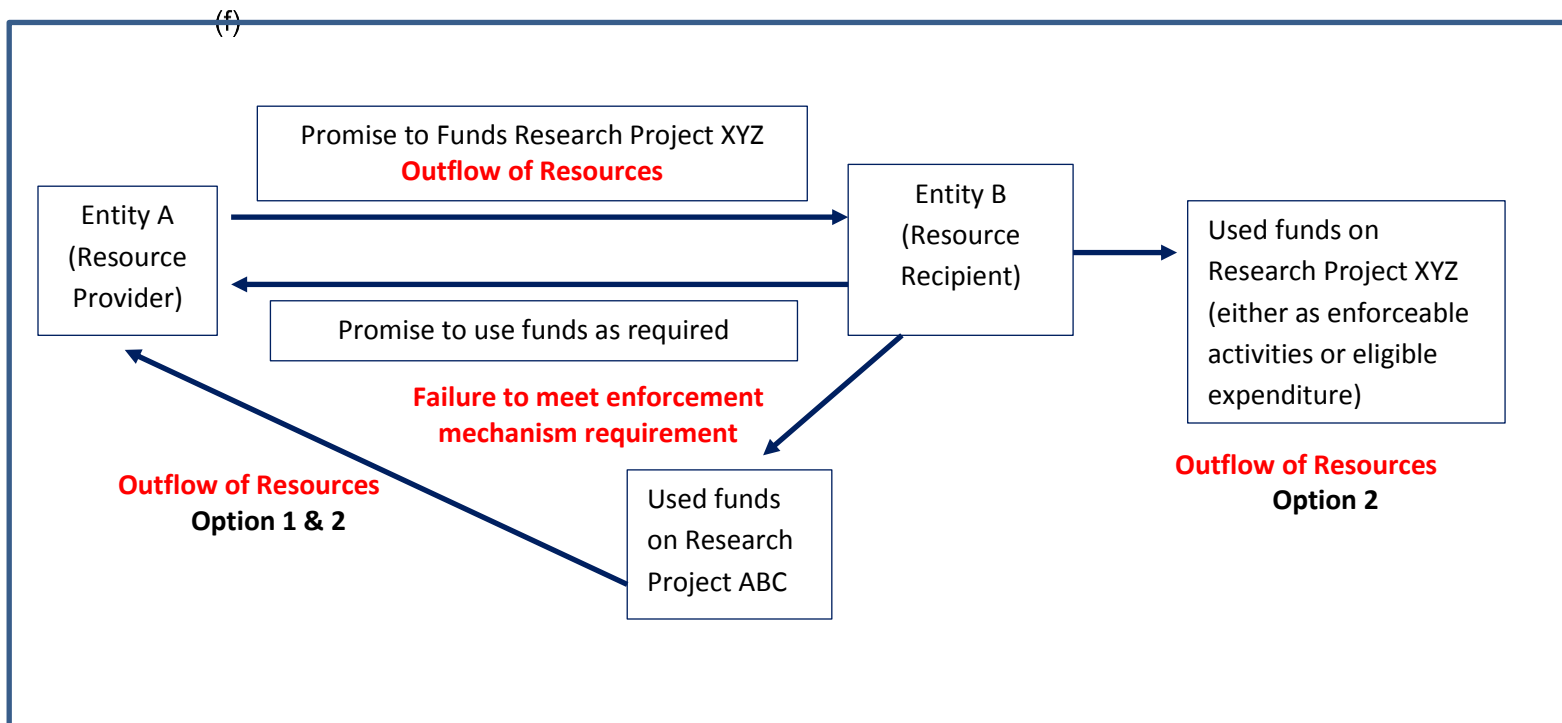
Agenda Item 8.2.3

satisfying the criteria for recognition as an asset that did not result from a contribution from owners. Following the flowchart, if an asset is recognized the next step is to determine if there is a present obligation. If the outflow of resources stems from a breach of the agreement there is no liability until this point. Therefore, there is no liability when the asset is recognized. Revenue would be recognized when the resources are receivable. A breach in the arrangement would result in an expense being recognized for repayment of all or part of those resources in accordance with terms of the binding arrangement.

. Option 2

7. Options 2 takes a broader view of an outflow of resources. This option considers that an outflow is (i) using resources provided to fulfill the requirements of a binding arrangement (either completing enforceable activities or incurring eligible expenditure) and (ii) resources reimbursed to the transfer provider or other penalty requiring the use of resources resulting from a breach of the binding arrangement. This option reasons that an entity cannot avoid an outflow of resources because the entity would have to use resources to fulfil the requirements of the arrangement or they would breach the arrangement and must repay all or part of those resources to the transfer provider.
8. The penultimate sentence of paragraph 15 of ED 70 supports this option by stating:

Depending on the facts and circumstances relating to the binding arrangement, the liability recognized represents the entity's obligation to either transfer goods or services in the future or refund the consideration received.
9. Although ED 70 relates to performance obligations (the transfer of distinct goods and services), the Board has agreed that a performance obligation is a subset of a present obligation. In Staff's view the same principles should apply.
10. The diagram below illustrates these options.



Agenda Item 8.2.3

Staff recommendation

11. Staff considers that using resources provided via a binding arrangement to either complete enforcement activities or incur 'eligible expenditure', or as a reimbursement to the transfer provider or other penalty requiring the use of resources resulting from a breach of the binding arrangement constitutes an 'outflow of resources' in relation to a present obligation. This is consistent with the staff recommendation in Agenda Item 8.2.2 as to when the past event occurs.

Decisions required

12. The IPSASB is asked whether it agrees with the staff recommendation made at paragraph 11.

ED 71, *Revenue without Performance Obligations – Grants subject to Annual Appropriations*

Questions

1. The IPSASB is asked whether it agrees that the control approach should be used when assessing the asset to be recognized in relation to grants that are subject to appropriations.

Detail

2. One of the difficulties in applying IPSAS 23, *Revenue from Non-Exchange Transactions (Taxes and Transfers)*, that has been raised with staff is that there is no guidance on how to account for an asset arising from grants that are subject to annual appropriations. For example, if Transfer Provider X enters into a binding arrangement to provide funding to Transfer Recipient Y of CU1,000,000 each year for five years but each year's funding is subject to an annual appropriation process, should Transfer Recipient Y recognize CU5,000,000 when the funding agreement is entered into or recognize CU1,000,000 each year once the appropriation process has been completed.

Background

3. Staff concluded that there are two approaches as to how the current requirements in IPSAS 23 can be applied.

- (a) *Approach 1* – This view takes 'a substance over form' approach by assessing the history of the transfer provider and making a determination based on whether that provider has ever defaulted and withheld funding. If a granting entity has never defaulted and there is nothing to indicate that it would, the assessment would be that the total grant (e.g., CU5,000,000) would be recognized as an asset by the transfer recipient and this asset would be subject to impairment testing. If the transfer provider had no history (i.e., they had never provided grants before), then only the yearly funds would be recognized as an asset (e.g., CU1,000,000 per year).

This view considers that the transfer provider's past practice has given rise to a constructive obligation as it has created a valid expectation to the transfer recipient that it will discharge this obligation.

- (b) *Approach 2* – This view considers whether the transfer recipient of the grant has control over the full amount of the grant or only of the portion that has been appropriated. Paragraphs 32-33 of IPSAS 23 provide guidance on control of an asset. In particular paragraph 33 states:

An announcement of an intention to transfer resources to a public sector entity is not of itself sufficient to identify resources as controlled by a recipient. ... In circumstances where a transfer agreement is required before resources can be transferred, a recipient entity will not identify resources as controlled until such time as the agreement is binding, because the recipient entity cannot exclude or regulate the access of the transferor to the resources. In many instances, the entity will need to establish enforceability of its control of resources, before it can recognize an asset. If an entity does

not have an enforceable claim to resources, it cannot exclude or regulate the transferor's access to those resources.

Therefore, proponents of this view contend that because the grant is subject to annual appropriations, the transfer provider does not have control of the total grant resources until the funds has been appropriated to the resource provided. The transfer recipient would only recognize an asset to the extent that funding that has been appropriated.

Staff view

4. Whilst staff consider that both views have valid arguments, their view is that recognition of an asset for a grant using a control approach (Approach 2) , rather than a constructive obligation approach (Approach 1) provides more faithfully representative information, as it provides information on the resources actually available for an entity to use and not those that are still subject to and approval process.
5. *The Conceptual Framework for General Purpose Financial Reporting by Public Sector Entities (The Framework)* defines an asset as "a resource presently controlled by the entity as a result of a past event".
6. *The Framework* further provides indicators of control which include:
 - (a) Legal ownership;
 - (b) Access to the resources, or the ability to deny or restrict access to the resources.
7. If resources are still subject to appropriation (and this is stipulated in the binding arrangement), a transfer recipient will not have legal ownership or access to those resources. Further, that entity would be unable to deny or restrict access to the resources. In fact, the appropriating entity may divert those funds to other uses if necessary.
8. Therefore, staff recommend that text be included in ED 71, *Revenue without Performance Obligations* indicating that the assessment of when an asset should be recognized in relation to grants that are subject to annual appropriations should be based on a control approach.

Decisions required

13. Does the IPSASB agree that in regards to grants that are subject to annual appropriations, an entity should apply the control approach and recognize the funds that have been appropriated?

ED 71, *Revenue without Performance Obligations* – Capital Grants**Question**

1. The IPSASB is asked to agree that capital grants should be accounted for either (depending on decisions made in Agenda Items 8.2.2 and 8.2.3):
 - (a) In the same way as for transactions arising from binding arrangements in ED 71 as in Agenda Items 8.2.2 and 8.2.3; or
 - (b) As an exception and analogous to performance obligation accounting in ED 70.

Detail

2. The term 'capital grant' is not defined in current IPSAS literature. Historically, the IPSASB has used the term 'capital grant' to refer to capital transfers as defined in the Government Financial Statistics Manual (GFSM). The term 'transfer' is defined in the United Nations Systems of National Accounts (SNA) and GFSM as "... a transaction in which one institutional unit provides a good, service, or asset to another unit without receiving from the latter any good, service, or asset in return as a direct counterpart". The SNA and GFSM further specify that a capital transfer involves the transfer of an asset, or the transfer of cash with a requirement that the recipient acquire or construct an asset.
3. Combining the above concepts, a 'capital grant' might be defined as, "a transaction in which a transfer provider provides an asset, or cash with a requirement that the transfer recipient acquire or construct an asset, without receiving from the transfer recipient any good, service, or asset in return".

Current Practices

4. Requirements for the accounting for capital grants in some international and national accounting standards are in the attached Appendix. In summary:
 - (a) IAS 20, *Accounting for Government Grants and Disclosure of Government Assistance*, requires a grant related to assets to be recognized over the life of the asset as a reduction in depreciation. Entities can choose to present the grant either as deferred income or by deducting the grant in arriving at the carrying amount of the asset. Although IAS 20 is part of the IFRS suite of standards, it was issued in 1983 and is not in accordance with the IASB's current Conceptual Framework.
 - (b) FRS 102, *The Financial Reporting Standard applicable in the UK and Republic of Ireland* allows use of a performance model or an accrual model. The performance model requires the grant to be recognized as income as the performance-related conditions are met. If there are no performance-related conditions then the grant is recognized when the entity has control of the resources. The accrual model requires income to be recognized on a systematic basis over the expected life of the asset.
 - (c) AASB 1058, *Income of Not-for-Profit Entities* requires an entity to recognize income when (or as) the entity satisfies the obligations under the transfer. This approach is analogous to the AASB 15 (IFRS 15) performance obligation approach. It should be noted that the Australian Accounting Standards Board (AASB) made an exception for capital grants because they were

Agenda Item 8.2.5

of the view that capital grants did not meet the requirements to be considered a performance obligation because there was not a transfer of an asset to another party.

5. At the March 2019 IPSASB meeting the Board confirmed that transactions that are enforceable but do not have performance obligations as defined in Exposure Draft (ED) 70, *Revenue with Performance Obligations* should be accounted for in ED 71, *Revenue without Performance Obligations*. In responses to the paper *Present Obligations and Performance Obligations* issued to the Board in July 2019 the Board also confirmed that a performance obligation is a subset of a present obligation and that present obligations that are not performance obligations should be accounted for under ED 71.
6. A performance obligation is defined in ED 70 as:

A promise in a binding arrangement with a purchaser to transfer to the purchaser or a third-party beneficiary either:

 - (a) A good or service (or a bundle of goods or services) that is distinct; or
 - (b) A series of distinct goods or services that are substantially the same and that have the same pattern of transfer.
7. Staff are of the view that in most instances a capital grant would be provided in a binding arrangement (and therefore would be enforceable). However, because of their nature, capital grants do not include performance obligations as defined in ED 70, because the capital asset financed by the grant is not transferred to a purchaser or third-party beneficiary. Therefore, based on previous Board decisions capital grants will be accounted for in ED 71.
8. At present, IPSAS 23, *Revenue from Non-Exchange Transactions (Taxes and Transfers)* does not provide accounting requirements specifically for capital grants, although one of the illustrative examples in IPSAS 23 relates to capital grants (Paragraphs IG24-IG25). As such paragraphs 44-47 of IPSAS 23 are the relevant paragraphs providing requirements and guidance for revenue arising from a capital grant.
9. The Consultation Paper, *Accounting for Revenue and Non-Exchange Expenses*, proposed in Preliminary View (PV) 4 that accounting for capital grants should be explicitly addressed in IPSAS. Eighty-two percent of respondents either agreed (71%) or partially agreed (11%) with the PV, and 18% of respondents did not comment.

Proposals for accounting for Capital Grants

10. As noted in paragraph 4 there are various methods for accounting for capital grants. The purpose of this paper is to propose an appropriate method for use in the public sector.
11. Upon receipt of a capital grant, a transfer recipient would record the assets or cash received as an asset (debit entry). The more complex issue is how the transfer recipient should record the corresponding credit entry.
12. Staff are of the view that there are two possible approaches but consider that the appropriate approach will depend on whether or not the Board agrees with the staff recommendation in Agenda Item 8.2.3 that an outflow of resources can arise from completing the enforceable activities of a

Agenda Item

8.2.5

binding arrangement or incurring eligible expenditure. For example, if Entity A provides funding for Entity B to build a school in a binding arrangement (the funds are to be returned if not used for the purpose) the act of Entity B using the funds to pay builders etc. would be considered as an outflow of resources.

If using funds to fulfil the present obligation is considered an outflow of resources

13. Under this approach, a transfer recipient would recognize revenue for a capital grant in the same manner as for any other grant in accordance with a binding arrangement within the scope of ED 71. That is, because the transfer recipient has a present obligation to the transfer provider, upon control of the resources. The transfer recipient would recognize a liability, and revenue would be recognized as enforceable activities are completed or eligible expenditure is incurred. Each binding arrangement may have different requirements which may lead to a different pattern of revenue recognition.
14. If there are specific enforceable activities in the binding arrangement, revenue should be recognized as those activities are met, this is analogous to the accounting in ED 70. This option allows the recognition of a liability upon the receipt of the grant to defer the revenue over the performance-based period based on the grant terms. The enforceable activities in the agreement should be sufficiently specific that they would have otherwise met the definition of a performance obligation in ED 70 but do not because they lack the transfer of goods or services.
15. If there are no specific enforceable activities within a binding arrangement beyond, for example 'purchase or construct a capital asset', staff consider it would be appropriate to recognize revenue over the construction period of the asset. Because the terms of the capital grant are not specific (details of required specific tasks not set out) revenue recognition would be based on a systematic basis, such as straight-line basis, over the construction period, or by verifiable milestones during construction such as the stage of completion.

If using funds to fulfil the present obligation is not considered an outflow of resources

16. If the IPSASB decides in Agenda Item 8.2.3 that using the funding to fulfil an obligation is not an outflow of resources, then a capital grant transaction at its inception will not create a present obligation and conceptually revenue would be recognized when the transfer recipient controls the funds. However, staff do not consider that day one recognition of revenue for capital grants would present faithfully representative or relevant information, therefore are of the view that in this scenario an exception would need to be made, similar to the approach taken by the AASB. This exception would direct transfer recipients to account for a capital grant as if it was a performance obligation under ED 70.

Staff Recommendation

17. Given that the staff recommendation in Agenda Item 8.2.3 is an 'outflow of resources', can arise from completing enforceable activities or incurring eligible expenditure (even if the requirements lack specificity and may not require a transfer of goods or services) staff are of the view that the approach in paragraphs 13 to **Error! Reference source not found.** above should be included in ED 71.

Decisions Required

18. The IPSASB is asked if it agrees with the staff recommendation made at paragraph 17?

Various treatments of Capital Grants

International Financial Reporting Standards (IFRS)

IAS 20, *Accounting for Government Grants and Disclosure of Government Assistance* provides accounting 'grants related to assets' which are defined as:

Government grants whose primary condition is that an entity qualifying for them should purchase, construct or otherwise acquire long-term assets. Subsidiary conditions may also be attached restricting the type or location of the assets or the periods during which they are to be acquired or held.

Paragraph 12 of IAS 20 requires government grants to be recognized in profit or loss on a systematic basis over the period in which the entity recognizes as expenses the related costs for which the grants are indented to compensate. Therefore, the grant is only recognized as the asset is depreciated.

IAS 20 allows the presentation of grants related to assets to be either, deferred income or by deducting the grant in arriving at the carrying amount of the asset.

In summary a grant related to asset under IAS 20 would never be classified as revenue, even though it affects the profit and loss statement as reduced depreciation.

United Kingdom – Financial Reporting Standards (FRS)

FRS 102, *The Financial Reporting Standard applicable in the UK and Republic of Ireland* is based on the IASB's IFRS for SMEs (with some modifications). Section 24, *Government Grants* requires government grants to be recognized on either a performance model or an accrual model.

The performance model requires grants with no specified future performance-related conditions to be recognized by the recipient as income when the grant proceeds are received or receivable. A grant that imposes specified future performance-related conditions on the recipient in income only when the performance-related conditions are met.

The accrual model is similar to IAS 20 in that grants relating to assets shall be recognized in income on a systematic basis over the expected useful life of the asset. However, where part of a grant relating to an asset is deferred it shall be recognized as deferred income and not deducted from the carrying amount of the asset.

Australia – Australian Accounting Standards

AASB 1058, *Income of Not-for-Profit Entities* provides guidance on 'Transfers to enable an entity to acquire or construct a recognizable non-financial asset to be controlled by the entity'. Paragraphs 15 -17 state:

- 15 A transfer of a financial asset to enable an entity to acquire or construct a recognizable non-financial asset that is to be controlled by the entity is one that:**
- (a) requires the entity to use that financial asset to acquire or construct a recognizable non-financial asset to identified specifications;**
 - (b) does not require the entity to transfer the non-financial asset to the transferor or other parties; and**
 - (c) occurs under an enforceable agreement.**

- 16 An entity shall recognise a liability for the excess of the initial carrying amount of a financial asset received in a transfer to enable the entity to acquire or construct a recognisable non-financial asset that is to be controlled by the entity over any related amounts recognised in accordance with paragraph 9⁶. The entity shall recognise income in profit or loss when (or as) the entity satisfies the obligations under the transfer.**
- 17 In such circumstances, the transferor has in substance transferred a recognisable non-financial asset to the entity. The entity recognises the financial asset received in accordance with AASB 9 and subsequently recognises the acquired or constructed non-financial asset in accordance with the applicable Australian Accounting Standard (eg AASB 116 for property, plant and equipment). This Standard requires the entity to initially recognise a liability representing the entity's obligation to acquire or construct the non-financial asset and, if applicable, other performance obligations under AASB 15, which involve the transfer of goods or services to other parties. The liability in relation to acquiring or constructing the non-financial asset is initially measured at the carrying amount of the financial asset received from the transferor that is not attributable to related amounts for performance obligations under AASB 15, contributions by owners, etc. The liability is recognised until such time when (or as) the entity satisfies its obligations under the transfer.

⁶ Paragraph 9 states:

On initial recognition of an asset, an entity shall recognise a related contributions by owners, increases in liabilities, decreases in assets and revenue (related amounts) in accordance with other Australian Accounting Standards. For example, related amounts may take the form of:

- (a) *contributions from owners*, in accordance with AASB 16 [*Property, Plant and Equipment*];
- (b) revenue or a contract liability arising from a contract with a customer, in accordance with AASB 15 [*Revenue from Contracts with Customers*];
- (c) a lease liability in accordance with AASB 16;
- (d) a financial instrument, in accordance with AASB 9 [*Financial Instruments*]; or
- (e) a provision, in accordance with AASB 137 *Provisions, Contingent Liabilities and Contingent Assets*.

ED 71, *Revenue without Performance Obligations* – Non-contractual Receivables – Initial Measurement**Question**

1. The Board is asked to agree the approach for the initial measurement of non-contractual receivables.

Detail

2. The Consultation Paper (CP), *Accounting for Revenue and Non-Exchange Expenses*, discussed the initial measurement on non-contractual receivables and sought stakeholders' views on how to account for these.
3. The IPSASB consider the responses to the CP at its March 2018 meeting and noted that that there was very good support for the IPSASB's Preliminary View that at initial recognition, non-contractual receivable should be measured at face value (legislated amount) of the transaction(s), with any amount expected to be uncollectable identified as an impairment.
4. At the March 2018 meeting the Board noted that the key issues identified by respondents were:
 - (a) Entities should be required to disclose reasons for any significant uncollectable amounts;
 - (b) Legitimate deferrals will affect the fair value of the amount collectible;
 - (c) Questions about how to determine the face value when applying statistical models referred to in IPSAS 23 *Revenue from Non-Exchange Transactions (Taxes and Transfers)*;
 - (d) Whether the initial measurement of non-contractual receivables should be dependent on the revenue recognition model; and
 - (e) Which impairment model should be used.
5. The IPSASB decided that the initial measurement should be related to revenue recognition and would be dependent on decision taken on the project.
6. These current measurement models in IPSAS 23 are:
 - (a) Assets from non-exchange transactions are measured at fair value;
 - (b) Revenue from non-exchange transactions are measured at the amount of the increase in net assets recognized by the entity – if an entity recognizes an asset it also recognizes revenue equivalent to the amount of an asset unless there is a liability. Therefore, revenue is currently measured at fair value as per paragraph 6(a) above;
 - (c) Liabilities are measured at the best estimate of the amount required to settle the present obligation at the reporting date;
 - (d) Taxation transactions are measured at fair value; and
 - (e) Transferred assets are measured at fair value.

Agenda Item 8.2.6

7. ED 70, *Revenue with Performance Obligations* requires revenue to be measured at transaction price, which IPSAS 41, *Financial Instruments* asserts is the best evidence of fair value.

Staff Recommendation

8. Given the Board's March 2018 decision that initial measurement of non-contractual receivable should be related to revenue recognition staff recommend that the appropriate measurement base is fair value.

Decision required

9. Does the IPSASB agree that initial measurement of non-contractual receivables should be at fair value?

**ED 71, *Revenue without Performance Obligations* – Non-contractual Receivables
– Subsequent Measurement****Question**

1. The Board is asked to agree the approach for the subsequent measurement of non-contractual receivables.

Detail

10. The Consultation Paper (CP), *Accounting for Revenue and Non-Exchange Expenses* discussed the subsequent measurement of non-contractual receivable and sought stakeholders' views on how to account for these. The CP noted that IPSAS 23, *Revenue from Non-Exchange Transactions (Taxes and Transfers)* does not address the subsequent measurement of non-contractual receivables.
11. The IPSASB considered the responses to the CP as its March 2018 meeting and noted that there was limited support (26%) for Preliminary View 9 that the subsequent measurement of non-contractual receivables should use the fair value approach. The Board noted further that respondents had not provided a consistent view and that subsequent measurement may be dependent on the initial recognition model.
12. The other approaches discussed in the CP were:
 - (a) Amortized Cost Approach; and
 - (b) Cost Approach.
13. It was noted that as most receivables are collected within one year the cost and amortized cost models may produce the same result. Fair value was also considered to be the least useful approach.
14. Subsequent measurement of contractual receivables is addressed IPSAS 41, *Financial Instruments*. Generally subsequent measurement is at amortized cost.

Staff Recommendation

15. Staff do not consider that there are any public sector specific reasons why the subsequent measurement of non-contractual receivables should differ from contractual receivables. Therefore, staff recommend that the subsequent measurement of non-contractual receivable should be amortized cost with the wording in ED 71 cross-referenced to IPSAS 41.

Decision Required

16. Does the IPSASB agree with the staff recommendation at paragraph 15?