

Meeting: International Public Sector Accounting
Standards Board

Meeting Location: Toronto, Canada

Meeting Date: June 25–28, 2024

Agenda Item 11

For:

☐ Approval

☒ Discussion

☐ Information

THE IPSASB'S 2024-2028 STRATEGY AND WORK PROGRAM

Project summary	The project objective is to develop the 2024-2028 Strategy and Work Program.	
Project staff leads	<ul style="list-style-type: none"> Agustina Llambi, Senior Manager 	
Board Sponsor	<ul style="list-style-type: none"> Ian Carruthers, IPSASB Chair 	
Meeting objectives	Topic	Agenda Item
Project management	The IPSASB's 2024-2028 Strategy and Work Program Dashboard	11.1.1
	Instructions up to Previous Meeting	11.1.2
	Decisions up to Previous Meeting	11.1.3
	Measurement Application Phase: Project Roadmap	11.1.4
Decisions required at this meeting	Review of Responses to the IPSASB's 2024-2028 Strategy and Work Program Consultation	11.2.1
	SMC 1 – Strategic Objective and Main Activities	11.2.2
	SMC 2 – Application Panel and Post-Implementation Review	11.2.3
	SMC 3 – Potential Future Financial Reporting Projects (Appendix A)	11.2.4
	SMC 4 – Potential Future Sustainability Reporting Projects	11.2.5
Other supporting items	Analysis of Written Respondents by Region, Function, and Language	11.3.1
	Analysis of Roundtable Respondents by Region, and Function	11.3.2
	The IPSASB's 2024-2028 Strategy and Work Program – Marked-up Version	11.3.3
	Written Responses to Strategy and Work Program 2024-2028 Consultation	Posted Separately

	Report Backs from Regional Roundtables to Strategy and Work Program 2024-2028 Consultation	Posted Separately
--	--	-----------------------------------

THE IPSASB'S 2024-2028 STRATEGY AND WORK PROGRAM DASHBOARD

Topic	Past Meetings	Jun 2024	Jul 2024	Sept 2024
Project Management	✓			
Approval of the IPSASB's 2024-2028 Strategy and Work Program				
Other				
Core Document				
Appendices				

Legend	
✓	Task Completed
	Planned IPSASB Discussion
	Page-by-page Review

INSTRUCTIONS UP TO PREVIOUS MEETING

Meeting	Instruction	Actioned
September 2023	1. All instructions provided up to September 2023 were reflected in the Strategy and Work Program 2024-2028 Consultation .	1. All instructions provided up to September 2023 were reflected in the Strategy and Work Program 2024-2028 Consultation .

DECISIONS UP TO PREVIOUS MEETING

Meeting	Decision	BC Reference
September 2023	1. All decisions made up to September 2023 were reflected in the Strategy and Work Program 2024-2028 Consultation .	1. Not Applicable

**THE IPSASB'S 2024-2028 STRATEGY AND WORK PROGRAM:
PROJECT ROADMAP**

Meeting	Completed Actions or Discussions / Planned Actions or Discussions:
March 2023	1. Overview of the IPSASB's 2024-2028 Strategy and Work Program.
June 2023	1. Discuss the project plan. 2. Discuss the strategy. 3. Discuss potential technical projects.
July Check-In 2023	1. Review drafting changes to the IPSASB's 2024-2028 Strategy and Work Program.
September 2023	1. Approve Consultation of the IPSASB's 2024-2028 Strategy and Work Program.
October 2023 – March 2024	1. Out for Consultation. 2. Regional Roundtables.
June 2024	1. Review of Responses.
July Check-In	1. Page-flip of the IPSASB's 2024-2028 Strategy and Work Program.
September 2024	1. Approve the IPSASB's 2024-2028 Strategy and Work Program.

Review of Responses to the IPSASB's 2024-2028 Strategy and Work Program-Consultation

Purpose

1. To provide the IPSASB with an analysis of the responses received for the Board's 2024-2028 Strategy and Work Program Consultation.

Background

2. On October 3, 2023, the IPSASB issued the Strategy and Work Program 2024-2028 Consultation (SWPC). The objective of the SWPC was to provide an opportunity for constituents to comment on the IPSASB's proposed:
 - (a) An updated strategic objective and two main activities through which is to be delivered (SMC 1); and
 - (b) Addition of maintenance activities to the IPSASB's Financial Reporting Work Program to be delivered through an Application Panel (AP) and Post Implementation Review (PIR) process (SMC 2).

The IPSASB also solicited constituents' comments on additional projects that it should consider adding to its Potential Financial Reporting Work Program projects list (SMC 3), and public sector sustainability reporting topics the IPSASB should consider adding to its future Sustainability Work Program (SMC 4) when resource capacity becomes available.

3. The comment period for the SWPC ended on March 15th, 2024¹ and 33 responses were received. Additionally, the IPSASB conducted six regional roundtables, taking place between October 12th, 2023 to February 25th, 2024.
4. This paper provides the IPSASB with a review of responses to SWPC received through written responses and regional roundtables.

Analysis

5. The proposed 2024-2028 Strategy and Work Program received strong support from constituents at the regional roundtables and in the written responses. The positive feedback received by the IPSASB to its SWPC reflects the broad engagement with stakeholders during its development and that its proposals are supported.
6. The SWPC was developed considering feedback received at:
 - (a) The IPSASB's 2022 Public Sector Standard Setters Forum in Cascais, Portugal; and
 - (b) [Advancing Public Sector Sustainability Reporting Consultation](#).
7. The SWPC is the evolution of the IPSASB's 2019-2023 Strategy and Work Plan. Key differences between 2019 and when the SWPC was developed include:

¹ The regional roundtable table for French Africa was after February 15, 2024, the original closing of the comment period. To allow for responses from French Africa to the IPSASB's 2024-2028 Strategy and Work Program Consultation the comment period was extended to March 15th, 2024.

- (a) **Maturity of IPSAS suite.** The IPSASB addressed key gaps in the IPSAS literature during the last strategy period, which now frees up some Financial Reporting Work Program resources to undertake maintenance activities (i.e., establishing a PIR program to ensure IPSAS meet the reporting requirements the IPSASB intended them to do; and an AP to ensure consistent application of IPSAS);
- (b) **Public Sector Sustainability Reporting Standards.** Based on feedback received in response to the [Advancing Public Sector Sustainability Reporting Consultation](#), the IPSASB decided to lead the development of public sector sustainability reporting standards² as well as continue developing financial reporting standards.

Responses to the Consultation

- 8. The IPSASB ensured widespread stakeholder engagement with its SWPC by consulting the Consultative Advisory Group (CAG), conducting six regional roundtables, and a roundtable with the Forum of Firms on top of providing the standard 120-day comment period.

Comment Letters

- 9. Overall, 33 comment letters³ were received from a broad group of constituents. The analysis of comment letters shows the strong support received for the SWPC. [Agenda paper 11.3.1](#) includes analyses by function, geography, and language, the list of respondents, and a summary of responses for Specific Matters for Comment (SMC)⁴.

Regional Roundtables

- 10. The IPSASB held six regional roundtables to engage with constituents and receive direct feedback on the SWPC. To maximize engagement with constituents across the region, the regional roundtables were organized with regional partners and held in conjunction with regional public financial management (PFM) events. IPSASB members and staff supporting each roundtable attended, participated, and supported the broader PFM events by contributing on relevant topics. The approach taken for the SWPC is consistent with the approach taken for the 2019-2023 Strategy and Work Plan Consultation.

² <https://www.ipsasb.org/news-events/2022-12/ipsasb-confirms-its-role-advancing-public-sector-sustainability-reporting>

³ The lower number of written responses, in comparison to the 53 written responses received by the IPSASB for the 2019-2023 Strategy and Work Plan Consultation (2019-2023 SWPC), is mainly explained by having received a consolidated response from FOCAL rather than an individual response from each member country as was the case with the 2019-2023 SWPC.

⁴ Written responses received by the IPSASB to SWPC are located at <https://www.ipsasb.org/publications/strategy-and-work-program-2024-2028-consultation>

11. The regional roundtables details and key statistics are noted below:

<p>Latin America—Lima, Peru: October 12, 2023 Co-Host: Ministerio de Economía y Finanzas del Peru Number of:</p> <ul style="list-style-type: none"> Attendees-32 Countries-18 Organizations-18 	<p>Middle East and North Africa—Abu Dhabi, United Arab Emirates: October 20, 2023 Co-Host: Abu Dhabi School of Government and the Emirates Accounting and Auditors Association, with support from World Bank, ACCA and IFAC Number of:</p> <ul style="list-style-type: none"> Attendees-30 Countries-19 Organizations-23
<p>Asia—Manila, Philippines: October 25, 2023 Co-Host: Asian Development Bank Number of:</p> <ul style="list-style-type: none"> Attendees-54 Countries-27 Organizations-36 	<p>Europe—Brussels, Belgium: November 29, 2023 Co-Host: Accountancy Europe Number of:</p> <ul style="list-style-type: none"> Attendees-39 Countries-13 Organizations-21
<p>Africa—Nairobi, Kenya: January 25, 2024 Co-Host: African Union and Pan African Federation of Accountants Number of:</p> <ul style="list-style-type: none"> Attendees-65 Countries-32 Organizations-49 	<p>Africa (Francophone)—Algiers, Algeria: February 21, 2024 Co-Host: Pan African Federation of Accountants, and the Federation International Des Experts Comptables Number of:</p> <ul style="list-style-type: none"> Attendees-70 Countries-21 Organizations-53

12. Attendees at each regional roundtable provided their feedback on the SWPC's specific matters for comment through an online polling platform (Slido). Slido allowed attendees to provide anonymous input to the SWPC, which included:
- A vote on whether attendees support the proposed Strategic Objective, the main activities to deliver on the Strategic Objective, and the addition of maintenance activities to the IPSASB's Financial Reporting Work Program; and
 - Ranking IPSAS for the IPSASB to conduct a PIR and identifying the next key public sector sustainability reporting issues the IPSASB should consider.
13. The results of the votes and a summary of each event evidence strong support for the proposed SWPC. [Agenda Item 11.3.2](#) includes a summary of each event, a percentage of participants in

agreement with SMC 1 and SMC 2, and a ranking of IPSAS for the IPSASB to conduct a PIR and the next key public sector sustainability reporting issues the IPSASB should consider⁵.

Detailed Analysis

14. Based on the analysis of the responses received to the SWPC, staff is recommending clarifying the 'Inspiring Implementation' activity for consistency within the document (see [Agenda Item 11.2.2](#)) and editorial changes to the SWPC (identified in marked-up in [Supporting Document 3](#)). Respondents' feedback on each SMC is as follows:
 - (a) [Agenda Item 11.2.2](#) discusses SMC 1;
 - (b) [Agenda Item 11.2.3](#) discusses SMC 2;
 - (c) [Agenda Item 11.2.4](#) discusses SMC 3; and
 - (d) [Agenda Item 11.2.5](#) discusses SMC 4.

Next Steps

15. Staff will engage with the CAG and Public Interest Committee (PIC) in July seeking their advice on the proposed finalization of the strategy and the consultation process from a public interest perspective. The version to be discussed with the CAG and PIC will reflect the IPSASB June 2024 meeting decisions and instructions. The feedback from the CAG and the PIC will be provided to the IPSASB for its consideration.
16. Staff will develop a Strategy and Work Program Consultation Feedback Statement to capture how stakeholder comments were addressed by the IPSASB. The IPSASB will be able to review the document in the next IPSASB's meeting, similar to the one developed for the [Mid-Period Work Program Consultation](#) and [Work Plan 2019-2023 Consultation](#).
17. Staff will present the final 2024-2028 Strategy and Work Program for approval by the IPSASB at the September 2024 meeting in Brussels, Belgium.

Decision Required

18. No decision is required.

⁵ Report Backs on Regional Roundtables are located at <https://www.ipsasb.org/publications/strategy-and-work-program-2024-2028-consultation>

SMC 1 – Strategic Objective and Main Activities

Question

1. Does the IPSASB agree that staff have appropriately actioned constituents' responses to the specific matter for comment 1 (SMC 1)?

Recommendation

2. Staff recommend that the IPSASB maintain the:
 - (a) **Strategic Objective** as published—'Strengthening Public Financial Management and sustainable development globally through increasing adoption and implementation of accrual IPSAS and International Public Sector Sustainability Reporting Standards.'; and
 - (b) **Main activities** to deliver on the Strategic Objective as published with a revision to the wording of one activity for consistency:
 - (i) **Delivering Global Standards.** Developing, and maintaining public sector financial and sustainability reporting standards.
 - (ii) **Inspiring Adoption and Implementation.** Raising awareness of the IPSASB Standards and the benefits of their implementation.

Background

3. SMC 1 asked constituents:

'The IPSASB proposes to update its strategic objective to reflect the shift in the balance of public sector financial reporting needs towards the maintenance of IPSAS and the development of International Public Sector Sustainability Reporting Standards.

 - a) Do you agree with the strategic objective?
 - b) Do you agree with the IPSASB's proposal to deliver its strategic objective through two main activities (Delivering Global Standards and Inspiring Implementation)?

If you do not agree, please explain your reasoning and your proposed alternatives.'

Analysis

Strategic Objective

4. Most respondents supported the proposed Strategic Objective, as follows:
 - (a) **Comment letters:** Of those respondents, who provided a view, 97% agreed or partially agreed (3% had no comment).
 - (b) **Regional Roundtables:** 95% of attendees at the roundtables agreed with the proposed Strategic Objective⁶.

⁶ 5% responded 'No' in Slido. Staff notes comments provided in Slido were consistent with those reflected in written responses categorized as 'partially agreed'.

5. Respondents that agreed with the Strategic Objective, either:
 - (a) Provided supporting comments for why they agreed;
 - (b) Did without providing further details; or
 - (c) Provided recommendations on how the IPSASB should develop sustainability reporting standards, or set up the application panel and post-implementation review process.
6. Some respondents who partially agree recommended different formulations of the Strategic Objective, previously considered by the IPSASB during the development of the IPSASB's 2024-2028 Strategy and Work Program Consultation (SWPC), see [Appendix A](#).
7. Staff recommends the IPSASB to approve the Strategic Objective as exposed, considering the strong support received from respondents to the SWPC, which reflects the important changes in the strategic environment, and was developed through an inclusive and open process including various important stakeholder groups, such as the CAG and PIC.

Strengthening Public Financial Management and sustainable development globally through increasing adoption and implementation of accrual IPSAS and International Public Sector Sustainability Reporting Standards.

Main Activities

8. Most respondents supported the proposed Main Activities for the IPSASB to deliver on its Strategic Objective, as follows:
 - (a) **Comment letters:** Of those respondents, who provided a view, 94% agreed or partially agreed (6% had no comment).
 - (b) **Regional Roundtables:** 90% of attendees at the roundtables agreed with the proposed Main Activities⁷.
9. Respondents that agreed with the Main Activities, either:
 - (a) Provided supporting comments for why they agreed; or
 - (b) Did so without providing further details.
10. Certain respondents who partially agreed provided suggestions on the drafting of the Main Activities or their descriptions, previously considered by the IPSASB during the development of the SWPC see [Appendix A](#).
11. Some respondents who partially agreed suggested the addition of the word 'adoption' in Inspiring Implementation because adoption is a pre-requisite to the implementation of IPSASB Standards. During the development of the SWPC, the IPSASB only discussed the insertion of the word 'adoption' in the Strategic Objective. Staff recommend the IPSASB add the word 'adoption' to the 'inspiring implementation' activity to enhance consistency between the Strategic Objective, the Main Activities, and the actions within the Main Activities.

⁷ 10% responded 'No' in Slido. Staff notes comments provided in Slido were consistent with those reflected in written responses categorized as 'partially agreed'.

12. Staff therefore recommend the IPSASB to approve the revised Main Activities title and descriptions, as noted below:

Delivering Global Standards. Developing, and maintaining public sector financial and sustainability reporting standards

Inspiring Adoption and Implementation. Raising awareness of the IPSASB Standards and the benefits of their implementation.

Decision Required

13. Does the IPSASB agree with the staff [recommendation](#)?

Appendix–A - Drafting suggestions considered during the development of the SWPC

1. Respondents who partially agree with the Strategic Objective noted:
 - (a) Drafting suggestions considered during the development of the SWPC:
 - (i) **Create separate strategic objectives for the IPSASB's financial reporting workstream and sustainability reporting workstream**, such as to create a distinction between the level of maturity of each framework. During the development of the 2024-2028 Strategic Objective, the IPSASB considered the maturity of IPSAS in contrast to public sector sustainability reporting standards ('IPSASB SRS'), see Agenda Items in [June 2023](#) and [July 2023 IPSASB meetings](#). The IPSASB discussed that having a Strategic Objective, as opposed to two separate ones, shows the importance of the interoperability and connectivity between IPSAS and IPSASB SRS. Respondents did not provide new information not previously considered by the IPSASB so no change is proposed.
 - (ii) **Exclude the words 'adoption' and 'accrual' from the Strategic Objective**. The IPSASB discussed the importance of including both 'adoption' and 'accrual' in the Strategic Objective. Specifically, that the decision by politicians/legislators to adopt is needed before IPSAS can be implemented and that accrual-basis accounting, as opposed to cash-basis, is what strengthens Public Financial Management, see [July 2023 IPSASB meeting in Agenda Item 1.2.2](#). Respondents did not provide new information not previously considered by the IPSASB and no changes are proposed.
 - (iii) **Redraft the strategic objective to include the term 'high quality'**. The use of this term across the SWPC was discussed in the [June 2023](#) and [July 2023 IPSASB meeting](#). The IPSASB considered including 'high quality' in the strategic objective, however, it agreed to exclude it as all of the material the IPSASB develops is high quality. New information on the inclusion of this term was not provided for the IPSASB consideration so no change is proposed.
 - (b) Questioned the IPSASB's decision to develop sustainability reporting standards. The IPSASB decision on its role in advancing public sector sustainability reporting is based on the feedback received in regional roundtables and written responses to the [Advancing Public Sector Sustainability Reporting Consultation Paper](#) and is out of the scope of this consultation.
 - (c) Questioned whether 'sustainable development' was an achievable ambition during the 5-year strategic period and whether IPSASB SRS should be developed at a greater pace than IPSAS. As part of the [Advancing Public Sector Sustainability Reporting Consultation Paper](#) the IPSASB identified, and received strong support for, the importance of moving swiftly to develop a sustainability reporting framework. This is shown by the IPSASB's rapid action to develop the first IPSASB SRS. Respondent did not provide new information not previously considered by the IPSASB so no change is proposed.
2. Respondents who partially agree with the Main Activities for the IPSASB to deliver on its Strategic Objective noted:
 - (a) The description of Delivering Global Standards should include 'supporting the application of IPSAS' to reflect the work to be undertaken by the Application Panel. The Application Panel is

however discussed under 'maintenance' as it is through the exercise of considering application questions that the IPSASB may identify the need for amending an IPSAS. Thus, staff is not recommending revisions to the description of Delivering Global Standards in the SWPC.

- (b) The term 'high-quality' in the description of Delivering Global Standards should be carried forward from the 2019-2023 Strategy and Work Plan because it emphasizes the importance of developing and maintaining standards through a rigorous due process. The IPSASB previously discussed the use of this term, see paragraph 1(a)(iii). Respondent did not provide new information not previously considered by the IPSASB so no change is proposed.
- (c) The word 'inspiring' should be replaced with 'promoting' a more advocacy-driven word. Staff notes that 'Inspiring Implementation' is proposed to be delivered by two sub-activities one of which is titled 'Promoting Adoption and Implementation', as such staff is not recommending replacing 'inspire' with 'promote' as the title is meant to reflect both sub-activities 'Promoting Adoption and Implementation' and 'Advocating benefits of Financial and Sustainability Reporting Information'.

SMC 2 – Application Panel and Post-Implementation Review Process

Question

1. Does the IPSASB agree that staff have appropriately actioned constituents' responses to the specific matter for comment 2 (SMC 2)?

Recommendation

2. Staff recommend the IPSASB maintain the proposal in the IPSASB's 2024-2028 Strategy and Work Program Consultation to establish an application panel (AP) and a post-implementation review process (PIR).

Background

3. SMC 2 asked constituents:

'The IPSASB proposes to add maintenance activities to its Work Program, including a process to assess IPSAS application challenges and to undertake post-implementation reviews. Therefore, at this time, the IPSASB is not proposing to add new major financial reporting standard-setting projects.

Do you agree with the proposal to add maintenance activities? If you do not agree, please explain why, including any proposed alternatives.'

Analysis

4. Respondents strongly supported the IPSASB's proposal to add an AP and PIR to its Financial Reporting Work Program (FRWP). Below is the feedback from both the comment letters and regional roundtables as follows:
 - (a) **Comment letters:** Of those respondents, who provided a view, 94% agreed and partially agreed (6% had no comment).
 - (b) **Regional Roundtables:** 97% of attendees at the roundtables agreed with the proposal to establish an AP and PIR⁸.
5. Respondents that agreed with the IPSASB's proposal to add an AP and PIR in its FRWP, either:
 - (a) Provided support for why they agree with the IPSASB proposal to establish an AP and PIR;
 - (b) Did without providing further details; or
 - (c) Provided recommendations, such as:
 - (i) How the IPSASB should set up the AP and PIR,
 - (ii) The importance of striking the right balance between AP and PIR with the need to develop new IPSAS in the FRWP; and
 - (iii) The importance of pausing the issuance of IPSAS to allow and encourage implementation of IPSAS.

⁸ 3% responded 'No' in Slido. Staff notes comments provided in Slido were consistent with those reflected in written responses categorized as 'partially agreed'.

6. Some respondents who partially agree noted:
 - (a) Their agreement in principle but noted the need for further information on how the AP and PIR will be set up for them to form an opinion;
 - (b) Their uncertainty on whether the IPSASB has the required resources to introduce a complex PIR when it has confirmed its role in developing public sector sustainability reporting standards; and
 - (c) Further clarity of the purpose of undertaking PIR is needed, as the word 'review' in some languages is associated with an audit.
7. Respondents agreed with the IPSASB that upcoming FRWP resources should be allocated to establish an AP and PIR process, instead of adding new major financial reporting standard-setting projects. Many respondents welcome the pause in the development of new IPSAS, besides those under development in the current FRWP. Respondents believe a rebalancing of the FRWP towards maintenance activities will encourage further adoption and implementation of IPSAS by new entities and provide breathing room for entities that effectively and consistently implement IPSAS.
8. Furthermore, during the IPSASB [June 2023 meeting](#), the IPSASB decided that a future PIR process would leverage the IASB's post-implementation review. The majority of the respondents who provided the IPSASB with recommendations on how to set up the PIR also recommended the IPSASB leverage from the IASB's post-implementation review process, see paragraph 5(c)(i). Similarly, respondents suggested the IPSASB leverage from the IFRS Interpretation Committee (IFRIC) when establishing the AP. In the IPSASB [September 2023](#), the IPSASB discussed leveraging from IFRIC when establishing the AP, where appropriate.
9. Staff notes the strong support for the IPSASB's proposal in the SWPC to establish an AP and a PIR process. The IPSASB will commence its work to establish the AP and PIR processes in H2 2024.

Decision Required

10. Does the IPSASB agree with the Staff [recommendation](#)?

SMC 3 – Potential Future Financial Reporting Projects

Question

1. Does the IPSASB agree that staff have appropriately actioned constituents' responses to the specific matter for comment 3 (SMC 3)?

Recommendation

2. Staff recommend the IPSASB:
 - (a) Approve the list of Potential Future Major Financial Reporting Standard Setting Projects as published in 2024-2028 Strategy and Work Program Consultation (SWPC) with the addition of IFRS 19, *Subsidiaries without Public Accountability: Disclosures*; and
 - (b) Approve the list of Potential Future Maintenance Projects as published in the SWPC.

Background

3. SMC 3 asked constituents:

'The IPSASB's Potential Future Financial Reporting Projects, see Appendix A, includes projects for the development of new IPSAS and the maintenance of existing IPSAS.

1. Are there other major financial reporting projects the IPSASB should consider adding to its Potential Future Financial Reporting Standard Setting Projects list?
2. Are there other IPSAS that the IPSASB should consider as a potential project for its maintenance program?
3. If the IPSASB's proposal to implement a PIR process is supported, what IPSAS are of the highest priority in your jurisdiction?

For each potential financial reporting project identified, please explain why you believe this has international relevance that requires a standard-setting solution such that the IPSASB should consider it, and elaborate on the nature of the issue you think should be explored.'

Analysis

Potential Future Financial Reporting Standard Setting Projects list—SMC 3(1)

4. SMC 3(1) asked constituents what additional projects should the IPSASB include in the Potential Future Major Financial Reporting Standard Setting Projects ('project list'). The purpose of this SMC was to seek early feedback on what additional projects, to those in the project list, the IPSASB should consider when consulting stakeholders on which major projects to add to its Financial Reporting Work Program (FRWP) part-way through the 2024-2028 Strategy period.
5. The feedback received from respondents by the IPSASB is as follows⁹:

⁹ Refer to Supporting document 2, Ranking of Slido question - IPSAS of the highest priority for the IPSASB to undertake a PIR. The feedback

- (a) Overall support for the projects included in Appendix A of the Strategy and Work Program Consultation¹⁰;
 - (b) Requests to add a project(s); and
 - (c) No comment.
6. Staff compiled a list of potential additional projects suggested by respondents (see [Appendix A](#) of this Agenda Item) and assessed whether the projects recommended require an international standard-setting solution (i.e., the development of an IPSAS or amendment to an existing IPSAS). Staff recommend maintaining the project list as published, as projects suggested by respondents:
- (a) Are already included in the project list or is a pre-committed project by the IPSASB during the 2021 Mid-Period Work Program Consultation; or
 - (b) Do not require a standard-setting solution, as there is existing guidance in the IPSAS literature; or
 - (c) Could be considered for addition to the project list once the IASB's related projects have been completed; or
 - (d) A standard-setting solution at a global level is not expected to be feasible.
7. Additional to the above analysis, staff noted that on April 24, 2024, the IASB issued IFRS 19, *Subsidiaries without Public Accountability: Disclosures*¹¹. The application of IFRS 19 results in reduced disclosure requirements for entities that are a subsidiary, do not have public accountability¹² and have an ultimate or intermediate parent that produces Consolidated Financial Statements. Although IFRS 19 is expected to be potentially applicable to certain public sector entities, as noted in the updated IPSAS-IFRS Alignment Dashboard (see [Agenda Item 1.6](#)), its relevance across jurisdictions will depend on public accountability requirements for individual public sector entities.
8. On balance, staff recommend adding IFRS 19 to the project list because maintaining alignment with IFRS Accounting Standards, where appropriate for the public sector, is in agreement with the IPSASB's existing and proposed strategy.

Other IPSAS to be considered for a PIR—SMC 3(2)

9. SMC 3(2) asked constituents what other IPSAS the IPSASB should consider as a potential project for its maintenance program. The purpose of this SMC was to gather early feedback that can be used to inform the IPSASB's future decision of which IPSAS should be in the scope of a PIR as well as to identify potential questions for consideration by the Application Panel (AP). [Appendix B](#) of this agenda item has a detailed analysis of the feedback received from respondents.

¹⁰ A couple respondents requested to remove IFRS 17, *Insurance Contracts* because they do not think there is a public sector reason for the IPSASB to develop an aligned IPSAS on insurance contracts and an entity can directly apply IFRS 17 as per IPSAS 3, *Accounting Policies, Changes in Accounting Estimates and Errors*.

¹¹ The IASB developed [IFRS 19](#) in response to feedback that subsidiaries should be permitted to apply IFRS Accounting Standards with reduced disclosure requirements. Entities applying IFRS 19 are permitted to apply the disclosures requirements in IFRS 19 instead of disclosure requirements in other IFRS Accounting Standards.

¹² Public accountability as described in IFRS 19.

Agenda Item 11.2.4

10. Staff notes that whether the issue raised by respondents should be in the scope of the AP or by undertaking a PIR should be determined after the IPSASB's AP and PIR process have been established.
11. Staff will take away the early feedback collected in the responses to SMC 3(2) and bring it back for the IPSASB's consideration once the IPSASB's AP and PIR have been established¹³. Taking this into account, staff recommend maintaining the Potential Future Maintenance Projects list as published in the SWPC.

IPSAS with Highest Priority for the IPSASB to Undertake a PIR—SMC 3(3)

12. SMC 3(3) asked constituents which IPSAS are of the highest priority in their jurisdiction for the IPSASB to undertake a PIR. The purpose of this SMC was to gather early feedback that can be used to inform the IPSASB's future decision of which IPSAS should be prioritized for a PIR (see paragraph 2 in [Appendix C](#) for a full list).
13. No decision is sought from the IPSASB on SMC 3(3). Staff notes that feedback received will be taken away and brought back for the IPSASB's consideration after the IPSASB's PIR has been established¹⁴.

Decision Required

14. Does the IPSASB agree with the Staff [recommendation](#)?

¹³ As noted in [Agenda Item 11.2.3](#) the IPSASB will commence its work to establish an AP and a PIR processes in H2 2024.

¹⁴ As noted in [Agenda Item 11.2.3](#) the IPSASB will commence its work to establish an AP and a PIR processes in H2 2024.

Appendix A - Potential Future Financial Reporting Standard Setting Projects list—SMC 3(1)

1. These are the projects suggested by respondents to be included in the Potential Future Major Financial Reporting Standard Setting Projects ('project list') in Appendix A of the 2024-2028 Strategy and Work Program¹⁵:

Respondent's Suggestion	Analysis
Already within the scope of Potential Future Financial Reporting Standard Setting Projects or pre-committed during the 2021 Mid-Period Work Program Consultation	
Reporting Service Performance Information. The IPSASB should add a project to create an IPSAS on service performance reporting because it is important for discharging a public sector entity's accountability towards users of its financial reports, such as resource providers (e.g. taxpayers, ratepayers, grantors, etc.) and service recipients. It would like for the IPSASB to revisit the decision of making RPG 3 <i>Reporting Service Performance Information</i> mandatory.	Appendix A of the 2024-2028 Strategy and Work Program states that the IPSASB has committed to reconsider the status of RPG 3, <i>Reporting Service Performance Information</i> , which currently is non-mandatory guidance. The IPSASB decided this in light of its work on the sustainability work stream. The IPSASB also noted that in updating RPG 3 it should take into account development by jurisdictional standard setter bodies.
IPSAS Taxonomy. The IPSASB should develop an IPSAS Taxonomy, to achieve the digitization of IPSAS. The development of an IPSAS Taxonomy is an important mechanism to support the adoption and implementation of IPSAS.	The evaluation of an IPSAS Taxonomy is included in the disclosure project Better Communication in Financial Reporting ¹⁶ in Appendix A of the SWPC. One of its considerations is the digital reporting implications when developing disclosure requirements.
IFRS Practice Statement 2: Making Materiality Judgements The IPSASB should develop guidance on materiality similar to IFRS Practice Statement 2: Making Materiality Judgements because guidance on materiality is key to resolving many issues faced by preparers with financial reporting, such as developing appropriate accounting policies and providing relevant information to users in the financial statements.	The development of Practice Statement: Making Materiality Judgements is a pre-committed limited-scope project by the IPSASB during the 2021 Mid-Period Work Program Consultation . As such it is awaiting the availability of sufficient staff resources for addition to the IPSASB's active Financial Reporting Work Program.

¹⁵ See [Report Backs on Regional Roundtables](#), feedback received at the roundtables will be taken away and brought back for the IPSASB's consideration when an AP and PIR process has been established.

¹⁶ The project would evaluate whether guidance developed for the private sector by [IASB's Disclosure Initiative project](#) applies to the public sector.

Do not require a standard-setting solution, as there is existing guidance in the IPSAS literature:

Consolidation.

- Research what consolidation means in the context where control is not the main relationship between public sector entities, and such method aggregates accounts to statistics without duplicating macroeconomic information.
- For the IPSASB to develop an IPSAS that provides guidance for the consolidation of off-budget borrowings by autonomous bodies outside of government (i.e., where debt service thereof is borne, or sovereign guarantee is given by the Government to bodies outside the Government). The consequences of the absence of appropriate financial reporting for informed decision-making can impair service delivery, debt sustainability, and therefore public financial management.

During the development of IPSAS 35, *Consolidated Financial Statements* the IPSASB considered consolidation in relation to:

- Statistical reporting, where the Board concluded that although it serves an important role, such information had a different objective and did not fulfill the role of consolidated financial statements, as to give an overview of all government activity¹⁷; and
- Budgets where decisions about which entities are included in a government's budget are taken by each jurisdiction and may be based on factors other than the degree of autonomy of the entity and the extent to which it provides market goods or makes a commercial return¹⁸.

Staff therefore does not recommend adding either project to the Financial Reporting Work program as IPSAS 35 already requires entities to provide information that is useful for accountability and decision-making purposes, and respondents did not provide the IPSASB with information not previously considered.

¹⁷ IPSAS 35.BC18

¹⁸ IPSAS 35.BC13

<p>Digital Assets.</p> <ul style="list-style-type: none"> The IPSASB should assess whether municipal governments will face different accounting issues from the private sector if the municipality raises funds by issuing digital assets. There is a need for a regulatory framework that establishes the criteria for recognition, measurement, and presentation in the financial statements of digital assets. Because certain jurisdictions foresee a trend in their countries toward the management of financial operations through digital assets and there is a need to brace up with this development. 	<p>The IFRS Interpretations Committee published an agenda decision in June 2019 explaining that cryptocurrencies should be accounted for under IAS 2, <i>Inventories</i>, or IAS 38, <i>Intangible Assets</i>¹⁹.</p> <p>Staff notes that the economics of holding cryptocurrency transactions can be expected to be the same in the private and public sectors.</p> <p>IPSAS 12, <i>Inventories</i>, and IPSAS 31, <i>Intangible Assets</i> are primarily drawn from IAS 2 and IAS 38 respectively. Therefore, there is existing guidance in IPSAS that is relevant to cryptocurrency and related transactions. Furthermore, the IASB, as part of its Third Agenda Feedback Statement²⁰ in July 2022, communicated that it will be reviewing whether cryptocurrencies should remain within the scope of IAS 38 as part of its new project on intangible assets. At this time, staff recommends monitoring the IASB's new project ahead of considering any further analysis on cryptocurrency.</p>
<p>Active project in the IASB's Work Plan or Included in its Reserve List</p>	
<p>Emission Trading Schemes (ETS). The IPSASB should develop guidance on the recognition, measurement, and presentation of public sector entities' carbon reduction-based programs to incentivize carbon reduction. Many jurisdictions have carbon credit programs, and there is a lack of consistency and comparability with counterparts and other jurisdictions because of the absence of an accounting reporting requirement. Respondent recommends the IPSASB reactivate the project on ETS.</p>	<p>Staff notes that the IPSASB in December 2016 published a Staff Paper communicating that the IPSASB's ETS project was deactivated because the IASB's project was not in its active research pipeline. As a result, the IPSASB did not think it appropriate to develop accounting approaches for ETS administrators in isolation from the development of approaches for participants.</p> <p>Staff notes that the IASB has included Pollutant Pricing Mechanisms, which includes ETS, on its Reserve list for the 2022-2026 Strategy period²¹. There is still no active IASB project and the same reasons why the IPSASB deactivated the ETS project in 2016 remain valid today. At this time, staff recommends continuing to monitor the status of the IASB's potential project on Pollutant Pricing Mechanisms.</p>

¹⁹ <https://www.ifrs.org/content/dam/ifrs/meetings/2019/june/ifric/ap12-holdings-of-cryptocurrencies.pdf>

²⁰ See pages 27-28, and 32

²¹ See pages 31 and 32.

<p>IPSAS 31, <i>Intangible Assets</i>. Considering that IPSAS 31 is mainly based on IAS 38, <i>Intangible Assets</i> the IPSASB should add a project to modernize IPSAS 31 from the output of the IASB work on intangible assets. The IASB aims to comprehensively review the accounting requirements for intangible assets.</p>	<p>Staff notes that the IASB's comprehensive review of accounting requirements for intangible assets was initiated in April 2024. The IASB is currently conducting initial research to define the project's scope and explore how best to stage work on this topic to produce timely improvements to IFRS Accounting Standards. At this time, it is uncertain what the implications of this project will be for IPSAS 31 and whether the IASB will complete this project within the IPSASB's 2024-2028 Strategy period. Therefore, at this time, staff recommends monitoring the development plans for the IASB's project on intangible assets, before considering whether there is a short-term need for further guidance.</p>
<p>A standard setting solution at a global level is not expected to be feasible</p>	
<p>Liquidation Basis. The IPSASB should develop guidance that deals with the liquidation basis of accounting for the public sector. This is because many public sector entities will undergo abolition or liquidation process as required under a law or a directive from the President of a State, impacting the requirements of the public sector entity adopted financial reporting framework.</p>	<p>Abolition and/or liquidation processes required under law or directives can be expected to be unique to each jurisdiction.</p> <p>Although the IPSASB does not have specific guidance for preparing financial statements on a liquidation basis²², an entity that is preparing financial statements on a liquidation basis could use the hierarchy provided in IPSAS 3, <i>Accounting Policies, Changes in Accounting Estimates and Errors</i>, to develop the necessary jurisdiction-specific accounting policies.</p>

²² Staff notes that IPSAS 1, *Presentation of Financial Statements* requires an entity to disclose when financial statements are not prepared on a going concern basis and to disclose such fact [IPSAS 1.38].

Citizen-Centric Financial Reports

- A respondent suggested that standards should include guidance and illustrative tools that allow preparers to create plain language and visually relevant financial statement discussions and analyses. This is because including simplified narratives, charts, infographics or similar visual aids will allow financial reporting information to be understood by citizens of indigenous nations.
- Another respondent noted that one of the difficulties of the IPSAS-based financial report is its complexities as a source of information to ordinary citizens to ensure public sector entities can be held accountable. Thus, suggested the IPSASB should undertake a project where the financial information is simplified to meet the user needs of citizens, who are the primary users of the financial information provided by public sector entities as underscored by the IPSASB's Conceptual Framework.

Only two respondents suggested the IPSASB undertake a project to develop such guidance, thus there is no sense of urgency for the IPSASB to develop an international standard setting solution, ahead of the issue of the planned new IPSAS on Presentation of Financial Statements.

Furthermore, staff expects citizen needs of and within each jurisdiction to be different, challenging the technical feasibility of developing international guidance on citizen-centric financial reports. Staff is of the view that national standard setters are in a better position to determine and develop citizen-centric financial reports based on their own jurisdiction's needs.

Appendix B - Other IPSAS to be considered for a PIR or an AP—SMC 3(2)

2. SMC 3(2) asked constituents what other IPSAS the IPSASB should consider as a potential project for its maintenance program. The feedback received from respondents by the IPSASB is as follows:
 - (a) Overall, agreement with IPSAS identified as early candidates for the IPSASB to undertake a PIR (see Appendix A of the Strategy and Work Program in [Supporting Document 3](#))²³;
 - (b) Identification of additional IPSAS for the IPSASB to consider under maintenance activities (see paragraph 3); and
 - (c) No comment.
3. In the review of the reasons provided by respondents on why a particular IPSAS should be added as a potential project for the IPSASB's maintenance program, staff noted the following about respondent's suggestions:
 - (a) Currently in the scope of a project in the IPSASB FRWP (Note 1);
 - (b) Currently in the scope of an active project in the IASB Work Plan, from which a final pronouncement has yet to be published, thus the implications to IPSAS are unknown at this time (Note 2);
 - (c) The IPSAS suggested recently became effective or will become effective in 2025 or 2026, thus not expected to meet the time requirements to be in the scope of a PIR²⁴ for a number of years to come (Note 3);
 - (d) Whether the issue should be in the scope of the AP or by undertaking a PIR should be determined after the IPSASB's AP and PIR have been established²⁵ (Note 4); and
 - (e) No reason was provided for the IPSASB consideration (Note 5).

²³ A respondents requested to remove IPSAS 18, *Segment Reporting* from Appendix A of the SWPC because in their view this IPSAS can be deleted. A reason explaining why IPSAS 18 should be deleted was not provided.

²⁴ During the [June 2023 IPSASB meeting](#), the IPSASB discussed leveraging from the IASB PIR process, and the discussion was that at the earliest a PIR could start 24 months after the pronouncement's effective date. The IASB's timeline to start a PIR, as per its [Due Process Handbook](#), generally about 30–36 months after the effective date.

²⁵ Staff will also considered if the issues raised by respondents should be in the scope of Improvements to IPSAS or limited scope standard setting project.

IPSAS and Reason Provided by Respondents	1	2	3	4	5
<p>Conceptual Framework for General Purpose Financial Reporting by Public Sector Entities, Chapter 6 Recognition in the Financial Statements (Liabilities)</p> <ul style="list-style-type: none"> Reason provided: The definition of liability in Chapter 5 was enhanced to note that an item may meet the definition of liability even if the likelihood of a transfer of resources is low. This enhancement is aligned with the IASB's updated Conceptual Framework. However, the guidance on the recognition of liability was not enhanced to reflect that an item meeting the definition of liability may not meet the recognition criteria when the likelihood of a transfer of resources is low. 				✓	
<p>IPSAS 1, <i>Presentation of Financial Statements</i></p> <ul style="list-style-type: none"> Reason provided: IPSAS 1 should be amended to incorporate amendments to IAS 1, <i>Presentation of Financial Statements</i> and IASB Disclosure Initiative project. 	✓				
<p>IPSAS 10, <i>Financial Reporting in Hyperinflationary Economies</i></p> <ul style="list-style-type: none"> Reason provided: Hyperinflation is prevalent in the global south. 				✓	
IPSAS 12, <i>Inventories</i>				✓	✓
<p>IPSAS 19, <i>Provisions, Contingent Liabilities and Contingent Assets</i></p> <ul style="list-style-type: none"> Reasons provided: <ul style="list-style-type: none"> The need to evaluate whether financial guarantees that are not in the scope of IPSAS 41, <i>Financial Instruments</i> are in the scope of IPSAS 19. Whether the recognition and measurement requirements for provisions and contingent liabilities in IPSAS 19 work coherently with IPSAS 42, <i>Social Benefits</i>, IPSAS 47, <i>Revenue</i> and IPSAS 48, <i>Transfer Expenses</i>, and the updates to Chapter 5 of the IPSASB's Conceptual Framework. As well as to evaluate IASB's current project Provisions – Targeted Improvements. 		✓		✓	

IPSAS and Reason Provided by Respondents	1	2	3	4	5
IPSAS 21, <i>Impairment of Non-Cash-Generating Assets</i> <ul style="list-style-type: none"> Reason provided: Evaluation of the applicability of current operational value, revisit the methodology to determine the recoverable service amount, enhancement of application guidance to differentiate a cash-generating asset versus a non-cash generating one, assess the service performance of an asset. 	✓			✓	
IPSAS 24, <i>Presentation of Budget Information in Financial Statements</i> <ul style="list-style-type: none"> Reason provided: IAS 34, <i>Interim Financial Reporting</i> could be addressed to a certain degree as part of IPSAS 24 because interim reports in the public sector are often about budget execution. 				✓	
IPSAS 28, <i>Financial Instruments: Presentation</i>				✓	✓
IPSAS 30, <i>Financial Instruments: Disclosures</i>				✓	✓
IPSAS 31, <i>Intangible Assets</i> <ul style="list-style-type: none"> Reason provided: Evaluate the possibility and relevance of capitalizing expenditures on research activities as part of the cost of intangible assets. 		✓			
IPSAS 32, <i>Service Concession Arrangements: Grantor</i> <ul style="list-style-type: none"> Reason provided: the implementation guidance and illustrative examples in IPSAS 32 should be amplified considering the development of IPSAS 43, <i>Leases</i> and the principle of control in IPSAS32.9(a) should be consistent with the Conceptual Framework and the more recent IPSAS. 				✓	
IPSAS 33, <i>First-Time Adoption of Accrual Basis International Public Sector Accounting Standards (IPSASS)</i> <ul style="list-style-type: none"> Reasons provided: <ul style="list-style-type: none"> Further clarity in guidance is needed on the consequences of an entity not applying 'Transitional exemptions or provisions that have to be applied' to fair presentation and compliance with IPSAS; The application of this IPSAS is considered to be complex; or No reason was provided. 	✓			✓	✓

IPSAS and Reason Provided by Respondents	1	2	3	4	5
<p>IPSAS 34, <i>Separate Financial Statements</i></p> <ul style="list-style-type: none"> • Reason provided: Asked specific questions on the application of certain principles in IPSAS 34, specifically seeking clarity of the accounting treatment of controlled entities with no contributed capital in the separate financial statements of the Government. 				✓	
<p>IPSAS 35, <i>Consolidated Financial Statements</i></p> <ul style="list-style-type: none"> • Reasons provided: <ul style="list-style-type: none"> ○ How control of an entity is defined, especially where no share capital is in issue. ○ It is understood that this IPSAS is commonly not adopted, with jurisdictions preferring to use domestic law or costume. The IPSASB should ascertain whether there are internationally consistent issues around the adoption of IPSAS 35, perhaps influenced by certain public sector specificities such as no initial cost of investment for entities or how control of an entity is defined, especially where no share capital is in issue. 				✓	
<p>IPSAS 39, <i>Employee Benefits</i></p> <ul style="list-style-type: none"> • Reasons provided: <ul style="list-style-type: none"> ○ Seeks clarity of whether members of parliament who do not form part of the government (i.e. opposition party) are employees. If they are not, respondents asked how should the benefits paid to them be accounted for; and ○ Recommendation to include both IPSAS 39 and IPSAS 42, <i>Social Benefits</i> in view of the confusion on the recognition of state plans as discussed in IPSAS 39, and inclusion of the state retirement benefits in IPSAS 42. 				✓	

IPSAS and Reason Provided by Respondents	1	2	3	4	5
<p>IPSAS 41, <i>Financial Instruments</i></p> <ul style="list-style-type: none"> Reasons provided: <ul style="list-style-type: none"> Asked specific questions on the application of certain principles in IPSAS 41, such as financial guarantees, guidance on the computation of amortized cost of silver bonds, and loss allowance; The application of this IPSAS is considered to be complex; and The evaluation of the applicability of the expected credit loss approach for determining impairment in accounts receivable. 		✓	✓	✓	
<p>IPSAS 42, <i>Social Benefits</i></p> <ul style="list-style-type: none"> Reasons provided: <ul style="list-style-type: none"> It is a flagship standard that has not been widely applied, even by jurisdictions that have been enthusiastic adopters of other IPSAS. It is considered worthwhile for the IPSASB to investigate the overarching reasons for its limited adoption; Recommendation to include both IPSAS 39 and IPSAS 42 in view of the confusion on the recognition of state plans as discussed in IPSAS 39, and inclusion of the state retirement benefits in IPSAS 42; or No reason provided. 			✓	✓	✓
<p>IPSAS 43, <i>Leases</i></p> <ul style="list-style-type: none"> Reason provided: Reconsider the classification of leases into operating and financial leases for tenants, according to the transfer of risks and benefits, as well as the accounting treatment for each of these classifications. 			✓	✓	

IPSAS and Reason Provided by Respondents	1	2	3	4	5
IPSAS 45, <i>Property, Plant, and Equipment</i> <ul style="list-style-type: none"> Reasons provided: <ul style="list-style-type: none"> Asked a specific question on the application of initial cost principles in IPSAS 45; The application of this IPSAS is considered to be complex; and Additional application guidance and illustrative examples are needed in respect to green infrastructure in the scope of IPSAS 45. 			✓	✓	
IPSAS 46, <i>Measurement</i> <ul style="list-style-type: none"> Reasons provided: The application of this IPSAS is considered to be complex. 			✓	✓	
IPSAS 47, <i>Revenue</i> <ul style="list-style-type: none"> Reasons provided: The application of this IPSAS is considered to be complex. 			✓	✓	

Appendix C - IPSAS with Highest Priority for the IPSASB to Undertake a PIR—SMC 3(3)

1. The feedback received from respondents by the IPSASB on SMC 3(3) is as follows:
 - (a) Some respondents noted that IPSAS with the highest priority in their jurisdiction are aligned with an IPSAS included in the Potential Future Maintenance Projects in Appendix A of the SWPC;
 - (b) Other respondents suggested IPSAS not included in the list of Potential Future Maintenance Projects; or
 - (c) While others noted there were no IPSAS of particular importance for their jurisdiction, others were unable to comment without knowing the criteria for an IPSAS to be in the scope of a PIR or provided no comment related to the SMC posed.
2. This table includes IPSAS which respondents noted of the highest priority in their jurisdictions for the IPSASB to undertake a post-implementation review:

IPSAS	Percentage
IPSAS 41, <i>Financial Instruments</i>	15.60%
IPSAS 42, <i>Social Benefits</i>	10.09%
IPSAS 18, <i>Segment Reporting</i>	6.42%
IPSAS 22, <i>Disclosure of Financial Information about the General Government Sector</i>	6.42%
IPSAS 28, <i>Financial Instruments: Presentation</i>	6.42%
IPSAS 33, <i>First-Time Adoption of Accrual Basis International Public Sector Accounting Standards (IPSASs)</i>	6.42%
IPSAS 45, <i>Property, Plant, and Equipment</i>	6.42%
IPSAS 30, <i>Financial Instruments: Disclosures</i>	5.50%
IPSAS 2, <i>Cash Flow Statements</i>	3.67%
IPSAS 24, <i>Presentation of Budget Information in Financial Statements</i>	3.67%
IPSAS 32, <i>Service Concession Arrangements: Grantor</i>	3.67%
IPSAS 35, <i>Consolidated Financial Statements</i>	3.67%
IPSAS 40, <i>Public Sector Combinations</i>	3.67%
IPSAS 20, <i>Related Party Disclosures</i>	2.75%
IPSAS 21, <i>Impairment of Non-Cash-Generating Assets</i>	1.83%
IPSAS 34, <i>Separate Financial Statements</i>	1.83%
IPSAS 36, <i>Investments In Associates and Joint Ventures</i>	1.83%
IPSAS 37, <i>Joint Arrangements</i>	1.83%

Agenda Item 11.2.4

IPSAS 38, <i>Disclosure of Interests in Other Entities</i>	1.83%
IPSAS 47, <i>Revenue</i>	1.83%
IPSAS 12, <i>Inventories</i>	0.93%
IPSAS 16, <i>Investment Property</i>	0.93%
IPSAS 19, <i>Provisions, Contingent Liabilities and Contingent Assets</i>	0.93%
IPSAS 26, <i>Impairment of Cash-Generating Assets</i>	0.92%
IPSAS 46, <i>Measurement</i>	0.92%
Total	100%

SMC 4 – Potential Future Sustainability Reporting Projects

Purpose

1. This paper is for information purposes only.

Background

2. SMC 4 asked constituents:

‘Upon completion of the three pre-committed sustainability reporting standard projects, what are the key public sector sustainability reporting issues the IPSASB should consider adding to its Work Program?’

When answering please provide your rationale as to why the IPSASB should undertake such a project(s).’

Analysis

3. SMC 4 asked constituents what are the key public sector sustainability reporting issues the IPSASB should consider adding to its Sustainability Reporting Work Program (SRWP). The purpose of this SMC was to seek early feedback on the key public sector sustainability reporting issues the IPSASB should consider when consulting stakeholders on which sustainability reporting projects to add to its SRWP part-way through the 2024-2028 Strategy period.
4. The feedback received from respondents by the IPSASB is as follows:
 - (a) Support for the IPSASB pre-committed sustainability reporting projects²⁶;
 - (b) Suggested key public sector sustainability reporting issues the IPSASB should consider for inclusion in its SRWP, see [Appendix A](#) in this Agenda Item; and
 - (c) No comment.
5. Respondents top three suggestions for the IPSASB to develop public sector sustainability reporting guidance are:
 - (i) Social and governance matters, specifically human rights;
 - (ii) Develop a Sustainability Reporting Conceptual Framework²⁷; and
 - (iii) Guidance for public sector entities to report on their progress in achieving the UN Sustainable Development Goals²⁸.
6. No decision is sought from the IPSASB on SMC 4. Staff notes that feedback received in SMC 4 will be taken away by staff and brought back for the IPSASB's consideration when resources in the SRWP become available to start another major sustainability reporting project.

²⁶ <https://www.ipsasb.org/news-events/2022-12/ipsasb-confirms-its-role-advancing-public-sector-sustainability-reporting>

²⁷ Rather than develop a Sustainability Reporting Conceptual Framework the IPSASB decided to use the current IPSASB's CF in the development of sustainability reporting information because it relates to objectives, users, and information needs (see section 13 of the [March 2023 IPSASB minutes](#)).

²⁸ Staff notes that the General Assembly adopted a [global indicator framework](#) on July 6, 2017 to ensure a robust follow-up and review mechanism for the implementation of the 2030 Agenda for Sustainable Development.

Decision Required

7. No decision is required.

Appendix A – Key Public Sector Sustainability Reporting Issues

1. This table provides a summary of respondent's key public sector sustainability reporting issues the IPSASB should consider when consulting part-way through the Strategy period on what projects to add to its Sustainability Reporting Work Program:

Suggestion ²⁹	Description
Human Rights	<p>It is considered urgent to disclose human rights information in public sector sustainability reporting as human rights are greatly influenced by legal systems and policies developed by the government. Additionally, respondents:</p> <ul style="list-style-type: none"> • Emphasized that human capital issues in sustainability reporting may shed light on what initiatives the public sector entities have undertaken to improve the efficiency and effectiveness of public service delivery, such as the efforts to train public sector employees and upgrade technology to improve the skills and productivity of employees within the public sector. • Noted the importance of developing standards aimed at the reporting of the social aspects of sustainability, particularly developing countries are faced with social issues such as poverty, hunger, and a lack of quality education and healthcare. • Proposes that the IPSASB prioritize researching and preparing a set of Indigenous-specific reporting standards in the Work Program to provide disclosures that: <ul style="list-style-type: none"> ○ Explain how the jurisdiction is respecting Indigenous rights, such as descriptions of relevant legislative frameworks that protect Indigenous rights; a description of how work to protect, respect, and fulfill Indigenous rights is funded; and descriptions of how the jurisdiction is meeting court-mandated requirements; ○ Describe commitments the jurisdiction has made regarding Indigenous Peoples, including cross-references to publicly available agreements; ○ Explain how the jurisdiction is ensuring Indigenous Peoples' free, prior, and informed consent is respected by companies it provides licenses to; and ○ Describe contingent liabilities related to land claims arising from historical colonisation of Indigenous lands, especially when no treaties were signed.

²⁹ See [Report Backs on Regional Roundtables](#), feedback received at the roundtables will be taken away and brought back for the IPSASB's consideration when there are available resources to undertake additional sustainability reporting projects.

Agenda Item 11.2.5

Sustainability Reporting Conceptual Framework	Develop foundational questions, such as defining what is meant by 'sustainability' in the public sector context, who the intended primary users are, what their different information needs are, and how indigenous peoples' perspectives on sustainability should be addressed.
Guidance to report on Sustainable Development Goals (SDG)	Develop guidance for public sector entities to report sustainability disclosures covering the 17 SDG goals (financial and non-financial information) considering that public sector entities may have difficulty in developing data infrastructure for comprehensive sustainability reporting both at the government and agency levels.
Mitigation of Environmental, Social, and Governance through policy enactment	Develop guidance for governments to report on their assessment of the public policies they enact to mitigate environmental, social, and governance-related challenges. This is because assessing the efficiency of public policies directed at ensuring sustainable economic development is a specificity of the public sector that should be the focus of the discussions at the IPSASB on Sustainability Reporting.
Implementation Guidance on Sustainability Reporting	For the IPSASB to develop implementation guidance that simplifies, has guidelines, fact patterns, and scenario examples, assisting in the understandability of the sustainability reporting information.
IASB's Climate-related and Other Uncertainties in the Financial Statements project	For the IPSASB to initiate a project aligned with the IASB's Climate-related and Other Uncertainties in the Financial Statements , which is exploring targeted actions to improve the application of the requirements in IFRS Accounting Standards related to reporting on the effects of climate-related and other uncertainties in the financial statements.

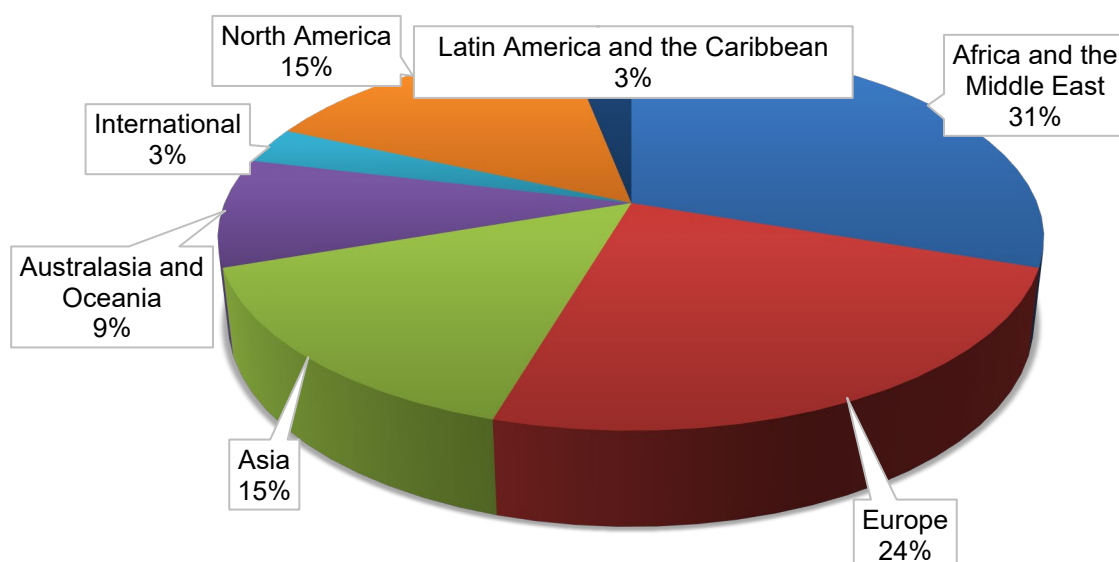
Supporting Documents 1 - Analysis of Written Respondents by Region, Function, and Language to The IPSASB's 2024-2028 Strategy and Work Program Consultation Paper

Appendix A: Analysis of Respondents by Region, Function, and Language

Geographic Breakdown

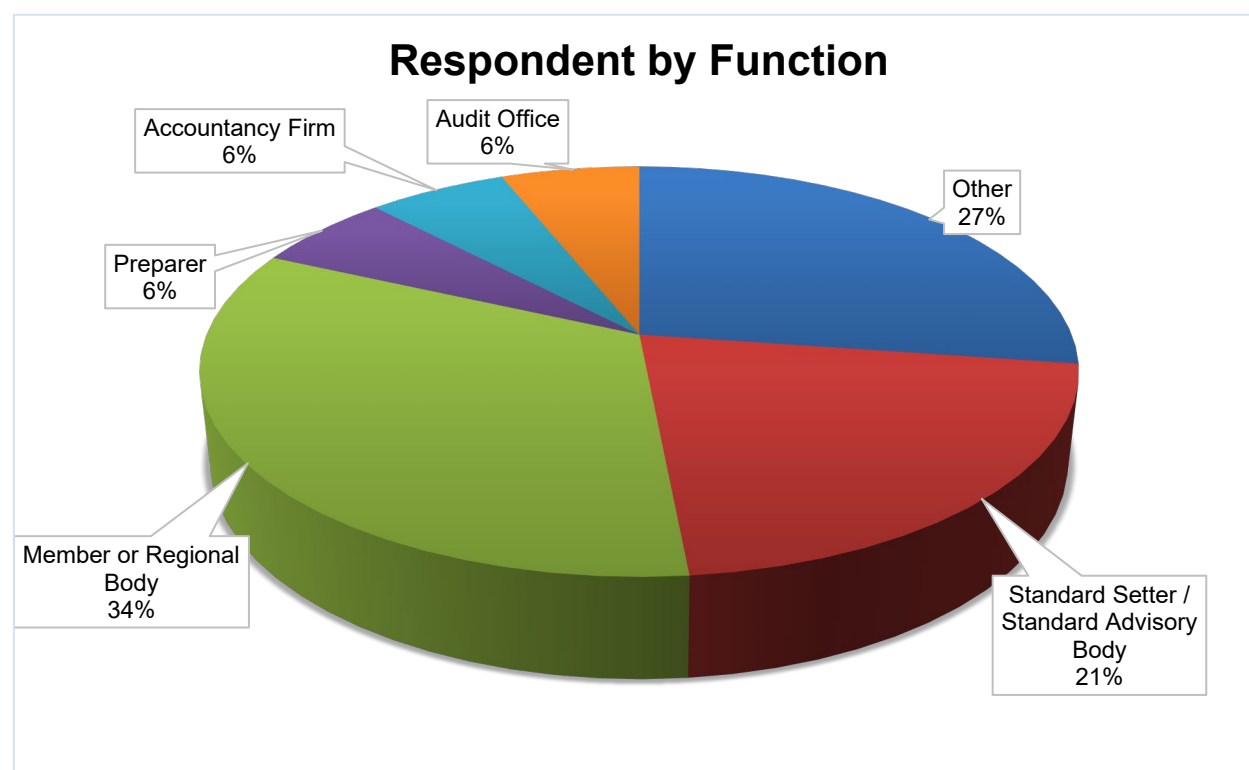
Region	Comment Letter(s)	Total Respondents
Africa and the Middle East	1, 5, 10, 14, 15, 20, 21, 25, 28, and 33	10
Asia	7, 13, 17, 19, and 31	5
Australasia and Oceania	8, 12, and 24	3
Europe	2, 3, 4, 6, 11, 16, 23, and 27	8
Latin America and the Caribbean	32 (17 countries)	1
North America	18, 22, 26, 29, and 30	5
International	9	1
Total		33

Respondent by Region



Functional Breakdown

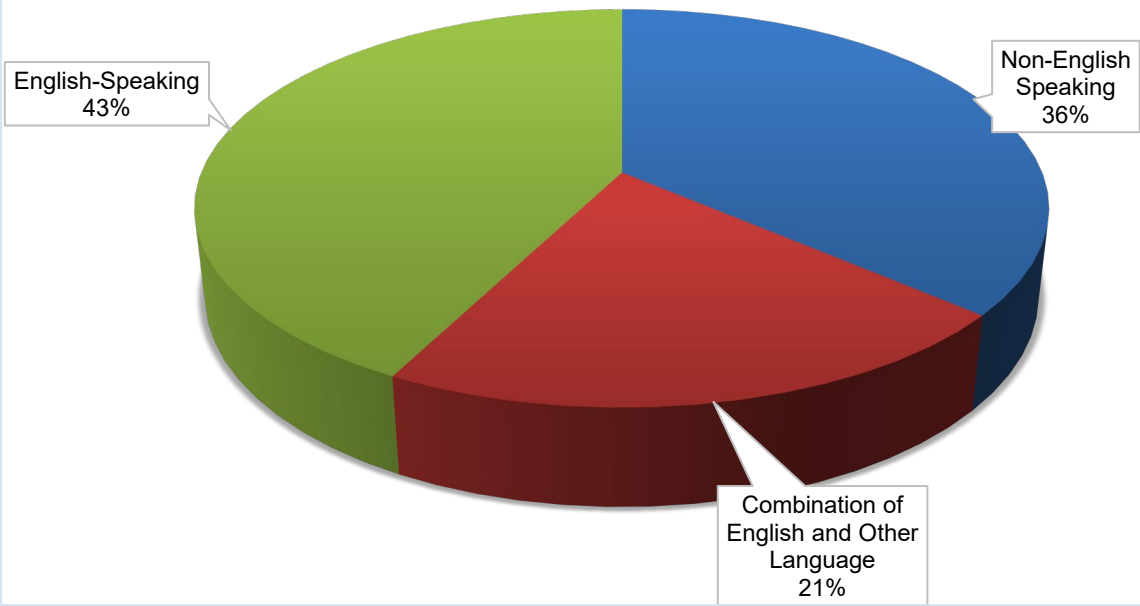
Function	Comment Letter(s)	Total Respondents
Accountancy Firm	9, 14 and 23	3
Audit Office	13, and 18	2
Member or Regional Body	3, 7, 11, 12, 16, 17, 20, 27, 28, 31, and 33	11
Other	1, 6, 10, 19, 22, 24, 29, and 30	8
Preparer	5 and 32	2
Standard Setter / Standard Advisory Body	2, 4, 8, 15, 21, 25, and 26	7
Total		33



Linguistic Breakdown

Region	Comment Letter(s)	Total Respondents
English-Speaking	8, 12, 15, 16, 18, 20, 21, 22, 24, 26, 27, 28, 29, and 30	14
Non-English Speaking	1, 2, 4, 5, 7, 11, 13, 14, 19, 23, 31, and 32	12
Combination of English and Other Language	3, 6, 9, 10, 17, 25, and 33	7
Total		33

Respondent by Language



Agenda Item 11.3.1

Appendix B: List of Respondents

Letter #	Respondent	Country	Function
1	Meenakshi Devi Bookauram Seebundhun	Mauritius	Other
2	Swiss Public Sector Financial Reporting Advisory Committee (SRS-CSPCP)	Switzerland	Standard Setter / Standard Advisory Body
3	Accountancy Europe	Not Applicable	Member or Regional Body
4	Conseil de normalisation des comptes publics (CNOCP)	France	Standard Setter / Standard Advisory Body
5	Ministry of Finance	Saudi Arabia	Preparer
6	Task Force IRSPM PSAAG CIGAR Network EGPA PSG XII	Not Applicable	Other
7	Japanese Institute of Certified Public Accountants (JICPA)	Japan	Member or Regional Body
8	External Reporting Board (XRB)	New Zealand	Standard Setter / Standard Advisory Body
9	PwC	Not Applicable	Accountancy Firm
10	Public Accountants and Auditors Board (PAAB)	Zimbabwe	Other
11	Institut der Wirtschaftsprüfer (IDW)	Germany	Member or Regional Body
12	Chartered Accountants Australia and New Zealand (CA ANZ) and CPA Australia	Australia	Member or Regional Body
13	Commission on Audit	Philippines	Audit Office
14	Mo Chartered Accountants	Zimbabwe	Other

Agenda Item 11.3.1

Letter #	Respondent	Country	Function
15	Accounting Standards Board South Africa (ASB)	South Africa	Standard Setter / Standard Advisory Body
16	Association of Chartered Certified Accountants (ACCA)	United Kingdom	Member or Regional Body
17	Institute of Chartered Accountants of India (ICAI)	India	Member or Regional Body
18	Office of the Auditor General of Canada (OAG)	Canada	Audit Office
19	ASEAN Federation of Accountants (AFA)	Not Applicable	Other
20	South African Institute of Chartered Accountants (SAICA)	South Africa	Member or Regional Body
21	Public Sector Accounting Standards Board (PSASB)	Kenya	Standard Setter / Standard Advisory Body
22	Natural Assets Initiative	Canada	Other
23	Mazars	France	Accountancy Firm
24	David Hardidge	Australia	Other
25	Financial Reporting Council of Nigeria (FRC)	Nigeria	Standard Setter / Standard Advisory Body
26	Public Sector Accounting Board (PSAB)	Canada	Standard Setter / Standard Advisory Body
27	Institute of Chartered Accountants in England and Wales (ICAEW)	United Kingdom	Member or Regional Body
28	Botswana Institute of Chartered Accountants (BICA)	Botswana	Member or Regional Body
29	Wayne Morgan & Phillip Peters	Canada	Other
30	First Nations Financial Management Board (FNFMB)	Canada	Other

Agenda Item 11.3.1

Letter #	Respondent	Country	Function
31	Malaysian Institute of Accountants (MIA)	Malaysia	Member or Regional Body
32	Forum of Government Accountants of Latin America (FOCAL)	Not Applicable	Preparer
33	Pan African Federation of Accountants (PAFA)	Not Applicable	Member or Regional Body

Appendix C: Summary of Responses for Each Specific Matter for Comment (SMC)

Specific Matter for Comment 1

The IPSASB proposes to update its strategic objective to reflect the shift in the balance of public sector financial reporting needs towards the maintenance of IPSAS and the development of International Public Sector Sustainability Reporting Standards.

a) Do you agree with the strategic objective?

Strengthening Public Financial Management and sustainable development globally through increasing adoption and implementation of accrual IPSAS and International Public Sector Sustainability Reporting Standards.

b) Do you agree with the IPSASB's proposal to deliver its strategic objective through two main activities (Delivering Global Standards and Inspiring Implementation)?

If you do not agree, please explain your reasoning and your proposed alternatives.

Summary of Responses to SMC 1

SMC	Agree		Partially Agree		Disagree		No Comment	
	#	%	#	%	#	%	#	%
SMC 1 (a)	22	67%	10	30%	0	0	1	3%
SMC 1 (b)	21	64%	10	30%	0	0	2	6%

Specific Matter for Comment 2

The IPSASB proposes to add maintenance activities to its Work Program, including a process to assess IPSAS application challenges and to undertake post implementation reviews. Therefore, at this time, the IPSASB is not proposing to add new major financial reporting standard setting projects.

Do you agree with the proposal to add maintenance activities? If you do not agree, please explain why, including any proposed alternatives.

Summary of Responses to SMC 2

Agree		Partially Agree		Disagree		No Comment	
#	%	#	%	#	%	#	%
26	79%	5	15%	0	0	2	6%

Specific Matter for Comment 3—For the summary of Responses see Agenda Item 11.2.4

The IPSASB's Potential Future Financial Reporting Projects, see Appendix A, include projects for the development of new IPSAS and the maintenance of existing IPSAS.

1. Are there other major financial reporting projects the IPSASB should consider adding to its Potential Future Financial Reporting Standard Setting Projects list?
2. Are there other IPSAS that the IPSASB should consider as a potential project for its maintenance program?
3. If the IPSASB's proposal to implement a PIR process is supported, what IPSAS are of the highest priority in your jurisdiction?

For each potential financial reporting project identified, please explain why you believe this has international relevance that requires a standard setting solution such that the IPSASB should consider it, and elaborate on the nature of the issue you think should be explored.

Summary of Responses to SMC 3(1)

Support for projects included in Appendix A	Request to remove a project from Appendix A	Request to add a project (s)	No comment
R02, R03, R09, R10, R11, R16, R18, R19, R20, R21, R26, R27, R31, and R33	R09, and R15	R04, R07, R08, R13, R15, R17, R25, R26, R30, R32, and R33	R01, R05, R06 R14, R22, and R28

Respondent's Suggestions
Aggregation Method where control is not the main relationship between public sector entities (R04)
Implications of initial-coin-offering for public sector entities (R07)
An IPSAS on Reporting Service Performance Information (R08)
Accounting guidance on liquidation basis (R13)
A public sector aligned IFRS Practice Statement 2: Making Materiality Judgements (R15)
IPSAS Taxonomy (R15)
Consolidation of off-budget borrowing (R17)
Accounting guidance for digital assets (R25 and R32)
Accounting guidance for Emission Trading Schemes (R26)
Modernization of IPSAS 31, Intangible Assets (R26)
Citizen-Centric Financial Reports (R30, and R33)

Summary of Responses to SMC 3(2)

Support for projects included in Appendix A	Request to remove a project from Appendix A	Request to add a project (s)	No comment
R07, R09, R10, R16, R18, R19, R20, R21, R23, R28, R31, and R33.	R02.	R01, R02, R03, R05, R08, R11, R12, R13, R15, R24, R25, R26, R27, and R32.	R04, R06, R14, R17, R22, R29 and R30.

Respondent's Suggestions
Conceptual Framework for General Purpose Financial Reporting by Public Sector Entities, Chapter 6 Recognition in the Financial Statements (Liabilities) (R08 and R12)
IPSAS 1, <i>Presentation of Financial Statements</i> (R24)
IPSAS 10, <i>Financial Reporting in Hyperinflationary Economies</i> (R25)
IPSAS 12, <i>Inventories</i> (R32)
IPSAS 19, <i>Provisions, Contingent Liabilities and Contingent Assets</i> (R01 and R08)
IPSAS 21, <i>Impairment of Non-Cash-Generating Assets</i> (R02)
IPSAS 24, <i>Presentation of Budget Information in Financial Statements</i> (R02 and R05)
IPSAS 28, <i>Financial Instruments: Presentation</i> (R32)
IPSAS 30, <i>Financial Instruments: Disclosures</i> (R32)
IPSAS 31, <i>Intangible Assets</i> (R32)
IPSAS 32, <i>Service Concession Arrangements: Grantor</i> (R02 and R05)
IPSAS 33, <i>First-Time Adoption of Accrual Basis International Public Sector Accounting Standards (IPSASS)</i> (R01, R05, and R32)
IPSAS 34, <i>Separate Financial Statements</i> (R01)
IPSAS 35, <i>Consolidated Financial Statements</i> (R01 and R03)
IPSAS 39, <i>Employee Benefits</i> (R01 and R13)
IPSAS 41, <i>Financial Instruments</i> (R01, R05, and R32)
IPSAS 42, <i>Social Benefits</i> (R03, R11, R13, R27, and R32)
IPSAS 43, <i>Leases</i> (R32)
IPSAS 45, <i>Property, Plant, and Equipment</i> (R01, R05, and R26)
IPSAS 46, <i>Measurement</i> (R05)
IPSAS 47, <i>Revenue</i> (R05)

Summary of Responses to SMC 3(3)

IPSAS of highest priority are included in Appendix A	IPSAS of highest priority are not in Appendix A	Did not note an IPSAS of highest priority
R02, R04, R05, R13, R13, R23, and R32.	R01, R02, R08, R09, R12, R13, R19, R21, R25, R26, R28, and R31.	R03, R10, R11, R14, R18, R22, and R33.

Respondent's Suggestions	Percentage
IPSAS 41, <i>Financial Instruments</i> (R01, R08, R09, R12, R13, R21, R25, and R26)	17.78%
IPSAS 18, <i>Segment Reporting</i> (R02, R04, R05, R23, and R32)	11.11%
IPSAS 32, <i>Service Concession Arrangements: Grantor</i> (R02, R13, and R21)	6.67%
IPSAS 33, <i>First-Time Adoption of Accrual Basis International Public Sector Accounting Standards</i> (IPSASS) (R19, R28, and R31)	6.67%
IPSAS 45, <i>Property, Plant, and Equipment</i> (R20, R25, and R28)	6.67%
IPSAS 20, <i>Related Party Disclosures</i> (R23, and R32)	4.44%
IPSAS 24, <i>Presentation of Budget Information in Financial Statements</i> (R13 and R32)	4.44%
IPSAS 34, <i>Separate Financial Statements</i> (R08, and R12)	4.44%
IPSAS 36, <i>Investments In Associates and Joint Ventures</i> (R08, and R12)	4.44%
IPSAS 37, <i>Joint Arrangements</i> (R08, and R12)	4.44%
IPSAS 38, <i>Disclosure of Interests in Other Entities</i> (R08, and R12)	4.44%
IPSAS 40, <i>Public Sector Combinations</i> (R08, and R32)	4.44%
IPSAS 47, <i>Revenue</i> (R12 and R13)	4.44%
IPSAS 2, <i>Cash Flow Statements</i> (R02)	2.23%
IPSAS 16, <i>Investment Property</i> (R20)	2.23%
IPSAS 21, <i>Impairment of Non-Cash-Generating Assets</i> (R21)	2.23%
IPSAS 22, <i>Disclosure of Financial Information about the General Government Sector</i> (R32)	2.23%
IPSAS 35, <i>Consolidated Financial Statements</i> (R09)	2.22%
IPSAS 42, <i>Social Benefits</i> (R09)	2.22%
IPSAS 46, <i>Measurement</i> (R12)	2.22%
Total	100%

Specific Matter for Comment 4

Upon completion of the three pre-committed sustainability reporting standard projects, what are the key public sector sustainability reporting issues the IPSASB should consider adding to its Work Program?

When answering please provide your rationale as to why the IPSASB should undertake such a project(s).

Respondent's Suggestions
No additional project recommended (R03, R10, R22, R23, R26, R27, and R28)
Human Rights (R06, R07, R09, R11, R13, R20, R21, R25, R26, and R30)
Sustainability Reporting Conceptual Framework (R02, R08, R12, R16, R18, R32, and R33)
Guidance to report on Sustainable Development Goals (R15, R18, R19, R29 and R31)
Mitigation of Environmental, Social, and Governance through policy enactment (R04)
Implementation Guidance on Sustainability Reporting (R14, R17, and R18)
IASB's Climate-related and Other Uncertainties in the Financial Statements project (R24)
Remove pre-committed project to develop an aligned IPSASB SRS to IFRS S1, <i>General Requirements for Disclosure of Sustainability-related Financial Information</i> (R05)
No comment (R01)

Agenda Item 11.3.2

Supporting Documents 2 - Analysis of Roundtable Respondents by Region and Function to The IPSASB's 2024-2028 Strategy and Work Program Consultation Paper

Roundtable Summary:

Region	Co-Host	Where	When	Attendees	Countries	Organizations
Latin America	Ministerio de Economía y Finanzas del Peru	Lima, Peru	October 12, 2023	32	18	18
Middle East and North Africa	Abu Dhabi School of Government and the Emirates Accounting and Auditors Association, with support from World Bank, ACCA and IFAC	Abu Dhabi, United Arab Emirates	October 20, 2023	30	19	23
Asia	Asian Development Bank	Manila, Philippines	October 25, 2023	54	27	36
Europe	Accountancy Europe	Brussels, Belgium	November 29, 2023	39	13	21
Africa	African Union and Pan African Federation of Accountants	Nairobi, Kenya	January 25, 2024	65	32	49
Africa (Francophone)	Pan African Federation of Accountants, and the Federation International Des Experts Comptables	Algiers, Algeria	February 21, 2024	70	21	53
Totals				290	130	200

Agenda Item 11.3.2

Percentage of participants in agreement with Specific Matters for Comment:

Specific Matter for Comment	Percentage ³⁰
<p>SMC 1(a) - The IPSASB proposes to update its strategic objective to reflect the shift in the balance of public sector financial reporting needs towards the maintenance of IPSAS and the development of International Public Sector Sustainability Reporting Standards.</p> <p>Do you agree with the strategic objective?</p> <p>Strengthening Public Financial Management and sustainable development globally through increasing adoption and implementation of accrual IPSAS and International Public Sector Sustainability Reporting Standards.</p>	95%
<p>SMC 1(b) - Do you agree with the IPSASB's proposal to deliver its strategic objective through two main activities (Delivering Global Standards and Inspiring Implementation)?</p> <p>If you do not agree, please explain your reasoning and your proposed alternatives.</p>	90%
<p>SMC 2 - The IPSASB proposes to add maintenance activities to its Work Program, including a process to assess IPSAS application challenges and to undertake post implementation reviews. Therefore, at this time, the IPSASB is not proposing to add new major financial reporting standard setting projects.</p> <p>Do you agree with the proposal to add maintenance activities? If you do not agree, please explain why, including any proposed alternatives.</p>	97%

³⁰ The Slido poll was set up as agree or disagree.

Ranking of Slido question - IPSAS of the highest priority for the IPSASB to undertake a PIR

IPSAS	Ranked	Percentages
IPSAS 2, Cash Flow Statements	1 st	19.53%
IPSAS 24, Presentation of Budget Information in Financial Statements	2 nd	18.41%
IPSAS 22, Disclosure of Financial Information about the General Government Sector	3 rd	15.64%
IPSAS 20, Related Party Disclosures	4 th	12.30%
IPSAS 18, Segment Reporting	5 th	12.28%
Updates to Recommended Practice Guidelines	6 th	11.86%
IPSAS 40, Public Sector Combinations	7 th	9.98%
Totals	-	100%

Agenda Item 11.3.2

Ranking Slido question - The next key public sector sustainability reporting projects the IPSASB should consider

Sustainable Development Goals	Ranked	Percentages
Good Health and Well-being	1 st	27.25%
Clean Water and Sanitation	2 nd	21.52%
Quality Education	3 rd	21.07%
Food Security	4 th	17.15%
Reduced Inequalities	5 th	13.01%
Totals	-	100%

**Supporting Documents 3 –The IPSASB's 2024-2028 Strategy and Work Program -
Marked-up Version**

1. The IPSASB's 2024-2028 Strategy and Work Program referenced in Agenda Item 11.3.3 is posted separately for easier readability.

Review Instructions:

2. IPSASB members, Technical Advisors, and Observers are asked to note the following when reviewing The IPSASB's 2024-2028 Strategy and Work Program:
 - (a) This document is a Word version of Adobe InDesign, thus some formatting issues can be noted. Staff will work with a designer to finalize the IPSASB's Strategy and Work Program after the June 2024 IPSASB meeting;
 - (b) Text in marked-up red are revisions and green are movements of content, which take into account the feedback received by the IPSASB in responses to the Strategy and Work Program Consultation. Explanations for revisions to the 2024-2028 Strategy and Work Program are included in [Agenda Item 11.2.1](#) to [Agenda Item 11.2.2](#); and
 - (c) IPSASB members are encouraged to provide editorial comments to staff offline.