



NZ ACCOUNTING
STANDARDS
BOARD

PUBLIC BENEFIT ENTITY SIMPLE FORMAT REPORTING – ACCRUAL (PUBLIC SECTOR) (PBE SFR-A (PS))

Issued November 2013 and incorporates amendments to 31 December 2015

This Standard was issued by the New Zealand Accounting Standards Board of the External Reporting Board pursuant to section 24(1)(a) of the Financial Reporting Act 1993.

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

PUBLIC BENEFIT ENTITY SIMPLE FORMAT REPORTING – ACCRUAL (PUBLIC SECTOR)

COPYRIGHT

© External Reporting Board (“XRB”) 2013

This XRB Standard contains copyright material.

Reproduction in unaltered form (retaining this notice) is permitted for personal and non-commercial use subject to the inclusion of an acknowledgement of the source.

Requests and enquiries concerning reproduction and rights for commercial purposes within New Zealand should be addressed to the Chief Executive, External Reporting Board at the following email address: enquiries@xrb.govt.nz

ISBN 978-1-927238-85-1

**PUBLIC BENEFIT ENTITY SIMPLE FORMAT REPORTING – ACCRUAL
(PUBLIC SECTOR)**

CONTENTS

	Paragraph
Objective	1
Scope	2
Standard.....	3–6
Application of Tier 2 PBE Accounting Standards	7–9
Effective Date	10–12
Appendix A: Specific Requirements	A1–A216
Section 1: Introduction	A1–A3
Section 2: Objective of Reporting and Overview of Reporting Requirements	A4–A36
Users and Their Needs	A4–A5
Objective of Reporting	A6–A7
Required Components of the Performance Report.....	A8–A10
Presentation of the Entity’s Performance	A11–A14
General Information	A15–A17
Comparative Information	A18–A19
Consistency of Presentation	A20–A24
No Offsetting of Amounts.....	A25–A26
Significant Items	A27–A28
Correction of Errors	A29
Changes in Accounting Estimates.....	A30–A33
Events After the Balance Date	A34–A36
Section 3: Entity Information	A37–A40
Purpose and Value to Users	A37
Required Information	A38–A40
Section 4: Statement of Service Performance.....	A41–A48
Purpose and Value to Users	A41
Requirement to Complete a Statement of Service Performance	A42–A43
Required Information	A44–A46
Optional Information.....	A47–A48
Section 5: Statement of Financial Performance.....	A49–A88
Purpose and Value to Users	A49
Format of Statement of Financial Performance.....	A50–A51
Required Information.....	A50
Optional Information	A51

Revenue.....	A52–A70
Required Information.....	A56–A60
Optional Information	A61–A63
Accounting for Revenue	A64
Table 1: Recording of Specific Types of Revenue	
Revenue With and Without Conditions.....	A65–A69
Goods or Services in Kind.....	A70
Expenses	A71–A82
Required Information.....	A74–A78
Optional Information	A79–A81
Accounting for Expenses	A82
Table 2: Recording of Specific Types of Expenses	
Other Information	A83–A84
Required Information.....	A83–A84
Amounts Payable or Receivable on Behalf of Others	A85–A88
Section 6: Statement of Financial Position	A89–A152
Purpose and Value to Users	A89
Format of Statement of Financial Position.....	A90–A92
Required Information.....	A90–A92
Assets	A93–A119
Required Information.....	A94–A104
Optional Information	A105–A108
Accounting for Assets.....	A109
Table 3: Recording of Specific Asset Types	
Calculating Debtors.....	A110
Heritage Assets.....	A111–A112
Donated Assets.....	A113–A114
Revaluation of Property, Plant and Equipment	A115–A118
Assets Held on Behalf of Others	A119
Liabilities	A120–A139
Required Information.....	A121–A130
Optional Information	A131–A133
Accounting for Liabilities.....	A134
Table 4: Recording of Specific Liability Types	
Provisions.....	A135–A137
Possible Future Liabilities	A138
Contingent Liabilities.....	A139

Accumulated Funds.....	A140–A150
Required Information.....	A141–A147
Accounting for Accumulated Funds	A148–A150
Other Information.....	A151–A152
Required Information.....	A151–A152
Section 7: Statement of Cash Flows	A153–A172
Purpose and Value to Users	A153–A154
Format of the Statement of Cash Flows	A155–A159
Required Information.....	A155–A159
Cash Flows from Operating Activities	A160–A166
Required Information.....	A160–A163
Optional Information	A164–A166
Cash Flows from Investing and Financing Activities	A167–A171
Required Information.....	A167–A169
Optional Information	A170–A171
Cash Balances	A172
Required Information.....	A172
Section 8: Statement of Accounting Policies.....	A173–A187
Purpose and Value to Users	A173
Format of the Statement of Accounting Policies.....	A174
Required Information.....	A174
Accounting Policies Applied.....	A175–A182
Required Information.....	A176–A182
Basis of Preparation	A177–A178
Goods and Services Tax (GST).....	A179
Specific Accounting Policies.....	A180–A182
Changes in Accounting Policies	A183–A187
Required Information.....	A185–A186
Accounting for Changes in Accounting Policies	A187
Section 9: Notes to the Performance Report.....	A188–A216
Purpose and Value to Users	A188
Required Information	A189–A215
Revenue with Conditions which has not been Recorded as a Liability	A190
Goods or Services in Kind Provided to the Entity	A191
Property, Plant and Equipment	A192–A193
Significant Donated Assets not Recorded.....	A194
Significant Heritage Assets not Recorded	A195
Assets Used as Security for Liabilities	A196

Assets Held on Behalf of Others.....	A197
Changes in Accumulated Funds	A198
Commitments.....	A199–A200
Contingent Liabilities	A201–A203
Related Party Transactions	A204–A209
Explanation	A204–A207
Requirements.....	A208–A209
Events After the Balance Date.....	A210–A211
Ability to Continue Operating	A212–A213
Correction of Errors.....	A214
Additional Information	A215
Optional Information.....	A216
Section 10: Illustrative Examples	
Section 11: Glossary	
Appendix B: Transitional Arrangements	B1–B10
Objective	B1
Transitional Groups.....	B2
General Provisions	B3–B6
Special Provisions	B7–B10
Group 1: New Entities	B7
Group 2: Entities Previously in Tier 4	B8
Group 3: Entities Previously in Tier 2	B9
Group 4: Other Entities.....	B10
Basis for Conclusions	
History of Amendments	

Public Benefit Entity Simple Format Reporting – Accrual (Public Sector) (PBE SFR-A (PS)) is set out in paragraphs 1–12 and Appendices A and B. All the paragraphs in the Standard and Appendices have equal authority. PBE SFR-A (PS) should be read in the context of its objective, the Basis for Conclusions and Standard XRB A1 Application of the Accounting Standards Framework.

Objective

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

Scope

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

Standard

3. Public sector public benefit entities that are eligible for, and elect to apply, the Tier 3 PBE Accounting Requirements shall prepare a performance report in accordance with the requirements set out in Appendix A and the transitional provisions in Appendix B. The requirement to prepare a performance report exists regardless of the term used in any legislation that defines the reporting obligations of the entity, for example annual financial statements.
4. This Standard applies to an entity that is required to prepare a performance report. The Standard applies to the performance report of single entities and entities that have certain interests in other entities.
 - 4.1 When preparing a performance report, an entity is required to identify its interests in other entities and assess whether, for the purposes of financial reporting, any of those interests result in the other entity meeting the definition of a controlled entity, an associate or a joint venture.
 - 4.2 If an entity controls another entity it shall prepare a consolidated performance report which combines the assets, liabilities, net assets/equity, revenue and expenses of the controlling entity with those of the controlled entity in accordance with the requirements in PBE IPSAS 6¹ *Consolidated and Separate Financial Statements*.
 - 4.3 If an entity has an interest in an associate it shall prepare a performance report in which it accounts for that interest in accordance with the requirements in PBE IPSAS 7 *Investments in Associates*.
 - 4.4 If an entity has an interest in a joint venture it shall prepare a performance report in which it accounts for that interest in accordance with the requirements in PBE IPSAS 8 *Interests in Joint Ventures*.
 - 4.5 When applying the requirements in PBE IPSAS 6, PBE IPSAS 7 or PBE IPSAS 8 an entity is not required to comply with the disclosure requirements in those standards denoted with an asterisk (*). Where an entity elects to apply a disclosure concession it shall comply with any RDR paragraphs associated with that concession.
 - 4.6 If an entity has an interest in another entity that is not a controlled entity, an associate or joint venture, it accounts for that interest in accordance with the requirements on investments in Section 6 of this Standard.
5. Accompanying this Standard is an explanatory guide containing an optional template and associated guidance notes that illustrate the requirements of this Standard (*Explanatory Guide A3 Optional Template and Associated Guidance Notes for Applying Public Benefit Entity Simple Format Reporting – Accrual (Public Sector)*). It is not mandatory to apply the template or guidance notes and they have no legal status. However, when an entity applies the template in the specific circumstances of the entity, the performance report will comply with this Standard.
6. Where this Standard does not provide guidance on a specific type of transaction or event, the entity shall use its judgement to determine an appropriate method of accounting for that transaction type that results in the performance report providing relevant and reliable information. The entity shall refer to, and consider the applicability of, the following in descending order:

¹ PBE IPSAS 6 issued in May 2013 is superseded by PBE IPSAS 6 (PS) for annual financial statements covering periods beginning on or after 1 April 2015.

- (a) The principles and requirements in this Standard dealing with similar and related transactions or events; and
- (b) The definitions and concepts in the PBE *Framework* to the extent that they do not conflict with this Standard.

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

Application of PBE Standards

7. An entity that is eligible to apply this Standard, and elects to do so, may elect to apply the requirements of a PBE Standard that is part of the Tier 2 PBE Accounting Requirements to a specific type of transaction, as long as it applies that option to all transactions of that type. For example, an entity may decide to opt up to PBE IPSAS 17 *Property, Plant and Equipment* so that it can revalue a class of assets (in which case it must apply the whole standard).
8. If, for a particular type of transaction, an entity elects to apply the requirements of a PBE Standard that is part of the Tier 2 PBE Accounting Requirements instead of applying the requirements in this Standard, the entity shall disclose this in the statement of accounting policies.
9. If, for a particular type of transaction, an entity elects to apply the requirements of a PBE Standard that is part of the Tier 2 PBE Accounting Requirements instead of applying the requirements in this Standard, the entity cannot then choose to return to applying this Standard unless the entity complies with the requirements of this Standard for changes in accounting policies (see paragraph A182).

Effective Date

10. A public sector public benefit entity that is eligible to apply this Standard, and elects to do so, shall apply this Standard for periods beginning on or after 1 July 2014. Earlier application is not permitted.
11. *Interests in Other Entities* (Amendments to PBE SFR-A (PS)), issued in September 2014 amended paragraph 4 and the Glossary, and inserted paragraphs 4.1–4.6. A public sector public benefit entity shall apply these amendments for periods beginning on or after 1 July 2014. Earlier application is not permitted.
12. *Amendments to Simple Format Reporting Accounting Requirements as a Consequence of XRB A1*, issued in December 2015, amended paragraphs 1–3, 4.5, 6–9, A1, A43, A177(a) B2 and B9 and the headings preceding paragraphs 7, B8 and B9. It made no changes to the requirements contained in this Standard. A public sector public benefit entity shall apply those amendments for periods beginning on or after 1 January 2016. Earlier application is permitted.

Appendix A: Specific Requirements

This Appendix contains the requirements for Public Benefit Entity Simple Format Reporting - Accrual (Public Sector). It is an integral part of the Standard.

Section 1: Introduction

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

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

Section 2: Objective of Reporting and Overview of Reporting Requirements

Users and Their Needs

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

Objective of Reporting

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

Required Components of the Performance Report

- A8. An entity shall prepare a performance report every financial year with, at a minimum, the following components:
- (a) Entity information which explains what the entity is and why it exists (section 3);
 - (b) A statement of financial performance showing what the entity has generated (revenue) and the cost of running the entity (expenses), over the year, so that users and preparers know whether the entity has made a surplus or a deficit for that financial year (section 5);
 - (c) A statement of financial position showing what the entity owns (assets), what the entity owes (liabilities) and the difference (accumulated funds) at the balance date (section 6);
 - (d) A statement of cash flows showing the cash the entity received, and the cash the entity paid out during the year (section 7);
 - (e) A statement of accounting policies which explains the accounting rules used to prepare the performance report (section 8); and

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

Presentation of the Entity’s Performance

- A11. The performance report shall “fairly present” (the entity’s service performance, financial performance and cash flows over the financial year, and its position at balance date, in accordance with this Standard. Fair presentation is achieved by compliance with this Standard, and also requires an entity to:
- (a) Select and apply appropriate accounting policies (section 8);
 - (b) Present information in the best way to achieve the following goals:
 - (i) Relevance: the information can be used to assess the entity’s performance.
 - (ii) Reliability: the information represents what has happened in a way that most users would see as a fair representation of the situation, with no bias.
 - (iii) Comparability: users are able to compare what the entity did this year with what the entity did last year. Users might also want to see how the entity performed compared to similar entities in the same sector this year.
 - (iv) Understandability: information is presented so that users can identify the main points of the entity’s performance in that year and ask questions about that. Users should not have to be a qualified accountant to do this.
- A12. Where the requirements of this Standard have been followed but more information about particular events during the year is needed in order to give users a full picture of what happened, additional relevant information shall be provided.
- A13. Timeliness of reporting is important. The performance report should be provided as soon as possible following the end of the financial year so that the information is useful and relatively current. For some public sector PBEs legislation defines the period by which the annual performance report must be completed.
- A14. It is important that the performance report is internally consistent. This is done by cross-referencing each line of a statement to any other information that relates to that line item in the rest of the performance report. For example, the total for property, plant and equipment would be referenced to the note containing the property, plant and equipment schedule. It is also important that any non-financial information, for example, information included within the statement of service performance, is consistent with financial information included elsewhere in the performance report.

General Information

- A15. Each component in the performance report specified in paragraphs A8 and A9 shall be clearly identified.
- A16. An entity’s performance report shall incorporate all the activities of the entity. The performance report shall include all branches or other operating units, if the entity is structured into more than one unit. This is done by collating and reporting information from all the branches or operating units and excluding all transactions between those units

- A17. The following information shall be displayed prominently, and repeated at the top of each page of the performance report:
- (a) The name of the entity that is preparing the performance report;
 - (b) The date of the end of the financial year covered by the performance report, or the period to which the performance report applies, as appropriate; and
 - (c) The level of rounding used in the presentation of the performance report (as a general rule whole dollars – rather than dollars and cents – should be used; rounding to the nearest hundred or thousand may be appropriate for larger entities).

Comparative Information

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

Consistency of Presentation

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

No Offsetting of Amounts

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

Significant Items

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

Correction of Errors

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

Changes in Accounting Estimates

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

Events After the Balance Date

- A34. Events after the balance date are those events, both favourable and unfavourable, that occur between the balance date and the date when the performance report is finalised. The balance date is the last day of the financial year to which the statements relate. The date of finalisation is the date on which the statements have received approval from the individual or body with the authority to authorise those statements for issue.
- A35. An entity shall adjust the amounts recorded in its performance report and update the related disclosures to reflect events after the balance date that provide evidence of conditions that existed at the balance date. The following are examples of events that require an entity to adjust the amounts recorded in its performance report, or to record items that were not previously recorded:
- (a) The settlement after the balance date of a court case that confirms that the entity had a liability at the balance date.
 - (b) The receipt of information after the balance date indicating that an asset was impaired or damaged at the balance date. For example:
 - a. The bankruptcy of a debtor that occurs after the balance date usually confirms that a loss already existed at the balance date on a receivable account, and that the entity needs to adjust the carrying amount of the receivable account; and
 - b. The disposal of damaged inventories after the balance date may provide evidence about their net realisable value at the balance date.

- (c) The discovery of fraud or errors that show that the performance report is incorrect.
- A36. An entity shall not adjust the amounts recorded in its performance report to reflect events after the balance date that are indicative of conditions that arose after the balance date. The following are examples of such events:
- (a) The entity decides after the balance date, to incur expenses relating to an activity that occurs after balance date;
 - (b) Purchases and disposals of assets that occur after balance date;
 - (c) A decision by a lender made after balance date to forgive some amounts borrowed by the entity; and
 - (d) The entity enters into significant commitments after the balance date, for example issuing significant guarantees after balance date.

Section 3: Entity Information

Purpose and Value to Users

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

Required Information

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

- (a) The entity's name, type of entity and legal basis (if any);
- (b) The entity's purpose or mission³ (the key difference the entity is trying to make);
- (c) A description of the structure of the entity's operations (including governance arrangements);
- (d) The main sources of the entity's cash and resources; and
- (e) Any additional information that is considered essential to users' overall understanding of the entity.

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

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

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

Section 4: Statement of Service Performance

Purpose and Value to Users

A41. The purpose of the statement of service performance is to provide mainly non-financial information to help users understand what the entity did during the financial year.

Requirement to Complete a Statement of Service Performance

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

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

Required Information

A44. Service performance reporting is based around two elements:

- (a) Outcomes: what the entity is seeking to achieve in terms of its impact on society; and
- (b) Outputs: the goods or services that the entity delivered during the year.

A45. The statement of service performance shall:

- (a) Describe the outcome(s) that the entity is seeking to achieve or influence through the delivery of its goods or services. The outcomes are likely to be closely related to the mission/purpose reported in the entity information section of the performance report. The main difference is that the mission/purpose is usually stated in broad or general terms and applies over the life of the entity. By contrast, the description of the outcomes in the statement of service performance should be more specific and focused on what the entity is seeking to achieve over the short to medium-term; and
- (b) Describe the outputs (goods or services) the entity has delivered for the current year, together with the following output measures:
 - (i) Appropriate quantity measures (to the extent practicable);
 - (ii) Appropriate quality measures (to the extent practicable); and
 - (iii) A measure of the timeliness of delivery of the entity’s goods or services if this is important to the recipient.

A46. The statement of service performance need include only the outputs that are significant to the performance of the entity. It is not expected to include a detailed account of everything the entity does.

Optional Information

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

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

- (d) Any additional information that is considered to be relevant to users' understanding of the entity's outcome goals, or the delivery of goods or services.
- A48. The way in which the statement of service performance is presented can enhance the user's understanding of the entity. Sometimes a pictorial representation of the entity's achievements during the financial year presents the story more clearly than words or numbers only.

Section 5: Statement of Financial Performance

Purpose and Value to Users

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

Format of Statement of Financial Performance

Required Information

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

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

Optional Information

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

Revenue

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

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

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

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

Required Information

A56. In order to make information understandable to users, revenue shall be aggregated and presented separately in categories. As a **minimum**, the following aggregated categories shall be reported separately:

- Funding from central or local government;
- Revenue from non-governmental sources for providing goods or services;
- Donations, fundraising and other similar revenue; and
- Interest, dividends and other investment revenue.

A57. Category (a) above includes all funding received from central or local government, including both general funding and funding that is linked to the delivery of specific goods or services. Category (b) includes

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

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

fees, charges and other revenue from other organisations and individuals that are (in substance) a contract for the delivery of goods or services (including student fees, registration fees, licensing fees and examination fees). Category (c) includes grants and donations/koha received from the public and non-governmental organisations (such as charitable trusts, foundations and other philanthropic agencies).

- A58. Entities need report only the minimum categories specified in paragraph A56 separately when the category is applicable and significant to the entity.
- A59. The minimum categories may be described using terminology appropriate for the entity and need not use the titles used in paragraph A56, provided that the separate categories are still maintained.
- A60. If there is difficulty in determining the category that should be used for a particular transaction, the entity shall make its best estimate of the appropriate classification. This classification shall then be used consistently in future periods so that the information reported is comparable over time.

Optional Information

- A61. The minimum categories specified in paragraph A56 may be disaggregated, or additional categories may be presented in the statement of financial performance, when such presentation will enhance users' understanding of the entity's financial performance. Possible disaggregated or additional categories are listed below.
- (a) General funding from central or local government;
 - (b) Funding from central or local government for the delivery of goods or services;
 - (c) Fees and charges;
 - (d) Other revenue from the provision of goods or services;
 - (e) Grants, donations or koha from the public or non-governmental organisations;
 - (f) Fundraising revenue;
 - (g) Lease or rental revenue;
 - (h) Interest or dividend revenue; and
 - (i) Other revenue.
- A62. Disaggregated or additional categories should be used only where doing so is necessary to provide users with an understanding of the main revenue sources of the entity. Too many categories can make it difficult for users to understand the overall picture. The number of disaggregated or additional categories used should therefore be limited to those that are really necessary.
- A63. Breakdowns of the minimum categories, or the disaggregated or additional categories, may be provided in the notes to the performance report, for example, fees and charges may be disaggregated by type of fees (for example, school fees, examination fees, activity fees). Where the entity receives significant donations and grants, the entity may also elect to include in the notes to the performance report a list of donors or grant providers, together with a summary of their contributions, if it considers that this is useful information. The objective is to provide a breakdown that gives the most useful information to users of the performance report.

Accounting for Revenue

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

Table 1: Recording of Specific Types of Revenues

Source	When to Record	Comments
Revenue from central or local government		
General funding	Record as revenue when the funding is received.	General funding is funding that is not linked to the delivery of specific goods or services.
Funding linked to the delivery of goods or services	Record as revenue in accordance with the appropriate category for “revenue from providing goods or services”.	
Revenue from providing goods or services		
Fees and charges in exchange for goods or services	<i>If the goods or services are of similar value in each time period (for example, monthly access to tuition):</i> Record as revenue evenly over the period in which the items are provided to the recipients. <i>If the goods or services vary in value from period to period:</i> Record as revenue proportionally on the basis of the value of each item in relation to the total estimated value of all items covered by the fee or charge.	Any fees or charges received in advance of the period to which they relate should be recorded as a liability.
Other fees and charges	Record as revenue when the fee or charge is due to be received.	Fees and charges such as registration fees that primarily entitle a person to the benefits derived from the payment of the fees and charges and do not provide on-going benefits during the year, should be recorded in this way. However, if the fee or charge is received prior to the year to which it relates, it should be recorded as a liability.
Sale of goods	Record as revenue when the goods are sold (this is usually when the goods are received by the purchaser).	If the purchaser pays before they receive their goods, the entity records a liability. If the purchaser does not pay on receipt of the goods, the entity records a debtor.
Revenue from the provision of services (including fees and charges relating to services delivered across the year)	Record as revenue by reference to the stage of completion of the services at balance date, based on the actual services provided as a percentage of the total services to be provided.	The stage of completion of a service may be determined in many ways including: (a) On an event by event basis if that is the basis for charging; or (b) Services performed to date as a percentage of total services.
Entrance fees and one-off fees	Record as revenue when the event takes place.	Any fees received for events that have not yet taken place are recorded as a liability.
Subscriptions to a series of events	Record as revenue as events occur, allocating to each event on a basis that reflects the extent to which services are performed at each event.	Any subscriptions received for events that have not yet taken place are recorded as a liability.

PUBLIC BENEFIT ENTITY SIMPLE FORMAT REPORTING – ACCRUAL (PUBLIC SECTOR)

Source	When to Record	Comments
Lease or rental revenue	Record as revenue on a straight-line basis over the term of the agreement, unless another systematic basis is representative of the time pattern of the user’s benefit.	If the lessee pays in advance, the entity (as lessor) records a liability being the amount of the advance payment. If the lessee pays after the leased asset is used, the entity (as lessor) records, as an asset, any amount owed to the entity.
Donations, fundraising and other similar revenue		
Donations and grants with no “use or return” condition attached	Record as revenue when cash received.	Recording as revenue shall not be deferred even if the resources are received in advance of any expense on the activity funded by the donation or grant.
Grants for current operations with no “use or return” condition attached	Record as revenue on receipt.	A grant for current operations might be to help fund an extra staff member, whereas a grant for capital purposes might be to contribute to a new building.
Grants for capital purposes with no “use or return” condition attached	Record as revenue on receipt.	
Grants that are service contracts which have a “use or return” condition attached	On receipt of the grant, record an asset received (generally cash) and a liability. As the conditions are met (i.e. services are provided) the liability is reduced and revenue is recorded.	The liability as at balance date reflects the extent to which obligations under the service contract have not been satisfied.
Grants and donations that have “use or return” conditions attached	On receipt of the grant record an asset received (generally cash) and a liability. As the conditions are met the liability is reduced and revenue is recorded.	The liability as at balance date reflects the extent to which the conditions have not been satisfied.
Donated assets	<i>Significant donated assets with useful lives of 12 months or more:</i> Record on receipt at readily obtainable values such as rateable value or government value. <i>Significant donated assets that are difficult to value such as intangible assets, highly specialised assets, and heritage assets:</i> Do not record. <i>Other donated assets:</i> Do not record.	<i>Significant donated assets that are recorded:</i> Disclose in the notes to the performance report details of the assets in accordance with the disclosure requirements of this Standard in relation to the particular class of asset (see paragraphs A192–A193). <i>Significant donated assets not recorded:</i> Details are disclosed in the notes to the performance report (see paragraph A194).
Donated goods or services (other than donated assets)	Do not record	Significant donated goods or services (including services in kind) are to be disclosed in the notes to the performance report (see paragraph A70).
Fundraising – cash	If no “use or return” condition attached (that is, no requirements to return the funds if they are not used as intended) record as revenue when cash is received.	May be received in the form of donations or from the sale of goods or services. It is rare that fundraising has a “use or return” condition attached. Funds may be raised for a specific purpose; this is not a condition but a restriction of use.
Fundraising – other	If the entity receives an asset refer to section on “donated assets” below. If the entity receives goods or services refer to section on “donated goods or services (other than donated assets)” below.	As part of a fundraising campaign the entity may receive donations of assets (other than cash) which it may keep, or the entity may receive donated goods which it may sell to raise funds.

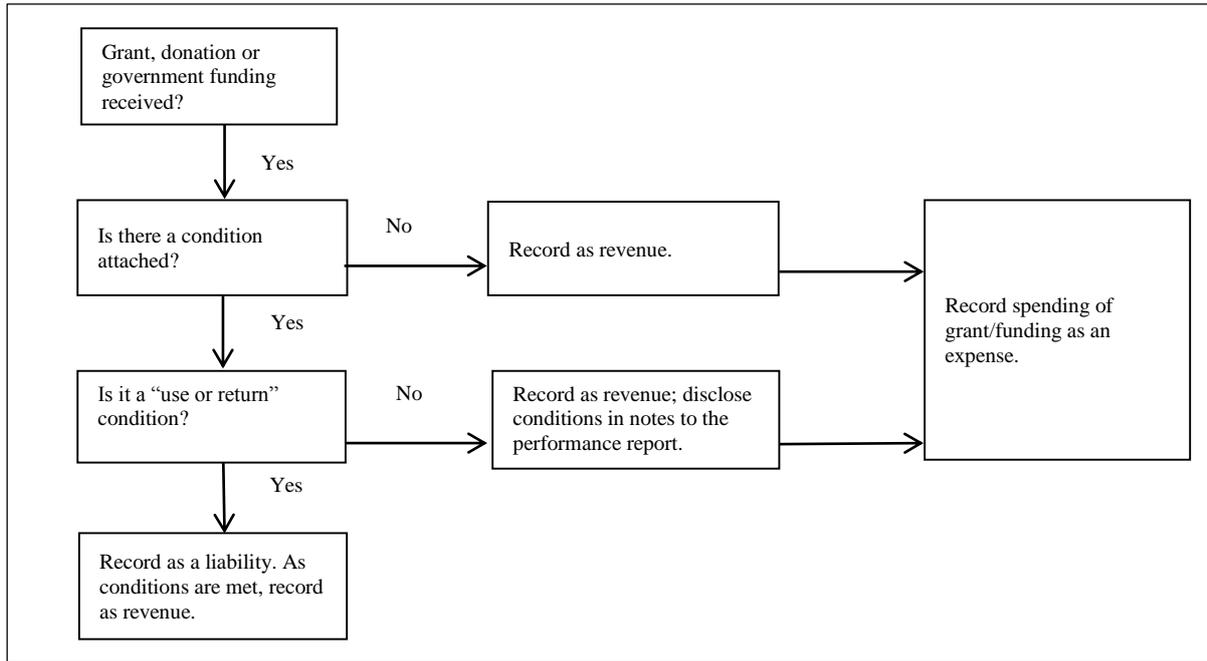
Source	When to Record	Comments
Interest, dividends and other investment revenue		
Interest	Record as revenue as it is earned during the period.	If the borrower pays interest in advance, the entity records a liability being the amount of the advance payment. If the borrower pays interest in arrears (after the investment period has elapsed), the entity records as an asset, any amount owed to the entity as a receivable.
Dividends and similar revenue	Record as revenue when receivable, for example when the dividend is declared (which would usually be before it is paid).	Dividends declared after the end of the financial year of the entity are not recorded as revenue.
Other revenue		
Commission for acting on behalf of another entity as the agent of that other entity (the principal)	Record as revenue when receivable, which would usually be defined in the agency agreement.	Revenue includes only amounts received and receivable by the entity on its own account, not the amounts collected for the principal.
Gain on sale of an asset	Record as revenue when control of the asset transfers to the new owner.	The gain is the proceeds from the sale less the amount recorded as the value of the asset prior to its sale.

Revenue with and Without Conditions

- A65. Revenue from donations, grants, fundraising and funding from government without “use or return” conditions attached is recorded when the cash or significant assets are received.
- A66. Some donations and grants have conditions attached. Sometimes these can be of a general nature, for example to be used for specific purposes by the entity, and the entity is not legally required to return the money if it is not used for that purpose. Other donations and grants can be received on a “use or return” basis, for example when the entity is required to either use the donation/grant as specified by the donor/grantor or return the donation/grant to the donor/grantor. Funding from government sometimes also has a “use or return” condition attached.
- A67. Where revenue has conditions attached, it is necessary to determine whether those conditions lead to a liability. Revenue that has a “use or return” condition, shall initially be recorded as a liability until the conditions have been met, at which point the revenue shall then be recorded.
- A68. For the purposes of this Standard donations, grants or funding from government with conditions attached, but which are not “use or return” conditions, shall be accounted for in the same way as revenue without conditions (see paragraph A65).

A69. Figure 1 illustrates the process an entity should undertake to determine how to record revenue with or without conditions attached.

Figure 1: Decision Tree: Accounting for Revenue with and without Conditions



Goods or Services in Kind

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

Expenses

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

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

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

Required Information

A74. In order to make information understandable to users, expenses shall be aggregated and presented separately in categories. As a **minimum**, the following aggregated categories shall be reported separately:

- (a) Employee related costs;
- (b) Costs related to providing goods or services; and
- (c) Expenses related to fundraising.

A75. Entities need report only the minimum categories specified in paragraph A74 separately when the category is applicable and significant to the entity.

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

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

- A77. If there is difficulty in determining the category that should be used for a particular transaction, the entity shall make its best estimate of the appropriate classification. This classification shall then be used consistently in future periods so that the information reported is comparable over time.
- A78. Reimbursements for expenses incurred by employees on behalf of the organisation are not classified as employee expenses but are recorded in the appropriate category of expenses, for example, as an expense relating to providing goods or services.

Optional Information

- A79. The minimum categories specified in paragraph A74 may be disaggregated, or additional categories may be presented in the statement of financial performance, when such presentation will enhance users’ understanding of the entity’s financial performance. Possible disaggregated or additional categories are listed below.
- (a) Administration and overhead costs;
 - (b) Fees paid to members of the governing body;
 - (c) Lease and rental expense;
 - (d) Interest expense;
 - (e) Bad debts;
 - (f) Depreciation;
 - (g) Impairment charges; and
 - (h) Other expenses.
- A80. Disaggregated or additional categories should be used only where doing so is necessary to provide users with an understanding of the main expenses of the entity. Too many categories can make it difficult for users to understand the overall picture. The number of disaggregated or additional categories used should therefore be limited to those that are really necessary.
- A81. Breakdowns of the minimum categories or the disaggregated or additional categories may be provided in the notes to the performance report. For example, employee related payments could be disaggregated into salaries and wages, employer superannuation contributions (for example, KiwiSaver) and other costs relating to employees (for example, ACC levies). The objective is to provide a breakdown that gives the most useful information to users of the performance report.

Accounting for Expenses

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

Table 2: Recording of Specific Types of Expenses

Source	When to Record	Comments
Employee related costs		
Wages and salaries, annual leave, performance related bonuses; and any benefits such as medical care, housing, and free or subsidised goods or services for current employees for operating activities	Record the expense as staff provide services and become entitled to wages and salaries and leave entitlements.	Amounts for leave entitlements are recorded as liabilities. Amounts deducted from staff wages and salaries and held to pay to a third party (for example, Inland Revenue, Kiwisaver) are recorded as liabilities.
Wages and salaries related to the production of inventory or other assets	Do not record as an expense – include in cost of asset.	
Wages and salaries paid in advance	Record the expense when the staff provide services.	Record as an asset (prepayment) until the relevant services are provided.

PUBLIC BENEFIT ENTITY SIMPLE FORMAT REPORTING – ACCRUAL (PUBLIC SECTOR)

Source	When to Record	Comments
Bonuses	Record the expense when the employee is notified that the bonus has been granted.	
Superannuation contributions	Record the expense as staff provide services.	This category comprises the entity's contribution to KiwiSaver or other superannuation schemes on behalf of staff. Amounts not yet paid over are recorded as liabilities. An entity sponsoring a defined benefit plan shall account for that plan in accordance with PBE IPSAS 25 <i>Employee Benefits</i> .
Other (including ACC levies)	Record the expense in accordance with the relevant agreement.	Often recorded as an expense evenly over the period of the agreement.
Costs related to providing goods or services		
Inventory sold or distributed	Record the expense when the goods are sold or distributed.	Where donated inventory is not recorded as an asset, there is no expense to record on sale or distribution.
Inventory written down or written off	Record the expense when it is determined that the amount on the statement of financial position is greater than the value of the inventory (either as a sale or a distribution).	Inventory may lose value as: (a) It ages (for example, fresh food); (b) Future customers would not pay as much for the inventory; (c) Stock becomes obsolete; and (d) The inventory is less valuable to service recipients.
Administration and overhead costs	Record the expense when the cost is incurred.	Examples include premises rental, utilities (rates, power, phone), maintenance, IT costs, stationery etc.
Other costs associated with the delivery of services	Record the expense when the cost is incurred.	
Expenses related to fundraising⁷		
Advertising costs, printing of fundraising materials, staff training	Record the expense when the advertising service is received or the other expense is incurred.	This category would include expenses associated with seeking gifts or donations.
Amounts paid to third party fundraisers	Record the expense when it is incurred.	
Other expenses		
Interest expense	Record the expense as it is incurred during the period.	This category is the amount paid during the period related to borrowings. Includes any interest amount owing but not yet paid.

⁷ If expenses are classified under a separate category in this Standard then exclude them from this category. For example a full-time staff member spends a small proportion of their time involved in fundraising, so their salary is still classified under employee costs. However, if a person is employed on contract solely for fundraising purposes this would be included under expenses related to fundraising.

Source	When to Record	Comments
Impairment charges (changes in the value of assets)	Record the expense when it is apparent that an asset is recorded at an amount that is greater than its net realisable value.	The impairment expense is the amount by which the asset's recorded amount is reduced. Impairment charges mostly relate to property, plant and equipment, inventory, and receivables (which become bad debts). See also Table 3 for further discussion on impairment.
Depreciation	Record the expense at year end based on the established depreciation rate.	See also Table 3 for further discussion on depreciation.
Loss on sale of an asset	Record the expense when control of the asset transfers to the new owner.	The loss is the amount recorded as the value of the asset prior to its sale, less the proceeds from the sale.
Other expenses	Record the expense when it is incurred.	It may be useful to consider the above principles.

Other Information

Required Information

- A83. The statement of financial performance shall include any additional information that the entity considers necessary for users to understand the financial performance of the entity.
- A84. An entity shall include the entity's budget (or plans) for the current financial year where this is required by legislation. Other entities may include this information if they wish and it is available.

Amounts Payable or Receivable on Behalf of Others

- A85. Revenue and expenses include only the amounts relating to the entity on its own account, that is, where it is the "principal". Where the entity is acting as an "agent" (including as a trustee or nominee) for another party (for example, the Government⁸, another entity, or some other third party), the amounts collected or paid belong to that other party rather than the entity.
- A86. An entity is a principal (that is, acting on its own behalf) when:
- The entity has the primary responsibility for providing the goods or services to the beneficiary or customer;
 - The entity establishes the prices, either directly or indirectly, for those goods or services; and
 - The entity bears the customer's credit risk for any amount receivable from the customer.
- A87. An example of the entity as principal is when the entity organises a conference for a group of organisations involved in the same service area, receives the conference fees, and is responsible for all the conference-related payments such as advertising and catering.
- A88. An entity is acting as an agent when it does not have exposure to the significant risks and rewards associated with the transactions. One feature indicating that an entity is acting as an agent is that the amount the entity earns is predetermined, being either a fixed fee per transaction or a stated percentage of the amount billed to the customer.

⁸ For the purposes of this Standard, the collection and payment of GST or PAYE are not considered to be transactions undertaken by the entity as an agent.

Section 6: Statement of Financial Position

Purpose and Value to Users

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

Format of Statement of Financial Position

Required Information

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

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

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

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

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

Assets

A93. Assets are resources of the entity that are expected to provide benefits to the entity in the future⁹.

Required Information

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

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

A95. Bank Accounts and cash comprise petty cash, cheque or savings accounts, and deposits held at call with banks.

A96. Debtors (sometimes called accounts receivable) comprise amounts owed to the entity by customers or others. This includes any GST receivable from Inland Revenue.

A97. Prepayments are expenses paid in advance of a good or service being received by the entity (such as rent, insurance or salaries and wages).

⁹ See the Glossary for a more detailed definition of assets.

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

Optional Information

- A105. The minimum categories specified in paragraph A94 may be disaggregated, or additional categories may be presented in the statement of financial position, when such presentation will enhance users’ understanding of the entity’s financial position.
- A106. The main asset category where this is likely to be useful is property, plant, and equipment. A class of property, plant, and equipment is a grouping of assets of a similar nature or function in an entity’s operations. Possible classes of property, plant and equipment that could be reported separately (either in the statement of financial position or in the notes to the performance report) are:
- (a) Land;
 - (b) Buildings;
 - (c) Motor vehicles;
 - (d) Furniture and fixtures;
 - (e) Office equipment;
 - (f) Computers (including software); and
 - (g) Machinery.
- A107. Disaggregated or additional categories should be used only where doing so is necessary to provide users with an understanding of the main assets of the entity. Too many categories can make it difficult for users to understand the overall picture. The number of disaggregated or additional categories used should therefore be limited to those that are really necessary.
- A108. Breakdowns of the minimum categories, or the disaggregated or additional categories, may be provided in the notes to the performance report, for example, classes of property, plant and equipment, or different types of inventory (such as inventories held for consumption versus inventories held for sale). The objective is to provide a breakdown that gives the most useful information to users of the performance report.

Accounting for Assets

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

Table 3: Recording of Specific Types of Asset

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

Property, Plant and Equipment (including Heritage Assets)	
When to record	When purchased or donated.
Initial measurement	<i>Purchased:</i> Cost (cash price equivalent). <i>Donated:</i> Current value (such as rateable value or government value).
When to record impairment	<i>Asset to be sold:</i> If the market price for an equivalent asset falls below the carrying amount of the asset. <i>Asset to be used:</i> If the value to the entity in using the asset falls below the carrying amount of the asset (for example, the entity no longer provides the service supported by the asset).
Change measurement at balance date	<i>Record depreciation</i> – spread the cost of the asset over the expected useful life of the asset, using a structured method such as straight line or diminishing value. Note that land is not depreciated.
When to no longer record	When sold, otherwise disposed of or written off.
Investments	
When to record	When purchased.
Initial measurement	At the amount paid.
When to record impairment	If it appears that the carrying amount of the investment will not be recovered, it shall be written down to the current market price.
Change measurement at balance date	If the current market price falls below cost.
When to no longer record	When sold, otherwise disposed of, or written off.
Other Assets	
When to record	When: (a) The asset is acquired; and (b) The asset has a cost or value that can be measured reliably.
Initial measurement	At the amount paid or other value that can be measured reliably.
When to record impairment	If it appears that the carrying amount of the asset will not be recovered, that is, it is more than the current market value (if it can be determined).
When to no longer record	When the asset is sold or otherwise disposed of.

Calculating Debtors

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

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

Heritage Assets

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

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

Donated Assets

A113. Significant donated assets, such as significant items of property, plant and equipment, shall be recorded at readily obtainable current values, such as rateable or government valuation, where it is practicable to obtain such current values.

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

Revaluation of Property, Plant and Equipment

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

A116. If an entity wishes to revalue an asset, it shall apply the relevant requirements of PBE IPSAS 17 *Property, Plant and Equipment*, except that the entity may use the current rateable or government valuation (rather than fair value as required by PBE IPSAS 17) when revaluing. Where this is the case, the entity shall disclose the source and date of the valuation in the notes to the performance report.

A117. It is important to note that once property, plant and equipment is revalued, the requirements of Tier 2 PBE Accounting Standards mean that it is likely that the entity will need to continue measuring those assets at revalued amount thereafter (rather than reverting back to asset cost).

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

Assets Held on Behalf of Others

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

Liabilities

A120. Liabilities are the amounts owed by the entity at balance date¹⁰.

Required Information

A121. In order to make information understandable to users, liabilities shall be aggregated and presented separately in categories. As a **minimum**, the following aggregated categories shall be reported separately and split between current and non-current (see paragraph A130):

- (a) Bank overdraft;
- (b) Creditors and accrued expenses;
- (c) Employee costs payable;
- (d) Unused donations, grants and government funding with conditions; and
- (e) Loans.

A122. Creditors (sometimes called accounts payable) are amounts owing to suppliers to pay for goods or services that have been acquired in the course of the entity's operations. GST payable to Inland Revenue is also part of creditors.

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

- A123. Accrued expenses are costs incurred but not yet paid. This includes electricity, gas, telephone services used but not yet paid; water and local authority rates payable but not yet paid, and rent for the use of premises not yet paid.
- A124. Employee costs payable are amounts owing to, but not yet paid to employees. This category includes wages and salaries earned but not yet paid, holidays earned but not yet taken (holiday pay accrual), ACC contributions owing, PAYE withheld from employees’ remuneration but not yet paid over to Inland Revenue, and contributions to superannuation schemes (such as KiwiSaver) or other post-employment benefit schemes collected but not paid over.
- A125. Unused donations, grants and government funding with conditions are donations, grants or government funding that have a “use or return” condition attached to them. This creates a binding obligation on the entity that is recorded as a liability (see paragraphs A65–A69 for a further discussion on revenue with conditions). This category includes unused revenue for service delivery contracts that have a “use or return” condition attached.
- A126. Loans are amounts borrowed by the entity. These are likely to be relatively uncommon amongst entities applying this Standard.
- A127. Entities need report only the minimum categories specified in paragraph A121 separately when the category is applicable and significant to the entity.
- A128. The minimum categories may be described using terminology appropriate for the entity and need not use the titles used in paragraph A121, provided that the separate categories are still maintained.
- A129. If there is difficulty in determining the category that should be used for a particular transaction, the entity shall make its best estimate of the appropriate classification. This classification shall then be used consistently in future periods so that the information reported is comparable over time.
- A130. In presenting the statement of financial position the entity shall identify those liabilities which are due to be paid within 12 months of the balance date, which shall then be classified as “current liabilities”. The remaining liabilities shall then be classified as “non-current liabilities”.

Optional Information

- A131. The minimum categories specified in paragraph A121 may be disaggregated, or additional categories may be presented in the statement of financial position, when such presentation will enhance users’ understanding of the entity’s financial position.
- A132. Disaggregated or additional categories should be used only where doing so is necessary to provide users with an understanding of the main liabilities of the entity. Too many categories can make it difficult for users to understand the overall picture. The number of disaggregated or additional categories used should therefore be limited to those that are really necessary.
- A133. Breakdowns of the minimum categories, or the disaggregated or additional categories, may be provided in the notes to the performance report, for example, a breakdown of loans. The objective is to provide a breakdown that gives the most useful information to users of the performance report.

Accounting for Liabilities

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

Table 4: Recording of Specific Types of Liability

Bank Overdraft	
When to record	When the overdraft occurs.
Measurement	At the amount of the actual overdraft (not the overdraft facility).

PUBLIC BENEFIT ENTITY SIMPLE FORMAT REPORTING – ACCRUAL (PUBLIC SECTOR)

Creditors and Accrued Expenses	
When to record	When transaction occurs that creates the payment obligation, for example, on the receipt of goods or services from a supplier.
Initial measurement	At the amount owing. If the entity has not received a supplier invoice it shall record an accrual for an estimate of the amount to be paid
Change measurement at balance date	Review in case some part has been paid or is no longer owed (for example, a supplier changes the arrangement to donations of goods therefore revenue will be recorded).
When to no longer record	When settled.
Employee Costs Payable	
When to record	When an employee has earned the entitlement or the entity has withheld amounts from wages and salaries already paid. It is uncommon for entities with paid employees to have no employee costs payable.
Initial measurement	At the amount to be paid.
Change measurement at balance date	If employees have been granted increased wages and salaries, amounts owing may change (for example, annual leave is based on amounts to be paid when the employee is expected to take the leave).
When to no longer record	When settled.
Unused Donations, Grants and Government Funding with Conditions	
When to record	When the grant, donation or government funding is received.
Initial measurement	At the amount to be returned if the conditions are not fulfilled.
Change measurement at balance date	Assess whether the conditions have been fulfilled. If not, assess the amount of the grant that relates to conditions that haven't yet been fulfilled.
When to no longer record	When the conditions are fulfilled.
Provisions	
When to record	When an event has occurred that leads to an obligation.
Initial measurement	At the entity's best estimate of the amount to be paid.
Change measurement at balance date	Review the estimate of the amount of the obligation in light of conditions at balance date.
When to no longer record	When no obligation remains.
Loans	
When to record	When the amount borrowed has been received.
Initial measurement	At the amount borrowed from the lender (usually referred to as the loan principal).
Change measurement at balance date	Include any loan principal outstanding and any interest owing that has not yet been paid.
When to no longer record	When all principal and interest has been paid.

Provisions

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

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

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

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

Possible Future Liabilities

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

Contingent Liabilities

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

Accumulated Funds

A140. Accumulated Funds are the owners' financial interest in the entity. It is the component that balances the statement of financial position¹¹.

Required Information

A141. In order to make information understandable to users, accumulated funds shall be aggregated and presented separately in categories. As a **minimum**, the following aggregated categories shall be reported separately:

- (a) Capital contributed by owners;
- (b) Accumulated surpluses or deficits; and
- (c) Reserves.

A142. Contributions from owners means contributions to the entity by external parties (usually the government) that establish a financial interest in the equity of the entity, which:

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

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

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

A145. Reserves are of two types:

- (a) Restricted reserves which may be used only for a particular purpose (the restriction). The restriction may apply to the use of revenue from the funds such as interest received, or to changes

¹¹ See the Glossary for a more detailed definition.

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

- (i) The express wishes of a donor (including in relation to endowment funds);
 - (ii) A specific purpose agreed with a donor; or
 - (iii) The terms of a fundraising appeal.
- (b) Discretionary reserves that have been created by a transfer from accumulated surpluses or deficits as a decision of the entity so that it sets aside resources for a particular purpose. A feature of this type of reserves is that they may be transferred back to accumulated surpluses or deficits whenever the entity chooses.

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

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

Accounting for Accumulated Funds

A148. Contributed funds shall be recorded at the amount contributed by, less any contributed capital returned to, owners.

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

A150. Reserves shall be recorded at the opening balance of the reserve for the period plus transfers to/from accumulated surpluses or deficits. The amount of the transfer should be equal to the amount of any revenue or expenses relating to the purpose of the reserve that were recorded in the statement of financial performance and therefore included in the current period's surplus or deficit.

Other Information

Required Information

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

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

Section 7: Statement of Cash Flows

Purpose and Value to Users

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

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

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

Format of Statement of Cash Flows

Required Information

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

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

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

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

A158. Operating activities are the activities of the entity that are not investing or financing activities. They include the normal operations of the entity, for example, providing goods or services.

A159. The statement of cash flows does not include:

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

Cash Flows from Operating Activities

Required Information

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

Cash Receipts:

- (a) Funding from central or local government;
- (b) Receipts from non-governmental sources for providing goods or services;
- (c) Donations, fundraising and other similar receipts; and

- (d) Interest, dividends and other investment receipts.

Cash Payments:

- (e) Payments to suppliers and employees.

A161. Entities need report only the minimum categories specified in paragraph A160 separately when the category is applicable and significant to the entity.

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

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

Optional Information

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

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

A166. Breakdowns of the minimum categories or the disaggregated or additional categories may be provided in the notes to the performance report, for example, a breakdown of cash payments to suppliers. The objective is to provide a breakdown that gives the most useful information to users of the performance report.

Cash Flows from Investing and Financing Activities

Required Information

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

Cash Receipts:

- (a) Receipts from the sale of property, plant and equipment;
- (b) Receipts from the sale of investments;
- (c) Proceeds from loans from other parties; and
- (d) Capital contributed from owners.

Cash Payments:

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

A168. Investments are shares, term deposits, bonds, units in unit trusts, or similar instruments held by the entity. They include loans made by the entity.

A169. Entities need report only the minimum categories specified in paragraph A167 separately when the category is applicable and significant to the entity.

Optional Information

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

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

Cash Balances

Required Information

A172. Cash balances is the same amount reported as “bank accounts and cash” less bank overdrafts as reported in the statement of financial position. It includes petty cash, cheque or savings accounts, deposits held at call with banks, and bank overdrafts (see paragraph A95).

Section 8: Statement of Accounting Policies

Purpose and Value to Users

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

Format of Statement of Accounting Policies

Required Information

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

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

Accounting Policies Applied

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

Required Information

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

Basis of Preparation

A177. The statement of accounting policies shall disclose that:

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

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

Goods and Services Tax (GST)

A179. The statement of accounting policies shall disclose:

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

Specific Accounting Policies

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

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

A182. Where an entity has elected to apply a provision of the Tier 2 PBE Accounting Standards in place of a requirement of this Standard (see paragraphs 7–9), the Tier 2 PBE Accounting Standard applied shall be disclosed.

Changes in Accounting Policies

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

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

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

Required Information

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

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

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

Accounting for Changes in Accounting Policies

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

Section 9: Notes to the Performance Report

Purpose and Value to Users

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

Required Information

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

Revenue with Conditions which has not been Recorded as a Liability

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

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

Goods or Services in Kind Provided to the Entity

A191. An entity shall disclose in the notes to the performance report a description of any significant goods or services in kind provided to the entity during the financial year, such as free professional services. A dollar quantification may be provided as an optional disclosure.

Property, Plant and Equipment

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

- (a) A description of the asset class (for example, equipment, furniture);
- (b) The carrying amount of the asset class at the beginning of the financial year;
- (c) The depreciation and/or impairment expense recorded for the asset class for the financial year; and
- (d) The carrying amount of the asset class at the end of the financial year.

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

Significant Donated Assets not Recorded

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

Significant Heritage Assets not Recorded

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

Assets Used as Security for Liabilities

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

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

Assets Held on Behalf of Others

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

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

Changes in Accumulated Funds

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

Commitments

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

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

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

Contingent Liabilities

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

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

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

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

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

Related Party Transactions***Explanation***

A204. A related party transaction is a transfer of money or other resource between the reporting entity and a person or other entity that is closely associated with the reporting entity that has the ability to influence the reporting entity. For public sector entities related party transactions comprise significant transactions

that are different from those conducted under normal terms and conditions (including the provision of free goods or services).

A205. Related parties comprise:

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

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

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

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

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

Requirements

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

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

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

Events After the Balance Date

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

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

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

Ability to Continue Operating

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

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

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

Correction of Errors

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

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

Additional Information

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

Optional Information

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

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

Section 10: Illustrative Examples

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

1. Revenue Earned

Scenario 1

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

Treatment: The reporting entity records:

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

Scenario 2

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

Treatment: The reporting entity records:

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

Scenario 3

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

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

2. Grants with and Without Conditions

Scenario 1

A school (the reporting entity) receives a grant from a local philanthropic trust to support its activities. There are no conditions attached to the grant, other than that it must be used to support the delivery of education by the school.

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

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

Scenario 2

A school (the reporting entity) receives a grant from a local philanthropic trust to support its activities. The grantor specifies that the school must use the grant to increase the stock of books in the school library. However, there is no obligation to return the grant if it is not fully used for this purpose. The school has used only half of the grant as at balance date.

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

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

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

Scenario 3

A school (the reporting entity) receives a grant from a local philanthropic trust to support its activities. The grantor specifies that the school must use the grant to help purchase a new vehicle that is to be used to allow students to participate in education outside the classroom (EOTC) activities. The grantor requires the grant to be used for this purpose or be returned.

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

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

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

3. Donated Goods or Services

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

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

4. Liabilities and Contingent Liabilities

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

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

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

5. Related Parties

Scenario 1

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

Scenario 2

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

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

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

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

Section 11: Glossary

This glossary contains all terms defined in this Standard.

Accounting policies	The specific policies and practices used by the entity when preparing the performance report.
Accumulated funds	The owners' financial interest in the entity. It comprises capital contributed by owners, accumulated surpluses or deficits, and reserves. It also represents the difference between the assets and liabilities of the entity. In the for-profit sector the equivalent term is equity.
Assets	Resources controlled by the entity as a result of past events (which would usually be transactions), from which future economic benefits are expected to flow to the entity (such as investments producing interest revenue).
Associate	An entity, including an unincorporated entity such as a partnership, over which the investor has significant influence, and that is neither a controlled entity nor an interest in a joint venture.
Bad debt	Money owing to the entity (accounts receivable) that is deemed uncollectible and written off as an expense. This may be due to the length of time it has been owing, or information known about the customer's ability to pay (for example, the customer has gone into liquidation).
Balance date	The date to which the performance report is prepared. It is usually an end of month date, for example, 30 June 20XX.
Carrying amount	The cost of the asset less accumulated depreciation and accumulated impairment losses (if any).
Commitments	Contracts or similar arrangements entered into by the entity to pay money in the future.
Consolidated performance report	The performance report of an economic entity ¹² presented as that of a single entity.
Contingent liability	A possible obligation to pay money that will be confirmed by the occurrence or non-occurrence of an uncertain future event or an obligation that has arisen but is not recorded because (i) it is not probable that the entity will have to settle the obligation; or (ii) the amount of the obligation cannot be estimated reliably (that is, the entity is too uncertain of the amount of the obligation).
Control	The power to govern the financial and operating policies of another entity so as to benefit from its activities.
Controlled entity	An entity, including an unincorporated entity such as a partnership, which is under the control of another entity (known as the controlling entity).
Controlling entity	An entity that has one or more controlled entities.
Deficit	The amount in the statement of financial performance when expenses exceed revenue for the year. In the for-profit sector the equivalent term is loss.
Defined benefit plan	A retirement scheme where the amount paid to members on retirement is principally determined by years of membership in the scheme and/or salary level rather than the level of contributions by the member.
Depreciation	The allocation of the cost of the asset over its useful life using a structured method such as straight line or diminishing value.
Economic entity	A group of entities comprising a controlling entity and one or more controlled entities.

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

Entity	An organisation which may take any of a number of forms, including but not limited to, a public entity, company, incorporated association, unincorporated association or trust. Dependent on organisational structure, this may be a legal entity, a unit within a wider organisation, or it may be comprised of one or more units.
Expenses	All outflows from the entity during the year other than capital outflows. Capital outflows comprise distributions to owners (in their capacity as owners), outflows to settle liabilities that were recorded in a previous year, and outflows to purchase assets. Expenses include cash paid out during the year, and any liability to pay out cash in the future related to an event (usually a transaction) in the current year or a prior year. These outflows may be from normal operating activities such as the costs of fundraising, or from transactions such as grants made by the entity. Expenses also include reductions in property, plant and equipment called depreciation expense and impairment expense.
Fair value	The amount for an arm’s length transaction if it takes place between two willing parties in the market. Fair value applies to both assets and liabilities.
Financial year	A twelve month period ending on the entity’s balance date.
Impairment	When an asset is worth less in the market than the carrying amount in the statement of financial position, the difference is an impairment (and is recorded as an expense). This may occur if the asset becomes obsolete due to technological change or the asset is damaged. Impairment tests apply to both tangible and intangible assets.
Intangible assets	Assets without a physical presence (for example, trademarks, patents).
Inventory	Also referred to as stock, these are current assets held for sale in the ordinary course of business. For example, a stock of licensing or registration forms held for distribution.
Joint control	The agreed sharing of control over an activity by a binding arrangement.
Joint venture	A binding arrangement whereby two or more parties are committed to undertake an activity that is subject to joint control.
Liabilities	Present obligations arising from past events, the settlement of which is expected to result in an outflow of resources from the entity. An example is the purchase of supplies prior to balance date, with the payment due in the next financial year.
Measurement	Quantification of activities in terms of money, being New Zealand dollars.
Notes to the performance report	Notes that provide further information on items in the various financial statements, either by a further breakdown of figures or a narrative description.
Outcomes	What the entity is seeking to achieve in terms of its impact on society.
Outputs	The goods or services that the entity delivered during the year.
Performance report	A set of statements which collectively tell the story of the entity over the financial year. This includes the entity information, statement of service performance, statement of financial performance, statement of financial position, statement of cash flows, statement of accounting policies, and notes to the performance report prepared in accordance with this Standard.
Public benefit entity (PBE)	Reporting entities whose primary objective is to provide goods or services for community or social benefit and where any equity has been provided with a view to supporting that primary objective rather than for a financial return to equity holders.
Public sector public benefit entity (PS PBE)	A public benefit entity that is a public entity as defined in the Public Audit Act 2001, and all Offices of Parliament.
Recording	Including an output, outcome, revenue, expense, asset or liability in the statements of the performance report (also referred to as recognition).

Recognition event	<p>An event that brings about the legal obligation for the entity to:</p> <ul style="list-style-type: none"> (a) Settle a transaction with another party at a future date (payables), or by the payment of cash; or (b) Have a legal obligation settled upon the entity by another party (receivables), or by the receipt of cash. <p>This is what distinguishes accrual accounting from cash accounting (for which the only recognition event is the receipt or payment of cash).</p>
Related parties	<p>People or entities that have significant influence over the reporting entity, such as members of the governing body, persons in key management roles, or others that are involved in the strategic management of the entity (whether employed or volunteer) and close members of their families.</p>
Reporting entity	<p>An entity preparing a performance report in accordance with this Standard. In the New Zealand reporting environment it is a public entity that is required by law to apply standards issued by the External Reporting Board (XRB) or the New Zealand Accounting Standards Board of the XRB. For the purposes of applying this Standard the entity is a public sector entity.</p>
Revenue	<p>All inflows into the entity during the year other than capital inflows. Revenue includes the cash received during the year, and the right to receive a payment in the future related to an event (usually a transaction) in the current year. These inflows may be from normal operating activities such as the sale of a good or service. Capital inflows comprise contributions from owners (in their capacity as owners), inflows to settle a receivable that was recorded in the previous year, inflows from the sale of assets, and inflows from borrowings.</p>
Significant	<p>An item is significant if recording and/or disclosure of the particular item, whether financial or non-financial, could influence a user’s understanding of the entity’s overall performance. For the purposes of this Standard it has the same meaning as material.</p>
Significant influence	<p>The power to participate in the financial and operating policy decisions of the investee but is not control or joint control over those policies.</p>
Statement of cash flows	<p>A statement that shows the movements between the cash balances at the beginning and the end of the year. It is divided into two categories: operating, and investing and financing.</p>
Statement of financial performance	<p>A statement that shows an entity’s revenue and expenses, to establish its surplus or deficit for the financial year. This statement is sometimes called the income statement or operating statement.</p>
Statement of financial position	<p>A statement that reports a picture of the entity’s position by listing what it owns and what it owes at the balance date. This statement is sometimes called the balance sheet.</p>
Statement of service performance	<p>A statement that provides information on the outputs delivered by the entity during the financial year, and the outcomes those outputs contribute to. It is particularly useful in the public sector when the focus is on achieving planned outputs and outcomes, rather than making a profit. The information in this statement is predominantly non-financial, but still involves measurement.</p>
Surplus	<p>The amount in the statement of financial performance when revenue exceeds expenses for the year. In the for-profit sector the equivalent term is profit.</p>

Appendix B: Transitional Arrangements

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

Objective

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

Transitional Groups

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

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

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

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

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

General Provisions

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

Special Provisions

Group 1: New Entities

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

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

Group 2: Entities Previously Applying Tier 4 Accounting Requirements

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

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

Group 3: Entities Previously Applying Tier 2 Accounting Requirements

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

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

Group 4: Other Entities

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

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

Basis for Conclusions

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

Background

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

Objective

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

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

Approach

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

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

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

Omitted Transactions

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

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

Simplifications

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

- (a) *Whether grants or donations are recorded:* Goods or services (and other non-cash assets) received in kind are not required to be recorded;

- (b) *Treatment of donation/grant and government funding revenue:* Donations, grants and government funding are recorded as revenue when received unless there is a “use or return” condition attached to the revenue. In this Standard the key element that drives the recognition of a liability relating to the donation/grant or government funding received is the “use or return” condition.
- BC9. The NZASB decided that the simplification in BC8(a) should not apply to significant donated assets, such as property. Any such donated assets are required to be recognised at a readily available current value (rather than requiring measurement at fair value as defined in the Tier 1 and Tier 2 PBE Accounting Standards). This is to ensure that the statement of financial position includes all significant assets regardless of whether they are purchased or donated.
- BC10. The simplification set out in BC8(a) has the consequence that information about donated goods, services and assets (other than significant donated assets), including services provided by volunteers, will not be recorded in the performance report. To compensate for this, PBE SFR-A (PS) requires disclosure of significant donations in kind in the notes to the performance report.
- BC11. In relation to the simplification set out in BC8(b) the NZASB chose not to fully apply to grants and donations and government funding the principles in PBE IPSAS 23 *Revenue from Non-Exchange Transactions*. The NZASB considered the requirements of PBE IPSAS 23 to be too costly and complex for entities likely to apply PBE SFR-A (PS) without a corresponding increase in the usefulness of the information that would be provided to users. The NZASB decided to simplify the principles to require a “use or return” condition before a liability is recorded.
- BC12. The NZASB made a number of simplifications in order to reduce the amount of professional judgement required and to make the Standard simpler to apply. Those simplifications include the following:
- (a) Financial instruments are measured at amounts receivable or payable, with interest revenue or expense recognised in accordance with the terms of the contract, rather than by applying the effective interest method;
 - (b) Any foreign currency transactions are to be translated using the spot rate at the transaction date or at the balance sheet date for monetary assets and liabilities;
 - (c) Basing the statement of cash flows on ‘cash’ rather than cash equivalents; and
 - (d) Allowing the direct method of preparing the statement of cash flows, on the assumption that most entities applying this Standard will use cash books as their primary source of information.

Option to Apply the Requirements in Tier 2 PBE Accounting Standards

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

Financial Information

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

Non-Financial Information

- BC15. To enhance financial reporting with non-financial information that explains the activities of the entity, this Standard requires:
- (a) Disclosure of information about the entity’s structure and objectives; and
 - (b) The preparation of a statement of service performance for entities required by law to produce such a statement (by whatever name called).

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

Group Accounting

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

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

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

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

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

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

Related Parties

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

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

Transition

BC20. The NZASB was aware that a range of pre-existing accounting policies were applied by entities that are now eligible for, and elect to apply, PBE SFR-A (PS). The NZASB was also concerned that some of those entities might have difficulty in restating their comparative information and measuring some

existing purchased assets as required by this Standard. Rather than delay the application of the Standard, PBE SFR-A (PS) permits entities to:

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

History of Amendments

Public Benefit Entity Simple Format Reporting – Accrual (Public Sector) (PBE SFR-A (PS)) was issued in November 2013.

This table lists the pronouncements establishing and substantially amending PBE SFR-A (PS). The table is based on amendments issued as at 31 December 2015.

Pronouncements	Date issued	Early operative date	Effective date (annual financial statements ... on or after ...)
<i>Public Benefit Entity Simple Format Reporting – Accrual (Public Sector)</i> PBE SFR-A (PS)	November 2013	Early application is not permitted	1 July 2014
<i>Interests in Other Entities</i> (Amendments to PBE SFR-A (PS))	September 2014	Early application is not permitted	1 July 2014
<i>Amendments to Simple Format Reporting Accounting Requirements as a Consequence of XRB A1</i>	December 2015	Early application is permitted	1 January 2016

Table of Amended Paragraphs in PBE SFR-A (PS)		
Paragraph affected	How affected	By ... [date]
Paragraph 1	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Paragraph 2	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Paragraph 3	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Paragraph 4	Amended	<i>Interests in Other Entities</i> [Sept 2014]
Paragraph 4.1 to 4.6	Inserted	<i>Interests in Other Entities</i> [Sept 2014]
Paragraph 4.5	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Paragraph 6	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Paragraph 7 and preceding heading	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Paragraph 8	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Paragraph 9	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Paragraph 11	Added	<i>Interests in Other Entities</i> [Sept 2014]
Paragraph 12	Added	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Paragraph A43	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Paragraph A177(a)	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]

Table of Amended Paragraphs in PBE SFR-A (PS)		
Paragraph affected	How affected	By ... [date]
Section 11: Glossary Associate, Consolidated performance report, Control, Controlled entity, Controlling entity, Economic entity, Joint control, Joint venture, Significant influence	Added defined terms	<i>Interests in Other Entities</i> [Sept 2014]
Paragraph B2	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Heading preceding Paragraph B8	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Paragraph B9 and preceding heading	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]