

Board Meeting Agenda

Virtual Meeting (half day) — Thursday, 17 March 2022

Est Time	Item	Topic	Objective		Page
NON-PUBLIC SESSION					
PUBLIC SESSION					
9.10 am	2	Amendments to Tier 3 and Tier 4 Standards	(JC/CB)		
60 min	2.1	Cover memo	Consider	Paper	2
	2.2	Draft ITC – Tier 3	Approve	Paper	10
	2.3	Draft ED – Tier 3 (NFP) Standard	Approve	Paper	34
	2.4	Draft ED – Tier 3 (PS) Standard	Approve	Paper	108
10.10 am 15 min	Morning tea break				
10.25 am	2	Amendments to Tier 3 and Tier 4 Standards – continued	(JC/CB)		
60 mins	2.5	Draft ITC – Tier 4	Approve	Paper	181
	2.6	Draft ED – Tier 4 (NFP) Standard	Note	Paper	198
	2.7	Draft ED – Tier 4 (PS) Standard	Note	Paper	217
11.25 am	<i>Finish</i>				

Next NZASB meeting: 5 April 2022 (virtual)

Date: 11 March 2022
To: NZASB Members
From: Jamie Cattell and Carly Berry
Subject: Amendments to Tier 3 and Tier 4 Standards

Recommendations

1. The Board is asked to:
 - (a) REVIEW and APPROVE the draft Tier 3 Exposure Drafts (EDs):
 - (i) *Proposed Amendments to the Tier 3 (NFP) Standard* (Agenda Item 2.3); and
 - (ii) *Proposed amendments to Tier 3 (PS) Standard* (Agenda Item 2.4).
 - (b) REVIEW and APPROVE the Tier 3 and Tier 4 Invitation to Comment (ITCs):
 - (i) *Proposed Amendments to the Tier 3 (NFP) Standard and Tier 3 (PS) Standard* – (Agenda Item 2.2); and
 - (ii) *Proposed Amendments to the Tier 4 (NFP) Standard and Tier 4 (PS) Standard* – (Agenda Item 2.5)
2. The Tier 4 EDs were approved by the Board at the February 2022 meeting and have been included in these papers for your reference if required – (Agenda Item 2.6 and Agenda Item 2.7)

Background

3. The Board completed a [post-implementation review](#) (PIR) of the Tier 3 and Tier 4 Simple Format Reporting Standards over the 2021 year to assess whether the Standards were working as intended and achieving their original objectives.
2. At its August 2021 meeting, the Board agreed to publish the final [Feedback Statement](#) on the PIR based on the over 100 submissions received. The Feedback Statement set out the areas of the Tier 3 and Tier 4 Standards for which the Board would consider standard-setting activity (i.e., develop proposed amendments to the Tier 3 and Tier 4 Standards).
3. Between August and December 2021, the Board considered each of the key issues identified through the PIR process and provided direction on how they should be addressed in proposed amendments to the Tier 3 and Tier 4 Standards.
4. Staff drafted exposure drafts (EDs) containing proposals to amend the Tier 3 and Tier 4 Standards. Separate EDs were developed for the not-for-profit (NFP) and public sector (PS) versions of the standards. These EDs were considered by the Board at its February 2022 meeting.

5. At its February meeting the Board approved the EDs of the Tier 4 Standards, subject to staff discussing with Audit New Zealand whether the proposals in the Tier 4 (NFP) ED to provide reduced reporting requirements for small NFP entities should also be extended to small public sector entities.
6. The Board provided feedback to staff on the areas of significant change proposed in the Tier 3 EDs and requested that these proposals be discussed with the targeted consultation group that was used when considering the Tier 4 (NFP) ED in October 2021.
7. Staff have also drafted two ITC documents – one to accompany the two Tier 3 EDs and another to accompany the two Tier 4 EDs.

Structure of this memo

8. The remaining sections in this memo relate to:
 - (a) Items discussed with Audit New Zealand;
 - (b) Other changes to the Tier 4 EDs;
 - (c) Changes to specific issues discussed in the Tier 3 EDs; and
 - (d) Draft ITCs.

Items discussed with Audit New Zealand

Small entity concessions in the Tier 4 (PS) ED

9. On 7 March 2022, staff met with Audit New Zealand to discuss whether to extend the proposed reduced reporting requirements for small NFP Tier 4 entities to small public sector Tier 4 entities. They confirmed that it appeared appropriate that these concessions be extended to small public sector Tier 4 entities.
10. Staff have therefore amended the Tier 4 (PS) ED to include the same reduced reporting requirements as in the Tier 4 (NFP) ED discussed at the Board's February 2022 meeting.

Service performance reporting in the Tier 3 (PS) ED

11. At the same meeting, staff discussed the Statement of Service Performance requirements in the Tier 3 (PS) ED with Audit New Zealand. Overall, they are happy with the current drafting, except that they believe that keeping some of the optional information included in the existing Tier 3 (PS) Standard would be helpful to preparers. Staff have therefore reinstated the optional information in both the public sector and NFP versions.

Other changes to Tier 4 EDs

12. In response to Board feedback from its February 2022 meeting, the following changes have been made to the Tier 4 EDs:
 - (a) Staff have extended the reduced reporting concessions to exempt small Tier 4 entities from all disclosure requirements relating to events after the financial year (refer to paragraph 95 and 94 in the Tier 4 (NFP) ED and Tier 4 (PS) ED respectively). Originally, small Tier 4 entities were only exempted from some of these requirements.

- (b) The related party definition in both Tier 4 EDs has been updated to be more in line with PBE IPSAS 20 *Related Party Disclosures*. Refer to paragraphs 87 – 90 and 86 – 89 in the Tier 4 (NFP) ED and Tier 4 (PS) ED respectively).

Changes to specific issues discussed in the Tier 3 EDs

13. Marked-up versions of the Tier 3 EDs are attached as agenda items 2.3 and 2.4. To assist the Board with reviewing the proposed changes we have highlighted areas of significant change. Changes considered by the Board at its February meeting have been highlighted in grey while changes made after that meeting have been highlighted in blue.

Changes based on Board feedback

14. At its February 2022 meeting the Board provided feedback on several specific issues for which the Tier 3 EDs were proposing significant changes. Table 1 below sets out the specific issues and the changes made by staff in response to Board feedback at this meeting. In the explanation of key changes staff have referred only to the paragraphs from the NFP ED, however all changes described have also been made in the equivalent public sector paragraphs.

Table 1 - Issues identified as requiring standard-setting activity	
Issues and in-principle decisions	Changes made
<p>Service Performance Reporting</p> <p>The Board agreed to simplify the service performance reporting requirements in the Tier 3 and Tier 4 Standards taking into consideration the principles-based requirements in PBE FRS 48 <i>Service Performance Reporting</i>.</p>	<p>Paragraphs</p> <ul style="list-style-type: none"> • Tier 3 (NFP) - A39–A44 • Tier 3 (PS) - A41–A48 <p>Key changes following February 2022 meeting</p> <ul style="list-style-type: none"> • No significant changes
<p>Asset Valuation</p> <p>Agreed to introduce simple revaluation requirements into the Tier 3 Standard for:</p> <ul style="list-style-type: none"> (a) property, plant and equipment; (b) investment property; and (c) financial investments (which are publicly traded). 	<p>Paragraphs</p> <ul style="list-style-type: none"> • Tier 3 (NFP) – A113–A116.9 • Tier 3 (PS) – A115–A118.9 <p>Key changes following February 2022 meeting</p> <ul style="list-style-type: none"> • Added paragraph A113.1 to explicitly state all assets within a class must be revalued when adopting a revaluation approach. • Added paragraph A113.2 to clarify the meaning of the term “class” in reference to property, plant and equipment. • Added paragraph A114.1 to explicitly state that the current value must be based on an independent valuation by a suitably qualified independent valuer or local council rateable value (for land and buildings). • Added paragraph A114.2 to explicitly state that entities are required to depreciate assets between revaluations.

Table 1 - Issues identified as requiring standard-setting activity	
Issues and in-principle decisions	Changes made
	<ul style="list-style-type: none"> Added paragraph A116.2 to explicitly state that revaluation gains must be put through on a class basis. Added paragraph A116.3 to explicitly state that revaluation gains shall not be recycled through the statement of financial performance.
<p>Minimum categories</p> <p>The Board agreed to amend the minimum categories in the Tier 3 and 4 Standards to better reflect the terminology used by entities and to ensure the minimum categories address the information needs of users.</p> <p>This involved disaggregating the minimum categories further based on a mixture of both the nature and source of the underlying transactions.</p>	<p>Paragraphs</p> <ul style="list-style-type: none"> Tier 3 (NFP) – A54–A62; A72–A80 Tier 3 (PS) – A56–A63; A74–A82 <p>Key changes following February 2022 meeting</p> <ul style="list-style-type: none"> Reordered the minimum categories in paragraph A54 to flow more logically Removed the example of the difference between a commercial activity and a non-commercial activity in paragraphs A55.2 and A76.3
<p>Revenue recognition</p> <p>The Board agreed to draft amendments allowing revenue to be deferred in a wider set of circumstances in the Tier 3 Standard.</p>	<p>Paragraphs</p> <ul style="list-style-type: none"> Tier 3 (NFP) – A63–A68; A188–A188.1; illustrative example 2 Tier 3 (PS) – A64–A69, A190–A190.1 <p>Key changes following February 2022 meeting</p> <ul style="list-style-type: none"> Removed option 2 from the drafting of the section. Reordered the paragraphs within the section to flow more logically. Added in more guidance around identifying expectations (i.e., how an expectation should be documented and agreed between the parties) Added in guidance on the timing of revenue recognition, as well as examples of common transactions and the likely pattern of revenue recognition for each one.
<p>Accumulated funds</p> <p>The Board agreed to propose additional narrative disclosures in the Tier 3 EDs about an entity’s general approach to managing its accumulated funds.</p>	<p>Paragraphs</p> <ul style="list-style-type: none"> Tier 3 (NFP) – A138–A148; A196.1–A196.2 Tier 3 (PS) – A140–A147; A198.1–A198.2 <p>Key changes following February 2022 meeting</p> <ul style="list-style-type: none"> Removed alternative terminology for the term “owners” throughout the standard. Instead, added paragraph A138.2 to define “owners” as those who have made capital contributions as described in the standards. Deleted paragraph A143(a) which defines restricted reserves.

Table 1 - Issues identified as requiring standard-setting activity	
Issues and in-principle decisions	Changes made
	<ul style="list-style-type: none"> Added paragraph A143(d) to explicitly separate revaluation reserves from reserves created when opting up to PBE Standards for a specific class of transaction or balance.
<p>Opting up The Board agreed to propose additional guidance on opting up in the Tier 3 EDs.</p>	<p>Paragraphs</p> <ul style="list-style-type: none"> Tier 3 (NFP) – 3 – 9; Appendix C Tier 3 (PS) – 3 – 9; Appendix C <p>Key changes following February 2022 meeting</p> <ul style="list-style-type: none"> No significant changes

Meeting with targeted consultation group

15. On 10 March 2022, staff met with the targeted NFP consultation group to receive feedback on the proposed changes to the Tier 3 Standards for:
 - (a) Service performance reporting;
 - (b) Minimum categories;
 - (c) Revenue recognition;
 - (d) Asset valuation; and
 - (e) Accumulated Funds.

16. Overall, the group were supportive of the changes as drafted; however, they also made several suggestions for improvements. The feedback received and changes made by staff have been summarised in Table 2 below.

Table 2 – Feedback from targeted consultation group and changes made	
Feedback	Changes made
<p>Service performance reporting</p> <p>It was noted that recent events have highlighted how changeable the environment is for NFP entities. Because of this, it is sometimes appropriate for an entity to change its performance measures over time. However, the requirements do not currently provide guidance on when this may be the case.</p> <p>It was considered that while changing the terminology is helpful, it also appears to be more judgemental. It was suggested that more guidance be added to the Tier 3 Standard on selecting appropriate and meaningful performance measures.</p>	<p>Paragraphs</p> <ul style="list-style-type: none"> Tier 3 (NFP) – A42 – A42.2; A42.4 Tier 3 (PS) – A56 – A63; A74 – A82 <p>Key changes following the meeting</p> <ul style="list-style-type: none"> Added in guidance around what is meant by “significant activities”. Added in guidance on selecting appropriate and meaningful performance measures. Added in the principle that service performance information should be reported consistently from year to year. Also added in guidance around when an entity may change what (or how) it reports its service performance information, as well as the effect on comparative information.

Table 2 – Feedback from targeted consultation group and changes made	
<p>Asset valuation</p> <p>Overall, the group agreed with the changes made but they also suggested two areas of improvement in cases where an entity is revaluing its land and buildings based on local council rateable value.</p> <ol style="list-style-type: none"> 1. Clarify that where an entity is revaluing property, plant and equipment based on the local council rateable value they do not have to have other valuations done between council revaluations. 2. Require an explicit statement in the performance report that local council rateable value is not the same as the fair value. 	<p>Paragraphs</p> <ul style="list-style-type: none"> • Tier 3 (NFP) – A113–A116.9 • Tier 3 (PS) – A115–A118.9 <p>Key changes following the meeting</p> <ul style="list-style-type: none"> • Added paragraph A115.2 to: <ul style="list-style-type: none"> ○ state than an entity is only required to revalue its land and buildings which are measured based on local council rateable value when that value is changed; and ○ require the entity to disclose in the notes to the performance report that local council rateable value is not intended to reflect current market value.
<p>Minimum categories</p> <p>It was noted that some entities and users like to split capital grants from non-capital grants in the statement of financial performance. These entities will often also present an operating surplus and net surplus total. It was suggested that this style of presentation should be added as an option in the Tier 3 Standard.</p> <p>It was considered the wording as drafted still allowed too much flexibility to disaggregate on the statement of financial performance. Given that a key problem is entities producing excessively long statements of financial performance, it was suggested that entities should not be allowed to disaggregate further on the statement of financial performance.</p>	<p>Paragraphs</p> <ul style="list-style-type: none"> • Tier 3 (NFP) – A54 – A62; A72 – A80 • Tier 3 (PS) – A56 – A63; A74 – A82 <p>Key changes following the meeting</p> <ul style="list-style-type: none"> • Amended the paragraphs to remove the word “minimum” with reference to the required categories instead all categories as prescribed are now required to be reported against unless the category is not applicable to the reporting entity. • Removed some paragraphs and reworded others to prohibit disaggregation beyond the required categories on the face of the statement of financial performance. All such disaggregation will now instead be provided in the notes to the performance report.
<p>Revenue recognition</p> <p>The proposed revenue recognition approach was considered an effective way to broaden the scope of revenue which may be deferred. However, it was suggested that the wording of the section should be amended to reinforce that an expectation sufficient to defer revenue must be external to the entity rather than internal. The group also suggested that it be made explicit that revenue deferral is required for <u>significant</u> grants, donations, bequests, and pledges only.</p>	<p>Paragraphs</p> <ul style="list-style-type: none"> • Tier 3 (NFP) – Table 1; A65.1 • Tier 3 (PS) – A56 – A63; A74 – A82 <p>Key changes following the meeting</p> <ul style="list-style-type: none"> • Amended paragraph A65.1 (A67.1) to explicitly state that internal expectations are not a relevant consideration for revenue recognition. • Amended Table 1 and the applicable paragraphs to refer to “significant” grants, donations, pledges, and bequests.
<p>Accumulated Funds</p> <p>No significant feedback</p>	<p>Paragraphs</p> <ul style="list-style-type: none"> • Tier 3 (NFP) – A138 – A148; A196.1 – A196.2 • Tier 3 (PS) – A140 – A147; A198.1 – A198.2 <p>Key changes following the meeting</p> <p>N/A; no changes made</p>

Questions for the Board

- Q1. Subject to final editorial review, does the Board approve for issue the Tier 3 (NFP) ED and Tier 3 (PS) ED?

Draft ITCs

17. The draft ITCs are included as Agenda Items 2.2 and 2.5 – one ITC for Tier 3 (NFP and PS EDs) and one ITC for Tier 4 (NFP and PS EDs).
18. We are seeking Board approval of the ITC content at this meeting. For now, we have presented the content using the ‘traditional’ ITC document format, style, and structure. After this meeting, we will work with the XRB communications team to improve the presentation of the ITCs and encourage broader engagement with users of the Tier 3 and Tier 4 Standards. This will be particularly important for the Tier 4 ITC, which is aimed at smaller entities.

Questions for the Board

- Q2. Subject to final design and editorial review, does the Board approve for issue the Tier 3 ITC and Tier 4 ITC?

Next steps

19. After this meeting staff intend to:
- (a) Conduct a final editorial review of all four EDs and both ITCs;
 - (b) Update the formatting of the Tier 3 EDs so they have a similar visual style of the Tier 4 EDs; and
 - (c) Work with the XRB communications team to finalise design of the ITCs and develop communications strategy.
20. We intend to publish these documents on the XRB website and open for public consultation in early April 2022.
21. We will issue updated template Performance Reports to accompany and encourage feedback on each of the 4 EDs.
22. We note that there are several explanatory guides and other supporting documents that will also need to be updated as a consequence of amending the Tier 3 and Tier 4 Standards. We do not intend updating these non-authoritative XRB documents until we have analysed the feedback received on the EDs the final standards have been approved.

Attachments

- Agenda item 2.2: Draft ITC – Tier 3
- Agenda item 2.3: Draft ED – Tier 3 (NFP) Standard

- Agenda item 2.4: Draft ED – Tier 3 (PS) Standard
- Agenda item 2.5: Draft ITC – Tier 4
- Agenda item 2.6: Draft ED – Tier 4 (NFP) Standard
- Agenda item 2.7: Draft ED – Tier 4 (PS) Standard



Te Kāwai Ārahi Pūrongo Mōwaho
EXTERNAL REPORTING BOARD

Reporting Requirements for Tier 3 Entities

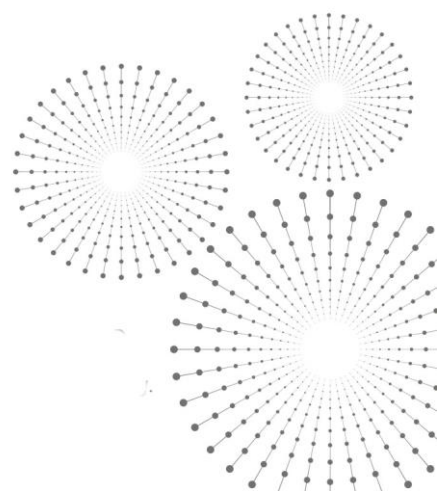
**(Proposed amendments to the Tier 3 (NFP) Standard
and the Tier 3 (PS) Standard)**

NZASB Exposure Draft 2022-4

NZASB Exposure Draft 2022-5

Invitation to Comment

April 2022



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Information for respondents

Invitation to Comment

The New Zealand Accounting Standards Board (NZASB)¹ is seeking comments on the specific matters raised in this Invitation to Comment. We will consider all comments before finalising the proposals for amendments to Tier 3 (NFP) Standard and Tier 3 (PS) Standard (collectively ‘the Tier 3 Standards’).

If you want to comment, please supplement your opinions with detailed comments, whether supportive or critical of the proposals, as both supportive and critical comments are essential to a balanced view.

Comments are most useful if they indicate the specific paragraph to which they relate, contain a clear rationale, and where applicable, provide a suggestion for an alternative. Feel free to comment on only those questions, or issues that are relevant to you.

Comments should be submitted electronically using our ‘Open for comment’ page at: <https://www.xrb.govt.nz/accounting-standards/standards-in-development/open-for-comment/>.

Please include *ED Reporting Requirements for Tier 3 Entities* in the subject line and indicate whether the comments are made on your own behalf, or on behalf of a group of people, or an entity.

The closing date for submissions is **30 September 2022**.

Publication of submissions, the Official Information Act and the Privacy Act

We intend to publish all submissions on the XRB website (xrb.govt.nz), unless the submission may be defamatory. If you have any objection to the publication of your submission, we will not publish it on the internet. However, it will remain subject to the Official Information Act 1982 and, therefore, it may be released in part or in full. The Privacy Act 1993 also applies.

If you have an objection to the release of any information contained in your submission, we would appreciate you identifying the parts of your submission to be withheld, and the grounds under the Official Information Act 1982 for doing so (e.g. that it would be likely to unfairly prejudice the commercial position of the person providing the information).

¹ The NZASB is a sub-Board of the External Reporting Board (XRB Board) and is responsible for setting accounting standards.

List of abbreviations

The following abbreviations are used in this Invitation to Comment.

ED	Exposure Draft
GPFS	General purpose financial statements
ITC	Invitation to Comment
NFP	Not-for-profit
NZASB	New Zealand Accounting Standards Board, a sub-Board of the External Reporting Board
PBE	Public benefit entity
PIR	Post-implementation Review
PS	Public sector

Questions for respondents

Paragraphs

Service performance reporting

1. Do you agree with the proposed amendments relating to service performance reporting? If you disagree, please explain why?

Asset valuation

2. Do you agree with the proposal to allow revaluation of property, plant and equipment based on a readily available current value? If you disagree, please explain why.
3. Do you agree with the proposal to require revaluation movements on property, plant and equipment to be recognised directly in accumulated funds through a revaluation reserve? If you disagree, please explain why.
4. Do you agree with the proposal that investment property should be accounted for in the same manner as property, plant and equipment? If you disagree, please explain why.
5. Do you agree with the proposal to allow financial investments which are publicly traded to be measured at market value? If you disagree, please explain why.
6. Do you agree with the proposal to require changes in the market value of investments to be recognised as revenue or expenses in the statement of financial performance? If you disagree, please explain why.

Minimum categories for presenting revenue and expenses

7. Do you agree with the proposals to amend the required revenue categories? If you disagree, please explain why.
8. Do you agree with the proposals to amend the required expense categories? If you disagree, please explain why.

Revenue recognition

9. Do you agree with the proposals to amend the revenue recognition requirements for grant, donation, bequest and pledge funding? If not, please explain why.

Accumulated funds

10. Do you agree with the proposals to require an entity to provide enhanced note disclosure that explains the purpose for which accumulated funds are held?

11. Do you agree with the proposals to remove the requirements related to restricted reserves?

Opting up

12. Do you agree with the proposed accounting treatment when opting up requires the accounting for other comprehensive revenue and expense? If you disagree, please explain why
13. Do you have any comments on the new Appendix C?

Other proposed amendments

14. Do you agree with the proposed amendments to Section 3 Entity Information? If you disagree, please explain why.
15. Do you agree with the proposed amendments to the statement of cash flows? If you disagree, please explain why.
16. Do you agree with the proposed amendments to the definition of cash? If you disagree, please explain why.

Effective date

17. Do you agree with the proposed effective date of 1 April 2023, with early adoption permitted? If you disagree, please explain why.

Final comments

18. Do you have any other comments on the Tier 3 EDs?

1. Introduction

1.1 Background

1. The Tier 3 and Tier 4 Standards were first issued by the External Reporting Board (XRB) in 2013. These reporting standards are applied by Tier 3 and Tier 4 public benefit entities (PBEs), including registered charities, and other not-for-profit (NFP) entities in both the public and NFP sectors.
2. The Tier 3 and Tier 4 PBE Standards were developed to set out the minimum annual reporting requirements for Tier 3 and Tier 4 PBEs. The Tier 3 and Tier 4 PBE Standards are short and relatively simple standards when compared to Tier 1 and 2 PBE Standards.
3. The Tier 3 and Tier 4 Standards have now been used by many PBEs for over six years and in late 2020 we commenced a post-implementation review of these standards to ensure they remained fit-for-purpose.
4. The purpose of developing standardised reporting requirements through accounting standards is to improve the quality and consistency of the information reported by PBEs. PBEs play a vital role in supporting people and communities throughout Aotearoa New Zealand. The sector relies heavily on maintaining the trust and confidence of its funders and the broader public for which they serve.
5. The Tier 3 and Tier 4 Standards set out the requirements for preparing annual Performance Reports (often referred to as financial statements) that are transparent and informative. These annual reporting requirements are critical in maintaining trust and confidence and holding PBEs accountable for how they are spending public funding and providing information about how they have advanced their entity objectives.
6. We recognise that many smaller PBEs are often run by volunteers who may not have an accountancy background, therefore the Tier 3 and Tier 4 Standards must be simple to apply. We appreciate that PBEs are primarily focused on advancing their NFP and public sector objectives and serving those most in need in their communities and therefore the annual reporting requirements should not be overburdensome.
7. This ITC focuses on the proposed amendments to improve the Tier 3 Standards, which are simple format accruals-based standards.
8. A separate ITC has been issued which proposes amendments to the Tier 4 Standards for NFP and public sector entities.

1.2 2021 Post-implementation review

9. We completed a post-implementation review (PIR) of the Tier 3 and Tier 4 Standards over the 2021 year to assess whether the standards were working as intended and achieving their original objectives.
10. Over 100 submissions² were received in response to the PIR which have been considered as the basis for developing proposed amendments to the Tier 3 Standards in this ITC.
11. Many respondents to the PIR considered that, in general, the Tier 3 Standards are working well. However, there were some key issues raised in the feedback which highlighted areas where the Tier 3 Standards could be improved.
12. Through the proposed amendments to Tier 3 Standards we are seeking to keep the standards as simple and as easy as possible for PBEs to apply while also expanding the requirements in certain areas in response to feedback received from those seeking to use reports for accountability and decision-making purposes.

1.3 Purpose of this Invitation to Comment

13. The purpose of this ITC and the associated Exposure Drafts (ED) is to seek comments on the proposed amendments to the Tier 3 Standards.
14. When finalised, the proposals will amend the requirements for PBEs applying Tier 3 Standards.

1.4 Timeline and next steps

15. Submissions on NZASB ED 2022-4 *Amendments to Tier 3 (NFP) Standard* and NZASB ED 2022-5 *Amendments to Tier 3 (PS) Standard* are due by **30 September 2022**. Information on how to make submissions is provided on page 4 of this Invitation to Comment.
16. After the consultation period ends, we will consider the submissions received, and subject to the comments in those submissions, we expect to finalise and issue the amendments.

² In August 2021, the NZASB published a Feedback Statement on its [Post-Implementation Review of Simple Format Reporting Standards](#).

2. Overview of Invitation to Comment and ED

2.1 Summary

8. This Invitation to Comment (ITC) is organised as follows.
 - (a) Approach taken in developing the EDs.
 - (b) Overview of the proposed amendments to the Tier 3 Standards.
 - (c) Effective date and other comments.
9. Unless otherwise stated, the proposed amendments are the same for both Tier 3 NFP entities and Tier 3 public sector (PS) entities.

2.2 Approach taken in developing the EDs

10. As noted in the Feedback Statement, we received over 100 written submissions which have been considered as the basis for developing proposed amendments to the Tier 3 Standards.
11. Over the period from August to December 2021 we considered the feedback received on specific parts of the Tier 3 Standards. The specific topics discussed in this ITC are as follows.
 - (a) Service performance reporting
 - (b) Asset valuation
 - (c) Required categories for presenting revenue and expenses
 - (d) Revenue recognition
 - (e) Accumulated funds
 - (f) Opting up
12. This ITC also discusses other proposed amendments relating to:
 - (a) Entity information; and
 - (b) The statement of cash flows.
13. The EDs contain proposed amendments relating to each of the above topics.

2.3 Overview of the proposed amendments to Tier 3 Standards

Service performance reporting (Section 4 of EDs)

14. Many respondents to the PIR commented that they find the Tier 3 requirements concerning the reporting of service performance information (non-financial information about an entity's activities) difficult to apply and understand.
15. In particular, we have noted that the requirement to report on "outputs" and "outcomes" in the Tier 3 Standard is causing confusion among PBEs, as the terms are not well understood by many preparers.
16. Taking into account this feedback, we are proposing to remove the language around "outcomes" and "outputs" but retain the requirement for a Tier 3 entity to report on what it is seeking to achieve over the medium to long term (i.e. its objectives) and the significant activities undertaken during the reporting period to advance the delivery of these objectives.
17. We are also proposing to include requirements and guidance relating to the following concepts.
 - (a) What is meant by "significant" activities.
 - (b) Appropriate and meaningful performance measures and/or descriptions (and how to determine what these are).
 - (c) Consistency of service performance reporting from year to year (including changes to what an entity reports and how it is reported).
18. The proposed amendments put the requirements in Section 4 of the Tier 3 Standards more in line with Tier 2 PBE Standards (i.e. PBE FRS 48 *Service Performance Reporting*).

Public sector-specific amendments

19. Paragraph A42 of the Tier 3 (PS) Standard describes which Tier 3 public sector entities are required to provide a Statement of Service Performance (SSP). Paragraph A42 states that:
"Public sector entities which are required by legislation to provide a statement of service performance ... shall prepare a statement of service performance in accordance with this Standard."
20. A respondent to the PIR noted that the current wording in this paragraph could be amended to make it clear that the SSP requirements in the Tier 3 Standard only apply to entities that are required by legislation to provide an SSP in accordance with generally accepted accounting practice (GAAP) or a non-GAAP standard. This would align with practice and the scope of the Tier 1 and Tier 2 PBE Standards.
21. We are therefore proposing to clarify that the SSP requirements in the Tier 3 (PS) Standard only apply to public sector entities that are required by legislation to provide an SSP in accordance with generally accepted accounting practice (GAAP).

Question for respondents

Q1. Do you agree with the proposed amendments relating to service performance reporting? If you disagree, please explain why

Asset valuation (Section 6 of EDs)

22. To ensure the Tier 3 Standards are simple to apply, they currently require all assets to be measured on a cost basis. If an entity wants to measure any of their assets on a different basis (such as a revalued amount), they are required to opt up to Tier 2 PBE Standards.
23. Many respondents to the PIR considered that the Tier 3 Standards should include simple requirements for measuring some types of assets on an alternative basis to cost. Other respondents raised practical concerns with the current requirements when opting up to the Tier 2 PBE Standards to revalue assets.
24. PIR respondents generally raised these views in relation to the following three main types of assets.
- (a) Property, plant and equipment.
 - (b) Investment property.
 - (c) Financial investments (such as shares, bonds, and units in managed funds).
25. Based on the feedback received, we consider that there is scope to improve and simplify the requirements in the Tier 3 Standards when an entity elects to measure these types of assets at revalued amounts.

Property, plant and equipment

26. We propose to amend the Tier 3 Standards to include simple accounting requirements for when an entity chooses to measure a class of property, plant and equipment at a revalued amount. This removes the need for a Tier 3 entity to apply the relevant requirements in the Tier 2 PBE Standards; instead, all requirements are contained in the Tier 3 Standards themselves.
27. Specifically, we are proposing to:
- (a) Allow items of property, plant and equipment to be revalued based on an independent valuation. However, we also propose to keep the current concession, which allows land and buildings to be revalued based on a local council rateable value;
 - (b) recognise revaluation gains directly in accumulated funds through a revaluation reserve (unless they reverse an impairment charge recognised in a prior financial year); and
 - (c) recognise revaluation losses as an expense in the statement of financial performance, unless these losses offset any previous revaluation gains (in which case they would be recognised directly in accumulated funds).
28. As a result of these proposed amendments, we have considered the need for additional disclosures in the notes to the performance report when a Tier 3 entity chooses to adopt a

policy of revaluing a class of property, plant, and equipment. Disclosures about the basis and date of the valuation and the amount of the recognised revaluation surplus would provide useful information. We are therefore proposing to include these disclosures in the Tier 3 Standards.

Investment property

29. There are currently no specific requirements in the Tier 3 Standards for accounting for investment property. However, based on the feedback received, we understand it would be useful for the Tier 3 Standards to contain specific requirements for these types of assets.
30. In response, we are proposing to introduce the following simple requirements when accounting for investment property assets.
 - (a) Introduce a definition of investment property that is similar to the definition in Tier 2 PBE Standards.
 - (b) Require Tier 3 entities to account for investment property in the same manner as for property, plant and equipment as discussed above. The Tier 3 Standards will allow an entity to measure investment property assets on either a cost or revaluation basis.

Financial Investments

31. We have noted that some respondents would like the ability to measure financial investments at current value amounts when applying the Tier 3 Standards. Respondents who wanted this option referred only to shares, bonds, units in managed funds, and other similar investments which are publicly traded (and therefore have a readily available and reliable market value).
32. In response, we are proposing the following amendments.
 - (a) Introduce an option to measure a class of investments at market value, provided they are publicly traded; and
 - (b) Require changes in market value to be recorded in revenue or expense in the statement of financial performance.
33. We are also proposing to include additional note disclosures when a market value measurement is used, specifically:
 - (a) Disclosure of the accounting policy for investments, including the basis on which market value was determined (i.e. quoted market prices); and
 - (b) Reconciliation of the opening and closing carrying amounts of each class of investment held, as well as an analysis of investments by class, with those classes held at market value being separately displayed from those held at cost less impairment.

Question for respondents

- Q2. Do you agree with the proposal to allow revaluation of property, plant and equipment based on a readily available current value? If you disagree, please explain why.
- Q3. Do you agree with the proposal to require revaluation gains and reversals of previously recognised revaluation gains to be recognised directly in accumulated funds through a revaluation reserve? If you disagree, please explain why.
- Q4. Do you agree with the proposal that investment property should be accounted for in the same manner as property, plant and equipment? If you disagree, please explain why.
- Q5. Do you agree with the proposal to allow financial investments which are publicly traded to be measured at market value? If you disagree, please explain why.
- Q6. Do you agree with the proposal to require changes in the market value of investments to be recognised as revenue or expenses in the statement of financial performance? If you disagree, please explain why.

Categories for presenting revenue and expenses (Section 5 of EDs)

34. To improve the understandability, consistency and comparability of performance reports, the Tier 3 Standards require revenue and expenses to be aggregated and reported within a set of prescribed categories. The categories and the general principles for applying them are similar across both the public sector and NFP versions of the Tier 3 Standards. However, there are some differences in the specific categories each version uses to reflect the public sector and NFP contexts.
35. While feedback received on the PIR was generally supportive of maintaining specific categories in principle, many respondents raised concerns about application and interpretation challenges for the categories currently required. These respondents considered that the categories could be improved by introducing additional disaggregation and clarifying the application of existing categories.
36. There were mixed views among respondents about how the categories should be amended. Some respondents considered that they should be amended based on the nature of the underlying transactions while others considered that they should be amended based on their source.
37. After considering the views of respondents we have decided to propose amendments to the categories which disaggregate them based on a mixture of both the nature and source of the underlying transactions. The increase in the number of categories is expected to assist preparers in identifying the appropriate category for different types of transactions by being more specific and more clearly defined.
38. The Tier 3 Standards only require a category to be used when it is applicable to the reporting entity.
39. Due to the increase in the number of prescribed categories we do not consider that further disaggregation on the face of the statement of financial performance should be permitted.

This will assist in promoting consistent reporting across the NFP and public sectors. However, entities may still provide further disaggregation of revenue and expenses in the notes to the performance report of they choose.

Commercial Activities

40. The proposed categories include separating revenue and expenses from commercial activities from other types of revenue and expenses. To make this distinction we have included in both Tier 3 Standards an explanation of what commercial activities mean – being “*activities conducted by the entity with an intention to derive a surplus and which do not, in themselves, contribute to the achievement of an entity’s stated objectives*”.
41. The distinction between commercial activities and non-commercial activities will not always be clear cut and will therefore require preparers to apply judgement. This is because the nature of commercial activities depends on the intent of the entity and the approach it takes in conducting the activity.

Service delivery grants/contracts

42. The proposed categories also involve separating revenue from grants that are, in substance, a contract for the delivery of goods or services. While the Tier 3 Standards already allow these to be optionally separated we are proposing that this should instead be a requirement.
43. Most grants made to PBEs are intended to support the advancement of their stated purpose, which may include the delivery of specific goods or services. A grant is, in substance, a contract for the delivery of goods or services where funding is received based on the transfer of specific goods or services to the funder or agreed third party beneficiaries.
44. For example, if a PBE has a funding arrangement under which it will receive an amount for each unit of a good delivered or each specific service provided, this would likely be in substance a service delivery grant/contract. If the entity instead received a fixed amount of funding on the understanding that it would be used by the reporting entity to support the delivery of its NFP objectives, this would likely be classified as a general grant.

Proposed categories – Not-for-profit PBEs

45. Categories proposed for revenue in the NFP version of the Tier 3 Standard.

Table 1 – Proposed revenue categories in the Tier 3 (NFP) Standard	
Current categories	Proposed categories
Donations, fundraising, and other similar revenue	Donations, koha, bequests, and other general fundraising activities
	Grants [Excluding service delivery grants/contracts]
Revenue from providing goods or services	Funding from service delivery grants/contracts (Government)
	Funding from service delivery grants/contracts (non-Government)
	Revenue from commercial activities
Fees, subscriptions, and other revenue from members	Membership fees and subscriptions
Interest, dividends, and other investment revenue	Interest, dividends, and other investment revenue
	Other revenue

46. Categories proposed for expenses in the NFP version of the Tier 3 Standard.

Table 2– Proposed expense categories in the Tier 3 (NFP) Standard	
Current categories	Proposed categories
Expenses related to public fundraising	Expenses related to fundraising
Volunteer and employee related costs	Employee remuneration
	Volunteer and other employee related expenditure
Costs related to providing goods and services	Expenses related to commercial activities
	Other expense related to the delivery of entity objectives
Grants and donations made	Grants and donations made
	Other expenses

Proposed categories - Public sector PBEs

47. Categories proposed for revenue in the public sector version of the Tier 3 Standard.

Table 3 – Proposed revenue categories in the Tier 3 (PS) Standard	
Current categories	Proposed categories
Donations, fundraising, and other similar revenue	Donations, koha, bequests, and other fundraising revenue received from the public
	Grants from non-government organisations
Funding from central or local government	General funding received from central or local government
	Revenue from service delivery grants/contracts (central or local government)
Revenue from non-governmental sources for providing goods or services	Revenue from service delivery grants/contracts (non-government)
	Revenue from commercial activities
Interest, dividends, and other investment revenue receipts	Interest, dividends, and other investment revenue
	Other revenue

48. Categories proposed for expenses in the public sector version of the Tier 3 Standard.

Table 4 – proposed expense categories in the Tier 3 (PS) Standard	
Current categories in the Tier 3 (PS) Standard	Proposed categories in the Tier 3 (PS) Standard
Expenses related to fundraising	Expenses related to fundraising
Employee related costs	Employee remuneration
	Other employee related expenditure
Costs related to providing goods and services	Expenses related to commercial activities
	Other expenses related to delivery of entity objectives
Grants paid	Grants and donations
	Other expenses

Question for respondents

Q7. Do you agree with the proposals to amend the revenue categories? If you disagree, please explain why.

Q8. Do you agree with the proposals to amend the expense categories? If you disagree, please explain why.

Revenue recognition (Section 6 of EDs)

Current requirements

49. The public sector and NFP versions of the Tier 3 Standard are virtually identical in relation to existing revenue recognition requirements, including recognition of donation and grant revenue.
50. Donations and grants received with “use or return” conditions are recognised as revenue as the conditions over use are satisfied. A “use or return” condition is one where the entity is required to either use the donation or grant as specified by the resource provider or return the donation or grant.
51. Donations and grants received with no “use or return” conditions are recognised as revenue immediately when received. These principles are generally consistent with Tier 1 and Tier 2 PBE Standards.

Feedback from the PIR

52. Feedback from many respondents to the PIR highlighted concerns about the restrictive nature of the “use or return” revenue recognition approach in the Tier 3 Standards. In many circumstances, this approach does not allow a reporting entity to recognise donation and grant revenue over time as the funding is spent on related expenditure.
53. Respondents noted that “use or return” conditions do not provide for appropriate accounting outcomes in practice and limits their ability to explain how funding received from the public was being spent on advancing the reporting entity’s NFP and public sector objectives.
54. Respondents expressed a desire to recognise revenue in the same period as it was spent when funding was received to fund the delivery of future activities (i.e. respondents wanted increased flexibility to defer revenue recognition in certain circumstances).
55. It was also noted that the restrictive nature of the Tier 3 revenue recognition approach was negatively impacting the ability for NFP and public sector entities to secure multi-year funding arrangements.
56. Respondents suggested the following alternative revenue recognition approaches to replace the “use or return” approach.
 - (a) Some respondents would like the flexibility to recognise revenue in the same period as the corresponding expenditure is incurred.
 - (b) Other respondents would like the conditions for deferring revenue recognition to be relaxed (i.e. replacing the strict “use or return” condition with an ability to defer revenue recognition when there is a general external “expectation” that the grant or donation received will be used in a particular way or to achieve a particular purpose).

Proposed amendments to the revenue recognition approach

57. In response, the Tier 3 EDs propose a new revenue recognition approach for donations, grants, bequests, and pledges.

Where grant, donation, bequest or pledge funding is received with documented expectations from the resource provider over its use, revenue is recognised as (or when) the reporting entity (the resource recipient) satisfies the associated expectations.
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58. The proposed amendments would only apply to the recognition of revenue for donations, grants, bequests, and pledges – not other types of revenue, such as general fundraising activities (e.g. street appeals).
59. The concept of recognising revenue as or when external “expectations” over use are satisfied replaces the existing “use or return” revenue recognition approach. We are not proposing to define the term “expectations” but is instead proposing that the following guidance be added to the Tier 3 Standards to indicate when this revenue recognition approach would be appropriate.
- (a) An external expectation about how the funds should be used must be one that the provider of the grant or donation has communicated to the reporting entity when funding is initially transferred.
 - (b) The external expectation must be both documented and agreed between the resource provider and the reporting entity. An expectation is documented when it has been agreed in writing between the reporting entity and the resource provider (or there is some other form of evidence to demonstrate this agreement).
 - (c) Internal expectations about how the entity expects to use the funds is not a relevant consideration for the purposes of this revenue recognition approach (i.e. these are not external expectations).
60. Merely discussing an expectation with a provider (e.g. over the phone, in-person, or in an online meeting with no recording) would not be enough to allow an entity to defer revenue recognition. To simplify the criteria for applying this approach, the ED requires documentation of the expectation as communicated by the resource provider. This evidence will be important for assurance purposes and to ensure revenue recognition is only deferred in appropriate circumstances.
61. An entity’s history with a provider has no bearing on whether a new grant or donation has agreed expectations over its use. The terms of each grant or donation are considered on their own as to whether there are documented expectations.
62. When funding from a significant grant, donation, bequest, or pledge is initially received (typically when cash is transferred) with documented expectations over its use, a deferred revenue balance is recognised, which represents unsatisfied resource provider expectations.
63. As or when the expectations are satisfied, the deferred revenue balance is reduced, and revenue is recognised. The timing of revenue recognition is dependent on the nature of the

documented expectations over use. Judgement will be required to determine the best approach for determining the point in time at which, or the period over which, the expectations are satisfied. The EDs contain examples to assist reporting entities in determining the appropriate timing of revenue recognition for common transaction types.

64. Where there are no expectations attached to donation, grant, bequest or pledge funding received, then revenue is recognised immediately upon receipt of funding (or when a receivable is recognised).

Key factors we considered in our amended revenue recognition approach

65. The table below sets out the key factors we considered when developing the new proposed revenue recognition approach for donations, grants, bequest, and pledges.

Key factor	Considerations
Auditability	<p>Auditors would be able to request documentation to support resource provider expectations and assess the degree to which these expectations have been met.</p> <p>Assessing performance against expectations will require professional judgement to be exercised.</p>
Clarity	<p>Recognising revenue as or when expectations are satisfied is not a complex principle to understand and apply.</p> <p>However, it may require increased record keeping, to track the satisfaction of expectations over use for each major funding source.</p>
Meeting user needs	<p>Yes – User needs are met by broadening the ability to defer revenue.</p> <p>Preparers would be able to apply the requirements easily, working with their funders and donors to ensure that expectations over the use of funds are documented and that revenue is recognised when these expectations have been met.</p> <p>The proposals would address readers’ desire to better understand the financial position of the entity as well as any future obligations relating to the use of grants, donations, bequests or pledges.</p>

Comparison to other frameworks

66. When compared to the revenue recognition principles in Tier 2 PBE Standards and other international frameworks, the proposed amendments generally allow Tier 3 entities a wider scope for deferral of revenue. This outcome is in line with the considerations given in the table above.

Question for respondents

- Q9. Do you agree with the proposals to amend the revenue recognition requirements for grant, donation, bequest and pledge funding? If not, please explain why.

Accumulated funds (Section 6 of EDs)

67. The public sector and not-for-profit versions of the Tier 3 Standard are virtually identical in relation to the requirements which apply to accounting for accumulated funds. In the Tier 3 Standards the term "accumulated funds" is used in place of the term "equity".
68. Accumulated funds is the residual financial interest in a reporting entity after total assets are deducted from total liabilities. It represents the amount of the reporting entity's assets which may be directed by owners in pursuit of the entity's future objectives. It also represents the balance of net assets that would require distribution if the entity was to wind up and cease existence.
69. The Tier 3 Standards currently recognise the following three main classes of accumulated funds.
- (a) Capital contributed from owners or members.
 - (b) Accumulated surpluses or deficits.
 - (c) Other reserves.
70. Both standards also further subdivide the reserves category above into:
- (a) restricted reserves, which may be used only for a particular purpose; and
 - (b) discretionary reserves, that have been created based on a decision by the entity.
71. PIR feedback highlighted a desire for increased transparency over a reporting entity's general approach and rationale for retaining accumulated funds.
72. The EDs include proposals to require a reporting entity to disclose information that allows users to understand how it manages its accumulated funds and provide a brief description of how the accumulated funds are expected to be used to advance its objectives.
73. Given that we are proposing to allow revenue to be deferred in a wider set of circumstance, we are also proposing to remove the requirements related to restricted reserves.

Question for respondents

- Q10. Do you agree with the proposals to require an entity to provide enhanced note disclosure that explains the purpose for which Accumulated Funds are held?
- Q11. Do you agree with the proposals to remove the requirements related to restricted reserves?

Opting up (Appendix C)

74. The Tier 3 Standards are intended to be single, short and relatively simple standards to apply, and therefore the requirements in Tier 3 Standards are simplified compared to requirements in higher tiers. However, under some circumstances, a Tier 3 entity may prefer not to apply certain simplifications or may want to use an option that is available in the Tier 2 PBE Standards.

75. Tier 3 Standards allow a Tier 3 entity to elect to apply the requirements of Tier 2 PBE Standards to a specific type of transaction, as long as it applies the requirements to all transactions of that type. This is also referred to as “opting up” to Tier 2 PBE Standards.
76. We noted the following feedback from the PIR.
- (a) Some respondents are in favour of retaining the ability for a Tier 3 to opt up to Tier 2 PBE Standards.
 - (b) Many entities do not clearly understand the requirements for opting up and there is a need for more guidance on what this means in practice, particularly for the more common opting up situations.
77. The difficulties that entities face when opting up generally fall into one of two categories.
- (a) Uncertainty about which PBE Standard to apply. This was particularly relevant for financial instruments.
 - (b) A lack of understanding about what to do if the relevant PBE Standard requires revaluation movements to be recognised in other comprehensive revenue and expense.
78. The need for improved guidance on opting up to Tier 2 PBE Standards has been largely resolved by the proposed amendments to introduce simple requirements within the Tier 3 Standards themselves on how to account for classes of property, plant and equipment, investment property and certain types of financial investments at revalued amounts (refer to page x of the ITC).
79. We are proposing to include a requirement to recognise the effects of transactions directly in accumulated funds where there is a requirement in PBE Standards to recognise the effects of those same transactions in other comprehensive revenue and expense.
80. To clarify, we are not proposing to create an “other comprehensive revenue and expense” category in the statement of financial performance for Tier 3 entities. We considered creating this category during our drafting of the proposed amendments but ultimately decided against it in order to keep the Tier 3 Standards as simple as possible.
81. We are also proposing to create a new appendix (Appendix C) to the Tier 3 Standards which contains all the requirements relating to the application of Tier 2 PBE Standards when an entity chooses to opt up. Currently, the existing requirements sit at the front of the Tier 3 Standards.

Question for respondents

- Q12. Do you agree with the proposed accounting treatment for items of other comprehensive revenue and expense? If you disagree, please explain why.
- Q13. Do you have any comments on the new Appendix C?

Other proposed amendments

82. We are proposing several other amendments to Tier 3 Standards, as listed in the following sub-sections.

Entity information

83. As noted in the Feedback Statement, some respondents consider that the requirements for entity information in the performance report are unnecessary and should be removed or simplified.
84. To address this concern, we propose to add a paragraph in Section 3 of the Tier 3 Standards, which would allow Tier 3 entities to incorporate the required information by cross-reference to another document (e.g. an annual report submitted to a regulator), as long as the document is available at the same time as the performance report.
85. We are also proposing amendments to:
- (a) remove those requirements from Section 3 that can be found in other sections of the performance report;
 - (b) reword the existing requirements to make them clearer; and
 - (c) add in useful information for users relating to consolidated performance reports (if applicable).

Question for respondents

Q14. Do you agree with the proposed amendments to Section 3 Entity Information? If you disagree, please explain why.

Statement of cash flows (Section 7)

86. As noted in the Feedback Statement, we received a comment regarding the layout of the statement of cash flows. Specifically, it was suggested that the Tier 3 requirements for a statement of cash flows be aligned with the Tier 4 requirements for a statement of receipts and payments.
87. We are proposing to align the categories within the statement of cash flows with the categories of revenue and expenditure in the statement of financial performance.
88. These proposed amendments will differ in each ED, as the categories of revenue and expenditure are not the same across the NFP and public sector versions of the Tier 3 Standard.

Question for respondents

Q15. Do you agree with the proposed amendments to the statement of cash flows? If you disagree, please explain why.

Definition of “cash” (Section 6)

89. We noted in the Feedback Statement that the definition of “cash” in the Tier 3 Standards does not align with Tier 1 and Tier 2 PBE Standards. In particular, the definition of cash does not include short-term deposits, which is included in the definition of “cash and cash equivalents” in PBE Standards. The differences between the two definitions can make the consolidation of entities reporting under different tiers a bit more challenging.
90. We have considered how best to align the two definitions without adding unnecessary complexity to the Tier 3 Standards. We are proposing to:
- (a) Include short-term deposits in the definition of cash, and define them as deposits “with a maturity of three months or less from the date purchased”; and
 - (b) Not include the term “cash equivalents”, nor the attendant guidance on what constitutes a cash equivalent, in Tier 3 Standards.
91. The effect of the above proposals is to expand the definition of cash (which will help the consolidation process) without incorporating unnecessary requirements and guidance from PBE Standards.

Question for respondents

Q16. Do you agree with the proposed amendment to the definition of cash? If you disagree, please explain why.

2.4 Effective date and other comments

92. The proposed effective date in the EDs is **1 April 2023**, with early adoption permitted. This date is tentative and would be reviewed prior to issuing any amendments.

Question for respondents

Q17. Do you agree with the proposed effective date of **1 April 2023**, with early adoption permitted? If you disagree, please explain why.

Q18. Do you have any other comments on the EDs?



**PUBLIC BENEFIT ENTITY SIMPLE FORMAT REPORTING – ACCRUAL
(NOT-FOR-PROFIT) (PBE-SFR-A (NFP) REPORTING REQUIREMENTS FOR
TIER 3 NOT-FOR-PROFIT ENTITIES (TIER 3 (NFP) STANDARD)**

Issued November 2013 and incorporates amendments to ~~xx~~ 12 July 2018

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.

Notes for the Board

At this meeting the Board is asked to approve the proposed amendments in responses to specific issues raised through the Tier 3 and Tier 4 Post Implementation Review.

1. Substantial amendments are shaded in grey – this includes proposed text for removal shown by ~~strikethroughs~~ and proposed additions shown by underlined text.
2. Significant changes from previous version reviewed at the February 2022 meeting are highlighted blue.

The amendments in grey have been previously reviewed by the Board.

~~PUBLIC BENEFIT ENTITY SIMPLE FORMAT REPORTING – ACCRUAL (NOT-FOR-PROFIT)~~ REPORTING REQUIREMENTS FOR TIER 3 NOT-FOR-PROFIT ENTITIES

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**PUBLIC BENEFIT ENTITY SIMPLE FORMAT REPORTING— ACCRUAL
(NOT-FOR-PROFIT) REPORTING REQUIREMENTS FOR TIER 3 NOT-FOR-
PROFIT ENTITIES**

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Basis for Conclusions

History of Amendments

~~Public Benefit Entity Simple Format Reporting—Accrual (Not for Profit) (PBE SFR A (NFP)) Reporting Requirements for Tier 3 Not-for-profit Entities (Tier 3 (NFP) Standard)~~ is set out in paragraphs 1–~~45~~16 and Appendices A, ~~and B~~ and C. All the paragraphs in the Standard and Appendices have equal authority. Tier 3 (NFP) Standard ~~PBE SFR A (NFP)~~ 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 not-for-profit public benefit entities that are eligible for and elect to apply the Tier 3 PBE Accounting Requirements for not-for-profit 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 not-for-profit public benefit entities that are eligible for, and elect to apply, the Tier 3 PBE Accounting Requirements. ~~XRB A1 Application of the Accounting Standards Framework prescribes the criteria that those entities must meet to be eligible to apply this Standard. A not-for-profit public benefit entity is eligible to apply this Standard if it:~~

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

~~Please refer to the Glossary for further information about how “not-for-profit public benefit entity”, “total expenses” and “public accountability” are defined for financial reporting purposes.~~

Standard

3. Not-for-profit public benefit entities that are eligible for, and elect to apply, the Tier 3 PBE Accounting Requirements shall prepare a performance report in accordance with the requirements set out in Appendix A and the transitional provisions in Appendix B of this Standard.

- 3.1. An entity that is eligible to apply this Standard, and elects to do so, may elect to apply the requirements of a Tier 2 PBE Standard to a specific type of transaction, in accordance with the requirements set out in Appendix C of this Standard.

4. This Standard applies to an entity that is required to prepare a performance report. The Standard applies to the performance report of single entities and entities that have certain interests in other entities.

- 4.1 When preparing a performance report, an entity is required to identify its interests in other entities and assess whether, for the purposes of financial reporting, any of those interests result in the other entity meeting the definition of a controlled entity, an associate or a joint arrangement. Refer to Appendix C for further guidance on how to determine the nature of an entity’s interest in another entity, as well as for the requirements that an entity must apply when accounting for an interest in a controlled entity, an associate or joint arrangement.

- 4.2 ~~[Deleted] If an entity controls another entity it shall prepare a consolidated performance report which combines the assets, liabilities, net assets/equity, revenue and expenses of the controlling entity with those of the controlled entity in accordance with the requirements in PBE IPSAS 35 Consolidated Financial Statements and PBE IPSAS 38 Disclosure of Interests in Other Entities. An entity that controls another entity but which is not required to prepare a consolidated performance report because it qualifies for the exemption in paragraph 5 of PBE IPSAS 35 not to present consolidated financial statements shall prepare a performance report in accordance with PBE IPSAS 34 Separate Financial Statements.~~

- 4.3 ~~[Deleted] If an entity has an interest in an associate or a joint venture it shall prepare a performance report in which it accounts for that interest in accordance with the requirements in PBE IPSAS 36 Investments in Associates and Joint Ventures and PBE IPSAS 38. An entity that qualifies for the exemption in paragraph 23 of PBE IPSAS 36 not to apply the equity method to its investment in an associate or a joint venture shall prepare a performance report in accordance with PBE IPSAS 34.~~

- 4.4 ~~[Deleted] If an entity has an interest in a joint arrangement it shall prepare a performance report in which it accounts for that interest in accordance with the requirements in PBE IPSAS 37 Joint Arrangements and PBE IPSAS 38.~~

- 4.5 ~~[Deleted] When applying the requirements in PBE IPSAS 34, PBE IPSAS 35, PBE IPSAS 36 or PBE IPSAS 38 an entity is not required to comply with the disclosure requirements in those standards denoted with an asterisk (*). Where an entity elects to apply a disclosure concession, it shall comply with any RDR paragraphs associated with that concession.~~

- 4.6 If an entity has an interest in another entity that is not a controlled entity, an associate or a joint arrangement it accounts for that interest in accordance with the requirements on investments in Section 6 of this Standard.
5. Accompanying this Standard is an explanatory guide containing an optional template and associated guidance notes that illustrate the requirements of this Standard (Explanatory Guide A5 *Optional Template and Associated Guidance Notes for Applying Public Benefit Entity Simple Format Reporting — Accrual (Not For Profit) Reporting Requirements for Tier 3 Not-for-profit Entities*). It is not mandatory to apply the template or guidance notes and they have no legal status. However, when an entity applies the template in the specific circumstances of the entity, the performance report will comply with this Standard.
6. Where this Standard does not provide guidance on a specific type of transaction or event, the entity shall use its judgement to determine an appropriate method of accounting for that transaction type that results in the performance report providing relevant and faithfully representative information. The entity shall refer to, and consider the applicability of, the following in descending order:
- (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 Conceptual Framework](#) to the extent that they do not conflict with this Standard.

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

Application of PBE Standards

7. ~~[Deleted] An entity that is eligible to apply this Standard, and elects to do so, may elect to apply the requirements of a PBE Standard that is part of the Tier 2 PBE Accounting Requirements to a specific type of transaction, as long as it applies that option to all transactions of that type. For example, an entity may decide to opt up to PBE IPSAS 17 *Property, Plant and Equipment* for a class of assets, such as buildings, so that it can revalue that class of assets, or an entity may decide to opt up to the financial instruments standards (PBE IPSAS 28 *Financial Instruments: Presentation*, PBE IPSAS 29 *Financial Instruments: Recognition and Measurement* (in limited circumstances), PBE IPSAS 41 *Financial Instruments and PBE IPSAS 30 *Financial Instruments: Disclosures*) for a class⁺ of financial instruments, such as investments in shares, so that it can measure that class of financial instruments at fair value (in which case it must apply the whole standard to that class).*~~
8. ~~[Deleted] If, for a specific type of transaction, an entity elects to apply the requirements of a PBE Standard that is part of the Tier 2 PBE Accounting Requirements instead of applying the requirements in this Standard, the entity shall disclose this in the statement of accounting policies.~~
9. ~~[Deleted] If, for a specific type of transaction, an entity elects to apply the requirements of a PBE Standard that is part of the Tier 2 PBE Accounting Requirements instead of applying the requirements in this Standard, the entity cannot then choose to return to applying this Standard for that type of transaction unless the entity complies with the requirements of this Standard for changes in accounting policies (see paragraphs A181–A182).~~

Effective Date

10. A not-for-profit 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 April 2015. Earlier application is permitted.
11. *Interests in Other Entities* (Amendments to PBE SFR-A (NFP)), issued in September 2014 amended paragraph 4 and the Glossary, and inserted paragraphs 4.1–4.6. A not-for-profit public benefit entity shall apply these amendments for periods beginning on or after 1 April 2015. Earlier application is 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, A175(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 not-for-

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

- profit public benefit entity shall apply those amendments for periods beginning on or after 1 January 2016. Earlier application is permitted.
13. PBE IPSAS 34, PBE IPSAS 35, PBE IPSAS 36, PBE IPSAS 37 and PBE IPSAS 38, issued in January 2017, amended paragraphs 4.1–4.6 and the Glossary. A not-for-profit public benefit entity shall apply those amendments for periods beginning on or after 1 January 2019. Earlier application is permitted.
 14. *2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements*, issued in July 2018, amended paragraphs 6, 7, 8, 9, A10, A113, A114, A115, A180, A182 and A202, Table 1: *Recording of Specific Types of Revenues* (follows paragraph A62), Table 2: *Recording of Specific Types of Expenses* (follows paragraph A80), Table 3: *Recording of Specific Types of Asset* (follows paragraph A107) and the Glossary, added paragraphs A107.1, A107.2, A148.1, A148.2 and deleted paragraph A12. An entity shall apply those amendments for periods beginning on or after 1 January 2019. Earlier application is permitted.
 15. PBE IPSAS 41 *Financial Instruments*, issued in March 2019, amended paragraph 7. An entity shall apply those amendments if and when it applies PBE IPSAS 41.
 16. [Draft] Amendments to Tier 3 (NFP) Standard, issued in [Month, Year] amended paragraphs [x]. A not-for-profit public benefit entity shall apply those amendments for periods beginning on or after [date to be decided after exposure]. Earlier application is permitted.

Appendix A: Specific Requirements

This Appendix contains the requirements for ~~Public Benefit Entity Simple Format Reporting—Accrual (Not For Profit)~~ Reporting Requirements for Tier 3 Not-for-profit Entities. It is an integral part of the Standard.

Section 1: Introduction

- A1. This part of the Standard² sets out the requirements for the preparation of a simple format report known as the “Performance Report”. The Standard may be applied by eligible not-for-profit (NFP) 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 the ~~Public Benefit Entity Simple Format Reporting—Accrual (Not For Profit) Reporting Requirements for Tier 3 Not-for-profit Entities~~ abbreviated as ~~Tier 3 (NFP) Standard PBE-SFR-A~~.

Section 2: Objective of Reporting and Overview of Reporting Requirements

Users and Their Needs

- A4. The performance report for a NFP 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) Donors, who contribute to a shelter for the homeless which relies on grants and donations from the community (resource providers); and
 - (b) Service recipients who benefit from the meals and short-term accommodation provided at the shelter.

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 service performance which explains what the entity was seeking to achieve (~~outcomes~~) and what it did (~~outputs~~) (section 4);
 - (c) 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);
 - (d) 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);
 - (e) A statement of cash flows showing the cash the entity received, and the cash the entity paid out during the year (section 7);

- (f) A statement of accounting policies which explains the accounting rules used to prepare the performance report (section 8); and
 - (g) Notes to the performance report explaining some of the amounts shown in the statements in (b)–(e) above, as well as explaining relevant events affecting the financial year including commitments and contingencies (section 9).
- A9. 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

- A10. The performance report shall present fairly (or “provide a true and fair view” of) the entity’s service performance, financial performance and cash flows over the financial year, and its position at balance date, in accordance with this Standard. Fair presentation is achieved by compliance with this Standard, and also requires an entity to:
- (a) Select and apply appropriate accounting policies (section 8);
 - (b) Present information in the best way to achieve the following goals:
 - (i) Relevance: the information can be used to assess the entity’s performance.
 - (ii) Faithful representation: the information represents what has happened in a way that most users would see as a fair representation of the situation. Information is complete, neutral and free from material error.
 - (iii) Understandability: information is presented so that users can identify the main points of the entity’s performance in that year and ask questions about that. Users should not have to be a qualified accountant to do this.
 - (iv) Timeliness: The performance report should be provided as soon as possible following the end of the financial year so that the information is useful and relatively current. For some not-for-profit PBEs legislation³ defines the period by which the annual performance report must be completed.
 - (v) Comparability: users are able to compare what the entity did this year with what the entity did last year. Users might also want to see how the entity performed compared to similar entities in the same sector this year.
 - (vi) Verifiability: the information reported is capable of being supported by independent means. Verifiability helps assure users with different levels of knowledge that the information in the performance report is without material error or bias.
- A11. 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.
- A12. [Deleted].
- A13. 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

- A14. Each component in the performance report specified in paragraph A8 shall be clearly identified.

³ The Charities Act 2005 requires that the financial statements must accompany the annual return that must be filed within 6 months of the end of the financial year.

- A15. 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. Identifying the branches or other operating units within the entity is relatively straight forward where the entity has legal form. For unincorporated entities, the entity will need to look at factors such as whether those branches or other operating units are acting as part of the entity, for example, by using the entity's registration number on the Charities Register.
- A16. 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

- A17. 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.
- A18. An entity may, but is not required to, report budgets or plans as an additional column alongside its actual results as further comparative information.

Consistency of Presentation

- A19. 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.
- A20. 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.
- A21. 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.
- A22. 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.
- A23. Any changes to presentation or categories of disclosure due to the application of paragraph A22 also require similar changes to the comparative amounts, unless it is impracticable to do so.

No Offsetting of Amounts

- A24. 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.

A25. 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

A26. 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.

A27. Significance applies to both financial and non-financial information.

Correction of Errors

A28. 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 A212).

Changes in Accounting Estimates

A29. ~~Many items can only be estimated as a result of the uncertainties inherent in delivering services or conducting other activities.~~ The use of reasonable estimates is ~~therefore~~ an essential part of the preparing preparation of the performance report on an accrual basis. For example, estimates may be required of:

- (a) Revenue earned to date under a contract;
- (b) Bad debts arising from uncollected receivables;
- (c) Out-of-date inventory; and
- (d) The useful lives of items or categories of property, plant and equipment.

A30. 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.

A31. 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.

A32. 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

A33. 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.

A34. An entity shall adjust the amounts recorded in its performance report and update the related disclosures to reflect events after the balance date that provide evidence of conditions that existed at the balance date. The following are examples of events that require an entity to adjust the amounts recorded in its performance report, or to record items that were not previously recorded:

- (a) The settlement after the balance date of a court case that confirms that the entity had a liability at the balance date.

- (b) The receipt of information after the balance date indicating that an asset was impaired or damaged at the balance date. For example:
 - (i) The bankruptcy of a debtor that occurs after the balance date usually confirms that a loss already existed at the balance date on a receivable account, and that the entity needs to adjust the carrying amount of the receivable account; and
 - (ii) The disposal of damaged inventories after the balance date may provide evidence about their net realisable value at the balance date.
 - (c) The discovery of fraud or errors that show that the performance report is incorrect.
- A35. 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 make further grants to the community;
 - (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

A36. 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

A37. 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 mission⁴ (the key difference the entity is trying to make);
- (c) ~~A description of the structure of the entity's operations (including governance arrangements)~~ The entity structure (i.e. whether it includes separate operating units, divisions or branches);
- (d) ~~The main sources of the entity's cash and resources;~~ The entity's governance arrangements (i.e. who makes the key decisions on behalf of the entity);
- (e) ~~The main methods used by the entity to raise funds;~~ The names of any entities controlled by the entity for financial reporting purposes; and
- (f) The entity's reliance on volunteers and donated goods or services; ~~and~~
- (g) ~~[Deleted] Any additional information that is considered essential to users' overall understanding of the entity~~

A37.1. The information required by paragraph A37 may be incorporated by cross-reference from the performance report to some other statement or report (e.g. an annual return submitted to a regulator) that is available to users of the performance report at the same time.

A38. The amount of detail will depend on the size of the entity and the complexity of its operations.

⁴ Also called vision, strategic goals, or outcome goals.

Section 4: Statement of Service Performance

Purpose and Value to Users

A39. The purpose of the statement of service performance is to provide ~~mainly non-financial~~ information to help users understand what the entity did during the financial year to achieve its broader aims and objectives.

Required Information

A40. ~~The statement of service~~ Service performance provides information about reporting is based around two elements:

- (a) ~~Outcomes: what~~ What the entity is seeking to achieve over the medium to long term (i.e. its objectives) in terms of its impact on society; and
- (b) The significant activities the entity has undertaken during the financial year in working towards its broader aims and objectives, as described in (a) above. Outputs: the goods or services that the entity delivered during the year.

A41. The statement of service performance shall:

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

A41.1. The information required by paragraph A41(a) is likely to be closely related to the entity's mission or purpose. The main difference is that the mission or purpose is usually stated in broad or general terms and applies over the life of the entity. By contrast, the information required by paragraph A41(a) should be more specific, focused on what the entity is seeking to achieve over the medium to long term, and be what the entity considers important for a user's overall understanding of its service performance.

A42. The statement of service performance need include only information about the activities undertaken the outputs that are significant to the performance of the entity. The information disclosed should be what the entity considers important for a user's overall understanding of its service performance. Therefore, the entity ~~it~~ is not expected to include a detailed account of everything ~~it the entity does~~ has done in the financial year.

A42.1. To meet the requirement in paragraph A41(b) the entity shall provide users with an appropriate and meaningful mix of performance measures and/or descriptions for the financial year. The performance measures and/or descriptions used by an entity to communicate its service performance may be:

- (a) Quantitative measures – e.g. quantity of goods and services, time taken to provide goods and services, etc.
- (b) Qualitative measures – e.g. compliance or non-compliance with a quality standard, ratings assigned by experts, etc; or
- (c) Qualitative descriptions – e.g. those based on participant observations.

A42.2. The most appropriate and meaningful performance measures and/or descriptions are those that measure or describe aspects of performance that are of particular value or importance to users for accountability or decision making purposes. Refer to paragraph A10(b) for guidance on the qualitative characteristics that information should have to make it useful for users.

A42.3. Entities can choose to present the information in the statement of service performance in whichever format is most helpful to users' understanding of the entity's activities. The Tier 3 template reports provide a generic simple example. For example, an entity may choose to present information using:

- (d) Graphs;

- (e) Tables; or
- (f) Images or infographics showing the entity’s activities and achievements during the financial year.

A42.4. Service performance information shall be reported consistently from year to year. If the entity changes what it reports or how it reports its service performance information, it shall explain the nature of those changes and their effect on the current period’s service performance information. Possible reasons for a change in what is reported and how it is reported include changes in:

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

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

Optional Information

A43. An entity may wish to report additional information such as:

- (a) ~~[Deleted]; Additional output measures:~~
 - (i) ~~Appropriate quality measures of goods or services delivered;~~
 - (ii) ~~A measure of the timeliness of delivery of the entity’s goods or services if this is important to the recipient;~~
 - (iii) ~~An allocation of revenue and expenses related to each category of the entity’s outputs; and~~
 - (iv) ~~A quantification of the contributions from volunteers in terms of hours or full time staff equivalents (this figure may be estimated, and shall be noted as such if this is the case).~~
- (b) Comments on those factors which affect the achievement of the entity’s objectives ~~outcomes~~. This might include the working relationships between volunteers and employees, decisions to broaden or narrow the delivery of services, or the impact of factors external to the entity – such as economic, legal and geographical factors; and
- (c) The entity’s plans for the financial year being reported on, and an explanation of actual performance achieved against the plans set by the entity; ~~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~~

~~A44. [Deleted]. The way in which the statement of service performance is presented can enhance the user’s understanding of the entity. Sometimes a pictorial representation of the entity’s achievements during the financial year presents the story more clearly than words or numbers only.~~

Section 5: Statement of Financial Performance

Purpose and Value to Users

A45. 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

A46. The statement of financial performance shall be presented as follows:

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

A47. If the entity pays income tax, this shall be shown as a separate line item after surplus or deficit, with a further total called Surplus/(Deficit) after Tax also reported.

Optional Information

A48. Where the making of grants and donations is a major activity of the entity, or where the entity receives significant grants for capital purposes the following format may be used:

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

A49. When the above format is used, an entity is not required to present both revenue from capital grants and grants and donations made below the operating surplus/deficit and may elect to present only one as relevant. 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

A50. 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 A53)⁵.

A51. Revenue can come from various sources. Examples include public donations, grants from philanthropic trusts, donations and fees from members, funding for the provision of goods or services (including government contracts) and proceeds from the sales of goods or services (including trading revenue from commercial activities).

A52. 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 A83–A86).

A53. Some NFP entities have owners who contribute capital⁶ (often occurring at start up). Contributions to the entity by these ~~owners and/or members~~ (other than membership fees, donations and fees for services) are classified as funds contributed by ~~owners or members~~ in the statement of financial position, and not as revenue (see also paragraphs A140–A141).

Required Information

A54. In order to make information understandable to users, revenue shall be aggregated and separately presented in categories. ~~As a minimum,~~ the following aggregated categories shall be reported separately in the statement of financial performance when applicable to the reporting entity:

- (a) ~~Donations, koha, bequests and other general fundraising activities and other similar revenue;~~
- (b) Grants (excluding service delivery grants/contracts);
- (c) Capital grants;
- (d) Funding from government service delivery grants/contracts;
- (e) Funding from non-government service delivery grants/contracts;
- (f) ~~Fees, subscriptions and other revenue from members;~~ Membership fees and subscriptions;

⁵ See the Glossary for a more detailed definition of revenue.

⁶ This is analogous to a for-profit entity where the shareholders contribute share capital.

- (g) ~~Revenue from providing goods or services~~ Revenue from commercial activities (i.e. sale of goods or services);
- (h) Interest, dividends and other investment revenue; and
- (i) Other revenue

A55. Category (a) above includes ~~grants and donations, koha and bequests~~ received from the public and or other organisations, for example, central or local government, charitable trusts, foundations and other philanthropic agencies. It also includes any revenue from fundraising activities. ~~Grants received from the government or other agencies that are in substance a contract for delivery of goods or services would be included in category (c) above. Any revenue from members, including donations, would be included in category (b).~~

A55.1. ~~Category (b) above includes any grants received which provide general funding for the entity.~~

A55.2. ~~Category (c) includes any grants received with an external expectation from the grantor that the funding is used to purchase a~~

A55.3. ~~Grants received from the government or other agencies that are in substance a contract for delivery of goods or services would be included in category (d) or (e) above depending on their source. A grant which has an expectation over its final use but which is not in substance a contract for delivery of goods or services would be included in category (b) or category (c) depending on the nature of the expectation.~~

A55.4. ~~Category (g) includes any revenue received by the entity from the sale of goods or services in a commercial capacity. In this context commercial activities means activities conducted by the entity with an intention to derive a surplus and which do not, in themselves, contribute to the achievement of an entity's stated purposes. Some activities which could be considered commercial in nature may be carried out on a smaller scale, or without the intention to engage in a commercial activity on an ongoing basis. In such cases this revenue would instead be considered fundraising revenue and therefore be included in category (a).~~

A55.5. ~~Any revenue from members received in exchange for their membership to the entity would be included in category (f).~~

A56. Entities need report only the **minimum** categories specified in paragraph A54 separately when the category is applicable and significant to the entity. ~~If a category is not applicable or significant, the entity shall omit that category from its performance report.~~

A57. The **minimum** categories may be described using terminology appropriate for the entity and need not use the titles used in paragraph A54, provided that the separate categories are still maintained.

A58. 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

A59. ~~[Deleted]The minimum categories specified in paragraph A54 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) ~~Donations or koha from the public;~~
- (b) ~~Fundraising revenue;~~
- (c) ~~Grants not directly related to service delivery;~~
- (d) ~~Fees and subscriptions from members;~~
- (e) ~~Donations, koha or offerings from members;~~
- (f) ~~Revenue from grants or contracts for service with central or local government;~~
- (g) ~~Revenue from grants or contracts for service with non governmental agencies;~~
- (h) ~~Revenue from sales to the public;~~
- (i) ~~Revenue from sales to members;~~

- (j) — Revenue from commercial activities;
- (k) — Lease or rental revenue;
- (l) — Interest or dividend revenue; and
- (m) — Other revenue.

A60. ~~[Deleted] 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.~~

A61. ~~Further breakdowns or disaggregation~~ Breakdowns of the minimum categories in paragraph A54 ~~or the disaggregated or additional categories,~~ may be provided in the notes to the performance report. For example, donations, koha, bequests and other general fundraising activities ~~fundraising from the public~~ may be further disaggregated by fundraising campaign or type, such as by street collection, postal appeal, raffles or charity auction. 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

A62. Revenue shall be recorded on the occurrence of a recognition event. This is generally when there is a legal right to receive cash either now or sometime in the future. The timing of the recording of specific revenue types is provided in Table 1.

Table 1: Recording of Specific Types of Revenues

Source	When to Record	Comments
Donations, koha, bequests and other general fundraising activities and other similar revenue		
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 <u>Record</u> 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.
Donations, bequests, and pledges received and grants with no “use or return” condition attached no expectations over use	Record as revenue when cash received.	Recording as revenue Revenue recognition shall not be deferred even if the reporting entity resources expects to spend the funding received on related expenditures in future periods, are received in advance of any expense on the activity funded by the donation or grant.
<u>Significant donations, bequests, and pledges received with expectations over use</u>	On receipt of donation, bequest or pledge record asset for funding received (generally cash) and a matching deferred revenue balance. As or when the expectations over use are met, the deferred revenue balance is reduced and revenue is recorded.	The deferred revenue balance as at balance date reflects the extent to which the expectations over use (as established by the resource provider) have not yet been satisfied. Judgement will be required to determine the best approach for determining the point in time at which, or the period over which, the documented expectations are satisfied.

PUBLIC BENEFIT ENTITY SIMPLE FORMAT REPORTING – ACCRUAL (NOT-FOR-PROFIT) REPORTING REQUIREMENTS FOR TIER 3 NOT-FOR-PROFIT ENTITIES

Source	When to Record	Comments
Donated assets	<p><i>Significant donated assets with useful lives of 12 months or more: Record on receipt based on the estimated replacement cost (for land and buildings, valuations used for rating purposes may be used) readily obtainable values such as rateable value or government value.</i></p> <p><i>Significant donated assets that are difficult to value such as intangible assets, highly specialised assets, and heritage assets: Do not record the asset or any revenue from the donation.</i></p> <p><i>Other donated assets: Do not record the asset or any revenue from the donation.</i></p>	<p><i>Significant donated assets that are recorded: 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 A190–A191).</i></p> <p><i>Significant donated asset not recorded: Details are disclosed in the notes to the performance report (see paragraph A192).</i></p>
Donated goods or services (other than donated assets)	Do not record (for example cleaning services provide by members)	Significant donated goods or services (including services in kind) are to be disclosed in the notes to the performance report (see paragraph A68).
Pledges and bequests	Record as revenue on receipt of the cash or significant asset.	Disclosure of known pledges and bequests not yet received is optional.
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 (including tuition fees)	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.
Grants		
Grants, received and grants with no “use or return” condition attached no expectations over use	Record as revenue when cash received.	Recording as revenue Revenue recognition shall not be deferred even if the reporting entity resources expects to spend the funding received on related expenditures in future periods are received in advance of any expense on the activity funded by the donation or grant.
Significant gGrants received with expectations over use	On receipt of grant, record asset for funding received (generally cash) and a matching deferred revenue balance. As or when the expectations over use are met, the deferred revenue balance is reduced and revenue is recorded.	The deferred revenue balance as at balance date reflects the extent to which the expectations over use (as established by the resource provider) have not yet been satisfied. Judgement will be required to determine the best approach for determining the point in time at which, or the period over which, the documented expectations are satisfied.
Grants received for current operations with no “use or return” condition attached no expectations about how the funds transferred will be used	Record as revenue on receipt.	A grant for current operations might be to help staff a drop in centre for new mothers, cover administration or salaries costs of the reporting entity., whereas a grant for capital purposes might be to contribute to a new building.

PUBLIC BENEFIT ENTITY SIMPLE FORMAT REPORTING – ACCRUAL (NOT-FOR-PROFIT) REPORTING REQUIREMENTS FOR TIER 3 NOT-FOR-PROFIT ENTITIES

Source	When to Record	Comments
Grants received for capital purposes with no expectations about how the funds transferred will be used with no “use or return” condition attached	On receipt of grant record asset received (generally cash) and a liability. Subsequently recognise revenue as costs associated with the capital purchase are incurred – i.e. recognise revenue over the asset construction period. Record as revenue on receipt.	A grant for capital purposes might be to contribute to a new building.
<u>Funding from government service delivery grants/contracts</u>		
Grants that are service contracts which have a “use or return” condition attached. Revenue from the provision of services (including fees and charges relating to services delivered across the year)	On receipt of grant record asset received (generally cash) and a liability. As the conditions are met (i.e. services provided) the liability is reduced and revenue is recorded. Record as revenue by reference to the stage of completion of the services at balance date, based on the actual service provided as a percentage of the total service to be provided.	The liability as at balance date reflects the extent to which obligations under the service contract have not been satisfied. 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.
<u>Funding from non-government service delivery grants/contracts</u>		
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 service at balance date, based on the actual service provided as a percentage of the total service 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.
<u>Fees, subscriptions and other revenue from members Membership fees and subscriptions</u>		
Fees and subscriptions in exchange for goods or services or to purchase goods or services at prices lower than those charged to non-members	<i>If the goods or services are of similar value in each time period (for example, a monthly magazine or monthly access to members’ facilities):</i> Record as revenue evenly over the period in which the items are provided to the members. <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 subscription.	Any fees or subscriptions received in advance of the period to which they relate should be recorded as a liability.
Other fees and subscriptions	Record as revenue when cash received.	Any fees or subscriptions received in advance of the period to which they relate should be recorded as a liability.
Donations from members with no “use or return” conditions 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.
Donations from members that have “use or return” conditions attached to them.	On receipt of donation record 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 conditions have not been satisfied.

**PUBLIC BENEFIT ENTITY SIMPLE FORMAT REPORTING – ACCRUAL (NOT-FOR-PROFIT) REPORTING REQUIREMENTS FOR
TIER 3 NOT-FOR-PROFIT ENTITIES**

Source	When to Record	Comments
Revenue from providing goods or services commercial activities		
Sale of goods	Record as revenue when the goods are sold (this is usually when the goods are received 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.
Provision of services	Record as revenue by reference to the stage of completion of the service at balance date, based on the actual service provided as a percentage of the total service 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.
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		
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.
Licence fees and royalties	Record as revenue as they are earned in accordance with the substance of the relevant agreement.	As a practical matter, this may be on a straight-line basis over the term of the agreement.
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.

Donations, Grants, Bequests and Pledges With No Expectations Over Use

A63. Where there are no expectations communicated from the resource provider about how the funds will be used, revenue ~~Revenue~~ from donations; grants, bequests or pledges and fundraising without “use or return” conditions attached is recorded when the funding is received.

Significant Donations, Grants, Bequests and Pledges With Expectations Over Use

A64. ~~[Deleted]. 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.~~

~~A65. Where revenue has conditions attached, it is necessary to determine whether those conditions lead to a liability. Where there are documented expectations about how the funds will be used, as communicated by the resource provider, the funds received from significant donations, grants, bequests or pledges Revenue that has a “use or return” condition, shall be initially recorded as a liability deferred revenue. As or when the expectations over use are met by the reporting entity, the deferred revenue balance is reduced and revenue is recorded. Refer to paragraph A65.5 for guidance on the timing of revenue recognition. until the condition has been met, at which point the revenue shall then be recorded.~~

Identifying Expectations

~~A65.1. An expectation over how the funds will be used by the reporting entity arises when the expectation is documented and communicated to the reporting entity when the funds are received. Internal expectations (i.e. how the entity expects to use the funds) is not a relevant consideration for the purposes of applying the revenue recognition requirements in paragraphs A63 – A65.~~

~~A65.2. The expectation is documented when it has been agreed in writing between the reporting entity and the resource provider (or there is some other form of evidence to demonstrate this agreement). For an expectation to be both documented and agreed between the parties:~~

- ~~(a) The resource provider communicates the expectation to the entity within, for example, a formal contract, memo, letter, email, virtual meeting (for which there is a recording), or similar; and~~
- ~~(b) The entity’s representative has signed the formal contract, memo or letter; or agreed to the expectation via email or discussion on a recorded virtual meeting.~~

~~A65.3. Where an application for funding is required to contain the reason for the funding, then approval of the application is sufficient to show that there is agreement between the parties with respect to expectations over the use of the funds.~~

~~A65.4. Expectations about how significant donations, grants, bequests or pledges should be used include obligations to acquire or build assets (i.e. developing an asset such as a building), provision of goods or services to third-party beneficiaries, funding general operating costs, and funding the delivery of specific programmes or activities.~~

Timing of Revenue Recognition

~~A65.5. The timing of revenue recognition is dependent on the nature of the documented expectation over use. Judgement will be required to determine the best approach for determining the point in time at which, or the period over which, the documented expectation is satisfied. This may include, for example, funding provided to:~~

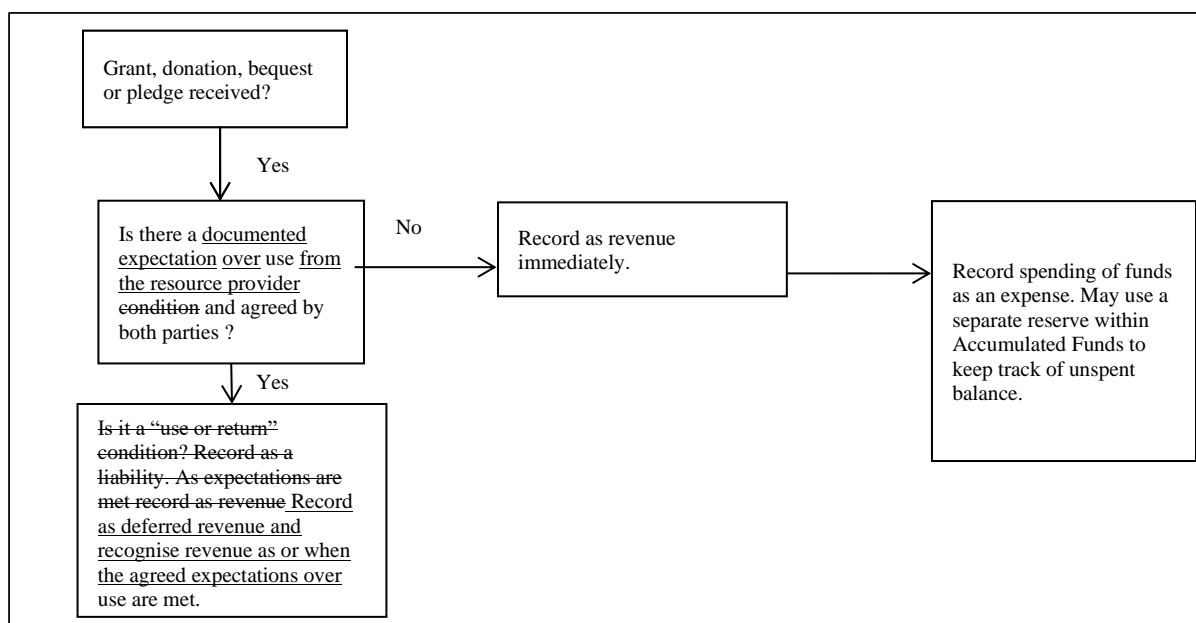
- ~~(a) Deliver specific goods or services to beneficiaries (e.g. to deliver 1,000 free school lunches) – revenue is likely to be recognised as the specified goods or services are delivered.~~
- ~~(b) Purchase an asset (e.g. a vehicle) – revenue is likely to be recognised at the time the asset is purchased.~~
- ~~(c) Construct an asset (e.g. building) – revenue is likely to be recognised over the construction period (e.g. on a stage of completion basis).~~
- ~~(d) Support general operating costs (unspecified time period) – revenue is likely to be recognised as the operating costs are incurred.~~
- ~~(e) Support general operating costs (specified time period) – revenue is likely to be recognised on a straight-line basis over the stipulated time period.~~
- ~~(f) Host an event or perform a specified activity – revenue is likely to be recognised on a stage of completion basis as the costs to host the event or perform the specified activity are incurred.~~
- ~~(g) Achieve a specific outcome (e.g. to support the reduction of child poverty) – revenue would be recognised using an appropriate measure from above.~~

~~A66. [Deleted] For the purposes of this Standard donations or grants 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 A63). In these circumstances entities may elect to keep track of these unconditional but “tagged”~~

donations or grants by establishing a designated reserve within accumulated funds (see paragraph A143). Note, however, that under this approach the donation/grant received is still recorded as revenue and any subsequent spending is recorded as an expense of the entity; the reserve fund is just a vehicle to keep track of the amount of the unused donation/grant.

A67. Figure 1 illustrates the process an entity ~~should~~ undertakes to determine how to record revenue with or without ~~conditions~~ expectations attached.

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



Goods or Services in Kind

A68. Entities ~~shall not~~ 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 A111). However, entities shall provide information about significant goods or services received in kind in the notes to the performance report (see paragraph A189).

Expenses

A69. 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 A147)⁷.

A70. 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).

A71. 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 A83-A86).

Required Information

A72. In order to make information understandable to users, expenses shall be aggregated and separately presented in categories. ~~As a minimum,~~ the following aggregated categories shall be reported separately in the statement of financial performance when applicable to the reporting entity:

- (a) Expenses related to public fundraising;
- (b) ~~Volunteer and employee related costs~~ Employee remuneration;

⁷ See the Glossary for a more detailed definition of expenses.

- (c) Volunteer and other employee costs;
- (d) Costs related to providing goods or services to commercial trading activities (sale of goods or services);
- (e) Other expenses related to the delivery of entity objectives;
- (f) Grants and donations made; and
- (g) Other expenses.

A73. Entities need report only the ~~minimum~~ categories specified in paragraph A72 separately when the category is applicable and significant to the entity. If a category is not applicable or significant, the entity shall omit that category from its performance report.

A74. The ~~minimum~~ categories may be described using terminology appropriate for the entity and need not use the titles used in paragraph A72, provided that the separate categories are still maintained.

A75. 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.

A76. Reimbursements for expenses incurred by employees on behalf of the organisation are not classified as employee ~~expenses costs~~. For example, reimbursing an airfare for an employee to attend a conference. This is recorded in the appropriate category of expenses (for example, ~~expenses relating costs related to providing goods or services~~ the entity's main activities if that was the reason the travel took place).

A76.1. Category (b) above includes all remuneration paid to employees of the entity.

A76.2. Category (e) above includes all costs attributable to the activities carried out by the entity in pursuit of their stated purposes (excluding expenditure allocated to other categories).

A76.3. Category (d) above includes all costs attributable to commercial activities carried out the entity (excluding employee remuneration). In this context commercial activities means activities conducted by the entity with an intention to derive a surplus and which do not, in themselves, contribute to the achievement of an entity's stated purposes. Some activities which could be considered commercial in nature may be carried out on a smaller scale, or without the intention to engage in a commercial activity on an ongoing basis. In such cases these costs would instead be considered fundraising costs and therefore be included in category (a).

Optional Information

A77. The categories specified in paragraph A72 may be disaggregated, or additional categories may be presented in the notes to the performance report – 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) Lease and rental expense;
- (c) Affiliation fees;
- (d) Interest expense;
- (e) Bad debts;
- (f) Depreciation; and
- (g) Impairment charges.
- (h) ~~Other expenses.~~

A78. ~~[Deleted]~~ Disaggregated or additional categories should be used only where doing so is necessary to provide users with an understanding of the main expenses of the entity. Too many categories can make it difficult for users to understand the overall picture. The number of disaggregated or additional categories used should therefore be limited to those that are really necessary.

A79. ~~[Deleted]~~ 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

A80. 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
Expenses Costs related to public fundraising⁸		
Advertising costs, printing of fundraising materials, staff training	Record the expense when the advertising service is received or the other expense is incurred.	This category would include expenses associated with seeking gifts or public donations.
Amounts paid to third party fundraisers	Record the expense when it is incurred.	
<u>Employee remuneration</u>		
Wages and salaries <u>and</u> 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.
<u>Performance related bonuses</u> Bonuses	Record the expense when the employee is notified that the bonus has been granted.	
<u>Volunteer and other employee related costs</u>		
Honoraria	Record the expense when the honoraria are paid.	The payment of honoraria is usually discretionary so there is no obligation on the entity prior to payment.
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.
Vouchers provided to volunteers (such as petrol vouchers)	Record the expense when the voucher is purchased.	
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.

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

PUBLIC BENEFIT ENTITY SIMPLE FORMAT REPORTING – ACCRUAL (NOT-FOR-PROFIT) REPORTING REQUIREMENTS FOR TIER 3 NOT-FOR-PROFIT ENTITIES

Source	When to Record	Comments
Costs related to the entity's main activities		
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.	
Purchase of inventory Inventory for sale sold or distribution 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 The inventory is less valuable to service recipients.
Costs related to providing goods or services commercial trading activities		
Inventory sold or distributed	Record the expense when the goods are sold or distributed.	Where donated inventory is not recorded as an asset, there is no expense to record on sale or distribution.
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.	
Grants and donations made		
Grants and donations made	Record the expense when the grant or donation has been approved and the recipient advised.	
Other expenses		
Affiliation fees	Record the expense when the fees are due to be paid.	
Interest expense	Record the expense as it is incurred during the period.	This category is the amount paid during the period which relates to borrowings. Includes any interest amount owing but not yet paid.

Source	When to Record	Comments
Impairment charges (changes in the value of assets) Reversal of an impairment charge recorded in a prior period	Record the expense when it is apparent that an asset is recorded at an amount that is greater than its net realisable value. Reverse the expense when there is an indication that an impairment charge recorded in a prior period may no longer exist or may have decreased. (see paragraphs A107.1 and A107.2)	The impairment expense is the amount by which the asset’s recorded amount is reduced. Impairment charges relate mostly 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.
Tax expense	Record the expense in the financial year to which the tax payable relates.	If a tax return is filed, record the tax payable at the amount in the tax return. Otherwise, record at an estimated amount.
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

A81. 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.

Optional Information

A82. An entity may include the entity’s budgets or plans for the current financial year if they are available.

Amounts Payable or Receivable on Behalf of Others

A83. 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” for another party (for example, the Government⁹, another entity, or some other third party), the amounts collected or paid belong to that other party rather than the entity.

A84. An entity is a principal (that is, acting on its own behalf) when:

- (a) The entity has the primary responsibility for providing the goods or services to the beneficiary or customer;
- (b) The entity establishes the prices, either directly or indirectly, for those goods or services; and
- (c) The entity bears the customer’s credit risk for any amount receivable from the customer.

A85. An example of the entity as principal is when the entity organises a conference for a group of NFP entities, receives the conference fees, and is responsible for all the conference-related payments such as advertising and catering.

A86. An entity is acting as an agent when it does not have exposure to the significant risks and rewards associated with the transactions. One feature indicating that an entity is acting as an agent is that the amount the entity earns is predetermined, being either a fixed fee per transaction or a stated percentage of the amount billed to the customer.

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

Section 6: Statement of Financial Position

Purpose and Value to Users

A87. The purpose of the statement of financial position is to provide a snapshot of the entity’s assets (what the entity owns), liabilities (what the entity owes) and accumulated funds (the difference between assets and liabilities) at a certain point in time (being the balance date). ~~This is what the entity owns, what the entity owes, and the value of the members’ financial interests in the entity.~~ The statement provides users with information about the financial sustainability of the entity, including the assets that can be used to run the entity in the future, and the liabilities that will have to be settled met in the future periods from cash balances and other assets.

Format of Statement of Financial Position

Required Information

A88. 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

A89. ~~[Deleted] 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

A90. ~~[Deleted] 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

A91. Assets are resources of the entity that are expected to provide benefits to the entity in the future¹⁰.

Required Information

A92. 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 A102):

- Bank accounts, ~~and~~ cash and short-term deposits;
- Debtors and prepayments;
- Inventory;
- Property, plant and equipment; and
- Investments.

A93. Bank Accounts, ~~and~~ cash and short-term deposits comprise petty cash, cheque or savings accounts, and deposits held at call ~~with banks~~ or with a maturity of three months or less from the date purchased.

A94. Debtors (sometimes called accounts receivable) comprise amounts owed to the entity by customers or others. This includes any GST receivable from Inland Revenue.

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

- A95. Prepayments are expenses paid in advance of a good or service being received by the entity (such as rent, insurance or salaries and wages).
- A96. Inventories are materials or supplies that are to be consumed in producing goods or services, held for sale or distribution in the ordinary course of operations, or are in the process of production for sale or distribution. Inventories may include food, clothing or goods held for distribution, stocks held in ~~opportunity and~~ charity shops, information brochures printed for the entity but not yet distributed, goods purchased for resale, consumable stores, maintenance materials, spare parts for plant and equipment, and work-in-progress, such as educational/training course materials under development.
- A97. 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.
- A98. Investments are shares, term deposits (with a maturity of more than three months from the date purchased), fixed interest bonds, units in unit trusts, or similar instruments held by the entity.
- A99. Entities only need to report ~~only~~ the minimum categories specified in paragraph A92 separately when the category is applicable and significant to the entity.
- A100. The minimum categories may be described using terminology appropriate for the entity and need not use the titles used in paragraph A92, provided that the separate categories are still maintained.
- A101. 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.
- A102. 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

A103. ~~[Deleted]The minimum categories specified in paragraph A92 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.~~

A104. ~~[Deleted]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.~~

A105. ~~Disaggregated or a~~Additional categories to those in paragraph A92 ~~should be used~~ may be presented in the statement of financial position only where doing so is necessary to provide users with an understanding of the main assets of the entity. Too many categories can make it difficult 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.

A106. Breakdowns or disaggregation of the minimum categories in paragraph A92, ~~or the disaggregated or additional categories,~~ may be provided in the notes to the performance report, for example, classes of property, plant and equipment, or different types of inventory (such as inventories held for consumption

versus inventories held for sale). The objective is to provide a breakdown that gives the most useful information to users of the performance report.

Accounting for Assets

A107. Assets shall be recorded on the occurrence of a recognition event and reported using the measurement basis appropriate for the asset type. Details for recording and measuring specific asset types are provided in Table 3.

Table 3: Recording of Specific Types of Asset

Bank Accounts, and Cash and Short-term Deposits (note: bank overdrafts should be separately recorded as a liability)	
When to record	When the cash is received (either in hand or in the bank account).
Measurement	At the amount held.
Debtors	
When to record	When action is taken (such as goods or services sold) to give the entity the right to collect cash in the future. Compensation due from third parties (such as insurers) for assets that were impaired, lost, or given up should also be recorded as a debtor (and included as revenue in the statement of financial performance).
Initial measurement	At the amount owed.
When to record impairment	When it is likely that the amount owed (or some portion) will not be collected. Record the loss as a bad debt expense.
Change measurement at balance date	Consider whether any amounts are impaired (see paragraph A108). 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 ^(a) .
Initial measurement	At the amount paid or other value that can be measured reliably.
When to record impairment	If it appears that the carrying amount of the asset will not be recovered, that is, it is more than the current market value (if it can be determined).
When to no longer record	When the asset is sold or otherwise disposed of.
(a) Information that is reliable is free from material error and bias, and can be depended on by users to faithfully represent that which it purports to represent or could reasonably be expected to represent.	

Reversal of Impairment Charges

A107.1 If there is any indication that an impairment charge recorded in prior periods for an asset:

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

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

A107.2 The reversal of the impairment charge shall:

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

Calculating Debtors

A108. 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

A109. 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.

A110. 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

A111. 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.

A112. 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

A113. As specified in Table 3, purchased property, plant and equipment is generally to be measured on a the cost basis. However, an entity may elect to revalue a class of property, plant and equipment. Entities are more likely to make such an election when the value of an asset is has expected to increase increased significantly over that asset's life (such as land or a building).

A113.1. When electing to apply a revaluation approach, the subsequent measurement approach shall be applied to all assets within that class of property, plant, and equipment.

A113.2. A class of property, plant, and equipment is a grouping of assets of a similar nature or function. Possible classes of property, plant and equipment are:

- (a) Land;
- (b) Buildings;
- (c) Motor vehicles;
- (d) Furniture and fixtures;
- (e) Office equipment;
- (f) Computers (including software); and
- (g) Machinery.

A114. When an entity elects ~~if an entity wishes~~ to revalue a class of property, plant and equipment assets, it shall measure an item of property, plant and equipment at its current value less any subsequent accumulated depreciation and subsequent accumulated impairment losses. ~~apply the relevant requirements of PBE IPSAS 17 Property, Plant and Equipment, except that the entity may use the current rateable or government valuation (rather than fair value as required by PBE IPSAS 17) when revaluing. Where this is the case, the entity shall disclose the source and date of the valuation in the notes to the performance report.~~

A114.1. When a revaluation approach is applied, the current value shall be based on a valuation by a suitably qualified independent valuer or, for land and buildings, a local council rateable value may be used.

A114.2. Where an entity elects to revalue a class of property, plant and equipment, it is still required to recognise depreciation on the individual assets. Depreciation shall be recognised from the date of the asset’s most recent revaluation.

A115. Electing to revalue a class of property, plant and equipment after initial recognition of the purchased asset, is an accounting policy choice. It is important to note that Therefore, once a class of property, plant and equipment is revalued the requirements of PBE Standards mean that it is likely that the entity will need to continue measuring that class of assets at revalued amounts thereafter (rather than reverting to asset cost).

A115.1. Revaluations shall be made with sufficient regularity to ensure that the carrying amount does not differ materially from that which would be determined using current value at the reporting date.

A115.2. Where an entity elects to revalue its land and buildings based on a local council rateable value it is only required to revalue its land and buildings when that value is updated. The entity shall also disclose, in the notes to the performance report that the local council rateable value is not intended to reflect current market value.

A116. If the entity chooses not to revalue property, plant and equipment but considers that a current value of some assets is useful information for users of the performance report, the entity may choose to disclose that current value, and the basis (valuation by an independent valuer or the local council rateable value ~~or government valuation~~) and date of that valuation in the notes to the performance report.

A116.1. If an entity elects to revalue a class of assets it shall:

- (a) Present a separate revaluation reserve within accumulated funds in the statement of financial position and the notes to the performance report (see paragraph A143);
- (b) Recognise revaluation gains for the class as “Gains/(losses) on the revaluation of property, plant and equipment” directly in accumulated funds through a revaluation reserve, unless they reverse a impairment charge recognised in a prior period (see Table 3 and paragraphs A107.1 and A107.2);
- (c) Recognise revaluation losses for the class as an expense in the statement of financial performance, except to the extent to which these losses offset any previous revaluation gains. If the revaluation losses offset previous revaluation gains they are recognised as “Gains/(losses) on the revaluation of property, plant and equipment” directly in accumulated funds through a revaluation reserve; and
- (d) Recognise any gains on disposal over the carrying amount in revenue in the statement of financial performance as “Gains/(losses) on disposal of property, plant and equipment”.

A116.2. For the purpose of applying paragraph A116.1 revaluation gains and losses relating to individual assets of the revalued class of property, plant and equipment shall be offset against other assets of that class but shall not be offset against assets of different classes.

A116.3. Some or all of the revaluation gains included in net assets/accumulated funds in respect of property, plant and equipment may be transferred directly to accumulated surpluses or deficits when the assets are derecognised. This may involve transferring some or the whole of the gains when the assets of the revalued class of property, plant and equipment to which they relate are retired or disposed of. Transfers from the revaluation reserve to accumulated surpluses or deficits are not made through the statement of financial performance.

A116.4. If items of property, plant and equipment are stated at revalued amounts, an entity shall disclose the following in the notes to the performance report:

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

Investment property

A116.5. Some classes of property, plant and equipment may be described as investment property because they are held primarily by the entity to generate rental income or for capital gains rather than for use in the entity's ordinary activities.

A116.6. Investment property shall be accounted for in the same manner as other items of property, plant and equipment (see Table 3 and paragraphs A113 – A116.4). This means that an entity can choose to account for investment property on a cost or revaluation basis.

Investments

A116.7. As specified in Table 3, investments are to be measured at the amount paid when purchased, less any impairment. However, where an entity holds investments which are publicly traded it may elect to measure that class of investment at its current market value.

A116.8. If an entity elects to measure publicly traded investments at current market value it shall recognise the change in current market value in revenue or expenses in the statement of financial performance.

A116.9. If investments are reported at current market value an entity shall disclose:

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

Assets Held on Behalf of Others

A117. Assets held as an agent 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 A83–A86 for a discussion on principals and agents).

Liabilities

A118. Liabilities are the amounts owed by the entity at balance date¹¹.

Required Information

A119. 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 A128):~~

- (a) Bank overdraft;
- (b) Creditors and accrued expenses;
- (c) Employee costs payable; and
- (d) ~~[Deleted] Unused donations and grants, bequests with conditions; and~~
- (e) Loans.

A120. 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.

A121. 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.

A122. 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

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

Revenue, and contributions to superannuation schemes (such as KiwiSaver) or other post-employment benefit schemes collected but not paid over.

A123. ~~Unused donations and grants, with conditions attached are donations or grants 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 A63–A67 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.~~

A124. Loans are amounts borrowed by the entity.

A125. Entities need report only the minimum categories specified in paragraph A119 separately when the category is applicable and significant to the entity.

A126. The minimum categories may be described using terminology appropriate for the entity and need not use the titles used in paragraph A119, provided that the separate categories are still maintained.

A127. 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.

A128. 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

A129. ~~The minimum categories specified in paragraph A119 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.~~

A130. ~~Disaggregated or~~ Additional categories to those in paragraph A119 may be presented in the statement of financial position should be used only where doing so is necessary to provide users with an understanding of the main liabilities of the entity. Too many categories can make it difficult for users to understand the overall picture. The number of ~~disaggregated or~~ additional categories used should therefore be limited to those that are really necessary.

A131. Breakdowns or disaggregation of the minimum categories in paragraph A119, ~~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

A132. Liabilities shall be recorded on the occurrence of a recognition event and reported using the measurement basis appropriate for the liability type. Details for recording and measuring specific liability types are provided in Table 4.

Table 4: Recording of Specific Types of Liability

Bank Overdraft	
When to record	When the overdraft occurs.
Measurement	At the amount of the actual overdraft (not the overdraft facility).
Creditors and Accrued Expenses	
When to record	When transaction occurs that creates the payment obligation, for example on the receipt of goods or services from a supplier.
Initial measurement	At the amount owing. If the entity has not received a supplier invoice it shall record an accrual for an estimate of the amount to be paid
Change measurement at balance date	Review in case some part has been paid or is no longer owed (for example, a supplier changes the arrangement to donations of goods therefore revenue will be recorded).
When to no longer record	When settled.

Employee Costs Payable	
When to record	When an employee has earned the entitlement or the entity has withheld amounts from wages and salaries already paid. It is uncommon for entities with paid employees to have no employee costs payable.
Initial measurement	At the amount to be paid.
Change measurement at balance date	If employees have been granted increased wages and salaries, amounts owing may change (for example, annual leave is based on amounts to be paid when the employee is expected to take the leave).
When to no longer record	When settled.
Unused Donations and Grants with Conditions	
When to record	When the grant or donation 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

A133. 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.

A134. 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.

A135. 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

A136. 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

A137. Contingent liabilities are not recorded in the statement of financial position but are reported in the notes to the performance report (see paragraphs A199–A201).

Deferred Revenue

A137.1. The balance of deferred revenue with respect to unsatisfied resource provider expectations over significant donation, grant, bequest and pledge funding at balance date shall be reported separately in the statement of financial position.

Accumulated Funds

A138. The accumulated funds are balance the owners' or members' financial interest in the entity. It is the difference between the assets and liabilities of the entity. It is therefore the component that balances the statement of financial position. Accumulated Funds represents the owners' financial interest in the entity and/or the net assets available to the entity to fulfil its NFP objectives in the future. In the for-profit sector the equivalent term is equity.

A138.1. Movements in accumulated funds include the surplus or deficit for the year, revaluation reserve movements, and other transactions directly with owners in their capacity as owners. In general, transactions with owners (described as capital contributed by owners in paragraph A140 below) are uncommon for not-for-profit entities and most transactions are recorded through the statement of financial performance rather than directly through the Accumulated Funds balance.

A138.2. For the purposes of applying the requirements in this Standard, the term "owners" specifically refers to those who have made capital contributions as described in paragraph A140 below. The term "owners" can include individuals or other entities.

Required Information

A139. In order to make information understandable to users, the balance of 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 (if any) or members;
- (b) Accumulated surpluses or deficits;
- (c) Reserves:
 - (i) Discretionary reserves;
 - (ii) Revaluation reserves; and
 - (iii) Other reserves.

A139.1. When an entity elects to apply the requirements of a Tier 2 PBE Standard to a specific type of transaction, in accordance with the requirements set out in Appendix C of this Standard, it may be required to present additional categories based on the requirements of the Tier 2 PBE Standard applied.

A140. The capital contributed by Contributions from owners category represents means contributions to the entity by external parties by owners in their capacity as owners that establish a financial interest in the equity of the entity, which:

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

A141. ~~[Deleted] A contribution from owners the settlor/members/officers (see paragraph A53 for a further discussion) may, but does not necessarily need to, be evidenced by a formal ownership document, such as a share certificate.~~

A142. ~~The accumulated surpluses or deficits category represents are the total of all the surpluses and deficits from the commencement of the entity, excluding any transactions with owners returns of capital or other distributions paid to owners/members in their capacity as owners/members (if any), and amounts transferred to other reserves.~~

A143. Reserves are of ~~two~~three types:

(a) ~~[Deleted] Restricted reserves which may be used only for a particular purpose (the restriction). The restriction may apply to the use of revenue from the funds such as interest received, or to changes to the capital fund, or to both. To be a restricted reserve the restriction must be set by an external party, for example:~~

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

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

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

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

A144. Entities need report only the minimum categories specified in paragraph A139 separately when the category is applicable ~~and significant~~ to the entity.

A145. The minimum categories may be described using terminology appropriate for the entity and need not use the titles used in paragraph A139, provided that the separate categories are still maintained.

Accounting for Accumulated Funds

A146. Capital contributed by owners ~~Contributed funds shall be recorded at the amount received or paid to contributed by, less any contributed capital returned to, owners in their capacity as owners, to, owners/members.~~

A147. 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/members, plus any transfers less amounts transferred to/from, plus amounts transferred from reserves.

A148. Reserves shall be recorded as follows:

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

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

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

Approval and Issue of Performance Report

Explanation

A148.1 It is important for users to know when the performance report was authorised for issue, as the performance report does not reflect events after this date. The performance report is authorised for issue when it is signed and dated by the body or individuals with the authority to approve the performance report for issue.

Required Information

A148.2 An entity shall disclose in the performance report the date the performance report was approved and authorised for issue, who gave that authorisation and the relevant signature(s).

Other Information

Required Information

A149. 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.

Optional Information

A150. An entity may include the entity's budgets or plans for the current financial year if they are available.

Section 7: Statement of Cash Flows

Purpose and Value to Users

A151. The purpose of the statement of cash flows is to provide information about the cash flows of the entity, which can have a different timing to the accruals that are reported in the statement of financial performance. Cash flow information allows users to determine how much cash the entity has received ~~ed cash~~, and how the cash was used during the year. An understanding of an entity's the timing and certainty of cash flows is helpful to users in making decisions about the sustainability of the entity and whether funds received have been appropriately spent on advancing the entity's objectives ~~resources have been allocated effectively~~.

A152. ~~[Deleted] The difference between the statement of cash flows and the statement of financial performance is that:~~

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

Format of Statement of Cash Flows

Required Information

A153. The statement of cash flows shall be presented as follows:

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

A154. ~~[Deleted] Alternatively, if the entity considers it more relevant to users, the entity may report cash flows from investing activities (by category) separately from cash flows from financing activities (by category).~~

A155. Investing Other activities are the acquisition and disposal of long-term assets and other investments not included in the cash balance. For example, the purchase of property, plant and equipment, or investments. Financing activities It also comprises receipts and payments relating to long-term borrowing by the entity (the principal amount only), and any capital contributions to/from owners ~~or members~~ (if any).

A156. Operating activities are the activities of the entity that are ~~not investing or financing activities~~. They include the carried out as part of its normal operations ~~of the entity~~, for example, the funding received and the costs paid in delivery of the entity's objectives ~~providing goods or services~~.

A157. 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 A83–A86). 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

A158. In order to make information understandable to users, cash flows from operating activities shall be aggregated and presented separately in categories. As a minimum, ~~†~~ The following aggregated categories shall be reported separately:

Cash Received Receipts:

- (a) Donations, koha, bequests and other general fundraising activities ~~and other similar receipts;~~

- (b) ~~Fees, subscriptions and other receipts from members~~ Membership fees and subscriptions;
- (c) ~~Gross sales~~ Receipts from providing goods or services—commercial activities; and
- (d) Interest, dividends and other investment receipts;
- (e) Grants received;
- (f) Funding received from government service delivery grants/contracts;
- (g) Funding received from non-government service delivery grants/contracts; and
- (h) Other cash received

Cash Payments:

- (i) Payments related to public fundraising;
- (j) Payments to ~~suppliers and~~ employees
- (k) Other payments related to the entity's objectives
- (l) Payments related to commercial trading activities; and
- (m) Donations or grants paid; and
- (n) Other payments

A159. Entities need report only the minimum categories specified in paragraph A158 separately when the category is applicable and significant to the entity.

A160. The minimum categories may be described using terminology appropriate for the entity and need not use the titles used in paragraph A158, provided that the separate categories are still maintained.

A161. 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

A162. ~~The minimum categories specified in paragraph A158 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.~~

A163. ~~[Deleted] Disaggregated or additional categories should be used only where doing so is necessary to provide users with an understanding of the main cash flows of the entity. Too many categories can make it difficult for users to understand the overall picture. The number of disaggregated or additional categories used should therefore be limited to those that are really necessary.~~

A164. Further Breakdowns or disaggregation of the minimum categories in paragraph A158 or the disaggregated or additional categories may be provided in the notes to the performance report, for example, a breakdown of cash payments to suppliers related to the entity's main activities. The objective is to provide a breakdown that gives the most useful information to users of the performance report.

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

Required Information

A165. In order to make information understandable to users, cash flows from investing and financing other activities shall be aggregated and presented separately in categories. As a minimum, ~~The following~~ aggregated categories shall be reported separately:

Cash Received Receipts:

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

(e) **Capital grants**

Cash Payments:

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

A166. Investments are shares, term deposits (with a maturity greater than 3 months), fixed interest bonds, units in unit trusts, or similar instruments held by the entity. Investments also include ~~They include~~ loans made to other entities by the entity.

A167. Entities need report only the minimum categories specified in paragraph A165 separately when the category is applicable and significant to the entity.

A168. The minimum categories may be described using terminology appropriate for the entity and need not use the titles used in paragraph A165, provided that the separate categories are still maintained.

A169. 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

A170. Cash balances is the same amount reported as “bank accounts, ~~and~~ cash and short-term deposits” less bank overdrafts as reported in the statement of financial position. It includes petty cash, cheque or savings accounts, ~~deposits held~~ at call deposits with banks or term deposits with a maturity of three months or less from the date purchased, and bank overdrafts (see paragraph A93).

Section 8: Statement of Accounting Policies

Purpose and Value to Users

A171. 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

A172. The statement of accounting policies shall comprise two components:

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

Accounting Policies Applied

A173. Accounting policies applied are the specific policies and practices used by the entity in preparing its performance report for the reporting period.

Required Information

A174. As a **minimum**, the following shall be included in the statement of accounting policies.

Basis of Preparation

A175. 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 A176).

A176. 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 A210). 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)

A177. 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

A178. 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).

A179. 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.

A180. Where an entity has elected to apply the requirements of a PBE Standard that is part of the Tier 2 PBE Accounting Requirements in place of a requirement of this Standard (see Appendix C paragraphs 7–9), the PBE Standard applied shall be disclosed.

Changes in Accounting Policies

A181. 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.

A182. An entity shall change an accounting policy only if the change:

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

Required Information

A183. 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.

A184. Where there have been no changes to accounting policies during the reporting period, that fact shall be reported.

Accounting for Changes in Accounting Policies

A185. 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

A186. 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

A187. The following matters shall be included in the notes to the performance report.

~~Significant Grants and Donations with Conditions which have not been Recorded as a Liability~~

~~A188. [Deleted] Where the entity has (i) received a significant grant or donation (including donated assets) with conditions attached which have not been fulfilled at balance date, and (ii) the 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 paragraph A63–A67), the entity shall disclose in the notes to the performance report:~~

- ~~(a) In the case of cash donations and grants, the amount of the 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 grant or donation.~~

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

A188.1. Where the entity has received a significant donation, grant, bequest or pledge for which revenue recognition has been deferred at the balance date, the entity shall disclose in the notes to the performance report information to help readers understand:

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

Goods or Services in Kind Provided to the Entity

A189. An entity shall disclose in the notes to the performance report a description of any significant goods or services in kind provided to the entity during the financial year, such as free professional services. A dollar quantification may be provided but is not required as an optional disclosure.

Property, Plant and Equipment

A190. For each class of property, plant and equipment recorded in the statement of financial position, the entity shall disclose in the notes to the performance report:

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

A191. 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 A113–A116.4).

Investments

A191.1. Where the entity has elected to measure a class of investments at its current market value (see paragraphs A116.7 – A116.9) the entity shall disclose for each class of investment in the notes to the performance report:

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

A191.2. For each class of investment held at current market value the entity shall also disclose the source and date of the valuation (for example, NZX-quoted price at the balance date).

Significant Donated Assets not Recorded

A192. Where significant donated 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.

Significant Heritage Assets not Recorded

A193. Where significant heritage assets have not been recorded in the statement of financial position because values are not readily obtainable (see paragraph A110), 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

A194. 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

A195. 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

A196. The notes to the performance report shall include an explanation of the movements between the opening and closing balances ~~of all~~ for each categories of Accumulated Funds. An entity shall also disclose the nature and purpose of each reserve.

A196.1. An entity shall disclose information that enables users of its financial statements to evaluate the entity's objectives, policies, and processes for managing its accumulated funds. In meeting this requirement an entity shall disclose a brief description of the entity's general plans for applying its accumulated funds towards its stated purposes.

A196.2. Information which an entity may consider disclosing for this purpose includes:

- (a) Whether the entity intends to begin any specific projects to which its accumulated funds will be applied;
- (b) To what extent the entity's accumulated funds represents investments in assets. This can be property, plant and equipment that are used in pursuit of its stated purposes in future periods. It can also include long term investments held to generate revenue returns to be used in pursuit of its stated purposes; or

- (c) Whether the entity is accumulating funds with the intent to make a significant distribution to another entity with similar NFP objectives.

Commitments

- A197. 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.
- A198. 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

- A199. 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.
- A200. 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.
- A201. 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

- A202. 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. This includes normal business transactions as well as transactions below market price (including the provision of free goods or services).
- A203. Related parties comprise:
- (a) People that have significant influence over the entity (such as officeholders, committee members, 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.
- A204. Related party relationships exist throughout the NFP 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.

A205. 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 building) to the spouse of a member of the governing body of the entity;
- (b) The provision of preferential access to services provided by the entity to the child of the president of the entity;
- (c) The provision of finance (including loans, grants and guarantees), for example, a low interest loan, to a related party; and
- (d) A member of the governing body providing professional services (for example, accounting or legal services) to the entity at no cost.

Requirements

A206. An entity shall disclose in the notes to the performance report, transactions with a related party that have occurred during the financial year if:

- (a) The transaction is significant to the entity (individually or in aggregate with similar transactions); or
- (b) The transaction (either significant or insignificant) 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.

A207. 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

A208. Where events after balance date occur (see paragraphs A33–A35), 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.

A209. 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

A210. Where the entity plans to stop operating within 12 months from balance date (see paragraph A176), 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.

A211. 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

A212. When an entity corrects a significant prior period error (see paragraph A28), 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

A213. 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

A214. 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 charity that provides health services (the reporting entity) has a government contract where it invoices the government after the services have been provided.

Treatment: The reporting entity records revenue in the statement of financial performance (as revenue from providing goods or services) when the health services have been delivered. In practice this will normally be when the invoice is issued to the government (if issued on a monthly basis or something similar). Any amounts invoiced but not yet received at balance date are recorded as a debtor in the statement of financial position.

Scenario 2

A charity that provides health services (the reporting entity) has a government contract where the government bulk funds the charity at the beginning of each quarter in advance of the services having been delivered.

Treatment: The reporting entity records:

- (a) The bulk funding received in advance 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 health services are delivered; and reduces the liability for the funding received in advance by the same amount at the same time.

2. Donations, Grants, Bequests and Pledges with and Without Expectations Over Use Conditions

Scenario 1 – Donation from a private individual with no documented expectation over use

A charity that delivers social services (the reporting entity) receives a ~~grant~~ significant donation from a private individual to support its activities. The reporting entity expects to use the grant donation to fund a particular project; however, the donor has not specifically communicated any expectations over use of the donation to the reporting entity. There are no conditions attached to the grant, other than that it must be used to support the delivery of social services by the entity.

Treatment: As the donor did not communicate any expectations over the use of the grant to the reporting entity, the ~~The~~ reporting entity records the grant donation as revenue in the statement of financial performance (as revenue from donations, koha, bequests, and other fundraising and other similar revenue activities) upon receipt of the donation.

Optional Information: The reporting entity may include information about the ~~grant provider~~ donor in any list of ~~grant providers~~ donors and their contributions included in the notes to the performance report (see paragraph A61).

Scenario 2 – Grant with a time-specified expectation

A charity that delivers social services (the reporting entity) receives a grant to support its activities at the beginning of its financial year. The grantor specifies in writing that the charity must use the grant to increase maintain its stock of food parcels over the next two years. ~~However, there is no obligation to return the grant if it is not fully used for this purpose.~~ The charity has used ~~only half~~ three quarters of the grant as at balance date.

Treatment: There is a documented expectation over the use of the grant from the grantor, which is time specified (i.e. funds to be used over a two-year period). Although there is a condition attached to the grant received, there is no “use or return” requirement. Therefore, the reporting entity:

- (a) Records the grant as deferred revenue upon receipt of the funds;
- (b) Records ~~the whole amount~~ of the grant as revenue in the statement of financial performance (as grant donations, fundraising and other similar revenue) on a straight-line basis (i.e. records half the grant as grant revenue); and

- (c) 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 food parcels, and when the reporting entity expects to fulfil the grantor’s expectations in full (see paragraph A188.1).

Optional Information: The reporting entity may include information about the grant provider in any list of grant providers and their contributions included in the notes to the performance report (see paragraph A61).

Note: By spending more than half of the grant in the first year the charity has effectively used part of its funding for the following year in the current year. The performance report will make this clear to readers, through presentation of the deferred revenue balance on the statement of financial position and its note disclosure. The performance report will also show a deficit in the following year (i.e. its grant revenue will be less than its expenditure on food parcels).

Scenario 3 – Bequest to be used to fund the construction of an asset

A charity that delivers social services (the reporting entity) receives a grant to support its activities. The grantor specifies that the charity must use the grant to help purchase a new vehicle that is to be used to deliver food parcels. 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 information about the grant provider in any list of grant providers and their contributions included in the notes to the performance report (see paragraph A61).

A charity receives a bequest for the purposes of building a new premises. This expectation has been documented and agreed between the charity and a representative of the donor’s deceased estate.

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

- (a) Records the grant as deferred revenue upon receipt of the funds;
- (b) Records the bequest in the statement of financial performance (as revenue from donations, koha, bequests, and other fundraising activities) on a stage of completion basis (i.e. recognise a percentage of the bequest as revenue, based on the percentage of total expected expenditure incurred to date), with a corresponding reduction in the deferred revenue balance; and
- (c) Provides information in the notes to the performance report outlining the total amount of the bequest, the amount of the bequest unused, the fact that the bequest is to be used to fund the construction of the new premises, and when the reporting entity expects to fulfil the resource provider’s expectations in full (see paragraph A188.1).

3. Donated Assets

The family of a deceased person (who is not a related person) donates a house, some artefacts and other miscellaneous items from the estate to a charity (the reporting entity). The house has a government valuation, is considered to be significant, and will have a useful life of 12 months or more. The artefacts are considered significant and will have an indefinite useful life of 12 months or more. However the value of the artifacts is not readily obtainable. The other miscellaneous items are considered insignificant.

Treatment: When the donated assets are received, the reporting entity:

- (a) Records:

- (i) The house as an asset in the statement of financial position (as property, plant and equipment) at the government valuation (see paragraph A111);
 - (ii) Revenue in the statement of financial performance (as donations, fundraising and other similar revenue) at the same amount as the house was recorded at in the statement of financial position; and
 - (iii) The basis and date of the valuation, and the information required for property, plant and equipment, in the notes to the performance report (see paragraph A190);
- (b) Does not record the artefacts (because their value is not readily obtainable) but discloses in the notes to the performance report details of the artefacts received (see paragraph A192); and
- (c) Does not record the other miscellaneous items (because their value is insignificant).

Optional Information: The reporting entity may include in the notes to the performance report a list of donations received including these donated assets.

4. Donated Goods or Services

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

Treatment: The reporting entity does not record the donated services (see paragraph A68). However, the donated service is disclosed in the notes to the performance report (see paragraph A189).

5. Pledges

A local radio station conducts a fundraising appeal for a charity (the reporting entity). Listeners send in pledges, promising to send donations of specified amounts of money. At the conclusion of the appeal, a significant amount has been pledged. The pledged donations are not binding on those making the pledge.

Treatment: The reporting entity does not record any amount in respect of the pledges until it receives the funds pledged.

Optional Information: The reporting entity may wish to record in the notes to the performance report the result of the fundraising appeal.

6. Volunteer Services

The reporting entity is a charity shop run by volunteers.

Treatment: The entity information section reports that the entity is reliant on volunteers' donation of time, and the donation of goods for sale, for the operation of the charity shop (see paragraph A37(f)).

Optional Information: In its statement of service performance the entity may provide a quantification of the contributions from volunteers in terms of numbers of volunteers, number of volunteer hours or full-time staff equivalents involved in running the shop (see paragraph A43(a)(iv)).

7. Loans and Revenue from Loan Forgiveness

Scenario 1

A church (the reporting entity) is lent money by a parishioner (who is not a related party) to fund the repair of the church organ. Repayments on the loan are required to begin immediately.

Treatment: When the loan is received it is recorded as a liability (a loan) in the statement of financial position. Repayments are recorded as a reduction in the loan in the statement of financial position (so that the amount at balance date reflects the loan principal outstanding).

Scenario 2

A church (the reporting entity) is lent money by a parishioner (who is not a related party) to fund the repair of the church organ. Repayments on the loan are not required to begin for five years. After four years, the parishioner decides not to require repayment of the loan.

Treatment: When the loan is received it is recorded as a liability (a loan) in the statement of financial position. When the loan is forgiven, the amount of the loan is recorded as revenue in the statement of

financial performance (as donations, fundraising and other similar revenue), and the liability (loan) is removed from the statement of financial position.

Optional Information: The reporting entity may wish to record in the notes to the performance report the donation and the reason that it no longer has the loan recorded in the statement of financial position.

8. Grants and Donations Expense

Scenario 1

A philanthropic trust (the reporting entity) makes grants to worthy organisations. The Trust's policy is that all grants are discretionary and it does not advise organisations receiving a grant in advance of paying the grant.

Treatment: The reporting entity records the grants as an expense (as grants and donations made) in the statement of financial performance when the grants are paid.

Scenario 2

A philanthropic trust (the reporting entity) makes grants to worthy organisations. After each Trust meeting the Trust advises organisations that have been approved for a grant of that fact in writing. The grants are typically paid out two months after the written notification.

Treatment: The reporting entity records the grants as an expense (as grants and donations made) in the statement of financial performance when it notifies the organisations in writing. It also records a liability (as a creditor) in the statement of financial position.

9. Liabilities and Contingent Liabilities

At its annual charity gala, a charity (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 reporting entity 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.

10. Related Parties

Scenario 1

The reporting entity has total operating payments of \$20,000. These payments are all made to the spouse of the chairperson for office administration duties of the entity. The payments are made on normal terms and conditions.

Scenario 2

The reporting entity has total operating payments of \$20,000. A few of these payments (\$500) are made to the spouse of the chairperson for relieving the office administrator. The payments are made at the same hourly rate as 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 A203).

In scenario 1 the transactions with the related party are significant to the entity (see paragraph A206(a)) and therefore the entity reports in the notes to the performance report the information set out in paragraph A207(a)–(c).

In scenario 2 the transactions with the related party are not significant to the entity 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 or members , accumulated surpluses or deficits, and reserves. It also represents the difference between the assets and liabilities of the entity. In the for-profit sector the equivalent term is equity.
Assets	Resources controlled by the entity as a result of past events (which would usually be transactions), from which future economic benefits are expected to flow to the entity (such as investments producing interest revenue).
Associate	An entity over which the investor has significant influence.
Bad debt	Money owing to the entity (accounts receivable) that is deemed uncollectible and written off as an expense. This may be due to the length of time it has been owing, or information known about the customer's ability to pay (for example, the customer has gone into liquidation).
Balance date	The date to which the performance report is prepared. It is usually an end of month date, for example, 31 March 20XX.
Carrying amount	The cost of the asset less accumulated depreciation and accumulated impairment losses (if any).
Commitments	Contracts or similar arrangements entered into by the entity to pay money in the future.
Consolidated performance report	The performance report of an economic entity ¹² presented as that of a single entity.
Contingent liability	A possible obligation to pay money that will be confirmed by the occurrence or non-occurrence of an uncertain future event or an obligation that has arisen but is not recorded because: (i) it is not probable that the entity will have to settle the obligation; or (ii) the amount of the obligation cannot be estimated reliably (that is, the entity is too uncertain of the amount of the obligation).
Control	An entity controls another entity when the entity is exposed, or has rights, to variable benefits from its involvement with the other entity and has the ability to affect the nature or amount of those benefits through its power over the other entity.
Controlled entity	An entity that is controlled by another entity.
Controlling entity	An entity that controls one or more entities.
Deficit	The amount in the statement of financial performance when expenses exceed revenue for the year. In the for-profit sector the equivalent term is loss.
Depreciation	The allocation of the cost of the asset over its useful life using a structured method such as straight line or diminishing value.
Economic entity	A controlling entity and its controlled entities.

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

Entity	An entity is an organisation which may take any of a number of forms, including but not limited to, registered charity, 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, the goods for sale in a charity shop.
Joint arrangement	An arrangement of which two or more parties have joint control.
Joint control	The agreed sharing of control of an arrangement by way of a binding arrangement, which exists only when decisions about the relevant activities require the unanimous consent of the parties sharing control.
Joint venture	A joint arrangement whereby the parties that have joint control of the arrangement have rights to the net assets of the arrangement.
Liabilities	Present obligations arising from past events, the settlement of which is expected to result in an outflow of resources from the entity. An example is the purchase of supplies prior to balance date, with the payment due in the next financial year.
Measurement	Quantification of activities in terms of money, being New Zealand dollars.
Not-for-profit public benefit entity (NFP PBE)	A public benefit entity that is not a public sector public benefit entity.
Notes to the performance report	Notes that provide further information on items in the various financial statements, either by a further breakdown of figures or a narrative description.
Outcomes	What the entity is seeking to achieve in terms of its impact on society.
Outputs	The goods or services that the entity delivered during the year.
Performance report	A set of statements which collectively tell the story of the entity over the financial year. This includes the entity information, statement of service performance, statement of financial performance, statement of financial position, statement of cash flows, statement of accounting policies, and notes to the performance report prepared in accordance with this Standard.

<u>Public accountability</u>	<p><u>While NFP PBEs are generally considered to be publicly accountable, “public accountability” has a specific meaning in the accounting standards issued by the XRB.</u></p> <p><u>Entities are considered to have public accountability for financial reporting purposes when they have issued debt or equity instruments through a public offering or their main activity is holding cash or other assets on behalf of others (e.g. a superannuation scheme).</u></p> <p><u>The full definition of “Public Accountability” is included in XRB A1.</u></p>
Public benefit entity	<p>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.</p>
Recording	<p>Including an output, outcome, a revenue, expense, asset or liability <u>item</u> in the statements of the performance report (also referred to as recognition).</p>
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 officeholders, committee members, 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 an organisation that is required by law, or elects 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 NFP 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 another entity but is not control or joint control of 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	A statement that reports a picture of the entity’s position by listing what it owns and what it owes at the balance date. This statement is sometimes called the balance sheet.
Statement of service performance	A statement that provides information <u>to help users understand what the entity did during the financial year to achieve its broader aims and objectives.</u> on the outputs delivered by the entity during the financial year, and the outcomes those outputs contribute to. It is particularly useful in the not-for-profit sector when the focus is on achieving <u>objectives</u> outcomes , rather than making a profit. The information in this statement is predominantly non-financial, but still involves measurement.
Surplus	The amount in the statement of financial performance when revenue exceeds expenses for the year. In the for-profit sector the equivalent term is profit.
<u>Total expenses</u>	<p><u>For the purpose of applying the Tier 3 size criteria, total expenses means total expenses (including losses and grant expenses) recognised in accordance with Tier 3 PBE Accounting Requirements in the Statement of Financial Performance.</u></p> <p><u>Where revenue and expense are offset as required or permitted, any net expense is included in total expenses.</u></p> <p><u>Where the entity reporting is a group, total expenses is that of the group comprising the controlling entity and all its controlled entities.</u></p>

Appendix B: Transitional Arrangements

This Appendix contains the requirements for entities to transition to ~~Public Benefit Entity Simple Format Reporting—Accrual (Not for Profit) Reporting Requirements for Tier 3 Not-for-profit Entities~~. 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 that 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 31 March 2016, the beginning of the earliest comparative period would be 1 April 2014.
- B5. All assets and liabilities shall be recorded at the beginning of the earliest comparative period presented.
- (a) For payables and receivables, amounts shall be recorded at the amount owing or owed at the beginning of the earliest comparative period.
 - (b) For property, plant and equipment, an entity shall record significant items at their readily obtainable current amounts (such as rateable value or government valuation). Where amounts are not readily obtainable the entity is not required to record the assets but shall disclose this fact in the notes to the performance report. An entity is not required to record insignificant items of property, plant and equipment.
 - (c) For other assets and liabilities an entity shall make its best estimate of the value at the beginning of the earliest comparative period presented and record the assets and liabilities at that amount. In this case accumulated funds is the number needed to make the statement of financial position balance on transition.
- B6. Separate disclosure of significant restatements is encouraged, but is not required.

¹³ This Appendix is part of the Standard and so the term “Standard” is used throughout. “Standard” refers to the ~~Public Benefit Entity Simple Format Reporting—Accrual (Not For Profit) Reporting Requirements for Tier 3 Not-for-profit Entities~~ abbreviated as ~~Tier 3 (NFP) Standard~~ PBE-SFR-A (NFP)

Special Provisions

Group 1: New Entities

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

Group 2: Entities Previously Applying Tier 4 Accounting Requirements

- B8. Entities in this Group shall follow one of the following two options:
- (a) Follow this Standard from the start of the current period. In this case comparative information is not required, and this overrides any requirement elsewhere in this Standard for comparatives to be reported. However, the entity shall attach its previous financial statements and a list of its previous accounting policies; or
 - (b) Apply the general provisions of this Standard.

Group 3: Entities Previously Applying Tier 2 Accounting Requirements

- B9. Entities in this Group shall follow one of the following two options:
- (a) Provide comparative data based on the applicable information reported in their financial statements for the previous year prepared in accordance with Tier 2 PBE Accounting Requirements; or
 - (b) Apply the general provisions of this Standard.

Group 4: Other Entities

- B10. Entities in this Group shall follow one of the following two options:
- (a) Follow this Standard from the start of the current period. In this case comparative information is not required, and this overrides any requirement elsewhere in this Standard for comparatives to be reported. However, the entity shall attach its previous financial statements and a list of its previous accounting policies; or
 - (b) Apply the general provisions of this Standard.

Appendix C: Application of PBE Standards

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

Interests in Other Entities

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

Other Applications of PBE Standards

- C6. An entity that is eligible to apply this Standard, and elects to do so, may elect to apply the requirements of a PBE Standard that is part of the Tier 2 PBE Standards ~~Accounting Requirements~~ to a specific type of transaction, as long as it applies that option to all transactions of that type. For example, an entity may decide to opt up to PBE IPSAS 27 *Agriculture* so that it can measure its biological assets and agricultural produce at fair value less costs to sell, or an entity may decide to opt up to PBE IPSAS 25 *Employee Benefits* to account for long-term employee benefits. ~~For example, an entity may decide to opt up to PBE IPSAS 17 *Property, Plant and Equipment* for a class of assets, such as buildings, so that it can revalue that class of assets, or an entity may decide to opt up to the financial instruments standards (PBE IPSAS 28 *Financial Instruments: Presentation*, PBE IPSAS 29 *Financial Instruments: Recognition and Measurement* (in limited circumstances), PBE IPSAS 41 *Financial Instruments* and PBE IPSAS 30 *Financial Instruments: Disclosures*) for a class of financial instruments, such as investments in shares, so that it can measure that class of financial instruments at fair value (in which case it must apply the whole standard to that class).~~
- C7. If, for a specific type of transaction, an entity elects to apply the requirements of a Tier 2 PBE Standard that is part of the Tier 2 PBE ~~Accounting Requirements~~ instead of applying the requirements in this Standard, the entity shall disclose this in the statement of accounting policies.
- C8. If, for a specific type of transaction, an entity elects to apply the requirements of a Tier 2 PBE Standard that is part of the Tier 2 PBE ~~Accounting Requirements~~ instead of applying the requirements in this Standard, the entity cannot then choose to return to applying this Standard for that type of transaction unless the entity complies with the requirements of this Standard for changes in accounting policies (see paragraphs A181– A182).

- C9. If, for a specific type of transaction, an entity elects to apply the requirements of a Tier 2 PBE Standard instead of applying the requirements in this Standard, and the PBE Standard requires that the effect of that transaction shall be recognised in other comprehensive revenue and expense, the entity shall instead:
- (a) Recognise the effect of that transaction directly in accumulated funds; and
 - (b) Present the cumulative effect of similar transactions as a separate reserve within Accumulated Funds.

Basis for Conclusions

BC1. This Basis for Conclusions summarises the NZASB’s considerations in developing the PBE Simple Format Reporting – Accrual (Not-For-Profit) Standard (PBE SFR-A (NFP)).

Background

BC2. The Accounting Standards Framework includes four reporting tiers for not-for-profit entities. PBE SFR-A (NFP) 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 + NFPs Update)) and that have annual expenses less than, or equal, to \$2 million.

Objective

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

BC4. PBE SFR-A (NFP) 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 NFP financial reporting as are applied by 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 not-for-profit 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 (NFP).

BC6. The NZASB decided that PBE SFR-A (NFP) 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 (NFP);
- (b) Contains simplified measurement of transactions where, taking the not-for-profit 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 research funded by the then Charities Commission to assist it in identifying transactions which were undertaken very infrequently by charities 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) *Timing of recognition:* Bequests of cash or significant assets are recorded on receipt rather than when the definition of an asset is met (which might be earlier than receipt); and

- (c) *Treatment of donation/grant revenue:* Donations and grants (and other fundraising revenue) 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 recognition of a liability relating to the donation/grant 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 (NFP) requires disclosure of significant donations in kind in the notes to the performance report.
- BC11. In relation to the simplification set out in BC8(c) the NZASB chose not to fully apply to grants and donations 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 (NFP) 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 other 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 rate at the transaction date or at the balance sheet date for monetary assets and liabilities;
 - (c) Tax expense (where relevant) is based on income tax payable without any allowance for deferred tax assets or deferred tax liabilities;
 - (d) Basing the statement of cash flows on ‘cash’ rather than cash equivalents; and
 - (e) 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 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 a Tier 2 PBE Accounting Standard 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, together with disclosure of the entity’s reliance on donations, including services donated by volunteers; and

- (b) The preparation of a statement of service performance.

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.

Group Accounting

BC17. At the stage that PBE SFR-A (NFP) 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 2014-3 *Interests in Other Entities* (Amendments to PBE SFR-A (NFP)) in April 2014 (ED NZASB 2014-3). The NZASB noted that PBE SFR-A (NFP) 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 not-for-profit 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 not-for-profit entity with such interests in other entities.

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

- (a) Some Tier 3 not-for-profit entities would be expected to have interests in controlled entities, associates or joint ventures;
- (b) Some Tier 3 not-for-profit 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 not-for-profit standard, thereby detracting from the usefulness of the standard for most not-for-profit entities.

BC17.4 The NZASB agreed to require Tier 3 not-for-profit 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 not-for-profit 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), or 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 wide range of pre-existing accounting policies were applied by entities that are now required by law to follow standards issued by the XRB. 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 (NFP) permits entities to:

- (a) Apply PBE SFR-A (NFP) 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) Record only 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 (NFP).

Post-implementation review

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

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

Service Performance Reporting (Section 4)

BC23. The NZASB noted that the statement of service performance requirements in the Tier 3 (NFP) Standard were developed before PBE FRS 48 Service Performance Reporting (PBE FRS 48) was developed and issued. The NZASB decided to re-express the requirements for Tier 3 not-for-profit entities so that they were more in line with the requirements in PBE FRS 48. Doing so would address the majority of the issues raised by respondents to the post-implementation review, which centred around the difficulty in understanding what is meant by the terms “outcomes” and “outputs”.

BC24. Therefore, the NZASB decided to remove the language around “outcomes” and “outputs” but retain the requirement for a Tier 3 not-for-profit entity to report on what it is seeking to achieve over the medium to long term (i.e. its ‘objectives’) and the significant activities undertaken during the reporting period to achieve these objectives.

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

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

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

Asset Valuation (Section 6)

BC26. The Tier 3 (NFP) Standard was originally drafted to require all assets to be measured on a cost basis. If a Tier 3 not-for-profit entity wanted to measure any of its assets on a different basis (such as a revalued amount), it was required to opt up to Tier 2 PBE Standards with the exception that an entity may use rateable or government value rather than fair value when revaluing property, plant and equipment assets. Many respondents to the post-implementation review considered that the Standard should include simple requirements for measuring assets such as property, plant and equipment, investment property and financial investments (such as shares, bonds and units in managed funds) on an alternative basis to cost. Other respondents raised practical concerns with the current requirements when opting up to the Tier 2 PBE Standards to revalue assets.

BC27. The NZASB agreed that there is scope to improve and simplify the requirements in the Standard when a Tier 3 not-for-profit entity elects to measure these assets at revalued amounts. Therefore, the NZASB decided to incorporate simplified alternative measurement methods directly in the Tier 3 (NFP) Standard.

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

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

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

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

Categories for Presenting Revenue and Expenses (Section 5)

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

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

BC33. The NZASB also decided to separate:

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

(d) Employee remuneration from volunteer and other employee costs based on feedback from respondents.

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

Revenue Recognition (Section 5)

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

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

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

(a) An expectation over use is one which the resource provider has communicated to the reporting entity when the funding is initially transferred.

(b) The expectation must be both documented and agreed between the resource provider and the entity. An expectation is documented when it has been agreed in writing between the reporting entity and the resource provider (or there is some other form of evidence to demonstrate this agreement). This condition is important from an assurance perspective.

(c) Only external expectations (i.e. expectations from the resource provider) should be considered for revenue recognition purposes. Internal expectations (i.e. how the entity expects to use the funds) is not a relevant consideration.

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

BC39. When significant funding from a donation, grant, bequest or pledge (with expectations attached) is initially received a deferred revenue balance is recognised, equal to the amount of the funding. This credit balance is not a liability as defined in the Standard (as there is no present obligation as a result of past events) and therefore is separately presented on the statement of financial position (after the totals of assets and liabilities but before Accumulated Funds).

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

Accumulated Funds (Section 6)

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

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

Opting up (Appendix C)

BC43. The Tier 3 (NFP) Standard allows a Tier 3 not-for-profit entity to elect to apply the requirements of Tier 2 PBE Standards to specific types of transactions, as long as it applies the requirements to all transactions of that type. A key piece of feedback from the post-implementation review highlighted a lack of understanding about what to do if the relevant Tier 2 PBE Standard requires revaluation movements to be recognised in other comprehensive revenue and expense.

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

Other amendments to the Tier 3 (NFP) Standard

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

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

History of Amendments

Public Benefit Entity Simple Format Reporting – Accrual (Not For Profit) Reporting Requirements for Tier 3 Not-for-profit Entities (Tier 3 PBE SFR-A (NFP) Standard) was issued in November 2013.

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

Pronouncements	Date issued	Early operative date	Effective date (annual financial statements ... on or after ...)
<i>Public Benefit Entity Simple Format Reporting – Accrual (Not-For-Profit)</i> (PBE SFR-A (NFP))	Nov 2013	Early application is permitted	1 April 2015
<i>Interests in Other Entities</i> (Amendments to PBE SFR-A (NFP))	Sept 2014	Early application is permitted	1 April 2015
<i>Amendments to Simple Format Reporting Accounting Requirements as a Consequence of XRB A1</i>	Dec 2015	Early application is permitted	1 Jan 2016
PBE IPSAS 34 <i>Separate Financial Statements</i>	Jan 2017	Early application is permitted	1 Jan 2019
PBE IPSAS 35 <i>Consolidated Financial Statements</i>	Jan 2017	Early application is permitted	1 Jan 2019
PBE IPSAS 36 <i>Interests in Associates and Joint Ventures</i>	Jan 2017	Early application is permitted	1 Jan 2019
PBE IPSAS 37 <i>Joint Arrangements</i>	Jan 2017	Early application is permitted	1 Jan 2019
PBE IPSAS 38 <i>Disclosure of Interests in Other Entities</i>	Jan 2017	Early application is permitted	1 Jan 2019
<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i>	July 2018	Early application is permitted	1 Jan 2019
<i>Amendments to Tier 3 (NFP) Standard</i>	xx 202x	<u>Early application is permitted</u>	<u>1 Jan 20xx</u>

Table of Amended Paragraphs in Tier 3 PBE SFR-A (NFP) Standard		
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	Added	<i>Interests in Other Entities</i> [Sept 2014]
Paragraphs 4.1 to 4.6	Amended	PBE IPSAS 34 [Jan 2017]
Paragraph 4.5	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Paragraph 6	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]

PUBLIC BENEFIT ENTITY SIMPLE FORMAT REPORTING—ACCRUAL (NOT-FOR-PROFIT) REPORTING REQUIREMENTS FOR
TIER 3 NOT-FOR-PROFIT ENTITIES

Table of Amended Paragraphs in <u>Tier 3 PBE SFR-A (NFP) Standard</u>		
Paragraph affected	How affected	By ... [date]
Paragraph 6	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph 7 and the preceding heading	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Paragraph 7	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph 8	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Paragraph 8	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph 9	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Paragraph 9	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph 11	Added	<i>Interests in Other Entities</i> [Sept 2014]
Paragraph 12	Added	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Paragraph 13	Added	PBE IPSAS 34 [Jan 2017]
Paragraph 14	Added	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph 15	Added	PBE IPSAS 41 [Mar 2019]
Paragraph A1	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Paragraph A10	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph A12	Deleted	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Table 1: <i>Recording of Specific Types of Revenue</i> (follows paragraph A62)	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Table 2: <i>Recording of Specific Types of Expenses</i> (follows paragraph A80)	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Table 3: <i>Recording of Specific Types of Assets</i> (follows paragraph A107)	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph A107.1	Added	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph A107.2	Added	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph A113	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph A114	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph A115	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]

PUBLIC BENEFIT ENTITY SIMPLE FORMAT REPORTING—ACCRUAL (NOT-FOR-PROFIT) REPORTING REQUIREMENTS FOR
TIER 3 NOT-FOR-PROFIT ENTITIES

Table of Amended Paragraphs in <u>Tier 3 PBE-SFR-A (NFP) Standard</u>		
Paragraph affected	How affected	By ... [date]
Paragraph A148.1	Added	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph A148.2	Added	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph A175(a)	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Paragraph A180	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph A182	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph A202	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Section 11: Glossary Associate, Consolidated performance report, Control, Controlled entity, Controlling entity, Economic entity, Joint control, Joint venture, Significant influence	Added defined terms	<i>Interests in Other Entities</i> [Sept 2014]
Section 11: Glossary Associate, joint arrangement, joint control, joint venture, significant influence	Amended	PBE IPSAS 34 [Jan 2017]
Section 11: Glossary Control, controlled entity, controlling entity, economic entity.	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph B2	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
The heading preceding Paragraph B 8 is amended	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Paragraph B9 and the preceding heading	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]



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

Issued November 2013 and incorporates amendments to ~~xx~~ 31 January 2021

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.

Notes for the Board

At this meeting the Board is asked to approve the proposed amendments in responses to specific issues raised through the Tier 3 and Tier 4 Post Implementation Review.

1. Substantial amendments are shaded in grey – this includes proposed text for removal shown by ~~strikethroughs~~ and proposed additions shown by underlined text.
2. Significant changes from previous version reviewed at the February 2022 meeting are highlighted blue.

The amendments in grey have been previously reviewed by the Board.

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

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

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Basis for Conclusions

History of Amendments

Public Benefit Entity Simple Format Reporting—Accrual (Public Sector) Reporting Requirements for Tier 3 Public Sector Entities (Tier 3 PBE-SFR-A (PS) Standard) is set out in paragraphs 1–1516 and Appendices A, B and C. All the paragraphs in the Standard and Appendices have equal authority. Tier 3 PBE-SFR-A (PS) Standard should be read in the context of its objective, the Basis for Conclusions and Standard XRB A1 *Application of the Accounting Standards Framework*.

Objective

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

Scope

2. This Standard applies to public sector public benefit entities that are eligible for, and elect to apply, the Tier 3 PBE Accounting Requirements. ~~XRBA1 Application of the Accounting Standards Framework prescribes the criteria that those entities must meet to be eligible to apply this Standard. A public sector public benefit entity is eligible to apply this Standard if it:~~

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

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

Standard

3. Public sector public benefit entities that are eligible for, and elect to apply, the Tier 3 PBE Accounting Requirements shall prepare a performance report in accordance with the requirements set out in Appendix A and the transitional provisions in Appendix B of this Standard. The requirement to prepare a performance report exists regardless of the term used in any legislation that defines the reporting obligations of the entity, for example annual financial statements.

- 3.1. An entity that is eligible to apply this Standard, and elects to do so, may elect to apply the requirements of a Tier 2 PBE Standard to a specific type of transaction, in accordance with the requirements set out in Appendix C of this Standard.

4. This Standard applies to an entity that is required to prepare a performance report. The Standard applies to the performance report of single entities and entities that have certain interests in other entities.

- 4.1 When preparing a performance report, an entity is required to identify its interests in other entities and assess whether, for the purposes of financial reporting, any of those interests result in the other entity meeting the definition of a controlled entity, an associate or a joint arrangement. Refer to Appendix C for further guidance on how to determine the nature of an entity’s interest in another entity, as well as for the requirements that an entity must apply when accounting for an interest in a controlled entity, an associate or joint arrangement.

- 4.2 ~~[Deleted] If an entity controls another entity it shall prepare a consolidated performance report which combines the assets, liabilities, net assets/equity, revenue and expenses of the controlling entity with those of the controlled entity in accordance with the requirements in PBE IPSAS 35 Consolidated Financial Statements and PBE IPSAS 38 Disclosure of Interests in Other Entities. An entity that controls another entity but which is not required to prepare a consolidated performance report because it qualifies for the exemption in paragraph 5 of PBE IPSAS 35 not to present consolidated financial statements shall prepare a performance report in accordance with PBE IPSAS 34 Separate Financial Statements.~~

- 4.3 ~~[Deleted] If an entity has an interest in an associate or a joint venture it shall prepare a performance report in which it accounts for that interest in accordance with the requirements in PBE IPSAS 36 Investments in Associates and Joint Ventures and PBE IPSAS 38. An entity that qualifies for the exemption in paragraph 23 of PBE IPSAS 36 not to apply the equity method to its investment in an associate or a joint venture shall prepare a performance report in accordance with PBE IPSAS 34.~~

- 4.4 ~~[Deleted] If an entity has an interest in a joint arrangement it shall prepare a performance report in which it accounts for that interest in accordance with the requirements in PBE IPSAS 37 Joint Arrangements and PBE IPSAS 38.~~

- 4.5 ~~[Deleted] When applying the requirements in PBE IPSAS 34, PBE IPSAS 35, PBE IPSAS 36 or PBE IPSAS 38 an entity is not required to comply with the disclosure requirements in those standards~~

~~denoted with an asterisk (*). Where an entity elects to apply a disclosure concession it shall comply with any RDR paragraphs associated with that concession.~~

- 4.6 If an entity has an interest in another entity that is not a controlled entity, an associate or a joint arrangement, it accounts for that interest in accordance with the requirements on investments in Section 6 of this Standard.
5. Accompanying this Standard is an explanatory guide containing an optional template and associated guidance notes that illustrate the requirements of this Standard (*Explanatory Guide A3 Optional Template and Associated Guidance Notes for Applying ~~Public Benefit Entity Simple Format Reporting—Accrual (Public Sector)~~ Reporting Requirements for Tier 3 Public Sector Entities*). It is not mandatory to apply the template or guidance notes and they have no legal status. However, when an entity applies the template in the specific circumstances of the entity, the performance report will comply with this Standard.
6. Where this Standard does not provide guidance on a specific type of transaction or event, the entity shall use its judgement to determine an appropriate method of accounting for that transaction type that results in the performance report providing relevant and faithfully representative information. The entity shall refer to, and consider the applicability of, the following in descending order:
 - (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 Conceptual Framework](#) to the extent that they do not conflict with this Standard.

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

Application of PBE Standards

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

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.

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

12. *Amendments to Simple Format Reporting Accounting Requirements as a Consequence of XRB A1*, issued in December 2015, amended paragraphs 1–3, 4.5, 6–9, A1, A43, A177(a) B2 and B9 and the headings preceding paragraphs 7, B8 and B9. It made no changes to the requirements contained in this Standard. A public sector public benefit entity shall apply those amendments for periods beginning on or after 1 January 2016. Earlier application is permitted.
13. PBE IPSAS 34, PBE IPSAS 35, PBE IPSAS 36, PBE IPSAS 37 and PBE IPSAS 38, issued in January 2017 amended paragraphs 4.1–4.6 and the Glossary. A public sector public benefit entity shall apply those amendments for periods beginning on or after 1 January 2019. Earlier application is permitted.
14. *2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements*, issued in July 2018, amended paragraphs 6, 7, 8, 9, A10, A113, A114, A115, A180, A182 and A202, Table 1: *Recording of Specific Types of Revenues* (follows paragraph A62), Table 2: *Recording of Specific Types of Expenses* (follows paragraph A80), Table 3: *Recording of Specific Types of Asset* (follows paragraph A107) and the Glossary, added paragraphs A107.1, A107.2, A148.1, A148.2 and deleted paragraph A12. An entity shall apply those amendments for periods beginning on or after 1 January 2019. Earlier application is permitted.
15. PBE IPSAS 41 *Financial Instruments*, issued in March 2019, amended paragraph 7. An entity shall apply those amendments if and when it applies PBE IPSAS 41.
16. [Draft] *Amendments to Tier 3 (PS) Standard*, issued in [Month, Year] amended paragraphs [x]. A public sector public benefit entity shall apply those amendments for periods beginning on or after [date to be decided after exposure]. Earlier application is permitted.

Appendix A: Specific Requirements

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

Section 1: Introduction

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

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

Section 2: Objective of Reporting and Overview of Reporting Requirements

Users and Their Needs

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

Objective of Reporting

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

Required Components of the Performance Report

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

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

Presentation of the Entity's Performance

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

General Information

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

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

Comparative Information

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

Consistency of Presentation

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

No Offsetting of Amounts

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

Significant Items

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

Correction of Errors

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

Changes in Accounting Estimates

- A30. ~~Many items can only be estimated as a result of the uncertainties inherent in delivering services or conducting other activities.~~ The use of reasonable estimates is ~~therefore~~ an essential part of the preparing preparation of the performance report on an accrual basis. For example, estimates may be required of:
- (a) Revenue earned to date under a contract;
 - (b) Bad debts arising from uncollected receivables;
 - (c) 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:
 - (i) The bankruptcy of a debtor that occurs after the balance date usually confirms that a loss already existed at the balance date on a receivable account, and that the entity needs to adjust the carrying amount of the receivable account; and
 - (ii) The disposal of damaged inventories after the balance date may provide evidence about their net realisable value at the balance date.

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

Section 3: Entity Information

Purpose and Value to Users

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

Required Information

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

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

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

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

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

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

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

Section 4: Statement of Service Performance

Purpose and Value to Users

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

Requirement to Complete a Statement of Service Performance

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

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

Required Information

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

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

A45. The statement of service performance shall:

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

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

A45.2. To meet the requirement in paragraph A45(b) the entity shall provide users with an appropriate and meaningful mix of performance measures and/or descriptions for the financial year. The performance measures and/or descriptions used by an entity to communicate its service performance may include: In reporting on what an entity has done during the reporting period, the performance measures and/or descriptions used by an entity to communicate its service performance may include:

This information shall include, together with the following output measures:

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

A45.3. The most appropriate and meaningful performance measures and/or descriptions are those that measure or describe aspects of performance that are of particular value or importance to users for accountability or

decision making purposes. Refer to paragraph A11(b) for guidance on the qualitative characteristics that information should have to make it useful for users.

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

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

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

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

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

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

Optional Information

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

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

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

Section 5: Statement of Financial Performance

Purpose and Value to Users

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

Format of Statement of Financial Performance

Required Information

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

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

Optional Information

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

A51.1 Where the making of grants and donations is a major activity of the entity, or where the entity receives significant grants for capital purposes the following format may be used:

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

A51.2 When the above format is used, an entity is not required to present both revenue from capital grants and grants and donations made below the operating surplus/deficit and may elect to present only one as relevant.

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

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.

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 in the statement of financial performance when applicable to the reporting entity:

- (a) Donations, fundraising and other similar revenue; and Donations, koha, bequests and other fundraising revenue from the public or non-government organisations;
- (b) Grants from non-government organisations;
- (c) General funding received from central or local government;
- (d) Revenue from service delivery grants/contracts (central or local government);
- (e) Revenue from service delivery grants/contracts (non-government);
- (f) Revenue from commercial activities;
- (g) Interest, dividends and other investment revenue; and
- (h) Other revenue.

A57. Category (c) above includes all funding received from central or local government which is not explicitly linked to the delivery of specific goods or services, including both general funding and funding that is linked to the delivery of specific goods or services. Category (b) includes Any fees, charges and other revenue from other organisations and individuals that are (in substance) a contract for the delivery of goods or services (including student fees, registration fees, licensing fees and examination fees)—would be included in category (d) or Category (e) depending on its source. Categories (a) and (b) include grants and donations, koha, bequests fundraising revenue and grants received from the public and/or non-governmental organisations (such as charitable trusts, foundations and other philanthropic agencies).

A57.1. Category (f) includes any revenue received by the entity from the sale of goods or services as a commercial activity. In this context commercial activities are activities conducted by the entity with an intention to derive a surplus and which do not, in themselves, contribute to the achievement of an entity's stated purposes. Some activities which could be considered commercial in nature may be carried out on a smaller scale, or without the intention to engage in a commercial activity on an ongoing basis. In such cases this revenue would instead be considered fundraising revenue and therefore be included in category (a).

A58. Entities need report only the minimum categories specified in paragraph A56 separately when the category is applicable and significant to the entity. If a category is not applicable, entities should omit that category from their performance report.

A59. The minimum categories may be described using terminology appropriate for the entity and need not use the titles used in paragraph A56, provided that the separate categories are still maintained.

A60. If there is difficulty in determining the category that should be used for a particular transaction, the entity shall make its best estimate of the appropriate classification. This classification shall then be used consistently in future periods so that the information reported is comparable over time.

Optional Information

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

- ~~(a) General funding from central or local government;~~
- ~~(b) Funding from central or local government for the delivery of goods or services;~~
- ~~(c) Fees and charges in exchange for goods and services;~~
- ~~(d) Other revenue from the provision of goods or services;~~

- (e) — Donations or koha from the public or non-governmental organisations;
- (f) — Grants from non-governmental organisations
- (g) — Bequests;
- (h) — Fundraising revenue from the public or non-governmental organisations;
- (i) — Lease or rental revenue;
- (j) — Interest or dividend revenue; and
- (k) — Other revenue.

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

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

Accounting for Revenue

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

Table 1: Recording of Specific Types of Revenues

Source	When to Record	Comments
Revenue from central or local Funding from government service delivery grants/contracts		
Funding linked to the delivery of goods or services	Record as revenue in accordance with the appropriate category for “revenue from providing goods or services”.	
Revenue from the provision of services (including fees and charges relating to services delivered across the year)	Record as revenue by reference to the stage of completion of the services at balance date, based on the actual services provided as a percentage of the total services to be provided.	The stage of completion of a service may be determined in many ways including: (a) On an event by event basis if that is the basis for charging; or (b) Services performed to date as a percentage of total services.
Grants that are service contracts which have a “use or return” condition attached	On receipt of the grant, record an asset received (generally cash) and a liability. As the conditions are met (i.e. services are provided) the liability is reduced and revenue is recorded.	The liability as at balance date reflects the extent to which obligations under the service contract have not been satisfied.
Funding from non-government service delivery grants/contracts		
Fees and charges in exchange for goods or services	<i>If the goods or services are of similar value in each time period (for example, monthly access to tuition):</i> Record as revenue evenly over the period in which the items are provided to the recipients. <i>If the goods or services vary in value from period to period:</i> Record as revenue proportionally on the basis of the value of each item in relation to the total estimated value of all items covered by the fee or charge.	Any fees or charges received in advance of the period to which they relate should be recorded as a liability.
Other fees and charges	Record as revenue when the fee or charge is due to be received.	Fees and charges such as registration fees that primarily entitle a person to the benefits derived from the payment of the fees and charges and do not provide on-going benefits during the year, should be recorded in this way. However, if the fee or charge is received prior to the year to which it relates, it should be recorded as a liability.
Entrance fees and one-off fees	Record as revenue when the event takes place.	Any fees received for events that have not yet taken place are recorded as a liability.
Donations, koha, bequests and other fundraising and other similar revenue from the public or non-government organisations		
Donations and bequests and grants received with no “use or return” condition attached no expectations over use	Record as revenue when cash received.	Recording as Revenue revenue recognition shall not be deferred even if the reporting entity resources expects to spend the funding received on related expenditures in future periods. are received in advance of any expense on the activity funded by the donation or grant.

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

Source	When to Record	Comments
Grants and donations Significant donations and bequests received that have a “use or return” condition attached with expectations over use	On receipt of grant donation or bequest, record asset for funding received (generally cash) and a matching deferred revenue balance liability. As or when the conditions expectations over use are met the deferred revenue balance liability is reduced and revenue is recorded.	The deferred revenue balance liability as at balance date reflects the extent to which the conditions expectations over use (as established by the resource provider) have not yet been satisfied. Judgement will be required to determine the best approach for determining the point in time at which, or the period over which, the documented expectations are satisfied.
Donated assets	<i>Significant donated assets with useful lives of 12 months or more:</i> Record on receipt at based on the estimated replacement cost (for land and buildings, valuations used for rating purposes may be used) 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 the asset or any revenue from the donation.	<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 (that is, no requirements to return the funds if they are not used as intended) Record record as revenue when cash is received.	May be received in the form of donations or from the sale of goods or services. It is rare that fundraising has a “use or return” condition attached. Funds may be raised for a specific purpose; this is not a condition but a restriction of use.
Fundraising – other	If the entity receives an asset refer to section on “donated assets” below. If the entity receives goods or services refer to section on “donated goods or services (other than donated assets)” below.	As part of a fundraising campaign the entity may receive donations of assets (other than cash) which it may keep, or the entity may receive donated goods which it may sell to raise funds.
General funding received from government		
General funding	Record as revenue when the funding is received.	General funding is funding that is not linked to the delivery of specific goods or services.
Grants from non-government organisations		
Grants for current operations with no “use or return” condition attached	Record as revenue on receipt.	A grant for current operations might be to help fund an extra staff member, whereas a grant for capital purposes might be to contribute to a new building.
Grants for capital purposes with no “use or return” condition attached	Record as revenue on receipt.	
Grants received with no expectations over use	Record as revenue when cash received.	Revenue recognition shall not be deferred even if the reporting entity expects to spend the funding received on related expenditures in future periods.

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

Source	When to Record	Comments
<u>Significant grants received with expectations over use</u>	<u>On receipt of grant, record asset for funding received (generally cash) and a matching deferred revenue balance. As or when the expectations over use are met the deferred revenue balance is reduced and revenue is recorded.</u>	<u>The deferred revenue balance as at balance date reflects the extent to which the expectations over use (as established by the resource provider) have not yet been satisfied. Judgement will be required to determine the best approach for determining the point in time at which, or the period over which, the documented expectations are satisfied.</u>
Revenue from providing goods or services commercial activities		
Sale of goods	Record as revenue when the goods are sold (this is usually when the goods are received the purchaser).	If the purchaser pays before they receive their goods, the entity records a liability. If the purchaser does not pay on receipt of the goods, the entity records a debtor.
Subscriptions to a series of events	Record as revenue as events occur, allocating to each event on a basis that reflects the extent to which services are performed at each event.	Any subscriptions received for events that have not yet taken place are recorded as a liability.
Interest, dividends and other investment revenue		
Interest	Record as revenue as it is earned during the period.	If the borrower pays interest in advance, the entity records a liability being the amount of the advance payment. If the borrower pays interest in arrears (after the investment period has elapsed), the entity records as an asset, any amount owed to the entity as a receivable.
Dividends and similar revenue	Record as revenue when receivable, for example when the dividend is declared (which would usually be before it is paid).	Dividends declared after the end of the financial year of the entity are not recorded as revenue.
Other revenue		
Commission for acting on behalf of another entity as the agent of that other entity (the principal)	Record as revenue when receivable, which would usually be defined in the agency agreement.	Revenue includes only amounts received and receivable by the entity on its own account, not the amounts collected for the principal.
Lease or rental revenue	Record as revenue on a straight-line basis over the term of the agreement, unless another systematic basis is representative of the time pattern of the user's benefit.	If the lessee pays in advance, the entity (as lessor) records a liability being the amount of the advance payment. If the lessee pays after the leased asset is used, the entity (as lessor) records, as an asset, any amount owed to the entity.
Gain on sale of an asset	Record as revenue when control of the asset transfers to the new owner.	The gain is the proceeds from the sale less the amount recorded as the value of the asset prior to its sale.

Donations, Grants and Bequests with No Expectations over Use

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

Donations, Grants and Bequests with Expectations over Use

A66. ~~[Deleted]. 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. Where there are documented expectations about how the funds will be used, as communicated by the resource provider, the funds received from significant donations, grants and bequests Revenue that has a “use or return” condition, shall initially be recorded as deferred revenue, a liability until As or when the conditions expectations over use are met by the reporting entity, the deferred revenue balance is reduced and revenue is recorded. Refer to paragraph A67.5 for guidance on the timing of revenue recognition. have been met, at which point the revenue shall then be recorded.~~

Identifying Expectations

A67.1. An expectation over how the funds will used by the reporting entity arises when the expectation is documented and communicated to the reporting entity when the funds are received. Internal expectations (i.e. how the entity expects to use the funds) is not a relevant consideration for the purposes of applying the revenue recognition requirements in paragraphs A65 – A67.

A67.2. The expectation is documented when it has been agreed in writing between the reporting entity and the resource provider (or there is some other form of evidence to demonstrate this agreement). For an expectation to be both documented and agreed between the parties:

- (a) The resource provider communicates the expectation to the entity within, for example, a formal contract, memo, letter, email, virtual meeting (for which there is a recording), or similar; and
- (b) The entity’s representative has signed the formal contract, memo or letter; or agreed to the expectation via email or discussion on a recorded virtual meeting.

A67.3. Where an application for funding is required to contain the reason for the funding, then approval of the application is sufficient to show that there is agreement between the parties with respect to expectations over the use of the funding.

A67.4. Expectations about how significant donations, grants or bequests should be used include obligations to acquire or build assets (i.e. developing an asset such as a building), provision of goods or services to third-party beneficiaries, funding general operating costs, and funding the delivery of specific programmes or activities.

Timing of Revenue Recognition

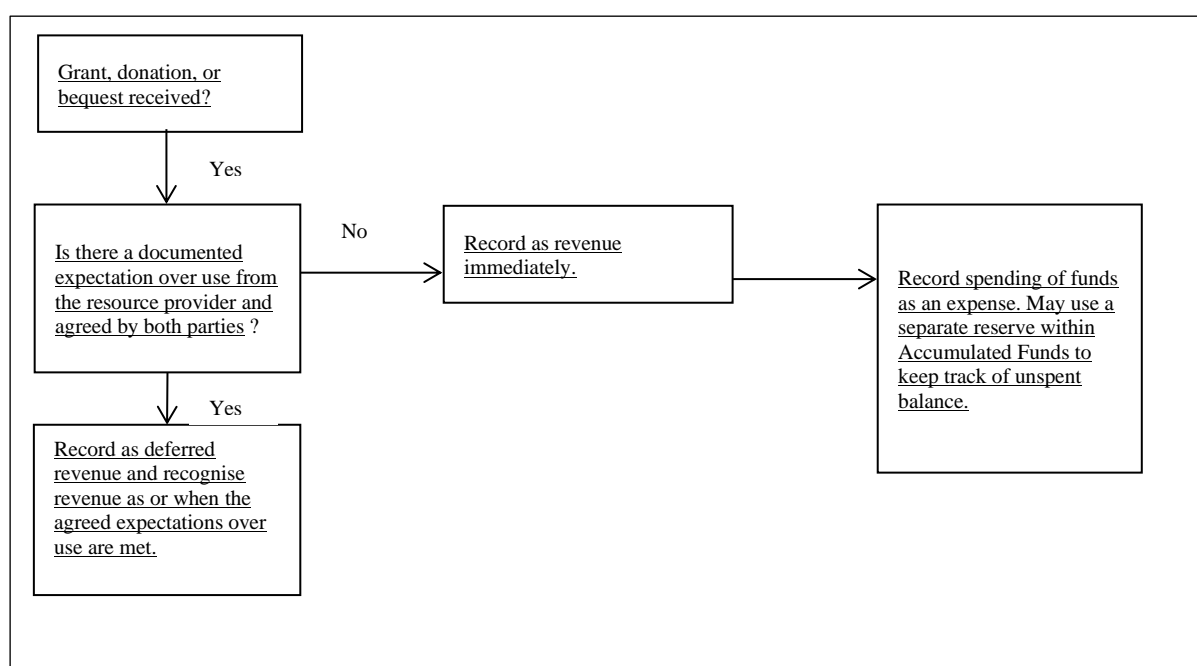
A67.5. The timing of revenue recognition is dependent on the nature of the documented expectation over use. Judgement will be required to determine the best approach for determining the point in time at which, or the period over which, the documented expectation is satisfied. This may include, for example, funding provided to:

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

- (e) Support general operating costs (specified time period) – revenue is likely to be recognised on a straight-line basis over the stipulated time period.
- (f) Host an event or perform a specified activity – revenue is likely to be recognised on a stage of completion basis as the costs to host the event or perform the specified activity are incurred.

- A68. ~~For the purposes of this Standard donations, grants or funding from government with conditions attached, but which are not “use or return” conditions, shall be accounted for in the same way as revenue without conditions (see paragraph A65).~~
- A69. Figure 1 illustrates the process an entity ~~should~~ undertakes to determine how to record revenue with or without ~~conditions~~ expectations attached.

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



Goods or Services in Kind

- A70. Entities ~~shall not~~ ~~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).

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

Required Information

- A74. In order to make information understandable to users, expenses shall be aggregated and presented separately in categories. As a minimum, The following aggregated categories shall be reported separately in the statement of financial performance when applicable to the reporting entity:
- (a) Expenses related to fundraising
 - (b) Employee ~~related costs remuneration~~;
 - (c) Other employee related expenditure;
 - (d) Expenses related to commercial activities
 - (e) Other expenses related to delivery of entity objectives; ~~and~~
 - (f) Grants and donations; and
 - (g) Other expenses.
- A75. Entities 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.
- A77. If there is difficulty in determining the category that should be used for a particular transaction, the entity shall make its best estimate of the appropriate classification. This classification shall then be used consistently in future periods so that the information reported is comparable over time.
- A78. Reimbursements for expenses incurred by employees on behalf of the organisation are not classified as employee expenses but are recorded in the appropriate category of expenses, for example, as an expense relating to providing goods or services.
- A78.1. Category (b) above includes all remuneration paid to employees of the entity
- A78.2. Category (e) above includes all costs attributable to the activities carried out by the entity in pursuit of their stated purposes (excluding expenses allocated to other categories).
- A78.3. Category (d) above includes all costs attributable to commercial activities carried out the entity (excluding employee remuneration). In this context commercial activities means activities conducted by the entity with an intention to derive a surplus and which do not, in themselves, contribute to the achievement of an entity's stated purposes. Some activities which could be considered commercial in nature may be carried out on a smaller scale, or without the intention to engage in a commercial activity on an ongoing basis. In such cases these costs would instead be considered fundraising costs and therefore be included in category (a).

Optional Information

- A79. The minimum categories specified in paragraph A74 may be disaggregated, or additional categories may be presented in the notes to the performance report 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; and
 - (g) Impairment charges;
 - (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. ~~[Deleted] Breakdowns of the minimum categories in paragraph A74 or the disaggregated or additional categories may be provided in the notes to the performance report. For example, employee related payments could be disaggregated into salaries and wages, employer superannuation contributions (for example, KiwiSaver) and other costs relating to employees (for example, ACC levies). The objective is to provide a breakdown that gives the most useful information to users of the performance report.~~

Accounting for Expenses

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

Table 2: Recording of Specific Types of Expenses

Source	When to Record	Comments
Employee remuneration related costs		
Wages and salaries, and annual leave, performance related bonuses, and any benefits such as medical care, housing, and free or subsidised goods or services for current employees for operating activities	Record the expense as staff provide services and become entitled to wages and salaries and leave entitlements.	Amounts for leave entitlements are recorded as liabilities. Amounts deducted from staff wages and salaries and held to pay to a third party (for example, Inland Revenue, KiwiSaver) are recorded as liabilities.
Wages and salaries related to the production of inventory or other assets	Do not record as an expense—include in cost of asset.	
Wages and salaries paid in advance	Record the expense when the staff provide services.	Record as an asset (prepayment) until the relevant services are provided.
Performance related bonuses Bonuses	Record the expense when the employee is notified that the bonus has been granted.	
Other employee related expenditure		
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.
Superannuation contributions	Record the expense as staff provide services.	This category comprises the entity’s contribution to KiwiSaver or other superannuation schemes on behalf of staff. Amounts not yet paid over are recorded as liabilities. An entity sponsoring a defined benefit plan shall account for that plan in accordance with PBE IPSAS 25 <i>Employee Benefits</i> . ⁷
Costs related to providing goods or services Other expenses related to delivery of entity objectives		
Purchase of inventory Inventory for sale sold or distributed distribution	Record the expense when the goods are sold or distributed.	Where donated inventory is not recorded as an asset, there is no expense to record on sale or distribution.

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

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

Source	When to Record	Comments
Inventory written down or written off	Record the expense when it is determined that the amount on the statement of financial position is greater than the value of the inventory (either as a sale or a distribution).	Inventory may lose value as: (a) It ages (for example, fresh food); (b) Future customers would not pay as much for the inventory; (c) Stock becomes obsolete; and (d) The inventory is less valuable to service recipients.
Administration and overhead costs	Record the expense when the cost is incurred.	Examples include premises rental, utilities (rates, power, phone), maintenance, IT costs, stationery etc.
Other costs associated with the delivery of services	Record the expense when the cost is incurred.	
Expenses related to fundraising⁸		
Advertising costs, printing of fundraising materials, staff training	Record the expense when the advertising service is received or the other expense is incurred.	This category would include expenses associated with seeking gifts or donations.
Amounts paid to third party fundraisers	Record the expense when it is incurred.	
<u>Expenses related to commercial activities</u>		
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: (e) It ages (for example, fresh food); (f) Future customers would not pay as much for the inventory; (g) Stock becomes obsolete; and (h) The inventory is less valuable to service recipients.
Administration and overhead costs	Record the expense when the cost is incurred.	Examples include premises rental, utilities (rates, power, phone), maintenance, IT costs, stationery etc.
Other costs associated with the delivery of services	Record the expense when the cost is incurred.	
<u>Grants and donations</u>		
<u>Grants and donations made</u>	<u>Record the expense when the grant or donation has been approved and the recipient advised.</u>	
Other expenses		
Interest expense	Record the expense as it is incurred during the period.	This category is the amount paid during the period related to borrowings. Includes any interest amount owing but not yet paid.

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

Source	When to Record	Comments
Impairment charges (changes in the value of assets) Reversal of an impairment charge recorded in a prior period	Record the expense when it is apparent that an asset is recorded at an amount that is greater than its net realisable value. Reverse the expense when there is an indication that an impairment charge recorded in a prior period may no longer exist or may have decreased. (see paragraphs A109.1 and A109.2)	The impairment expense is the amount by which the asset’s recorded amount is reduced. Impairment charges mostly relate to property, plant and equipment, inventory, and receivables (which become bad debts). See also Table 3 for further discussion on impairment.
Depreciation	Record the expense at year end based on the established depreciation rate.	See also Table 3 for further discussion on depreciation.
Loss on sale of an asset	Record the expense when control of the asset transfers to the new owner.	The loss is the amount recorded as the value of the asset prior to its sale, less the proceeds from the sale.
Other expenses	Record the expense when it is incurred.	It may be useful to consider the above principles.

Other Information

Required Information

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

Amounts Payable or Receivable on Behalf of Others

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

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

Section 6: Statement of Financial Position

Purpose and Value to Users

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

Format of Statement of Financial Position

Required Information

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

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

A91. ~~[Deleted] 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. ~~[Deleted] Additional line items, headings and subtotals may be presented in the statement of financial position when such presentation will help users to understand the entity's financial performance and position.~~

Assets

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

Required Information

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

- Bank accounts, ~~and~~ cash and short-term deposits;
- Debtors and prepayments;
- Inventory;
- Property, plant and equipment; and
- Investments.

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

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

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

- A97. Prepayments are expenses paid in advance of a good or service being received by the entity (such as rent, insurance or salaries and wages).
- A98. Inventories are materials or supplies that are to be consumed in producing goods or services, held for sale or distribution in the ordinary course of operations, or are in the process of production for sale or distribution. Inventories may include information brochures printed for the entity but not yet distributed, consumable stores, maintenance materials, spare parts for plant and equipment, and work-in-progress, such as educational/training course materials under development.
- A99. Property, plant, and equipment (sometimes called fixed assets) are tangible items that are used in the production or supply of goods or services, or for administrative purposes, and are expected to be used during more than one financial year.
- A100. Investments are shares, term deposits (with a maturity of more than three months from the date purchased), fixed interest 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 a~~ Additional categories to those in paragraph A94 ~~should be used~~ may be presented in the statement of financial position only where doing so is necessary to provide users with an understanding of the main assets of the entity. Too many categories can make it difficult for users to understand the overall picture. The number of ~~disaggregated or~~ additional categories used should therefore be limited to those that are really necessary.

A108. Breakdowns or disaggregation of the ~~minimum~~ categories in paragraph A92, ~~or the disaggregated or additional categories,~~ may be provided in the notes to the performance report, for example, classes of property, plant and equipment, or different types of inventory (such as inventories held for consumption

versus inventories held for sale). The objective is to provide a breakdown that gives the most useful information to users of the performance report.

Accounting for Assets

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

Table 3: Recording of Specific Types of Asset

Bank Accounts, and Cash <u>and Short-term Deposits</u> (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 ^(a) .
Initial measurement	At the amount paid or other value that can be measured reliably.
When to record impairment	If it appears that the carrying amount of the asset will not be recovered, that is, it is more than the current market value (if it can be determined).
When to no longer record	When the asset is sold or otherwise disposed of.
(a) Information that is reliable is free from material error and bias, and can be depended on by users to faithfully represent that which it purports to represent or could reasonably be expected to represent.	

Reversal of Impairment Charges

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

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

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

A109.2 The reversal of the impairment charge shall:

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

Calculating Debtors

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

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

Heritage Assets

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

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

Donated Assets

A113. Significant donated assets, such as significant items of property, plant and equipment, shall be recorded at readily obtainable current values, such as 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 generally 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 ~~is~~ has expected to increase ~~increased significantly~~ over that asset's life ~~(such as land or a building)~~.

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

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

- (a) Land;
- (b) Buildings;
- (c) Motor vehicles;
- (d) Furniture and fixtures;
- (e) Office equipment;
- (f) Computers (including software); and
- (g) Machinery.

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

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

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

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

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

A117.2. Where an entity elects to revalue land and buildings based on a local council rateable value it is only required to revalue its land and buildings when that value is updated.

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

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

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

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

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

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

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

Investment property

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

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

Investments

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

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

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

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

Assets Held on Behalf of Others

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

Liabilities

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

Required Information

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

- (a) Bank overdraft;
- (b) Creditors and accrued expenses;
- (c) Employee costs payable; and
- ~~(d) [Deleted]. 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.

A123. Accrued expenses are costs incurred but not yet paid. This includes electricity, gas, telephone services used but not yet paid; water and local authority rates payable but not yet paid, and rent for the use of premises not yet paid.

A124. Employee costs payable are amounts owing to, but not yet paid to employees. This category includes wages and salaries earned but not yet paid, holidays earned but not yet taken (holiday pay accrual), ACC contributions owing, PAYE withheld from employees' remuneration but not yet paid over to Inland Revenue, and contributions to superannuation schemes (such as KiwiSaver) or other post-employment benefit schemes collected but not paid over.

A125. ~~[Deleted]. Unused donations, grants and government funding with conditions are donations, grants or government funding that have a "use or return" condition attached to them. This creates a binding obligation on the entity that is recorded as a liability (see paragraphs A65–A69 for a further discussion on~~

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

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

Accounting for Liabilities

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

Table 4: Recording of Specific Types of Liability

Bank Overdraft	
When to record	When the overdraft occurs.
Measurement	At the amount of the actual overdraft (not the overdraft facility).
Creditors and Accrued Expenses	
When to record	When transaction occurs that creates the payment obligation, for example, on the receipt of goods or services from a supplier.
Initial measurement	At the amount owing. If the entity has not received a supplier invoice it shall record an accrual for an estimate of the amount to be paid
Change measurement at balance date	Review in case some part has been paid or is no longer owed (for example, a supplier changes the arrangement to donations of goods therefore revenue will be recorded).
When to no longer record	When settled.
Employee Costs Payable	
When to record	When an employee has earned the entitlement or the entity has withheld amounts from wages and salaries already paid. It is uncommon for entities with paid employees to have no employee costs payable.

Initial measurement	At the amount to be paid.
Change measurement at balance date	If employees have been granted increased wages and salaries, amounts owing may change (for example, annual leave is based on amounts to be paid when the employee is expected to take the leave).
When to no longer record	When settled.
Unused Donations, Grants and Bequests and Government Funding with Conditions	
When to record	When the grant, donation or government funding is received.
Initial measurement	At the amount to be returned if the conditions are not fulfilled.
Change measurement at balance date	Assess whether the conditions have been fulfilled. If not, assess the amount of the grant that relates to conditions that haven't yet been fulfilled.
When to no longer record	When the conditions are fulfilled.
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).

Deferred Revenue

A139.1. The balance of deferred revenue with respect to unsatisfied resource provider expectations over significant donation, grant and bequest funding at balance date shall be reported separately in the statement of financial position.

Accumulated Funds

A140. ~~The accumulated funds balance is the difference between the assets and liabilities of the entity. are the owners' financial interest in the entity.~~ It is therefore the component that balances the statement of financial position. The accumulated funds balance represents the net assets available to the entity to deliver its public sector objectives over future accounting periods. In the for-profit sector the equivalent term is equity.

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

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

Required Information

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

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

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

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

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

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

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

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

- (a) ~~[Deleted]. Restricted reserves which may be used only for a particular purpose (the restriction). The restriction may apply to the use of revenue from the funds such as interest received, or to changes to the capital fund, or to both. To be a restricted reserve the restriction must be set by an external party, for example:~~
 - ~~(i) — The express wishes of a donor (including in relation to endowment funds);~~
 - ~~(ii) — A specific purpose agreed with a donor; or~~
 - ~~(iii) — The terms of a fundraising appeal.~~
- (b) Discretionary reserves that have been created by a transfer from accumulated surpluses or deficits as a an internal decision of the entity so that it sets aside resources for a particular purpose. A feature of this type of reserves is that they may be transferred back to accumulated surpluses or deficits whenever the entity chooses.
- (c) Revaluation reserves which represent the increase in value of items of property, plant and equipment over their carrying amounts (where an entity has elected to measure such items at revalued amounts).
- (d) Other reserves which have been created to present the effect of transactions recognised directly in accumulated funds as a result of the entity electing to apply the requirements of a Tier 2 PBE Standard in lieu of the requirements in this Standard (refer to Appendix C).

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

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

Accounting for Accumulated Funds

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

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

A150. Reserves shall be recorded as follows:

- (a) Discretionary reserves shall be recorded at the opening balance of the reserve ~~for the period plus/minus~~ transfers to/from accumulated surpluses or deficits. ~~The amount of the transfer should be equal to the amount of any revenue or expenses relating to the purpose of the reserve that were recorded in the statement of financial performance and therefore included in the current period's surplus or deficit.~~
- (b) Revaluation reserves shall be recorded at the opening balance of the reserve plus/minus the increase/decrease in value of each type of property, plant and equipment required to be recognised directly in accumulated funds (where an entity has elected to measure such items at revalued amounts).
- (c) Other reserves shall be recorded at the opening balance of the reserve plus/minus any amounts required to be recognised directly in accumulated funds as a result of an entity electing to apply the requirements of a Tier 2 PBE Standard in lieu of the requirements in this Standard (refer to Appendix C).

Approval and Issue of Performance Report

Explanation

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

Required Information

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

Other Information

Required Information

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

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

Section 7: Statement of Cash Flows

Purpose and Value to Users

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

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

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

Format of Statement of Cash Flows

Required Information

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

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

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

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

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

A159. The statement of cash flows does not include:

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

Cash Flows from Operating Activities

Required Information

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

Cash Received Receipts:

- (a) Funding from central or local government service delivery grants/contracts;

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

Cash Payments:

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

- 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. ~~[Deleted]The minimum categories specified in paragraph A160 may be disaggregated, or additional categories may be presented in the statement of cash flows when such presentation will enhance users understanding of the entity's cash flows.~~
- A165. ~~[Deleted]Disaggregated or additional categories should be used only where doing so is necessary to provide users with an understanding of the main cash flows of the entity. Too many categories can make it difficult for users to understand the overall picture. The number of disaggregated or additional categories used should therefore be limited to those that are really necessary.~~
- A166. Further Breakdowns or disaggregation of the minimum categories in paragraph A160 or the disaggregated or additional categories may be provided in the notes to the performance report, for example, a breakdown of cash payments to suppliers related to the entity's main activities. The objective is to provide a breakdown that gives the most useful information to users of the performance report.

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

Required Information

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

Cash Received Receipts:

- (a) ~~Receipts from the sale~~ Sale of property, plant and equipment;
- (b) ~~Receipts from the sale~~ Sale of investments;
- (c) Cash drawn down ~~Proceeds~~ from loans from other parties; and

(d) Cash received ~~Capital contributed~~ from owners (capital contributions).

Cash Payments:

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

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

A169. Entities 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~~ and short-term deposits” less bank overdrafts as reported in the statement of financial position. It includes petty cash, cheque or savings accounts, ~~deposits held at call~~ deposits with banks or with a maturity of three months or less from the date purchased, and bank overdrafts (see paragraph A95).

Section 8: Statement of Accounting Policies

Purpose and Value to Users

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

Format of Statement of Accounting Policies

Required Information

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

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

Accounting Policies Applied

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

Required Information

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

Basis of Preparation

A177. The statement of accounting policies shall disclose that:

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

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

Goods and Services Tax (GST)

A179. The statement of accounting policies shall disclose:

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

Specific Accounting Policies

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

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

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

Changes in Accounting Policies

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

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

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

Required Information

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

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

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

Accounting for Changes in Accounting Policies

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

Section 9: Notes to the Performance Report

Purpose and Value to Users

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

Required Information

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

Revenue with Conditions which has not been Recorded as a Liability

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

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

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

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

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

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

Goods or Services in Kind Provided to the Entity

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

Property, Plant and Equipment

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

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

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

Investments

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

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

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

Significant Donated Assets not Recorded

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

Significant Heritage Assets not Recorded

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

Assets Used as Security for Liabilities

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

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

Assets Held on Behalf of Others

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

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

Changes in Accumulated Funds

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

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

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

- (a) Whether the entity intends to begin any significant projects to which its accumulated funds will be applied;
- (b) To what extent the entity's accumulated funds represents investments in assets. This can be property, plant and equipment that are used in pursuit of its stated purposes in future periods. It can also include long term investments held to generate revenue returns to be used in pursuit of its stated purposes; or

- (c) Whether the entity is accumulating funds with the intent to make a significant distribution to another entity with similar public sector objectives.

Commitments

- A199. Commitments are legal obligations to make payments in the future. Although commitments (operating or capital) are not yet recorded as liabilities, reporting them is essential for users of reports to gain a proper understanding of the entity's future viability.
- A200. An entity shall report in the notes to the performance report the timing and estimated amount of any significant commitments (both operating and capital). Types of commitments which may need to be reported include:
- (a) Commitments to lease or rent assets;
 - (b) Commitments to purchase property, plant and equipment; and
 - (c) Commitments to provide loans or grants.

Contingent Liabilities

- A201. A contingent liability is a possible obligation that arises from past events that is contingent (dependent) on some future event. For example, a court case not yet settled, or a guarantee issued.
- A202. For each class of contingent liability at the balance date an entity shall disclose in the notes to the performance report:
- (a) A brief description of the nature of the contingent liability;
 - (b) A best estimate of the amount of the contingent liability (where this can be estimated);
 - (c) An indication of the uncertainties relating to the amount or timing of any outflow of resources; and
 - (d) The possibility of any reimbursement.
- A203. For each guarantee or class of guarantee, an entity shall disclose in the notes to the performance report:
- (a) The nature of the guarantee;
 - (b) The maximum amount of any guarantees provided to others; and
 - (c) The likelihood of the entity being required to make payment under the guarantee.

Related Party Transactions

Explanation

- A204. A related party transaction is a transfer of money or other resource between the reporting entity and a person or other entity that is closely associated with the reporting entity that has the ability to influence the reporting entity. For public sector entities related party transactions comprise significant transactions that are different from those conducted under normal terms and conditions (including the provision of free goods or services).
- A205. Related parties comprise:
- (a) People that have significant influence over the entity (such as members of the governing body, persons in key management roles, or others that are involved in the strategic management of the entity – whether employed or volunteer), and close members of their families; and
 - (b) Other entities that have significant influence over the entity.
- A206. Related party relationships exist throughout the public sector. Disclosure of related party relationships and related party transactions and the relationship underlying those transactions is necessary for accountability purposes, and to enable users to better understand the entity's performance report. This is because:
- (a) Related party relationships can influence the way in which an entity operates with other entities;
 - (b) Related party relationships might expose an entity to risks, or provide opportunities that would not have existed in the absence of that relationship; and

- (c) Related parties may enter into transactions that unrelated parties would not enter into, or may agree to transactions on terms and conditions that differ from those that would normally be available to unrelated parties.

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

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

Requirements

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

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

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

Events After the Balance Date

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

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

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

Ability to Continue Operating

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

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

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

Correction of Errors

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

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

Additional Information

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

Optional Information

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

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

Section 10: Illustrative Examples

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

1. Revenue Earned

Scenario 1

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

Treatment: The reporting entity records:

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

Scenario 2

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

Treatment: The reporting entity records:

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

Scenario 3

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

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

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

Scenario 1 – Grant received with no documented expectations over use

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

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

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

Scenario 2

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

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

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

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

Scenario 32 – Grant for the purchase of assets

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

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

Financial Year 1

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

Financial Year 2

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

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

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

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

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

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

- (a) Records the grant as deferred revenue upon receipt of the funds;
- (b) Records the bequest in the statement of financial performance (as revenue from donations, koha, bequests, and other fundraising revenue from the public or non-government organisations) on a stage of completion basis (i.e. recognise a percentage of the bequest as revenue, based on the percentage

of total expected expenditure incurred to date), with a corresponding reduction in the deferred revenue balance; and

- (c) Provides information in the notes to the performance report outlining the total amount of the bequest, the amount of the bequest unused, the fact that the bequest is to be used to fund the construction of the new sports hall, and when the reporting entity expects to fulfil the resource provider’s expectations in full (see paragraph A190.1).

3. Donated Goods or Services

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

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

4. Liabilities and Contingent Liabilities

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

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

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

5. Related Parties

Scenario 1

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

Scenario 2

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

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

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

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

Section 11: Glossary

This Glossary contains all terms defined in this Standard.

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

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

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

	<p><u>Entities are considered to have public accountability for financial reporting purposes when they have issued debt or equity instruments through a public offering or their main activity is holding cash or other assets on behalf of others (e.g. a superannuation scheme).</u></p> <p>The full definition of “Public Accountability” is included in XRB A1</p>
Public benefit entity (PBE)	Reporting entities whose primary objective is to provide goods or services for community or social benefit and where any equity has been provided with a view to supporting that primary objective rather than for a financial return to equity holders.
Public sector public benefit entity (PS PBE)	A public benefit entity that is a public entity as defined in the Public Audit Act 2001, and all Offices of Parliament.
Recording	Including a an output, outcome, revenue, expense, asset or liability <u>item</u> 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> <p>(a) Settle a transaction with another party at a future date (payables), or by the payment of cash; or</p> <p>(b) Have a legal obligation settled upon the entity by another party (receivables), or by the receipt of cash.</p> <p>This is what distinguishes accrual accounting from cash accounting (for which the only recognition event is the receipt or payment of cash).</p>
Related parties	People or entities that have significant influence over the reporting entity, such as members of the governing body, persons in key management roles, or others that are involved in the strategic management of the entity (whether employed or volunteer) and close members of their families.
Reporting entity	An entity preparing a performance report in accordance with this Standard. In the New Zealand reporting environment it is a public entity that is required by law to apply standards issued by the External Reporting Board (XRB) or the New Zealand Accounting Standards Board of the XRB. For the purposes of applying this Standard the entity is a public sector entity.
Revenue	All inflows into the entity during the year other than capital inflows. Revenue includes the cash received during the year, and the right to receive a payment in the future related to an event (usually a transaction) in the current year. These inflows may be from normal operating activities such as the sale of a good or service. Capital inflows comprise contributions from owners (in their capacity as owners), inflows to settle a receivable that was recorded in the previous year, inflows from the sale of assets, and inflows from borrowings.
Significant	An item is significant if recording and/or disclosure of the particular item, whether financial or non-financial, could influence a user’s understanding of the entity’s overall performance. For the purposes of this Standard it has the same meaning as material.
Significant influence	The power to participate in the financial and operating policy decisions of another entity but is not control or joint control of those policies.
Statement of cash flows	A statement that shows the movements between the cash balances at the beginning and the end of the year. It is divided into two categories: operating, and investing and financing.
Statement of financial performance	A statement that shows an entity’s revenue and expenses, to establish its surplus or deficit for the financial year. This statement is sometimes called the income statement or operating statement.

Statement of financial position	A statement that reports a picture of the entity’s position by listing what it owns and what it owes at the balance date. This statement is sometimes called the balance sheet.
Statement of service performance	<p>A statement that provides information <u>to help users understand what the entity did during the financial year to achieve its broader aims and objectives. on the outputs delivered by the entity during the financial year, and the outcomes those outputs contribute to.</u> It is particularly useful in the public sector when the focus is on achieving planned <u>outputs and outcomes objectives</u>, rather than making a profit. The information in this statement is predominantly non-financial, but still involves measurement.</p>
Surplus	The amount in the statement of financial performance when revenue exceeds expenses for the year. In the for-profit sector the equivalent term is profit.
<u>Total expenses</u>	<p><u>For the purpose of applying the Tier 3 size criteria, total expenses means total expenses (including losses and grant expenses) recognised in accordance with Tier 3 PBE Accounting Requirements in the Statement of Financial Performance.</u></p> <p><u>Where revenue and expense are offset as required or permitted, any net expense is included in total expenses.</u></p> <p><u>Where the entity reporting is a group, total expenses is that of the group comprising the controlling entity and all its controlled entities.</u></p>

Appendix B: Transitional Arrangements

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

Objective

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

Transitional Groups

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

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

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

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

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

General Provisions

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

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

Special Provisions

Group 1: New Entities

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

Group 2: Entities Previously Applying Tier 4 Accounting Requirements

- B8. Entities in this Group shall follow one of the following two options:
- (a) Follow this Standard from the start of the current period. In this case comparative information is not required, and this overrides any requirement elsewhere in this Standard for comparatives to be reported. However, the entity shall attach its previous financial statements and a list of its previous accounting policies; or
 - (b) Apply the general provisions of this Standard.

Group 3: Entities Previously Applying Tier 2 Accounting Requirements

- B9. Entities in this Group shall follow one of the following two options:
- (a) Provide comparative data based on the applicable information reported in their financial statements for the previous year prepared in accordance with the Tier 2 PBE Accounting Requirements; or
 - (b) Apply the general provisions of this Standard.

Group 4: Other Entities

- B10. Entities in this Group shall follow one of the following two options:
- (a) Follow this Standard from the start of the current period. In this case comparative information is not required, and this overrides any requirement elsewhere in this Standard for comparatives to be reported. However, the entity shall attach its previous financial statements and a list of its previous accounting policies; or
 - (b) Apply the general provisions of this Standard.

Appendix C: Application of PBE Standards

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

Interests in Other Entities

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

Other Applications of PBE Standards

- C6. An entity that is eligible to apply this Standard, and elects to do so, may elect to apply the requirements of a PBE Standard that is part of the Tier 2 PBE ~~Standards Accounting Requirements~~ to a specific type of transaction, as long as it applies that option to all transactions of that type. ~~For example, an entity may decide to opt up to PBE IPSAS 27 *Agriculture* so that it can measure its biological assets and agricultural produce at fair value less costs to sell, or an entity may decide to opt up to PBE IPSAS 25 *Employee Benefits* to account for long-term employee benefits. For example, an entity may decide to opt up to PBE IPSAS 17 *Property, Plant and Equipment* for a class of assets, such as buildings, so that it can revalue that class of assets, or an entity may decide to opt up to the financial instruments standards (PBE IPSAS 28 *Financial Instruments: Presentation*, PBE IPSAS 29 *Financial Instruments: Recognition and Measurement* (in limited circumstances), PBE IPSAS 41 *Financial Instruments* and PBE IPSAS 30 *Financial Instruments: Disclosures*) for a class of financial instruments, such as investments in shares, so that it can measure that class of financial instruments at fair value (in which case it must apply the whole standard to that class).~~
- C7. If, for a specific type of transaction, an entity elects to apply the requirements of a Tier 2 PBE Standard ~~that is part of the Tier 2 PBE Accounting Requirements~~ instead of applying the requirements in this Standard, the entity shall disclose this in the statement of accounting policies.
- C8. If, for a specific type of transaction, an entity elects to apply the requirements of a Tier 2 PBE Standard ~~that is part of the Tier 2 PBE Accounting Requirements~~ instead of applying the requirements in this Standard, the entity cannot then choose to return to applying this Standard for that type of transaction unless the entity complies with the requirements of this Standard for changes in accounting policies (see paragraphs A183– A184).

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

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

Basis for Conclusions

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

Background

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

Objective

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

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

Approach

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

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

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

Omitted Transactions

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

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

Simplifications

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

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

to the revenue. In this Standard the key element that drives the recognition of a liability relating to the donation/grant or government funding received is the “use or return” condition.

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

Option to Apply the Requirements in Tier 2 PBE Accounting Standards

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

Financial Information

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

Non-Financial Information

- BC15. To enhance financial reporting with non-financial information that explains the activities of the entity, this Standard requires:
- (a) Disclosure of information about the entity’s structure and objectives; and
 - (b) The preparation of a statement of service performance for entities required by law to produce such a statement (by whatever name called).
- BC16. The NZASB is of the view that the reporting of this non-financial information is necessary for users to gain a full understanding of the entity’s performance. It therefore encourages public entities not required by law to produce a statement of service performance to do so optionally.

Group Accounting

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

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

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

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

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

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

Related Parties

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

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

Transition

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

- (a) Apply PBE SFR-A (PS) in the first year without restating the comparative information. Entities taking this option are required to attach their prior period financial statements (including an

explanation of the accounting policies applied) rather than having to restate the comparative financial information; and

- (b) Only record pre-existing assets that are significant and that have values that are readily obtainable. Assets that are not significant or for which values are not readily obtainable need only be disclosed in the notes to the performance report. The NZASB concluded that disclosing reliable information about purchased pre-existing assets was sufficiently useful to users of financial statements rather than imposing the costs on entities to attempt to identify, recognise and measure the assets in accordance with the PBE SFR-A (PS).

Post-implementation review

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

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

Service Performance Reporting (Section 4)

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

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

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

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

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

Asset Valuation (Section 6)

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

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

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

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

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

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

Categories for Presenting Revenue and Expenses (Section 5)

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

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

BC33. The NZASB also decided to separate the following.

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

BC34. Respondents also noted that the extent of disaggregation and relabelling of the minimum categories permitted by the Tier 3 (PS) Standard was unclear, resulting in diversity in practice. As the amount of

mandatory disaggregation has increased (where applicable), the NZASB decided to remove the option to provide further disaggregation in the statement of financial performance.

Revenue Recognition (Section 5)

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

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

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

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

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

BC39. When significant funding from a donation, grant or bequest (with expectations attached) is initially received a deferred revenue balance is recognised, equal to the amount of the funding. This credit balance is not a liability as defined in the Standard (as there is no present obligation as a result of past events) and therefore is separately presented on the statement of financial position (after the totals of assets and liabilities but before Accumulated Funds).

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

Accumulated Funds (Section 6)

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

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

Opting up (Appendix C)

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

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

Other amendments to the Tier 3 (PS) Standard

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

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

History of Amendments

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

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

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

Table of Amended Paragraphs in Tier 3 (PS) Standard 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]
Paragraphs 4.1 to 4.6	Inserted	<i>Interests in Other Entities</i> [Sept 2014]
Paragraphs 4.1 to 4.6	Amended	PBE IPSAS 34 [Jan 2017]
Paragraph 4.5	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]

Table of Amended Paragraphs in Tier 3 (PS) Standard PBE-SFR-A (PS)		
Paragraph affected	How affected	By ... [date]
Paragraph 6	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Paragraph 6	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph 7 and preceding heading	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Paragraph 7	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph 7	Amended	PBE IPSAS 41 [Mar 2019]
Paragraph 8	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Paragraph 8	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph 9	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Paragraph 9	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph 11	Added	<i>Interests in Other Entities</i> [Sept 2014]
Paragraph 12	Added	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Paragraph 13	Added	PBE IPSAS 34 [Jan 2017]
Paragraph 14	Added	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph 15	Added	PBE IPSAS 41 [Mar 2019]
Paragraph A11	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph A13	Deleted	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph A43	Amended	<i>Amendments to Simple Format Reporting Accounting Requirements</i> [Dec 2015]
Table 2: <i>Recording of Specific Types of Expenses</i> (follows paragraph A83)	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Table 3: <i>Recording of Specific Types of Asset</i> (follows paragraph A109)	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph A109.1	Added	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph A109.2	Added	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph A115	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph A116	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]
Paragraph A117	Amended	<i>2018 Omnibus Amendments to Tier 3 and Tier 4 PBE Accounting Requirements</i> [July 2018]

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



Reporting Requirements for Tier 4 Entities

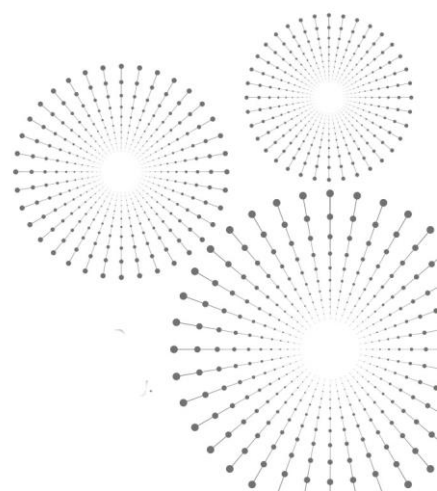
(Proposed amendments to the Tier 4 (NFP) Standard
and the Tier 4 (PS) Standard)

NZASB Exposure Draft 2022-6

NZASB Exposure Draft 2022-7

Invitation to Comment

April 2022



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Information for respondents

Invitation to Comment

The New Zealand Accounting Standards Board (NZASB)¹ is seeking comments on the specific matters raised in this Invitation to Comment. We will consider all comments before finalising the proposals for amendments to the Tier 4 (NFP) Standard and the Tier 4 (PS) Standard (collectively the 'Tier 4 Standards').

If you want to comment, please supplement your opinions with detailed comments, whether supportive or critical of the proposals, as both supportive and critical comments are essential to a balanced view.

Comments are most useful if they indicate the specific paragraph to which they relate, contain a clear rationale and, where applicable, provide a suggestion for an alternative. Feel free to comment on only those questions, or issues that are relevant to you.

Comments should be submitted electronically using our 'Accounting Standards open for Consultation' page at:

<https://www.xrb.govt.nz/consultations/accounting-standards-open-for-consultation/>.

Please include *ED Reporting Requirements for Tier 4 Entities* in the subject line and indicate whether the comments are made on your own behalf, or on behalf of a group of people, or an entity.

The closing date for submissions is **30 September 2022**.

Publication of submissions, the Official Information Act and the Privacy Act

We intend to publish all submissions on the XRB website (xrb.govt.nz), unless the submission may be defamatory. If you have any objection to the publication of your submission, we will not publish it on the internet. However, it will remain subject to the Official Information Act 1982 and, therefore, it may be released in part or in full. The Privacy Act 1993 also applies.

If you have an objection to the release of any information contained in your submission, we would appreciate you identifying the parts of your submission to be withheld, and the grounds under the Official Information Act 1982 for doing so (e.g. that it would be likely to unfairly prejudice the commercial position of the person providing the information).

¹ The NZASB is a sub-Board of the External Reporting Board (XRB Board) and is responsible for setting accounting standards.

List of abbreviations

The following abbreviations are used in this Invitation to Comment.

ED	Exposure Draft
GPFS	General purpose financial statements
ITC	Invitation to Comment
NFP	Not-for-profit
NZASB	New Zealand Accounting Standards Board, a sub-Board of the External Reporting Board
PBE	Public benefit entity
PIR	Post-Implementation Review
PS	Public sector

Questions for respondents

Paragraphs

Proposed simplifications

- 1 Do you agree with the proposed amendments relating to service performance reporting?
- 2 Do you agree with the proposals to amend the minimum revenue categories?
- 3 Do you agree with the proposals to amend the minimum expense categories?
- 4 Do you agree with the proposal to remove the Statement of Resources and Commitments and instead require note disclosure about any significant assets or liabilities?

Reduced reporting requirements for small Tier 4 (NFP) entities

- 5 Do you agree with the proposal to introduce within the Tier 4 (NFP) Standard, reduced reporting requirements for small Tier 4 (NFP) entities?
- 6 Are there any proposed reduced reporting requirements which you do not support – due to the usefulness of the information to all readers of Tier 4 (NFP) Performance Reports?
- 7 Are there any additional reduced reporting requirements for small Tier 4 (NFP) entities that should be considered?

Effective date

- 8 Do you agree with the proposed effective date of 1 April 2023, with early adoption permitted?

Other comments

- 9 Do you have any other comments on the proposals to simplify and the improve the reporting requirements for Tier 4 entities?

1. Introduction

1.1 Background

1. The Tier 3 and Tier 4 Standards were first issued by the External Reporting Board (XRB) in 2013. These reporting standards are applied by Tier 3 and Tier 4 public benefit entities (PBEs), including registered charities and other not-for-profit (NFP) entities, as well as public sector (PS) entities.
2. The Tier 3 and Tier 4 Standards were developed to set out the minimum annual reporting requirements for Tier 3 and Tier 4 PBEs. The Tier 3 and Tier 4 Standards are short and relatively simple standards when compared to accounting standards for PBEs in Tiers 1 and 2.
3. The Tier 3 and Tier 4 Standards have now been used by many PBEs for over six years and in late 2020 the XRB commenced a post-implementation review of these standards to ensure they remained fit-for-purpose.
4. The purpose of developing standardised reporting requirements through accounting standards is to improve the quality and consistency of the information reported by PBEs. PBEs play a vital role in supporting people and communities throughout Aotearoa New Zealand. The sector relies heavily on maintaining the trust and confidence of its funders and the broader public they serve.
5. The Tier 3 and Tier 4 Standards set out the requirements for preparing annual Performance Reports (often referred to as financial statements) that are transparent and informative. These annual reporting requirements are critical in maintaining trust and confidence and holding PBEs accountable for how they are spending public funding and providing information about how they have advanced their entity objectives.
6. We recognise that many smaller PBEs are often run by volunteers who may not have an accountancy background, therefore the Tier 3 and Tier 4 Standards must be simple to apply. We appreciate that PBEs are focused on advancing their NFP and public sector objectives and serving those most in need in their communities and therefore the annual reporting requirements should not be overburdensome.
7. The Tier 4 Standards are cash-based and therefore are fundamentally different from the accrual-based standards. For example, entities applying the cash standards are required to provide some information about assets and obligations but they do not prepare a balance sheet. There are two versions of the Tier 4 Standard – one for Tier 4 NFP entities and another for Tier PS entities.

1.2 The 2021 post-implementation review

8. We completed a post-implementation review (PIR) of the Tier 3 and Tier 4 Standards over the 2021 year to assess whether the standards were working as intended and achieving their original objectives.
9. Over 100 submissions² were received in response to the PIR which have been considered as the basis for developing proposed amendments to the Tier 4 Standards in this ITC.
10. Many respondents to the PIR considered that, in general, the Standards are working well. However, concerns were raised by many respondents about the difficulties faced by smaller Tier 4 entities when applying the Tier 4 Standard.
11. Some respondents considered that the existing Tier 4 requirements were disproportionate to the level of transparency and accountability needed for smaller PBEs. There was strong support from respondents for reducing the length and complexity of the Tier 4 Standard to support increased adoption and consistent application.
12. Through this ITC, and the accompanying Exposure Drafts (EDs), we are proposing to significantly simplify and reduce the length of the Tier 4 Standards.
13. In developing the proposed amendments to the Tier 4 Standards, we are seeking to strike an appropriate balance between making the standards as simple and as easy as possible to apply, while also ensuring the resulting Performance Report continues to meet user needs – that is, the need for consistent and transparent reporting which provides useful information for accountability and decision-making purposes – and to support the retention of overall public trust and confidence across the NFP and public sectors.
14. A separate ITC has been issued which proposes amendments to the Tier 3 Standards for not-for and public sector entities.

1.3 Purpose of this Invitation to Comment

15. The purpose of this ITC and the accompanying EDs is to seek comments on the proposed amendments to the Tier 4 Standards.
16. When finalised, the proposals will amend the requirements for PBEs applying Tier 4 Standards.

1.4 Timeline and next steps

17. Submissions on NZASB ED 2022-6 *Amendments to Tier 4 (NFP) Standard* and NZASB ED 2022-7 *Amendments to Tier 4 (PS) Standard* are due by **30 September 2022**. Information on how to make submissions is provided on page 4 of this Invitation to Comment.
18. After the consultation period ends, we will consider the submissions received, and subject to the comments in those submissions, we expect to finalise and issue the amended Tier 4 Standards.

² In August 2021, the NZASB published a Feedback Statement on its [Post-Implementation Review of Simple Format Reporting Standards](#).

2. Overview of Invitation to Comment and ED

2.1 Summary

8. This Invitation to Comment (ITC) is organised as follows.
 - (a) Approach taken in developing the EDs.
 - (b) Overview of the proposed amendments to the Tier 4 Standards.
 - (c) Effective date and other comments.
9. Unless otherwise stated, the proposed amendments are the same for both Tier 4 NFP entities and Tier 4 public sector entities.

2.2 Approach taken in developing the EDs

10. As noted in the Feedback Statement, we received over 100 written submissions which have been considered as the basis for developing proposed amendments to the Tier 4 Standards.
11. Over the period from August to December 2021 we considered the feedback received on the Tier 4 Standards. The specific topics discussed in this ITC are as follows.
 - (a) Simplification of the Tier 4 Standards
 - (b) Reduced reporting requirements for 'small' Tier 4 entities
 - (c) Service performance reporting
 - (d) Statement of resources and commitments
 - (e) Required categories for presenting cash received and cash paid
12. The EDs contain proposed amendments relating to each of the above topics. The development of the amended Tier 4 Standards included a complete rewrite of the existing standards – in response to the request to reduce their length and complexity. Therefore, the EDs are not provided with marked-up amendments. Instead, the key differences between the current Tier 4 Standards and the proposals in the EDs are explained in this ITC

2.3 Overview of the proposed amendments to Tier 4 Standards

Simplification of Tier 4 Standards

13. Many respondents to the PIR highlighted concerns that Tier 4 entities were finding it difficult to comply with the Tier 4 Standard. Reasons included the following.
 - (a) The Tier 4 Standard and guidance is too long and complex for many Tier 4 NFP entities.
 - (b) The language used in the Tier 4 Standard is too technical for non-accountants and the smallest Tier 4 entities to understand.
 - (c) Small NFP entities are often under resourced and find it difficult to attract and retain volunteers or staff who understand the reporting requirements.
14. Respondents noted that the Tier 4 Standard required simplification to promote increased adoption and consistent application by smaller NFP entities.

Our Response

15. In response to these concerns, we have completed a comprehensive review of the Tier 4 Standard to identify opportunities to simplify and re-express the existing requirements by using plain English and removing technical accounting terms as much as possible.
16. Optional disclosures previously included in the Standard have been removed, to allow the Standard to focus on the minimum reporting requirements for Tier 4 entities. This optional information, which a Tier 4 entity may wish to provide in their annual Performance Report, will continue to be made available in separate XRB non-mandatory guidance documents.
17. The process of simplification has resulted in a significant number of changes in how the Standard is drafted and the removal of technical content. The outcome of this process is best reflected in the page count of the Tier 4 (NFP) Standard being reduced from 31 pages to 17, and the Tier 4 (PS) Standard being reduced from 27 pages to 19.
18. Some of the specific changes proposed as part of this simplification process are discussed further below.

Use of the terms “cash” and “receipts”

19. We noted feedback to the PIR which highlighted that the use (and definition) of the terms “cash” and “receipts” in the Tier 4 Standards was resulting in challenges for preparers. For example, preparers and users often think:
 - (a) *cash* refers to physical cash rather than all available cash held in bank accounts; and
 - (b) *receipts* refer to a paper acknowledgment an entity may provide for a donation received, rather than relating to all amounts received by a Tier 4 entity during a reporting year.
20. The existing definition of “cash” in the Tier 4 Standards makes it clear that it is not restricted to physical currency. However, in light of the above, we are proposing the following amendment:
 - (a) Including the following sentence on the first page of the Tier 4 Standards to make it clear that cash has a broader meaning than just physical notes and coins:

Under the Tier 4 Standard, an entity is required to report the cash received and cash paid during the financial year (i.e. the transactions recorded in an entity’s bank account(s)).

21. We are also proposing to rename the Statement of Receipts and Payments in the Tier 4 Standards to “Statement of Cash Received and Cash Paid” to help preparers understand that the statement should include all funding received, not just those for which receipts have been issued.

Removal of sections

22. We are proposing to remove the following technical sections from the Tier 4 Standards:
 - (a) Transitional arrangements;
 - (b) Basis for Conclusions;
 - (c) History of Amendments; and
 - (d) Illustrative Examples.

23. Links to the information above will be included on the contents page of the EDs. This information will remain accessible through the XRB website. The Illustrative Examples will be included in the accompanying Tier 4 Explanatory Guide. This guide will be updated in due course.

Prior period errors

24. We have noted feedback to the PIR which stated that the Tier 4 Standards were unclear about how to handle prior period errors. We are therefore proposing to amend the Tier 4 Standards to make it clearer that there is no requirement to adjust the prior period Performance Report to correct prior period errors, and that note disclosure will be sufficient to let readers know about the error.

Question for respondents

- Q1. Do you agree with the proposed simplifications to the Tier 4 Standards?
(i.e. Do you have concerns about any content that has been removed and/or the re-expression of terms and requirements in the Tier 4 EDs?)
If you disagree, please explain why.

Reduced reporting requirements for 'small' Tier 4 entities

25. In addition to concerns raised through our PIR of the Tier 3 and Tier 4 Standards, the following recent legislative reforms have also highlighted concerns that many small NFP entities are having difficulty applying the Tier 4 reporting requirements as established by the XRB.
- (a) Modernising the Charities Act 2005;³ and
 - (b) Review of the Incorporated Societies Act 1908.⁴
26. Public submissions to the Charities Act review pointed to high levels of non-compliance by Tier 4 charities in relation to annual reporting requirements.⁵ Respondents considered that this indicated the current reporting requirements were too burdensome and should be reduced for smaller charities. Respondents highlighted that smaller charities often:
- (a) have insufficient resources (time and money) to meet annual reporting requirements;
 - (b) lack suitably experienced and qualified personnel or volunteers to apply the Standards; and
 - (c) have high personnel turnover leading to ongoing training costs.

³ In February 2019, DIA issued a discussion paper, [Modernising the Charities Act 2005](#) for public comment, which closed for comment 31 May 2019. The issues considered by the discussion paper included seeking views on the reporting requirements for small charities. Policy proposals to amend the Charities Act 2005 are currently expected to be considered by Cabinet in early 2022.

⁴ A draft Bill to replace the Incorporated Societies Act 1908 was introduced to Parliament on 17 March 2021. It had its first reading on 6 April 2021 and completed its second reading on 17 November 2021. A new legislation for incorporated is currently expected to be enacted in early 2022.

⁵ Charities Services data shows that in 2018, 100% of tier 1 charities, 91% of tier 2 charities, 81% of tier 3 charities, and 58% of tier 4 charities successfully met the minimum reporting requirements.

27. There was an overarching concern that the difficulties small Tier 4 NFP entities were experiencing when applying the Tier 4 (NFP) Standard was resulting in a loss of resources that would otherwise go towards achieving an entity's NFP objectives.
28. Respondents generally agreed that an appropriate level of minimum reporting requirements should be maintained for all entities who receive benefits from their NFP status and collect funding from the public. However, respondents considered some form of relief should be provided for small NFP entities from annual statutory reporting requirements.
29. These legislative reforms generally described 'small' NFP entities as those with annual operating expenditure less than \$10,000.

Our response

30. We recognise and understand the compliance burden that smaller Tier 4 NFP entities face when applying accounting standards, given they often have fewer resources and accounting expertise available within their organisation to complete their annual reporting obligations.
31. To reduce the reporting burden for these smaller entities, the NZASB proposes to introduce reduced reporting requirements within the Tier 4 (NFP) Standard for 'small' Tier 4 NFP entities.
32. We propose to define a 'small' Tier 4 NFP entity as an entity:
 - (a) that is eligible to report using the Tier 4 (NFP) Standard; and
 - (b) has total annual payments less than \$10,000 for the current and previous financial year.
33. The Tier 4 (NFP) ED defines 'Total annual payments' as the total amount of cash outflows for the year. Total annual payments encompass all cash outflows for the year, including operating, capital (i.e. asset purchases), and financing activities (i.e. repayment of borrowings). It includes any amount paid directly from an entity's bank account or by cash on hand.
34. A small Tier 4 NFP entity that elects to apply the reduced reporting requirements would not be required to comply with the reporting requirements in the Tier 4 (NFP) Standard that are marked with a square cross symbol — please refer to the EDs for the proposed areas of reporting relief.
35. The same reduced reporting requirements have also been included in the proposed Tier 4 (PS) Standard.

Question for respondents

- Q2. Do you agree with the proposal to introduce within the Tier 4 Standards, reduced reporting requirements for small Tier 4 entities?
If you disagree, please explain why.
- Q3. Are there any proposed reduced reporting requirements that you do not support – due to the usefulness of the information to readers of all Tier 4 Performance Reports?
- Q4. Are there any additional reduced reporting requirements for small Tier 4 entities that should be considered?

Service performance reporting

36. Many respondents on the PIR commented that they find the Tier 4 requirements concerning the reporting of service performance information (non-financial information about an entity's activities) difficult to apply and understand.
37. In particular, we have noted that the requirement to report on "outputs" (as well as the optional disclosure of "outcomes") in the Tier 4 Standards is causing confusion among PBEs, as the terms are not well understood by many preparers. In addition, some preparers consider the application of the terms to be too prescriptive.
38. Taking into account this feedback, we are proposing to remove the language around "outcomes" and "outputs", but retain the requirement for a Tier 4 entity to report on what it is seeking to achieve over the medium to long term (i.e. its 'objectives') and the significant activities undertaken during the reporting period to achieve these objectives.
39. The proposed amendments put the service performance reporting requirements in the Tier 4 Standards more in line with those in the Tier 2 PBE Standards (i.e. PBE FRS 48 *Service Performance Reporting*).

Question for respondents

- Q5. Do you agree with the proposed amendments relating to service performance reporting? If you disagree, please explain why.

Required categories for presenting cash received and cash paid

40. To improve the understandability, consistency and comparability of performance reports, the Tier 4 Standards require the cash received and the cash paid in the financial year (in relation to operating activities) to be aggregated (grouped together) and reported within categories as prescribed by the Standard when those categories are applicable to the reporting entity.
41. While the feedback received was generally supportive of maintaining prescribed categories, many respondents raised concerns about application and interpretation challenges for the categories currently required. These respondents considered that the required categories could be improved by introducing additional categories and simplifying the existing categories.
42. After considering the views of respondents, we are proposing to amend the required categories of cash received and cash paid (in relation to operating activities) as presented in Tables 1 - 4 below.

Cash received

Table 1 – Required categories for Tier 4 NFP entities	
Current categories	Proposed new categories
Donations, fundraising, and other similar receipts.	Donations, koha, bequests, and other fundraising
	Grants received [Excluding service delivery grants/contracts]
Receipts from providing goods or services.	Funding from service delivery grants/contracts
	Sale of goods or services (commercial activities)
Fees, subscriptions, and other receipts from members.	Membership fees or subscriptions
Interest, dividends, and other investment income receipts.	Interest or dividends received
	Other cash received

Table 2 – Required categories for Tier 4 PS entities	
Current categories	Proposed new categories
Donations or koha from the public	Donations, koha, and bequests from the public
	Grants from non-government organisations
Funding from central or local government	General funding received from central or local government
	Funding from service delivery grants/contracts
Receipts from non-government sources for providing goods or services	Sale of goods or services (commercial activities)
Interest, dividends, and other investment income receipts	Interest or dividends received
	Other cash received

Cash paid

Table 3 – Required categories for Tier 4 NFP entities	
Current categories	Proposed new categories
Payments related to public fundraising	Fundraising costs
Volunteer and employee related payments	Employee remuneration
	Volunteer and other employee costs
Payments related to providing goods and services	Costs related to the sale of goods or services (commercial activities)
	Other costs related to the delivery of entity objectives
Grants and donations paid	Grants and donations paid
	Other cash paid

Table 4 – Required categories for Tier 4 PS entities	
Current categories	Proposed new categories
Employee related payments	Employee remuneration
	Other employee costs
Payments related to providing goods and services	Costs related to the sale of goods and services (commercial activities)
	Other costs related to the delivery of entity objectives
Grants paid	Grants and donations paid
	Other cash paid

43. The increase in the number of the categories is expected to assist preparers in identifying the appropriate category for different types of cash received and cash paid.
44. The Tier 4 Standards only require a category to be used when it is applicable and relevant to the reporting entity.

Commercial Activities

45. The proposals introduce new categories for cash received and cash paid arising from commercial activities. Both proposed standards provide an explanation that commercial activities mean “*activities conducted by the entity with an intention to derive a surplus and which do not, in themselves, contribute to the achievement of an entity’s stated purposes*”.
46. The distinction between commercial activities and non-commercial activities will not always be clear cut and will therefore require preparers to apply increased judgement in certain circumstances. This is because some activities could be considered commercial activities depending on the intent of the entity and the approach it takes in conducting the activity.
47. For example, an entity may operate a baked goods stand at a gala event without intending to operate a commercial bakery. Although this type of activity involves the sale of goods or services, because the gala is not operating as a commercial business the associated income and expenses would be classified as fundraising activities.

Service delivery grants/contracts

48. The EDs also propose to introduce a new category for grants that are, in substance, a contract for the delivery of goods or services. This distinction already existed in the Tier 4 Standard, but we are now proposing that these should be separated from general grants where applicable.
49. A grant is, in substance, a contract for the delivery of goods or services where the funds are received in exchange for the provision of specific goods or services to a funder or agreed third party beneficiaries.
50. For example, if a Tier 4 entity has a funding arrangement under which it will receive an amount for each unit of a good delivered or each specific service provided, this would likely be in substance a service delivery grant/contract. If the entity instead received a fixed amount of

funding on the understanding that it would be used by the Tier 4 entity to support the delivery of its objectives, this would likely be classified as a general grant.

Questions for respondents

- Q6. Do you agree with the proposals to amend the cash received categories? If you disagree, please explain why.
- Q7. Do you agree with the proposals to amend the cash paid categories? If you disagree, please explain why.

Statement of Resources and Commitments

51. The purpose of the Statement of Resources and Commitments is to provide a snapshot of the significant assets owned by the entity and any amounts owed to external parties at the balance date.
52. The PIR highlighted concerns from respondents about the purpose of a Statement of Resources and Commitments in Tier 4 Standards. Many respondents considered that it was not useful to impose accrual concepts (such as the reporting of assets and liabilities) onto preparers that are applying a cash-based standard.
53. We consider it important that the Tier 4 Standards continue to require the reporting of an entity's significant assets and liabilities, to enable the reader to understand the significant assets available to deliver future services and the entity's ability to continue operating in the future. However, this information should be kept at a minimum, considering the cash basis of the Tier 4 Standards and the need to keep the requirements simple.
54. In response, we are proposing the following amendments to the Tier 4 Standards.
- (a) Removing the requirement to prepare a Statement of Resources and Commitments.
 - (b) Requiring disclosure of significant assets and liabilities in the notes to the Performance Report.
 - (c) Restricting the note disclosure to significant assets (such as land and buildings) and significant liabilities (such as borrowings from external parties).
 - (d) Requiring disclosure of either the amount paid for the asset or the estimated replacement cost of the asset (if easily available). The value of land and buildings may be estimated using rateable values.

Question for respondents

- Q8. Do you agree with the proposal to remove the Statement of Resources and Commitments from the Tier 4 Standards and instead require note disclose information about any significant assets or liabilities?
If you disagree, please explain why.

2.4 Effective date and other comments

55. The proposed effective date in the EDs is 1 April 2023, with early adoption permitted. This date is tentative and would be reviewed prior to issuing any amendments.

Questions for respondents

- Q9. Do you agree with the proposed effective date of 1 April 2023, with early adoption permitted? If you disagree, please explain why.
- Q10. Do you have any other comments on the ED?



REPORTING REQUIREMENTS FOR TIER 4 NOT-FOR-PROFIT ENTITIES

TIER 4 (NFP) STANDARD

This Standard sets out the annual reporting requirements for not-for-profit (NFP) entities (which includes registered charities and other NFP entities) who are permitted to prepare annual performance reports (also known as financial statements) in accordance with Tier 4 reporting requirements as issued by the External Reporting Board (XRB).

The Standard provides for simple format cash-based reporting requirements. Under the Tier 4 (NFP) Standard, an [entity](#) is required to report the cash received and cash paid during the financial year (i.e. the transactions recorded in an entity's bank account(s) and any cash on hand).

The Standard also requires an entity to report information about its broader aims and objectives and the significant activities the entity has undertaken during the financial year in working towards these broader aims and objectives.

Additional guidance material

For additional resources on applying this Standard to the preparation of Tier 4 Performance Reports, please refer to guidance material available on the XRB [website](#), including an optional Tier 4 Reporting Template and accompanying Explanatory Guide.

Opting up to a higher tier of reporting

For entities that want to report all the assets owned and all the liabilities owed by the reporting entity using a traditional balance sheet, we recommend using the [Tier 3 \(NFP\) Standard](#), which provides simple format accruals-based reporting requirements.

Effective Date

The Tier 4 (NFP) Standard was first issued in December 2013 and this version incorporates all amendments up until **xx**.

This Standard is [effective](#) for [financial years](#) beginning on or after 1 April **20XX**. Earlier application is permitted, and the Standard is therefore available for Tier 4 NFP entities to use from **xx**.

This Standard was issued by the New Zealand Accounting Standards Board (NZASB) of the XRB pursuant to section 12(a) of the Financial Reporting Act 2013. It is a non-GAAP Standard for the purposes of section 12 and section 18 of that Act.

This Standard applies for the purposes of the following enactments:

- Section 42A of the Charities Act 2005;
- Section 63 of the Friendly Societies and Credit Unions Act 1982; and
- Section 12 of the Agricultural and Pastoral Societies Act 1908.

This Standard is a disallowable instrument for the purposes of the Legislation Act 2019.

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ISBN

TIER 4 (NFP) STANDARD

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Introduction

1. This Standard sets out the information that is required to be included in the annual Performance Report (sometimes referred to as financial statements) of not-for-profit (NFP) entities that are eligible, and elect, to apply the Tier 4 (NFP) Standard to meet their statutory reporting requirements.
2. The Standard is typically used by NFP entities with annual operating payments under \$140,000.
3. This Standard requires entities to provide cash-based financial information (referred to as the “Statement of Cash Received and Cash Paid”) and information about what the entity has done during the financial year (referred to as the “Statement of Service Performance”). These statements, and the accompanying notes, are collectively known as the “Performance Report”.
4. The Performance Report aims to provide its readers (such as members, funders, and the general public) with useful and relevant information about an entity’s performance (in financial and non-financial terms) for the financial year and its ability to continue operating in the future.
5. Optional [reporting templates](#) and [guidance material](#) have also been developed to help the reporting entity meet the requirements of this Standard. In addition, terms used throughout the Standard have been included in the [Glossary](#).

Who should use this Standard?

6. This Standard applies to NFP entities that are eligible, and elect, to apply this Standard.
7. NFP entities should first consider whether they are subject to any statutory requirements to report in accordance with accounting standards issued by the XRB and whether the legislation permits the use of this Standard (referred to in legislation as a non-GAAP Standard due to being cash-based).¹
8. For example, the Charities Act 2005 requires registered charities to prepare annual financial statements in accordance with generally accepted accounting practice (GAAP), or in accordance with a Non-GAAP Standard when additional criteria are met (refer to paragraph 10).
9. The annual reporting requirements set out in this Standard also apply to other NFP entities (which are not registered charities), which are required under applicable legislation to prepare annual financial statements in accordance with XRB Standards and are eligible to apply this Standard.
10. Registered charities can choose to report using this Standard if:
 - (a) They do not have [public accountability](#) as defined for financial reporting purposes; and
 - (b) They have [annual operating payments](#) under \$140,000.²

Please refer to the [Glossary](#) for further information on how “annual operating payments” and “public accountability” are defined for financial reporting purposes.

¹ EG A1 – [Explanatory Guide: Guide to Application of the Accounting Standards Framework](#), provides further guidance of the reporting requirements for entities that have a statutory obligation (or that elect under an enactment) to prepare general purpose financial reports in accordance with XRB standards.

² An NFP entity that controls other entities (see paragraphs 21-23) must also take into account the operating payments of the entities it controls when determining its annual operating payments.

11. In addition, an NFP entity is only permitted to use this Standard if it considered to be a public benefit entity (PBE) for financial reporting purposes. PBEs are defined as “*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 holder*”
12. Generally, most (but not all) NFP entities are considered to be PBEs for reporting purposes.
13. [XRB A1 Application of the Accounting Standards Framework](#) provides further information on how to work out if a reporting entity is eligible to apply this Standard.

The parts of the Tier 4 Performance Report

14. The Performance Report is required to include the following parts:
 - (a) **Entity Information**, which explains who the entity is and why it exists;
 - (b) A **Statement of Service Performance**, which explains what the entity is seeking to achieve over the medium to long term (i.e. its objectives), and the significant activities the entity has undertaken during the financial year to achieve these objectives;
 - (c) A **Statement of Cash Received and Cash Paid** for the financial year; and
 - (d) **Notes** to provide other useful information.

Reduced reporting requirements for smaller Tier 4 entities

15. In developing the Tier 4 (NFP) Standard, the XRB recognised that smaller Tier 4 NFP entities often have fewer resources and accounting expertise available within their organisation to help the NFP entity to satisfy its annual reporting obligations. To reduce the reporting burden for these smaller entities, this Standard includes reduced reporting requirements, which a small Tier 4 NFP entity may elect to use.
16. A small Tier 4 NFP entity is defined as an entity:
 - (a) That is eligible to report using this Standard; and
 - (b) Has total annual payments less than \$10,000 for the current and previous financial year.
17. ‘Total annual payments’ is defined as the total of all cash outflows for the year. Total annual payments encompass all cash outflows, including those related to operating , capital (i.e. asset purchases), and financing activities (i.e. repayment of borrowings). It includes any amount paid directly from an entity’s bank account or by cash on hand to an external party.
18. A small Tier 4 NFP entity that elects to apply the reduced reporting requirements is not required to comply with the reporting requirements in this Standard that are marked with a square cross symbol ☒.

General Requirements

Period of reporting

19. The Performance Report is usually prepared for a twelve-month period that ends on the entity's "balance date" (commonly referred to as an entity's "year-end").³ This is an entity's "financial year". The financial components of the Performance Report provide information about the cash received and the cash paid during the financial year.

Reporting entity

20. The Performance Report should include information on all the entity's activities, including any branches or other operating units. This is done by collating information from all the entity branches and operating units and excluding any internal transactions between these branches/units, so that the Performance Report treats the organisation as one reporting entity.

Accounting for controlled entities

21. Where a reporting entity controls⁴ one or more entities and the total combined operating payments⁵ of the reporting entity and all its controlled entities are less than the legislative size threshold which permits the use of this Standard (i.e. for charities annual operating payments of \$140,000), a reporting entity that elects to use this Standard is required to prepare a consolidated Performance Report.
22. Where the combined total operating payments exceed the legislative size threshold which permits the use of this Standard, the reporting entity cannot apply this Standard and is required to apply the tier criteria in [XRB A1](#) to determine the appropriate tier for reporting.
23. A consolidated Performance Report involves presenting the information required by this Standard for all the entities that are controlled (including the controlling entity) as if the group of entities were one reporting entity.

The Performance Report

Required Information

- | |
|--|
| <ol style="list-style-type: none">24. The following information should be included at the top of each page of the Performance Report:<ol style="list-style-type: none">(a) The name of the reporting entity; and(b) The financial year for which the Performance Report covers. |
|--|
25. This Standard sets out the minimum information to be included in the Performance Reporting when reporting in accordance with Tier 4 (NFP) reporting requirements. Additional information should be included if the entity considers this would be useful to provide the reader with a full understanding of the entity's performance for the financial year.

³ The Performance Report may be prepared for a part year, but this is unusual and occurs only when an entity is first established or ceases to exist during a year, or changes its balance date

⁴ [Explanatory Guide A9 Financial Reporting by Not-for-profit Entities: Identifying Relationships for Financial Reporting Purposes](#) provides guidance for not-for-profit entities in determining whether they have control over another entity.

⁵ The combined operating payments of the entity and all its controlled entities excludes any payments between the entity and the controlled entities and/or between the controlled entities.

26. Monetary amounts reported in the Performance Report should be reported in amounts rounded to the nearest dollar (i.e. the rounding of any cents). All amounts shall be reported in New Zealand dollars unless the entity's main bank account is denominated in a foreign currency.

Comparatives

27. Comparative information for the previous financial year should be included for each balance or transaction and performance measure included in the Performance Report.
28. Budgets, or other forecast information, are not required to be included in the Performance Report.

Accounting for GST

29. Generally, the Performance Report should be prepared by reporting cash received and cash paid on a GST inclusive basis (i.e. the total amount of a transaction including any GST) because this will match the cash transaction recorded in the entity's bank account(s). The total balance of GST paid or refunded by the IRD for the financial year should be reported separately in the Statement of Cash Received and Cash Paid.
30. A reporting entity may choose to report on a GST exclusive basis so long as a consistent approach is taken.

Consistency of presentation

31. The way an entity chooses to present information in the Performance Report should be consistent from one financial year to the next unless the entity's operations have significantly changed, or a different format is considered to be more useful to the readers.
32. Any changes to the presentation of information, shall also require similar changes to the presentation of comparative amounts, unless it is impracticable to do so.

No offsetting amounts

33. Cash received and cash paid should not be netted off against each other, even if these relate to a similar activity (except for GST paid or refunded in the financial year). For example, the net proceeds from a school fair should not be reported as one balance. Instead, the Statement of Cash Received and Cash Paid should report separate amounts for the total cash received and the total cash paid for running the fair.

Prior period errors

34. Significant errors identified that relate to prior financial years should be disclosed in the notes in the financial year in which the errors were identified. There is no requirement to restate prior year figures. An example of a significant error would include the reporting of an incorrect bank balance (refer to paragraph 98).

Signing the Performance Report

35. It is important that users can determine who authorised the Performance Report and when it was authorised, as the Performance Report does not reflect any events after this date. The Performance Report is authorised when it is signed and dated by the body or individuals with the authority to do so (generally those charged with governance).

Required Information

36. The Performance Report should include the date the Performance Report was approved, who gave that authorisation, and the relevant signature(s).

The Tier 4 Performance Report

Section 1: Entity Information

Purpose

37. The purpose of the Entity Information section is to provide general information about the entity.

Required Information

38. The following information should be included:

- (a) the entity's name (including any trading names),
- (b) the type of entity or its legal form;
- (c) the entity structure (i.e. whether it includes separate operating units, divisions or branches); and
- (d) the names of any entities controlled by the reporting entity for financial reporting purposes.

39. The information required by paragraph 38 can be incorporated by cross-referencing from the Performance Report to other statements or reports (e.g. an annual return submitted to a regulator) that is prepared at the same time as the Performance Report and is made publicly available.

Section 2: Statement of Service Performance

Purpose

40. The purpose of the Statement of Service Performance is to provide information to help users understand what the entity did during the financial year to achieve its broader aims and objectives.

Required Information

41. The Statement of Service Performance should provide information about:

- (a) What the entity is aiming to achieve over the medium to long term (i.e. its objectives, which should be aligned with the entity's purpose, mission, or vision);
- (b) The significant activities the entity has undertaken during the financial year to advance its objectives. To meet this requirement, the entity shall:
 - (i) describe significant activities undertaken during the financial year; and
 - (ii) quantify to the extent practicable the significant activities undertaken during the financial year.

42. The information required by paragraph 41(a) can be provided by cross-referencing from the Performance Report to other publicly available reports that provide an overview of the entity's broader aims and objectives.

43. In meeting the requirements of paragraph 41(b), a small Tier 4 NFP entity is not required to quantify the activities undertaken during the financial year. Instead, the entity is only required to provide a general description of significant activities undertaken during the financial year .

44. In selecting the information to report in the Statement of Service Performance, the entity should consider the information needed to give the reader an overall understanding about what the entity is seeking to achieve over the medium to long term and the significant activities undertaken by the entity during the financial year.
45. The Statement of Service Performance is required to provide information about the activities undertaken that are significant to the performance of the entity. It is not expected to include a detailed account of everything the entity has done in the financial year.
46. A reporting entity may choose how to report the information provided in the Statement of Service Performance in whichever format is most helpful to the reader's understanding of the reporting entity's activities. For example, an entity may choose to present information using:
 - (a) a numerical format
 - (b) graphs;
 - (c) tables;
 - (d) narrative descriptions; or
 - (e) images or infographics showing the entity's activities and achievements during the financial year.

The Tier 4 (NFP) Reporting Template provides a simple example an entity may choose to use based on a numerical format.

Section 3: Statement of Cash Received and Cash Paid

Purpose

47. The purpose of the Statement of Cash Received and Cash Paid is to report all the cash received, and paid by the entity during the financial year (i.e. through transactions processed via the entity's bank account(s) and/or any direct cash transactions).
48. The Statement of Cash Received and Cash Paid should group transactions into two main headings – operating activities and other activities – and into the applicable line items as shown in Table 1 on the next page.

Required Information

49. The Statement of Cash Received and Cash Paid should be presented using the **applicable** line items as shown in [Table 1](#) below.
50. The Statement of Cash Received and Cash Paid should include additional information when required to help the readers understand:
 - (a) the source and amount of cash received (funding) in the financial year; and
 - (b) the nature and amount of cash paid (costs) in the financial year.

Table 1: Statement of Cash Received and Cash Paid	Previous financial year	Current financial year
	\$	\$
Opening balance in bank account(s) — at the start of the financial year (refer to paragraph 51)		
Plus cash received from operating activities		
Donations, koha, bequests, and other fundraising		
Grants received		
Funding from service delivery grants/contracts		
Membership fees or subscriptions		
Sale of goods or services (commercial activities)		
Interest or dividends received		
Other cash received		
Total		
Less cash paid for operating activities		
Fundraising costs		
Employee remuneration		
Volunteer and other employee costs		
Costs related to sale of goods or services (commercial activities)		
Other costs related to delivery of entity objectives		
Grants and donations paid		
Other cash paid		
Total		
Total GST paid or refunded in the financial year ⁶		
Cash surplus or (deficit) from operating activities		
Plus cash received from other activities		
Sale of investments		
Sale of other assets		
Advance of loans and borrowings		
Total		
Less cash paid for other activities		
Purchase of investments		
Purchase of other assets		
Repayment of loans and borrowings		
Total		
Cash surplus or (deficit) from other activities		

⁶ If the Performance Report is prepared on a GST inclusive basis.

Income tax paid or refunded (if applicable)		
Increase or (decrease) in cash for the financial year		
Closing balance in bank account(s) — at the end of the financial year		
Represented by:		
Closing balance of bank account(s)		
Balance invested in term deposit(s)		
Cash on hand		
Total cash balances held		

Guidance

51. The opening and closing balance in **bank account(s)** should include all bank account balances (cheque or savings accounts), any term deposit balances held, and any undeposited cash held on hand. The balance would also include any bank account balances in overdraft.
52. **Cash received** should include all transactions that increase the reporting entity's bank account(s) balance during the financial year, including any undeposited cash held at the end of the financial year.
53. **Cash paid** should include all transactions that resulted in a decrease in the entity's bank account(s) balance during the financial year, including any payments made directly from cash held on hand.
54. Transfers between bank accounts and/or term deposits held by the entity should not be recorded in the Statement of Cash Received and Cash Paid because this does not change the total balance of cash held by the entity.
55. **Operating activities** are the day-to-day activities of the reporting entity and include all transactions that are not classified as other activities.
56. **Other activities** include:
 - (a) cash paid to purchase investments or cash received from the sale of investments (investments may include such things as shares or government bonds);
 - (b) cash paid to purchase other assets or cash received from the sale of other assets. Other assets include items of property, plant, or equipment with an expected life greater than twelve months (such as computer equipment) which is owned by the entity and used to support the delivery of its objectives; and
 - (c) cash received from advances of loans or borrowings and cash paid to repay loans or borrowings (loans and borrowings include any cash owing to an external party as a result of a financing arrangement).
57. If there is difficulty determining whether a transaction relates to operating activities or other activities, the reporting entity shall include the transaction in 'other cash received/paid' under operating activities. If the balance in 'other cash received/paid' is significant, additional note disclosure is encouraged to describe the transaction(s) being allocated to this line item.

Other considerations

58. Headings (such as 'cash received from other activities' or 'cash paid for other activities') do not need to be included in the Statement of Cash Received and Cash Paid if the reporting entity does not have any line items that relate to this category in the current or previous financial year.
59. Individual line items (for example, 'purchase of other assets' or 'proceeds from sale of other assets') do not need to be reported in the Statement of Cash Received or Cash Paid if the reporting entity does not have any transactions that relate to these line items in the current or previous financial year.
60. The operating and other activity headings should be retained and not renamed in the Statement of Cash Received or Cash paid when these are applicable. However, the reporting entity can use different wording for the line items if these are more appropriate for their activities.
61. Additional headings and line items may be included to help the readers of the Performance Report better understand the cash received and the cash paid in the financial year. Further breakdowns can be provided in the notes, although this is not required. For example, an entity may include a summary list of contributions from major donors and grant providers in the notes, if the entity considers this would be useful to the readers of the Performance Report.

Section 4: Notes

Purpose

62. The purpose of the notes to the Performance Report is to provide additional information that is relevant to the reader's understanding of the entity's performance for the financial year.

Accounting policies

Required Information

Basis of Preparation

63. The notes should include the following information about the basis for preparing the Performance Report:
 - (a) The entity has prepared the Performance Report in accordance with the Tier 4 (NFP) Standard issued by the External Reporting Board (XRB);
 - (b) The entity is permitted by its governing legislation to apply the Tier 4 (NFP) Standard in meeting its statutory reporting requirements, and has elected to do so; and
 - (c) All transactions included in the Statement of Cash Received and Cash Paid and related notes to the Performance Report have been reported on a cash basis.

64. Example note disclosure:

Basis of preparation — Tier 4 NFP Entity

ABC Charity is permitted by law to apply the Tier 4 (NFP) Standard issued by the External Reporting Board (XRB) and the Charity has elected to use the Standard. All transactions included in the Statement of Cash Received and Cash Paid and related notes to the Performance Report have been reported on a cash basis.

Basis of preparation — Small Tier 4 NFP Entity

ABC Charity is permitted by law to apply the Tier 4 (NFP) Standard issued by the External Reporting Board (XRB) and the Board has elected to apply the reduced Tier 4 reporting requirements available for small Tier 4 NFP entities. All transactions included in the Statement of Cash Received and Cash Paid and related notes to the Performance Report have been reported on a cash basis.

GST

Required Information

Goods and Services Tax (GST)

65. The notes should include information about whether:
- (a) the entity is registered for GST; and
 - (b) the Performance Report is prepared on a GST inclusive or GST exclusive basis.

66. Example note disclosure:

GST

All amounts recorded in the Performance Report are inclusive of GST (if any). The entity is GST registered and any GST payable or refunded by the IRD is recognised when paid or when a refund is received.

Or

All amounts recorded in the Performance Report are exclusive of GST (if any). The entity is GST registered and any GST payable or refunded by the IRD is recognised when paid or when a refund is received.

Or

The entity is not registered for GST and all amounts are recorded inclusive of GST (if any).

Significant assets

67. The purpose of this note is to provide information about any significant assets owned by the reporting entity. These assets may have been purchased or donated. The note is not expected to list all assets owned by the entity, just those assets that would be considered significant to the readers of the Performance Report.
68. The assessment of significance will at times require judgement and should be based on the consideration of the information that readers of the Performance Report will find useful when assessing the entity's ability to continue advancing its future NFP objectives.⁷
69. The total balance of bank accounts held at the end of the financial year is one type of asset. As bank accounts are already reported in the Statement of Cash Receipts and Payments, this note is focused instead on providing information about any other significant assets an entity owns.

⁷ The assessment of significance requires judgement and will be based on several factors including the monetary value of the asset, the entity's ability to replace the asset, and whether the entity could continue operating without the asset. For example, the entity may hold items such as furniture or office equipment, but in many cases due to their low value and short useful lives these will not be considered significant.

70. Significant assets held by the entity may include:
- (a) Physical assets owned by the entity that are available for use over future financial years, for example land and buildings, computers, or vehicles; and
 - (b) Investments, such as for example shares, bonds, or units in managed funds.

Required information	
71.	The notes should include information that describes the significant assets held at the end of the financial year.
72.	For each significant type of asset owned, the reporting entity should include, if easily available, either: <ul style="list-style-type: none"> (a) the amount paid to purchase the asset; <input checked="" type="checkbox"/> or (b) the asset's current value (i.e. an estimate of the asset's replacement cost, rateable value, or market value), particularly if the asset was donated and the cost of the asset is unknown. <input checked="" type="checkbox"/>
73.	Where an estimated value is provided the source of this estimate should be disclosed. <input checked="" type="checkbox"/>
74.	Table 2 below provides an example disclosure. A reporting entity is not required to provide information about all assets owned, just those that are considered significant.

Table 2: Example Note — Significant assets	Previous financial year	Current financial year
Significant amounts owed to the entity by external parties		
Land and buildings		
Investments (shares, bonds, units in managed funds)		
Other significant assets		

75. The note is not intended to list all assets owned by the reporting entity, as this would not be practical when recording transactions on a cash basis. For a reporting entity that wishes to fully account and report all assets owned, it is recommended that they use the Tier 3 (NFP) Standard.
76. A small Tier 4 NFP entity is only required to provide a description of significant assets owned and is not required to provide any information about the monetary value of these assets.

Significant liabilities

77. The purpose of this note is to provide information about any significant liabilities, being amounts which the reporting entity owes to external parties (where the settlement of the liability cannot be avoided – i.e. the external party can enforce repayment).
78. Liabilities are obligations to transfer cash to individuals or other organisations at a future date, as well as any significant funds the entity is holding on behalf of others (i.e. cash received by the reporting entity that belongs to another party).
79. The note is not expected to list all amounts owed by the reporting entity, just those liabilities that would be considered significant to readers of the Performance Report.

80. The assessment of significance will at times require judgement and should be based on consideration of the information that readers of the Performance Report will find useful when assessing the entity's ability to continue operating in the future.

Required information

81. The notes should include information about any significant liabilities held at the end of the financial year.
82. **Table 3** below provides an example note disclosure. A reporting entity is not required to provide information about all liabilities owed, just those that are considered significant.
83. For each significant amount owed to an external party, the reporting entity should include the amount expected to be paid in the future period to fully settle the liability.

Table 3: Example Note — Significant liabilities	Previous financial year	Current financial year
Loans and other borrowings		
Other significant amounts owed to external parties		
Money held on behalf of others		

84. The information in Table 3 is not intended to list all the reporting entity's liabilities, as this would not be practical when recording transactions on a cash basis. For an entity that wishes to fully account and report all amounts owing to external parties, it is recommended that they use the Tier 3 (NFP) Standard.

Grants or donations received with expectations over use

85. The purpose of this note is to provide readers with information about any significant grants or donations received for which expectations over their use have not been met at the end of the financial year.

Required Information ☒

86. If the reporting entity has received any significant grants or donations with an expectation that the funds received will be used for a specific purpose or in a particular way, and those expectations have not been fully met at the end of the financial year, it should report information about:
- (a) The amount of significant grants or donations received which are expected to be used in future financial years (i.e. the balance of grants or donations which have not been spent at the balance date); ☒ and
 - (b) The nature of the expectations and conditions over future use of the funds received, including whether the grant/donation provider can require the unspent funding to be returned. ☒

Related Party Transactions

87. The purpose of this note is to provide readers with information about any significant related party transactions that have occurred in the financial year.
88. The reporting of related party transactions provides important information to readers of the Performance Report because:
- (a) Related party relationships can influence how an entity operates; and
 - (b) Related party relationships might expose an entity to risks, or provide opportunities, that would not have otherwise existed because related parties may enter into transactions on different terms and conditions than would normally be available to unrelated parties.
89. A related party transaction is a transfer of money, goods, or services between a reporting entity and a related party.
90. Related parties include:
- (a) Other entities that control, or are controlled by, the reporting entity;
 - (b) Associates (i.e. entities over which the reporting entity has significant influence);⁸
 - (c) Individuals that have significant influence over the decisions of the reporting entity (such as officeholders, committee members, or others that are involved in the strategic management of the entity – this could include individuals who are employees or volunteers);
 - (d) Individuals or other entities that have significant influence over the reporting entity; and
 - (e) Close family members of those individuals described in (c) and (d) above (such as a partner, child, partner’s child, dependents or a partner’s dependents).

Required information

91. The notes should include information about any significant transactions with related parties that have occurred during the financial year.
92. The notes shall include for each significant related party transaction:
- (a) A description of the related party relationship;
 - (b) A description of the transaction (e.g. the services provided by the related party);
 - (c) The total amount paid to (or received from) the related party during the financial year; and
 - (d) The balance of any significant amounts owed to (or owing from) a related party at the end of the financial year (including any amounts loaned).
93. Examples of related party transactions that would be disclosed are:
- (a) the sale of a significant asset (such as a building or vehicle) to the spouse of a board member;
 - (b) the provision of free services to the child of the board chair;
 - (c) loaning cash at below market rates to a related party; and

⁸ [Explanatory Guide A9 Financial Reporting by Not-for-profit Entities: Identifying Relationships for Financial Reporting Purposes](#) provides guidance for not-for-profit entities in determining whether they have significant influence over another entity.

- (d) a member of the board/trust providing professional services (e.g. accounting or legal services) to the entity at no cost.

Events after the financial year

94. Events after the financial year are those significant events, both favourable and unfavourable, that occur between the end of the financial year and the date when the Performance Report is signed as approved by the governing body.

Required information

95. An entity should report the following for each significant event after the financial year:
- (a) The nature of the event;
 - (b) An estimate of any associated cash expected to be received, or cash paid; and
 - (c) How, if at all, the event is likely to affect the entity's ability to continue operating over the subsequent 12 months.

96. An example of an event requiring disclosure is a fire that destroys the premises of an NFP entity a week after the end of the financial year. The notes to the Performance Report would report the fact that the fire occurred, the extent of the damage, the extent to which the damage is covered by insurance, and the likely impact on the charity's ability to continue operating over the short and long term.

Additional Information

Required information

97. The notes should include any additional information considered necessary for readers to understand the overall performance of the entity.

Correcting Errors

Required information

98. The notes should include information about any significant errors relating to past financial years that have been corrected in the current Performance Report. The note shall state what the error was, how the error arose, and how the error has been corrected in the current financial year.

Glossary

This Glossary contains terms used in this Standard.

Annual operating payments	<p>Means the total amount of any payments (including grant payments, other than a capital payment), made by the entity during the financial year.</p> <p>A capital payment is a payment during the financial year for the purchase of a resource (commonly referred to as an asset) with an expected life greater than twelve months.</p>
Assets	<p>Assets are resources owned by the entity at the balance date that will be used in future financial years to help satisfy the entity's objectives.</p>
Balance date	<p>The date to which the Performance Report is prepared. It is usually an end of month date, for example, 31 March 202X.</p>
Cash paid	<p>Payments comprise all money paid during the financial year by cash, cheque, bank transfer, or other method. Payments can be either operating payments (relating to day-to-day activities) or related to the purchase of assets or the repayment of borrowings.</p>
Cash received	<p>Cash received comprise all money received during the financial year. This includes all funds deposited into the entity's bank accounts, as well as cash received during the financial year but not yet deposited in the entity's bank accounts. Most cash received will relate to the normal operating activities of the entity (for example, cash received from a fundraising event). However, some cash received might result from other transactions, such as receipts from the sale of assets or proceeds from borrowings).</p>
Effective date	<p>The date by which this Standard must be applied by a Tier 4 NFP entity that has chosen (and is permitted) to use this Standard to satisfy its statutory annual reporting requirements.</p>
Entity	<p>An organisation may take any of a number of forms, including but not limited to, registered charity, company, incorporated association, unincorporated association, or trust. Depending on organisational structure, this may be a legal entity, a unit within a wider organisation, or it may comprise one or more units.</p>
Financial information	<p>The information provided in the Statement of Cash Received and Cash Paid, and related information provided in the notes.</p>
Financial year	<p>A twelve month period ending on the reporting entity's balance date.</p>
Investments	<p>Any other financial asset held by the entity in addition to money held in bank accounts or term deposits. This would include investments in fixed interest bonds or shares.</p>
Loans and borrowings	<p>Funds owing to an external party as a result of a financing arrangement (such as funds owing to a bank or finance company).</p>
Performance Report	<p>Information that collectively tells the story of the reporting entity over the financial year. This includes the Entity Information, Statement of Service Performance, Statement of Cash Received and Cash Paid, and notes to the Performance Report.</p>
Public accountability	<p>While NFP entities are generally considered to be publicly accountable, "public accountability" has a specific meaning in the accounting standards issued by the XRB.</p> <p>Entities are considered to have public accountability for financial reporting purposes when they have issued debt or equity instruments</p>

through a public offering or their main activity is holding cash or other assets on behalf of others (e.g. a superannuation scheme).

The full definition of “Public Accountability” is included in [XRB A1](#).

Public benefit entity (PBE)	A reporting entity whose primary objective is to provide goods or services for community or social benefit and where any equity has been provided to support that primary objective rather than for a financial return to equity holders.
Public Sector PBE	Public sector PBEs are PBEs that are public entities as defined in the Public Audit Act 2001, and all Offices of Parliament.
Non-financial information	References to non-financial information refers to the information provided in an entity’s Statement of Service Performance
Not-for-profit (NFP) Entity	NFP entities are PBEs (defined above) that are not public sector PBEs.
Related party	People or entities that have significant influence over the entity, such as officeholders, committee members, or others that are involved in the strategic management of the entity (whether employed or volunteer) and close members of their families.
Reporting entity	An entity preparing a Performance Report in accordance with this Standard. In the New Zealand reporting environment, it is an organisation that is required by law, or elects to apply, accounting standards issued by the External Reporting Board (XRB) or the New Zealand Accounting Standards Board of the XRB. To apply this Standard, the entity is required to be a not-for-profit entity.
Significant	An item is significant if disclosure of the particular item, whether financial or non-financial, could influence a reader’s understanding of the entity’s overall performance.
Statement of cash received and cash paid	A summary of all the cash received, and all the cash paid out, by the entity during the financial year.
Statement of Service Performance	A statement that provides information to help users understand what the entity did during the financial year to achieve its broader aims and objectives. These are particularly useful in the not-for-profit sector when the focus is on achieving objectives relating to community or social benefit, rather than making a profit.



REPORTING REQUIREMENTS FOR TIER 4 PUBLIC SECTOR ENTITIES

TIER 4 (PS) STANDARD

This Standard sets out the annual reporting requirements for public sector (PS) entities who are permitted to prepare annual performance reports (also known as financial statements) in accordance with Tier 4 reporting requirements as issued by the XRB.

The Standard provides for simple format cash-based reporting requirements. Under the Tier 4 (PS) Standard, an entity is required to report the cash received and cash paid during the financial year (i.e. the transactions recorded in an entity's bank account(s)).

The Standard also requires an entity to report information about its broad objectives and the significant activities the entity has undertaken during the financial year to achieve these objectives.

Additional guidance material

For additional resources on applying this Standard to the preparation of Tier 4 Performance Reports, please refer to guidance material available on the XRB [website](#), including an optional Tier 4 Reporting Template and accompanying Explanatory Guide.

Opting up to a higher tier of reporting

For entities that want to report all the assets owned and all the liabilities owed by the reporting entity using a traditional balance sheet, we recommend using the [Tier 3 \(PS\) Standard](#) which provides simple format accruals-based reporting requirements.

Effective Date

The Tier 4 (PS) Standard was first issued in December 2013 and this version incorporates all amendments up until **xx**.

This Standard is effective for financial years beginning on or after 1 April **XXXX**. Earlier application is permitted, and the Standard is therefore available for Tier 4 PS entities to use from **xx**.

This Standard was issued by the New Zealand Accounting Standards Board of the XRB pursuant to section 12(a) of the Financial Reporting Act 2013. It is a non-GAAP Standard for the purposes of section 12 and section 18 of that Act.

This Standard applies for the purposes of the following enactments:

- Section 29A of the Burial and Cremation Act 1964;
- Section 6 of the Maori Purposes Fund Act 1934-35;
- Section 40A of the Patriotic and Canteen Funds Act 1947;
- Section 39B and section 88 of the Reserves Act 1977; and
- Section 10 of the Reserves and Other Lands Disposal Act 1995.

This Standard is a disallowable instrument for the purposes of the Legislation Act 2019.

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ISBN

TIER 4 (PS) STANDARD

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Links to additional information on XRB website:

- [Transitional Provisions](#)
- [History of Amendments](#)
- [Basis for Conclusions](#)

Introduction

1. This Standard sets out the information that is required to be included in the annual Performance Report (sometimes referred to as financial statements) of public sector (PS) entities that are eligible, and elect, to apply the Tier 4 (PS) Standard to meet their statutory reporting requirements.
2. The Standard is typically used by PS entities with annual operating payments under \$140,000.
3. This Standard requires entities to provide cash-based financial information (referred to as the “Statement of Cash Received and Cash Paid”) and information about what the entity has done during the financial year (referred to as the “Statement of Service Performance”). These statements, and the accompanying notes, are collectively known as the “Performance Report”.
4. The Performance Report aims to provide its readers (such as those charged with governance, other public sector officials, and other general purpose users) with useful and relevant information about an entity’s performance (in financial and non-financial terms) for the financial year and its ability to continue operating in the future.
5. Optional [reporting templates](#) and [guidance material](#) have also been developed to help the reporting entity to meet the requirements of this Standard. In addition, terms used throughout the Standard have been included in the [Glossary](#).

Who should use this Standard?

6. This Standard applies to eligible public sector public benefit entities (PBEs), and elect, to apply this Standard.
7. Public sector entities are defined in the Public Audit Act 2001 and include all Offices of Parliament.
8. PBEs are defined by XRB A1 as “*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 holder*”.
9. Public sector entities should first consider whether they are subject to any statutory requirements to report in accordance with accounting standards issued by the XRB and whether the legislation permits the use of this Standard (referred to in legislation as a non-GAAP Standard).¹ Public Sector entities may also want to seek advice from central Government agencies to confirm their annual reporting obligations.
10. A public sector PBE may elect to report in accordance with this standard if it is permitted by an Act to report in accordance with a non-GAAP standard (i.e., the cash basis of accounting).
11. Public sector PBEs are typically permitted by an Act to use this Standard if:
 - (a) They do not have [public accountability](#) (as defined by XRB A1); and
 - (b) They have annual [operating payments](#) under \$140,000.²

¹ EG A1 – [Explanatory Guide: Guide to Application of the Accounting Standards Framework](#), provides further guidance of the reporting requirements for entities that have a statutory obligation (or that elect under an enactment) to prepare general purpose financial reports in accordance with XRB standards.

² A public sector entity that controls other entities (see paragraphs 21-23) must also take into account the operating payments of the entities it controls when determining its annual operating payments.

Please refer to the [Glossary](#) for further information on how “annual operating payments” and “public accountability” are defined for financial reporting purposes.

12. [XRB A1 Application of the Accounting Standards Framework](#) provides further information on how to work out if a reporting entity is eligible to apply this Standard.

The Tier 4 Performance Report

13. The Performance Report is required to include the following parts:
 - (a) **Entity Information**, which explains who the entity is and why it exists;
 - (b) A **Statement of Cash Received and Cash Paid** for the financial year; and
 - (c) **Notes** to provide other useful information.
14. In addition, a **Statement of Service Performance**, which explains the significant activities the entity has undertaken during the financial year to achieve its medium to long term objectives, is also required where such a statement is required by law (regardless of the name by which the statement is called). This statement is optional for other Tier 4 PS entities.

Reduced reporting requirements for smaller Tier 4 entities

15. In developing the Tier 4 (PS) Standard the XRB recognised that smaller Tier 4 PS entities often have fewer resources and accounting expertise available within their organisation to help the PS entity to satisfy its annual reporting obligations. To reduce the reporting burden for these smaller entities, this Standard includes reduced reporting requirements, which a small Tier 4 PS entity may elect to use.
16. A small Tier 4 PS entity is defined as an entity:
 - (a) That is eligible to report using this Standard; and
 - (b) Has total annual payments less than \$10,000 for the current and previous financial year.
17. ‘Total annual payments’ is defined as the total of all cash outflows for the year. Total annual payments encompass all cash outflows, including those related to operating , capital (i.e. asset purchases), and financing activities (i.e. repayment of borrowings). It includes any amount paid directly from an entity’s bank account or by cash on hand to an external party.
18. A small Tier 4 PS entity that elects to apply the reduced reporting requirements is not required to comply with the reporting requirements in this Standard that are marked with a square cross symbol ☒.

General Requirements

Period of reporting

19. The Performance Report is usually prepared for a twelve-month period that ends on the entity's "balance date" (commonly referred to as an entity's "year-end")³. This is an entity's "financial year". The financial components of the Performance Report provide information about the cash received and the cash paid during the financial year.

Reporting entity

20. The Performance Report should include information on all the entity's activities, including any branches or other operating units. This is done by collating information from all the entity branches and operating units and excluding any internal transactions between these branches/units, so that the Performance Report treats the organisation as one reporting entity.

Accounting for controlled entities

21. When a reporting entity controls⁴ one or more entities and the total combined operating payments⁵ of the entity and all its controlled entities are less than the legislative size threshold which permits the use of this Standard, a reporting entity that elects to use this Standard is required to prepare a consolidated Performance Report.
22. Where the combined total operating payments exceed the legislative size threshold which permits the use of this Standard, the reporting entity cannot apply this Standard and is required to apply the tier criteria in [XRB A1](#) to determine the appropriate tier for reporting.
23. A consolidated Performance Report involves presenting the information required by this Standard for all the entities that are controlled (including the controlling entity) as if the group of entities was one reporting entity.

The Tier 4 Performance Report

Required Information

24. The following information should be included at the top of each page of the Performance Report:
 - (a) The name of the reporting entity; and
 - (b) The financial year for which the Performance Report covers.
25. This Standard sets out the minimum information to be included in the Performance Report when reporting in accordance with Tier 4 (PS) reporting requirements. Additional information should be included if the entity considers this would be useful to provide the reader with a full understanding of the entity's performance for the financial year.
26. Any monetary amounts reported in the Performance Report should be reported in amounts rounded to the nearest dollar (i.e. the rounding of any cents). All amounts shall be reported in New Zealand dollars, unless the entity's main bank account is denominated in a foreign currency.

³ The Performance Report may be prepared for a part year, but this is unusual and occurs only when an entity is first established or ceases to exist during a year, or changes its balance date

⁴ [Explanatory Guide A9 Financial Reporting by Not-for-profit Entities: Identifying Relationships for Financial Reporting Purposes](#) provides guidance for not-for-profit entities in determining whether they have control over another entity. A public sector entity may also use Explanatory Guide A9 for this purpose.

⁵ The combined operating payments of the entity and all its controlled entities excludes any payments between the entity and the controlled entities and/or between the controlled entities.

Comparatives

27. Comparative information for the previous financial year should be included for each balance or transaction and performance measure included in the Performance Report.
28. Budgets, or other forecast information, are not required to be included in the Performance Report.

Accounting for GST

29. Generally, the Performance Report should be prepared by reporting cash received and cash paid on a GST inclusive basis (i.e. the total amount of a transaction including any GST) because this will match the cash transaction recorded in the entity's bank account. The total balance of GST paid or refunded by the IRD for the financial year should be reported separately in the Statement of Cash Received and Cash Paid.
30. A reporting entity may choose to report on a GST exclusive basis so long as a consistent approach is taken.

Consistency of presentation

31. The way an entity chooses to present information in the Performance Report should be consistent from one financial year to the next unless the entity's operations have significantly changed, or a different format is considered to be more useful to the readers.
32. Any changes to the presentation of information, shall also require similar changes to the presentation of comparative amounts, unless it is impracticable to do so.

No offsetting amounts

33. Cash received and cash paid should not be netted off against each other, even if these relate to a similar activity (except for GST paid or refunded in the financial year). For example, the net proceeds from a school fair should not be reported as one balance. Instead, the Statement of Cash Received and Cash Paid should include separate amounts for the total cash received and the total cash paid for running the fair.

Prior period errors

34. Significant errors identified that relate to prior financial years should be disclosed in the notes in the financial year in which the errors were identified. There is no requirement to restate prior year figures. An example of a significant error would include the reporting of the incorrect bank balance (refer to paragraph 97).

Signing the Performance Report

35. It is important that users can determine who authorised the Performance Report and when it was authorised, as the Performance Report does not reflect any events after this date. The Performance Report is authorised when it is signed and dated by the body or individuals with the authority to do so (generally those charged with governance).

Required Information

36. Entities should include in the Performance Report the date the Performance Report was approved, who gave that authorisation, and the relevant signature(s).

The Tier 4 Performance Report

Section 1: Entity Information

Purpose

37. The purpose of the Entity Information section is to provide general information about the entity.

Required Information

38. The following information should be included:

- (a) the entity's name (including any trading names);
- (b) The type of entity or its legal form;
- (c) the entity structure (i.e. whether it includes separate operating units, divisions or branches); and
- (d) the names of any entities controlled by the reporting entity for financial reporting purposes.

39. The information required by paragraph 38 can be incorporated by cross-referencing from the Performance Report to other statements or reports (e.g. the annual report) that are prepared at the same time as the Performance Report and are made publicly available.

Section 2: Statement of Service Performance

Requirement to complete a Statement of Service Performance

40. A Tier 4 PS entity is required to comply with this section only when its governing legislation requires reporting on service performance. This section is optional for all other Tier 4 PS entities.

Purpose

41. The purpose of the Statement of Service Performance is to provide information to help users understand what the entity did during the financial year to achieve its broader aims and objectives.

Required Information

42. When a Tier 4 PS entity is required to present a Statement of Service Performance (or chooses to present such a statement) it should provide information about:

- (a) what the entity is aiming to achieve over the medium to long term (i.e. its objectives, which should be aligned with the entity's purpose, mission, or vision);
- (b) The significant activities the entity has undertaken during the financial year to advance its objectives. To meet this requirement, the entity shall:
 - (i) describe significant activities undertaken during the financial year; and
 - (ii) quantify to the extent practicable the significant activities undertaken during the financial year.

41. The information required by paragraph 42(a) can be provided by cross-referencing from the Performance Report to other publicly available reports that provide an overview of the entity's broader aims and objectives.
42. In meeting the requirements of paragraph 42(b), a small Tier 4 PS entity is not required to quantify the activities undertaken during the financial year. Instead, the entity is only required to provide a general description of significant activities undertaken during the financial year .
43. In selecting the information to report in the Statement of Service Performance, the entity should consider the information needed to give the reader an overall understanding about what the entity is seeking to achieve over the medium to long term and the significant activities undertaken by the entity during the financial year.
44. The Statement of Service Performance is required to provide information about the activities undertaken that are significant to the performance of the entity. It is not expected to include a detailed account of everything the entity has done in the financial year.
45. A reporting entity may choose how to report the information provided in the Statement of Service Performance in whichever format is most helpful to the reader's understanding of the reporting entity's activities. For example, an entity may choose to present information using:
 - (a) a numerical format;
 - (b) graphs;
 - (c) tables;
 - (d) narrative descriptions; or
 - (e) images or infographics showing the entity's activities and achievements during the financial year.

The [Tier 4 Reporting Template \(PS\)](#) provides a simple example an entity may choose to use based on a numerical format.

Section 3: Statement of Cash Received and Cash Paid

Purpose

46. The purpose of the Statement of Cash Received and Cash Paid is to report all the cash received and paid by the entity during the financial year (i.e. through transactions processed via the entity's bank account(s) and/or any direct cash transactions).
47. The Statement of Cash Received and Cash Paid should group transactions into two main headings – operating activities and other activities – and into the applicable line items as shown in Table 1 on the next page.

Required Information

48. The Statement of Cash Received and Cash Paid should be presented using the **applicable** line items as shown in [Table 1](#) below.
49. The Statement of Cash Received and Cash Paid should include additional information when required to help the readers understand:
 - (a) the source and amount of cash received (funding) in the financial year; and
 - (b) the nature and amount of cash paid (costs) in the financial year.

Table 1: Statement of Cash Received and Cash Paid	Previous financial year	Current financial year
	\$	\$
Opening balance in bank account(s) — at the start of the financial year (refer to paragraph 50)		
Plus cash received from operating activities		
General funding received from central or local government		
Donations, koha, and bequests from the public		
Grants from non-government organisations		
Funding from service delivery grants/contracts		
Sale of goods or services (commercial activities)		
Interest or dividend income received		
Other cash received		
Total		
Less cash paid for operating activities		
Fundraising costs		
Employee remuneration		
Other employee costs		
Costs related to sale of goods or services (commercial activities)		
Other costs related to delivery of entity objectives		
Grants and donations paid		
Other cash paid		
Total		
Total GST paid or refunded in the financial year ⁶		
Cash surplus or (deficit) from operating activities		
Plus cash received from other activities		
Sale of investments		
Sale of other assets		
Advance of loans and borrowings		
Total		
Less cash paid for other activities		
Purchase of investments		
Purchase of other assets		
Repayment of loans and borrowings		
Total		
Cash surplus or (deficit) from other activities		
Income tax paid or refunded (if applicable)		

⁶ If the Performance Report is prepared on a GST inclusive basis.

Increase or (decrease) in cash for the financial year		
Closing balance in bank account(s) — at the end of the financial year		
Represented by:		
Closing balance of bank account(s)		
Balance invested in term deposit(s)		
Cash on hand		
Total cash balances held		

Guidance

50. The opening and closing balance in **bank account(s)** should include all bank account balances (cheque or savings accounts), any term deposit balances held, and any undeposited cash held on hand. The balance would also include any bank account balances in overdraft.
51. **Cash received** should include all transactions that increase the bank account(s) balance during the financial year, including any undeposited cash held at the end of the financial year.
52. **Cash paid** should include all transactions that resulted in a decrease in the entity's bank account(s) balance during the financial year, including any payments made directly from cash held on hand.
53. Transfers between bank accounts and/or term deposits held by the entity should not be recorded in the Statement of Cash Received and Cash Paid because this does not change the total balance of cash held by the entity.
54. **Operating activities** are the day-to-day activities of the reporting entity and include all transactions that are not classified as other activities.
55. **Other activities** include:
 - (a) cash paid to purchase investments or cash received from the sale of investments (investments may include such things as shares or government bonds);
 - (b) cash paid to purchase assets or cash received from the sale of other assets. Assets are items of property, plant, or equipment with an expected life greater than twelve months (such as computer equipment) which is owned by the entity and used to support the delivery of its objectives; and
 - (c) cash received from advances of loans or borrowings and cash paid to repay loans or borrowings (loans and borrowings include any cash owing to an external party as a result of a financing arrangement).
56. If there is difficulty determining whether a transaction relates to operating activities or other activities, the reporting entity shall include the transaction in 'other cash received/paid' under operating activities. If the balance in 'other cash received/paid' is significant, additional note disclosure is encouraged to describe the transaction(s) being allocated to this line item.

Other considerations

57. Headings (such as 'cash received from other activities' or 'cash paid for other activities') do not need to be included in the Statement of Cash Received and Cash Paid if the reporting entity does not have any line items that relate to this category in the current or previous financial year.

58. Individual line items (for example, 'purchase of other assets' or 'proceeds from sale of other assets') do not need to be reported in the Statement of Cash Received and Cash Paid if the reporting entity does not have any transactions that relate to these line items in the current or previous financial year.
59. The operating and other activity headings should be retained and not renamed in the Statement of Cash Received or Cash paid when these are applicable. However, the reporting entity can use different wording for the line items if these are more appropriate for their activities.
60. Additional headings and line items may be included to help the readers of the Performance Report better understand the cash received and the cash paid in the financial year. Further breakdowns can be provided in the notes, although this is not required.

Section 4: Notes

Purpose

61. The purpose of the notes to the Performance Report is to provide additional information that is relevant to the reader's understanding of the entity's performance for the financial year.

Accounting policies

Required Information

Basis of Preparation

62. The notes should include the following information about the basis for preparing the Performance Report:
 - (a) The entity has prepared the Performance Report in accordance with the Tier 4 (PS) Standard issued by the External Reporting Board (XRB);
 - (b) The entity is permitted by its governing legislation to apply the Tier 4 (PS) Standard in meeting its statutory reporting requirements, and has elected to do so; and
 - (c) All transactions included in the Statement of Cash Received and Cash Paid and related Notes to the Performance Report have been reported on a cash basis.

63. Example Note disclosure:

Basis of preparation

ABC Trust is permitted by law to apply the Tier 4 (PS) Standard issued by the External Reporting Board (XRB) and the Trust has elected to use the Standard. All transactions included in the Statement of Cash Received and Cash Paid and related notes to the Performance Report have been reported on a cash basis.

GST

Required Information

Goods and Services Tax (GST)

64. The notes should include information about whether:
 - (a) the entity is registered for GST; and
 - (b) the Performance Report is prepared on a GST inclusive or GST exclusive basis.

65. Example Note disclosure:

<p><u>GST</u></p> <p>All amounts recorded in the Performance Report are inclusive of GST (if any). The entity is GST registered and any GST payable or refunded by the IRD is recognised when paid or when a refund is received.</p> <p>Or</p> <p>All amounts recorded in the Performance Report are exclusive of GST (if any). The entity is GST registered and any GST payable or refunded by the IRD is recognised when paid or when a refund is received.</p> <p>Or</p> <p>The entity is not registered for GST and all amounts are recorded inclusive of GST (if any).</p>

Significant assets

66. The purpose of this note is to provide information about any significant assets owned by the reporting entity. These assets may have been purchased or donated. The note is not expected to list all assets owned by the entity, just those assets that would be considered significant to the readers of the Performance Report.
67. The assessment of significance will at times require judgement and should be based on the consideration of the information that readers of the Performance Report will find useful when assessing the entity's ability to continue advancing its future objectives.⁷
68. The total balance of bank accounts held at the end of the financial year is one type of asset. As bank accounts are already recorded in the Statement of Cash Received and Cash Paid, this note is focused instead on providing information about any other significant assets an entity owns.
69. Significant assets held by the entity may include:
- (a) Physical assets owned by the entity that are available use over future financial years, for example land and buildings, computers, or vehicles; and
 - (b) Investments, for example shares, bonds, or units in managed funds.

<p>Required information</p> <p>70. The notes should include information that describes the significant assets held at the end of the financial year.</p> <p>71. Table 2 below provides an example disclosure. A reporting entity is not required to provide information about all assets owned, just those assets that are considered significant. <input checked="" type="checkbox"/></p> <p>72. For each significant type of asset owned, the reporting entity should include, if easily available, either:</p> <ul style="list-style-type: none">(a) the amount paid to purchase the asset <input checked="" type="checkbox"/>; or

⁷ The assessment of significance requires judgement and will be based on several factors including the monetary value of the asset, the entity's ability to replace the asset, and whether the entity could continue operating without the asset. For example, the entity may hold items such as furniture or office equipment, but in many cases due to their low value and short useful lives these will not be considered significant.

- (b) the asset's current value (i.e. an estimate of the asset's replacement cost, rateable value, or market value) particularly if the asset was donated and the cost of the asset is unknown. ☒

73. Where an estimated value is provided the source of this estimate should be disclosed. ☒

Table 2: Example Note — Significant assets	Previous financial year	Current financial year
Significant amounts owed to the entity by external parties		
Land and buildings		
Investments (shares, bonds, units in managed funds)		
Other significant assets		

74. The note is not intended to list all assets owned by the reporting entity, as this would not be practical when recording transactions on a cash basis. For a reporting entity that wishes to fully account and report all assets owned, it is recommended that they use the Tier 3 (PS) Standard.

75. A small Tier 4 PS entity is only required to provide a description of significant assets owned and is not required to provide any information about the monetary value of these assets.

Significant liabilities

76. The purpose of this note is to provide information about any significant liabilities, being amounts which the reporting entity owes to external parties (where the settlement of the liability cannot be avoided – i.e., the external party can enforce repayment).

77. Liabilities are obligations to transfer cash to individuals or other organisations at a future date as well as any significant funds the entity is holding on behalf of others (i.e. cash received by the reporting entity that belongs to another party).

78. The note is not expected to list all amounts owed by the reporting entity, just those liabilities that would be considered significant to readers of the Performance Report.

79. The assessment of significance will at times require judgement and should be based on consideration of the information that readers of the Performance Report will find useful when assessing the entity's ability to continue operating in the future.

Required information

80. The notes should include information about any significant liabilities held at the end of the financial year.

81. **Table 3** below provides an example note disclosure. A reporting entity is not required to provide information about all liabilities owed, just those liabilities that are considered significant.

82. For each significant amount owed to an external party, the reporting entity should include the amount expected to be paid in the future period to fully settle the liability.

Table 3: Example Note — Significant liabilities	Previous financial year	Current financial year
Loans and other borrowings		
Other significant amounts owed to external parties		
Money held on behalf of others		

83. The information in Table 3 is not intended to list all the reporting entity's liabilities, as this would not be practical when recording transactions on a cash basis. For an entity that wishes to fully account and report all amounts owing to external parties, it is recommended that they use the Tier 3 (PS) Standard.

Grants or donations with expectations over use

84. The purpose of this note is to provide readers with information about any significant grants or donations received for which expectations over their use have not been met at the end of the financial year.

Required Information

85. If the reporting entity has received any significant grants or donations with an expectation that the funds received will be used for a specific purpose or in a particular way, and those expectations have not been fully met at the balance date, it should report information about:
- (a) The amount of significant grants or donations received which are expected to be used in future financial years (i.e. the balance of grants or donations which have not been spent at the balance date); and
 - (b) The nature of the expectations and conditions over the use of the funds received, including whether the grant/donation provider can require the unspent funding to be returned.

Related Party Transactions

86. The purpose of this note is to provide readers with information about any significant related party transactions that have occurred in the financial year.
87. The reporting of related party transactions provides important information to readers of the Performance Report because:
- (a) Related party relationships can influence how an entity operates; and
 - (b) Related party relationships might expose an entity to risks, or provide opportunities, that would not have otherwise existed because related parties may enter into transactions on different terms and conditions than would normally be available to unrelated parties.
88. A related party transaction is a transfer of money, goods, or services between a reporting entity and a related party. For public sector entities, related party transactions comprise transactions that are different from those conducted under normal terms and conditions (including the provision of free goods or services).

89. Related parties include:
- (a) Other entities that control, or are controlled by, the reporting entity;
 - (b) Associates (i.e. entities over which the reporting entity has significant influence);⁸
 - (c) Individuals that have significant influence over the decisions of the reporting entity (such as officeholders, committee members, or others that are involved in the strategic management of the entity – this could include individuals who are employees or volunteers);
 - (d) Individuals or other entities that have significant influence over the reporting entity's operations; and
 - (e) Close family members of those individuals described in (c) and (d) above (such as a partner, child, partner's child, dependents or a partner's dependents).

Required information

90. The notes should include information about any significant transactions with related parties that have occurred during the financial year.

91. The notes shall include for each significant related party transaction:

- (a) A description of the related party relationship;
- (b) A description of the transaction (e.g. the services provided by the related party);
- (c) The total amount paid to (or received from) the related party during the financial year; and
- (d) The balance of any significant amounts owed to (or owing from) a related party at the end of the financial year (including any amounts loaned).

92. Examples of related party transactions that would be disclosed are:

- (a) the sale of a significant asset (such as a building or vehicle) to the spouse of a board member;
- (b) the provision of free services to the child of the board chair;
- (c) loaning cash at below market rates to a related party; and
- (d) a member of the board/trust providing professional services (e.g. accounting or legal services) to the entity at no cost.

⁸ [Explanatory Guide A9 Financial Reporting by Not-for-profit Entities: Identifying Relationships for Financial Reporting Purposes](#) provides guidance for not-for-profit entities in determining whether they have significant influence over another entity. A public sector entity may also use Explanatory Guide A9 for this purpose.

Events after the financial year

93. Events after the financial year are those significant events, both favourable and unfavourable, that occur between the end of the financial year and the date when the Performance Report is signed as approved by the governing body.

Required information

94. A reporting entity should report the following for each significant event after the financial year:
- (a) The nature of the event;
 - (b) An estimate of any associated cash expected to be received, or cash paid ; and
 - (c) How, if at all, the event is likely to affect the entity's ability to continue operating over the subsequent 12 months.

95. An example of an event requiring disclosure is a fire that destroys the premises of an entity a week after the end of the financial year. The notes to the Performance Report would report the fact that the fire occurred, the extent of the damage, the extent to which the damage is covered by insurance, and the likely impact on the entity's ability to continue operating over the short and long term.

Additional Information

Required information

96. The notes should include any additional information considered necessary for readers to understand the overall performance of the entity.

Correcting Errors

Required information

97. The notes should include information about any significant errors relating to past financial years that have been corrected in the current Performance Report. The note shall state what the error was, how the error arose, and how the error has been corrected in the current financial year.

Glossary

This Glossary contains terms used in this Standard.

Annual operating payments	<p>Means the total amount of any payments (including grant payments, other than a capital payment), made by the entity during the financial year.</p> <p>A capital payment is a payment during the financial year for the purchase of a resource (commonly referred to as an asset) with an expected life greater than twelve months.</p>
Assets	<p>Assets are resources owned by the entity at the balance date that will be used in future financial years to help satisfy the entity's objectives.</p>
Balance date	<p>The date to which the Performance Report is prepared. It is usually an end of month date, for example, 31 March 202X.</p>
Cash paid	<p>Payments comprise all money paid during the financial year by cash, cheque, bank transfer, or other method. Payments can be either operating payments (relating to day-to-day activities) or related to the purchase of assets or the repayment of borrowings.</p>
Cash received	<p>Cash received comprise all money received during the financial year. This includes all funds deposited into the entity's bank accounts as well as cash received during the financial year but not yet deposited in the entity's bank accounts. Most cash received will relate to the normal operating activities of the entity (for example, cash received from a fundraising event). However, some cash received might result from other transactions, such as receipts from the sale of assets or proceeds from borrowings).</p>
Effective date	<p>The date by which this Standard must be applied by a Tier 4 PS entity that has chosen (and is permitted) to use this Standard to satisfy its statutory annual reporting requirements.</p>
Entity	<p>An organisation may take any of a number of forms, including but not limited to, a public entity, company, incorporated association, unincorporated association, or trust. Depending on organisational structure, this may be a legal entity, a unit within a wider organisation, or it may comprise one or more units.</p>
Financial Information	<p>The information provided in the Statement of Cash Received and Cash Paid, and related information provided in the notes.</p>
Financial year	<p>A twelve month period ending on the entity's balance date.</p>
Investments	<p>Any other financial asset held by the entity in addition to money held in bank accounts or term deposits. This would include investments in fixed interest bonds or shares.</p>
Loans and borrowings	<p>Funds owing to an external party as a result of a financing arrangement (such as funds owing to a bank or finance company).</p>
Performance Report	<p>Information that collectively tells the story of the reporting entity over the financial year. This includes the Entity Information, Statement of Service Performance, Statement of Cash Received and Cash Paid, and notes to the Performance Report.</p>
Public accountability	<p>While public sector entities are generally considered to be publicly accountable, "public accountability" has a specific meaning in the accounting standards issued by the XRB.</p> <p>Entities are considered to have public accountability for financial reporting purposes when they have issued debt or equity instruments</p>

through a public offering or their main activity is holding cash or other assets on behalf of others (e.g. a superannuation scheme).

The full definition of “Public Accountability” is included in [XRB A1](#).

Public benefit entity (PBE)	A reporting entity 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 PBE	Public sector PBEs are PBEs that are public entities as defined in the Public Audit Act 2001, and all Offices of Parliament.
Non-financial information	References to non-financial information refers to the information provided in an entity’s Statement of Service Performance Information
Reporting entity	An entity preparing a Performance Report in accordance with this Standard. In the New Zealand reporting environment it is an organisation that is required by law, or elects to apply, accounting 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 required to be a public sector entity.
Significant	An item is significant if disclosure of the particular item, whether financial or non-financial, could influence a reader’s understanding of the entity’s overall performance.
Statement of cash received and cash paid	A summary of all the cash received, and all the cash paid out, by the entity during the financial year.
Statement of Service Performance	A statement that provides information to help users understand what the entity did during the financial year to achieve its broader aims and objectives. These are particularly useful in the public sector when the focus is on achieving objectives relating to community or social benefit, rather than making a profit.