# PROJECT BRIEF, PRESENTATION OF FINANCIAL STATEMENTS

(Approved Version)

#### 1. Introduction

- 1.1. IPSAS 1, Presentation of Financial Statements was issued in May 2000 and revised in December 2006. IPSAS 1 is drawn primarily from International Accounting Standard (IAS) 1 (Revised 2003), Presentation of Financial Statements issued by the International Accounting Standards Board (IASB).
- 1.2. Over the last 17 years, IPSAS 1:
  - a) Has not been reviewed since the publication of the Conceptual Framework for General Purpose Financial Reporting by Public Sector Entities (Conceptual Framework) in 2014;
  - b) Has not been updated to reflect the substantial revisions to IAS 1 as a result of:
    - Specific changes to IAS 1 in 2007, which included an amendment to the presentation of owner changes in equity and comprehensive income and a change in terminology in the titles of financial statements;
    - ii. IASB's *Disclosure Initiative* projects in 2014 and 2021;
    - iii. Several consequential amendments to IAS 1 from other IASB projects related to the amendments in paragraph 1.2(b)(i); and
  - c) Has not considered the Government Finance Statistics Manual (GFSM) 2014 during its development and subsequent revision.
- 1.3. Additionally, the IASB is planning to publish a new IFRS Accounting Standard in H1 2024 that will replace IAS 1, *Presentation of Financial Statements* in its project on *Primary Financial Statements*.
- 1.4. Given the above evolution of the international guidance on presenting information in the financial statements, the Presentation of Financial Statements Project (the 'Project') is intended to consider enhancements to the requirements for the presentation of financial statements, guidelines for their structure, and minimum requirements for their content (including disclosures). The project will be developed within the context of the Conceptual Framework, in particular public sector specific users' information needs for accountability and decision-making purposes.

# 2. Project Rationale

- 2.1. In July 2021, the IPSASB sought stakeholder input to determine which potential projects to add to its work program for the 2019-2023 period.
- 2.2. The project *Presentation of Financial Statements* was highlighted as a potential new project given the importance of how information is presented in general purpose financial statements (GPFS) to supporting improved public financial management (PFM), and the extent of the changes in both the IPSASB and IASB literature since IPSAS 1 was original developed.
- 2.3. Respondents indicated strong support for revising IPSAS 1 Presentation of Financial Statements to enhance the relevance, usefulness, understandability, and accessibility of public sector financial statements. Feedback also included an encouragement to consider the outputs of completed and ongoing IASB projects focused on improving the communication effectiveness of financial statements and comparability of information presented in GPFS.

2.4. The IPSASB agreed that the Project was important as it supported its strategic objective of ensuring that the use of IPSAS contributes to the provision of better information for users of GPFS for accountability and decision-making purposes. Therefore, based on the strong support received from respondents in March 2022, the IPSASB agreed to add the Project to its work program.

# 3. Financial Reporting Requirements

- 3.1. According to IPSAS 1.21, "a complete set of financial statements comprises:
  - a) A statement of financial position;
  - b) A statement of financial performance;
  - c) A statement of changes in net assets/equity;
  - d) A cash flow statement;
  - When the entity makes publicly available its approved budget, a comparison of budget and actual amounts either as a separate additional financial statement or as a column in the financial statements;
  - f) Notes, comprising a summary of significant accounting policies and other explanatory notes; and
  - g) Comparative information in respect of the preceding period."
- 3.2. Although IPSAS 1 makes references to cash flow statement and approved budget, the presentation of these statements is made in accordance with IPSAS 2, *Cash Flow Statements*, and IPSAS 24, *Presentation of Budget Information in Financial Statements*, respectively.
- 3.3. Additionally, IPSAS 22, *Disclosure of Information About the General Government Sector* prescribes disclosure requirements for governments that elect to present information about the general government sector in their consolidated financial statements.
- 3.4. Together, these IPSAS set out the main overarching presentational requirements for the preparation of GPFS that support accountability and decision-making.
- 3.5. The Project is focused on considering enhancements to IPSAS 1 based on public sector user needs and recent IASB and GFSM 2014 developments. Although not a primary focus of the Project, consequential amendments to IPSAS 2, IPSAS 22, and IPSAS 24 will also be considered.

# 4. Project Objective

# **Project Objective**

4.1 The objective of the Project is to *enhance communication of financial information by replacing IPSAS 1, Presentation of Financial Statements* to help all public sector entities communicate their financial information better for accountability purposes and to the decision-makers that use this information.

# Links to the IPSASB's Strategic Objective

4.2 The IPSASB's Strategy and Work Plan 2019-2023 *Delivering Global Standards. Inspiring Implementation* cites an overarching strategic objective as:

"Strengthening Public Financial Management (PFM) globally through increasing adoption of accrual-based IPSAS.

Delivered through two main areas of activity, both of which have a public interest focus:

- Developing and maintaining IPSAS and other high-quality public sector financial reporting guidance for the public sector; and
- Raising awareness of the IPSAS and the benefits of their adoption."
- 4.3 The Project is consistent with the IPSASB's strategic objective because:
  - a) Developing high-quality financial reporting guidance for the public sector will be achieved by providing guidance on issues associated with presentation of financial statements that promotes improved transparency and comparability of information presented in GPFS; and
  - b) The Project will raise awareness of IPSAS and the benefits of their adoption because financial statements are a key instrument used for supporting public sector accountability and decision-making.

#### Achieving the Objective

- As a result of the scope and complexity of the topic, the Project will make use of various working groups.
- 4.5 To achieve the objective, the IPSASB (assisted by the working groups) will:
  - Consider the issues from the perspective of GPFS users' financial reporting requirements; a)
  - b) Consider the issues with reference to the Conceptual Framework;
  - c) Determine what public-sector relevant issues should be addressed in the Project, given its scope1;
  - d) Consider the links to other projects and IPSAS;
  - e) Determine the management and phasing of the issues to be considered by the IPSASB; and
  - f) Formulate a communications plan to manage stakeholder input, as well as external expectations regarding issues management.

#### 5. Outline of the Project

#### **Project Scope**

- 5.1. The scope of the Project is to develop a replacement for IPSAS 1 encompassing requirements for the structure and content of the following financial statements in IPSAS 1:
  - Statement of Financial Position: a)
  - Statement of Financial Performance: b)
  - Statement of Changes in Net Assets/Equity; and c)
  - d) Supporting notes, comprising a summary of significant accounting policies and other explanatory notes.

The IPSASB CAG was consulted in June 2023 on the potential issues within scope of the project, and issues that should be considered and explored in the Presentation of Financial Statements Project Brief.

- 5.2. The future new IPSAS may also make consequential amendments to other IPSAS, including other statements for accountability and decision-making purposes prepared under IPSAS 2 and IPSAS 24. There may also be an opportunity to increase alignment with GFS that could result in amendments to IPSAS 22.
- 5.3. Some of the potential consequential amendments to IPSAS 2 are likely to be linked to the consequential amendments that the IASB made to IAS 7, *Cash Flow Statements* because of the revision of IAS 1 in 2007 (i.e. the title of IAS 7 and terminology).

### **Key Issues**

Key issue—Consistency with the Conceptual Framework

- 5.4. The IPSASB published the *Conceptual Framework* in 2014.
- 5.5. In 2023, the IPSASB updated the following chapters of the Conceptual Framework:
  - a) Chapter 3, Qualitative Characteristics;
  - b) Chapter 5, Elements in Financial Statements; and
  - c) Chapter 7, Measurement of Assets and Liabilities in Financial Statements.
- 5.6. So far, the IPSASB has not made any consequential amendments to IPSAS 1 after issuing the *Conceptual Framework*, including its recently updated chapters.
- 5.7. A key issue is to assess the consistency between the *Conceptual Framework* and the requirements regarding the presentation of financial statements in IPSAS 1. Some of the topics identified are the following, but not limited to:
  - a) Purpose of financial statements—enhanced alignment with the objectives of financial reporting in Chapter 2 of the *Conceptual Framework*;
  - Definitions—the definitions of asset(s), liability(ies), revenue and expense(s), contributions from and distributions to owners are different between IPSAS 1 and the Conceptual Framework;
  - c) Residual balances—IPSAS 1 refers to net assets/equity and the *Conceptual Framework* refers to net financial position; and
  - d) Service potential and economic benefits—the descriptions of, and guidance on, service potential and economic benefits are different between IPSAS 1 and the *Conceptual Framework*.
- 5.8. Several challenges have been identified with this key issue, such as:
  - a) The increased complexity in applying the *Conceptual Framework* for the first time at Standards level to presentation of financial statements;
  - Relationship with IASB's amendments to IAS 1 as a result of the publication of the IASB 2018 Conceptual Framework; and
  - c) Potential extensiveness of consequential amendments to the whole suite of IPSAS.

Key issue—Usefulness of Information in the Financial Statements

5.9. The *Conceptual Framework* identifies service recipients and resource providers, who do not possess the authority to require a public sector entity to disclose the information they need for accountability and decision-making purposes, as the primary users of general purpose financial reports (GPFRs).

- 5.10. The *Conceptual Framework* provides examples of primary users (legislature, members of parliament, and citizens) and other parties that are not primary users (regulatory and oversight bodies, audit institutions, subcommittees of the legislature, central agencies, etc.) that use GPFRs.
- 5.11. The Conceptual Framework states that GPFRs encompass financial statements including their notes (hereafter referred to as financial statements, unless specified otherwise), and the presentation of information that enhances, complements and supplements the financial statements.
- 5.12. Paragraph 2.11–2.13 of the *Conceptual Framework* discusses the financial information needs of service recipients and resource providers, and paragraphs 2.14–2.28 of the Conceptual Framework outlines the information provided by GPFRs in response to these information needs.
- 5.13. On 19-20 September 2022, the IPSASB hosted public sector standard-setters from around the world at its 4<sup>th</sup> International Public Sector Standards Setters Forum (PSSSF). Amongst other topics, attendees discussed the scope of a potential presentation of financial statements project. During these group discussions, a common view expressed by attendees was that the presentation and disclosure requirements in IPSAS should be driven by 'what is important to users', i.e., with focus on users' needs.
- 5.14. Several challenges have been identified with translating the *Conceptual Framework*'s information needs of service recipients and resource providers into the standards-level guidance for the presentation of GPFS including:
  - a) Defining a common baseline for the different types of service recipients and resource providers;
  - b) Different users' needs may lead to opposing ways on how to present the financial information in the financial statements;
  - Identification of additional public sector specific financial information to be presented in the financial statements; and
  - d) Responding to the user needs at different levels of the public sector i.e., the user needs could be different between national, regional, state/provincial, and, local governments, and different again for other types of entities using IPSAS.

#### Key issue—Reconciliation with budget

- 5.15. Attendees to the PSSSF were also of the view that the Project should address reconciliation between IPSAS statement of financial performance and budget.
- 5.16. IPSAS 24, *Presentation of Budget Information in Financial Statements* already addresses this topic, depending on the outcome of the Project, it is expected there are likely to be consequential amendments to IPSAS 24.

### Key issue—Alignment with Government Finance Statistics (GFS)

5.17. IPSAS financial statements and GFS reports have much in common. Both show financial, accrual-based information; a government's assets, liabilities, revenue, and expenses; and comprehensive information on cash flows. There is also considerable overlap between the two reporting frameworks that underpin this information. A continuing emphasis on harmonization with statistical accounting is therefore a key component of the IPSASB's strategic objectives. Attendees of the PSSSF were also of the view that the Project should address reconciliation between IPSAS financial statements and GFS.

- 5.18. As a number of governments are required to report using GFS framework, significant benefits could be gained from using a single integrated financial information system to generate both IPSAS financial statements and GFS reports. However, there are challenges with this, because IPSAS and GFS reporting guidelines have some important differences, as a result of their different underlying objectives and separate developments.
- 5.19. The GFSM 2014 is part of a series of international guidelines on statistical methodologies that have been issued by the International Monetary Fund. GFSM 2014 is designed for use by compilers of GFS, fiscal analysts, and other users of fiscal data. GFSM 2014 is focused on conceptual descriptions of definitions, classifications, and conceptual guidelines for compiling and disseminating GFS.
- 5.20. The GFS analytic framework is a quantitative tool that supports fiscal analysis. To permit effective analysis of fiscal policy, the GFS framework facilitates the identification, measurement, monitoring, and assessment of the impact of a government's economic policies and other activities on the economy.
- 5.21. The GFSM 2014 includes four financial statements:
  - a) Statement of Operations;
  - b) Statement of Other Economic Flows;
  - c) Balance Sheet; and
  - d) Statement of Sources and Uses of Cash.
- 5.22. IPSAS 22, Disclosure of Financial Information about the General Government Sector already addresses this topic. Depending on the outcome of the Project, there may well be consequential amendments to IPSAS 22. The development of these, and of any proposed GFS-aligned financial statements would be guided by the IPSASB's policy paper <u>Process for Considering GFS Reporting Guidelines during Development of IPSAS</u>.

### Key issue—Alignment with IFRS

- 5.23. The IPSASB policy is to align the accrual basis IPSAS with IFRS issued by the IASB, where appropriate. Accrual basis IPSAS that are aligned with IFRS maintain the requirements, structure, and text of the IFRS, unless there is a public sector-specific reason that warrant a departure.
- 5.24. Departure from the equivalent IFRS occurs when requirements or terminology in the IFRS are not appropriate for the public sector, or when inclusion of additional commentary or examples is necessary to illustrate certain requirements in the public sector context.
- 5.25. The development of IFRS-aligned financial statements for the public sector would be guided by the IPSASB's policy paper <u>Process for Reviewing and Modifying IASB Documents</u> (also known as *Rules of the Road*).
- 5.26. This key issue also includes the key issues identified in paragraphs 5.27–5.40.

### Key issue—Approach to Other Comprehensive Income

5.27. Until 2007, IPSAS 1 and IAS 1 had a similar presentation related to revenue (income in IASB's terminology) and expense (including reclassification adjustments) that other IPSAS/IFRS require or permit to be recognized outside of surplus or deficit (profit or loss in IASB's terminology)—now labelled as 'other comprehensive income' in IASB's terminology—where it was presented in net assets/equity (equity in IASB's terminology).

- 5.28. In 2007, the IASB revised IAS 1 by changing the presentation of other comprehensive income as follows:
  - a) All non-owner changes in equity should be presented in a single statement or in two statements. In a single-statement presentation, all items of income and expense are presented together. In a two-statement presentation, the first statement ('income statement') presents income and expenses recognized in profit or loss and the second statement ('statement of comprehensive income') begins with profit or loss and presents, in addition, items of income and expense that IFRS Accounting Standards require or permit to be recognized outside profit or loss. Such items include, for example, translation differences related to foreign operations, gains or losses on available-for-sale financial assets, and revaluation gains for a class of property, plant and equipment.
  - b) The statement of comprehensive income does not include transactions with owners in their capacity as owners. Such transactions are presented in the statement of changes in equity.
  - c) Entities are prohibited from presenting components of income and expense (i.e., non-owner changes in equity) directly in the statement of changes in equity.
  - d) Components of other comprehensive income could be displayed either (a) net of related tax effects or (b) before related tax effects.
- 5.29. A key issue in the Project is to decide:
  - Whether the future IPSAS on Presentation of Financial Statements should follow a similar approach to IAS 1 related to presentation of other comprehensive income; and
  - b) If so, the IPSASB will need to decide on how to address this topic for public sector financial reporting.
- 5.30. Several challenges have been identified with this key issue, such as:
  - Different users' needs may lead to opposing ways on how to present the information in the financial statements for public sector financial reporting;
  - b) Relationship with the Conceptual Framework; and
  - c) Potential extensiveness of consequential amendments to the whole suite of IPSAS.

Key issue—Whether to Introduce a Sectioned Statement of Financial Performance

- 5.31. In December 2019, the IASB issued <u>Exposure Draft ED/2019/7 General Presentation and Disclosures</u> as part of its project on <u>Primary Financial Statements</u>. The Exposure Draft includes proposals of the IASB to improve how information is communicated in the financial statements, with a focus on information about performance in the statement of profit or loss.
- 5.32. The IASB is proposing to introduce a sectioned Statement of Financial Performance by categories of income and expenses, including sub-totals for each section, as follows:
  - a) Operating—includes information about income and expenses from an entity's main business activities and that are not classified in other categories;
  - b) Investing—includes information about returns from investments that are generated individually and largely independently of other resources held by an entity;
  - Financing—includes information about income and expenses from assets and liabilities related to an entity's financing;

- d) Integral associates and joint ventures—include information related to related to associates and joint ventures accounted for using the equity method;
- e) Income tax— includes tax expense or income included in profit or loss applying IAS 12 *Income Taxes*; and
- f) Discontinued operations—includes the single amount for the total of discontinued operations required by IFRS 5 Non-current Assets Held for Sale and Discontinued Operations.
- 5.33. Although some of the sections have similar names compared to the sections in IAS 7, staff highlights that according to the IASB, "the Board developed its proposals for the categories in the statement of profit or loss without trying to align classifications across the primary financial statements. Consequently, income and expenses classified in the operating, investing and financing categories in the statement of profit or loss do not necessarily correspond with the cash flows from operating, investing and financing activities in the statement of cash flows."<sup>2</sup>
- 5.34. Therefore, a key issue in the Project is to decide:
  - a) Whether the future IPSAS on Presentation of Financial Statements should follow a similar approach to IASB's proposals related to a sectioned Statement of Financial Performance or any other format (for example, by function, etc.); and
  - b) If so, the IPSASB will need to decide on how to address this topic for public sector financial reporting.
- 5.35. An important challenge related with this key issue is that different users' needs may lead to opposing ways on how to present the information in the Statement of Financial Performance.

Key issue—Changes made through IASB's Disclosure Initiative

- 5.36. The IASB has been updating IAS 1 through the following projects:
  - a) Disclosure Initiative (Amendments to IAS 1) issued in December 2014; and
  - b) Disclosure of Accounting Policies (Amendments to IAS 1 and IFRS Practice Statement 2) issued in February 2021.
- 5.37. These amendments have not been incorporated into IPSAS 1 because some of these amendments to IAS 1 relate to paragraphs that do not exist in IPSAS 1.
- 5.38. The IPSASB will need to decide if and how to address these amendments are applicable for public sector financial reporting.

Key Issue—IFRIC 17, Distributions of Non-cash Assets to Owners

- 5.39. The International Financial Reporting Interpretations Committee (IFRIC) issued IFRIC 17, Distributions of Non-cash Assets to Owners to address how an entity should measure distributions of non-cash assets to owners acting in their capacity as owners.
- 5.40. The IPSASB will need to decide if and how to address IFRIC 17 for public sector financial reporting.

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<sup>&</sup>lt;sup>2</sup> Page 8 of ED/2019/7 General Presentation and Disclosures.

# 6. Describe the Implications for any Specific Persons or Groups

#### Relationship with IASB

6.1. The degree to which alignment with IFRS Accounting Standards is appropriate underlies a number of the key issues for the Project. Close liaison with IASB staff will be required to understand the approaches taken to these issues, as well as their project timelines and the potential impacts on the IPSASB's proposed Project Timetable.

#### **Government Finance Statistics (GFS)**

6.2. As noted in Key Issue—Alignment with GFS, the extent to which GFS alignment can be increased will be an important consideration for the Project, which could also link with the potential changes to the International Statistical Standards currently under discussion.

# 7. Development Process, Project Timetable and Project Output

# **Development Process**

- 7.1. The project will be completed in three distinct stages of development.
- 7.2. Stage 1 involves the development of a comprehensive Consultation Paper (CP) that will provide the IPSASB's Preliminary Views on the main issues to be addressed in the replacement for IPSAS 1. As with the Measurement project, an illustrative Exposure Draft (ED) will be published as an addendum to the CP to provide constituents with a clearer view on what the final IPSAS might look like based on the Preliminary Views expressed in the document.,
- 7.3. Stage 2 involves building on the work done in Stage 1 to develop a formal ED and proposed consequential amendments to other IPSAS, taking into account constituents' feedback to the CP and on the illustrative ED.
- 7.4. **Stage 3** involves the development of the Final Pronouncement based also on constituents' feedback to the ED and finalization of consequential amendments to other IPSAS.
- 7.5. The development of outputs will be subject to the IPSASB's formal due process, with input from the Consultative Advisory Group (CAG). The approval of the ED and final pronouncement will be subject to the usual IPSASB voting rules. As the Project progresses, regular assessments will be made to confirm the proposed path and that the Project Timetable remains appropriate.

#### **Project Timetable**

7.6. The indicative timeline for the Project is as follows:

Expected Completion		Major Project Milestone
2023	September	Approval of Project Brief
2025	June	Approval of Consultation Paper (Stage 1)
2025	November	End of CP comment period (Four months)
2026	September	Approval of Exposure Draft (Stage 2)
2027	February	End of ED comment period (Four months)
2027	December	Approval of Final Pronouncement (Stage 3)

7.7. Similar to the Measurement project<sup>3</sup>, it is expected that the additional time needed to develop a Consultation Paper, that includes an illustrative Exposure Draft, will lead to time savings later in the project when the actual Exposure Draft is developed and approved, and in the finalization of the Final Pronouncement.

# **Project output**

- 7.8. The final output of the Project will be a new IPSAS on Presentation of Financial Statements that will replace IPSAS 1.
- 7.9. The intermediate outputs for publishing will be:
  - a) A CP, including an illustrative ED; and
  - b) An ED.
- 7.10. The proposal to include a CP stage is based on the following considerations:
  - Spectrum of options As noted in paragraph 7.2, the CP will provide IPSASB's Preliminary Views on the main topics of the illustrative ED with possible options being developed. A CP stage will enable the IPSASB to seek the views of its constituents on the way forward.
  - b) Complexity The spectrum of options for each topic of the CP/illustrative ED makes it more difficult to gain the input of constituents and to develop a Standard for public sector financial reporting that addresses as many of their concerns as possible.
- 7.11. The project may also result in consequential amendments for other IPSAS.

# 8. Resources Required

### **IPSASB** support arrangements

8.1. Various working groups to support staff will be used to assist in the development of content for the Project throughout its life cycle. This will include a Task Force in the earlier development stage of the Project, transitioning to a Drafting Group in the latter stages. Editorial groups will be used at all major stages of development of consultation documents (CP and ED) and the final pronouncement.

#### **Staff**

8.2. It is envisaged that 1.0 Full Time Equivalent (FTE)<sup>4</sup> staff member will be required to resource the Project.

### Factors that might add to complexity and length

- 8.3. Factors that may add complexity and length of the Project include:
  - a) Extent and complexity of the issues to be addressed;

The IPSASB undertook an approach in the development of IPSAS 46, *Measurement* to include an illustrative Exposure Draft within the Consultation Paper, to help articulate in detail certain key concepts. This approach added time to the development of the Consultation Paper, but ultimately led to time savings in developing ED 77, *Measurement* and in finalizing the Standard IPSAS 46.

Multiple staff members will collaborate to provide the 1.0 FTE needed to manage the development of the Project to ensure the needed expertise are available throughout different Project stages, given the broad range of issues, and complexity of this topic overall.

- b) Risks arising from potential inter-action with timelines for completion of IASB's project on *Primary Financial Statements*;
- Significant external expectations for the Project, which leads to the need for more extensive communication with constituents; and
- d) Additional key issues not yet addressed in the Project brief that may arise in stages 1 and 2 of the Project, especially once the IPSASB receives the feedback from its constituents that may impact on the Project Timetable.

#### 9. Useful Sources of Information

- 9.1. The principal information sources will be literature of IASB, International Monetary Fund and public sector standard-setters. These include but are not limited to:
  - IAS 1, Presentation of Financial Statements
  - International Accounting Standards Board, Exposure Draft ED/2019/7 General Presentation and Disclosures and the new IFRS expected in H1 2024
  - International Monetary Fund, Government Finance Statistics Manual 2014
  - Papers presented to the IPSASB's Academic Advisory Group on Presentation of Financial Statements
  - Canadian Public Sector Accounting Board, Financial Statement Presentation<sup>5</sup>
- 9.2. The Project will also draw from the learning points of the Canadian Public Sector Accounting Board project on Financial Statement Presentation as per their presentation to IPSASB at the June 2023 meeting, as follows:
  - Have a clear "why" (i.e., objective of Project)
  - Understand user needs
  - Changing the way financial statements look is a "big deal"
  - Illustrate what the changes look like
  - Develop a reporting model that will be a benchmark
  - Watch out for scope creep
  - Balancing optionality with comparability
  - Consistency with Conceptual Framework
  - Build on the existing reporting model
  - Provide guidance where necessary
  - Be responsive and responsible
  - Create a reporting model that is sustainable

The Canadian Public Sector Accounting Board approved in March 2023 a new Financial Statement Presentation Standard ("Reporting Model") entitled Section PS 1202, *Financial Statement Presentation*.