New England States GFOA Conference

GASB Update
September 30, 2021
Lisa R. Parker, CPA, CGMA, Senior Project Manager

The views expressed in this presentation are those of Ms. Parker. Official positions of the GASB are reached only after extensive due process and deliberations.
Presentation Overview

- Guidance and resources related to coronavirus diseases
- Proposals for public comment
- Pronouncements being implemented
- Projects currently being deliberated by the Board
- Pre-agenda research activities
GASB Project Manager Position Open

Minimum 10 years of experience, including at least 5 in government finance or auditing, public accounting, finance or accounting academia, or standards setting

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Guidance and Resources Related to the Coronavirus Diseases

- Postponement of certain effective dates
- Guidance on CARES Act
- Emergency toolbox
Postponement of the Effective Dates of Certain Authoritative Guidance

Statement No. 95
## Effective Date Postponement

<table>
<thead>
<tr>
<th>What?</th>
<th>Why?</th>
<th>When?</th>
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</thead>
<tbody>
<tr>
<td>The Board has postponed the effective dates of certain Statement &amp; Implementation Guide provisions</td>
<td>The Board acted in response to numerous stakeholder requests prompted by the COVID-19 pandemic</td>
<td>Effective immediately. Provisions can be implemented early to the extent allowed by each pronouncement</td>
</tr>
</tbody>
</table>
Effective dates are postponed one year for these pronouncements in their entirety

- Statement No. 83, *Certain Asset Retirement Obligations*
- Statement No. 84, *Fiduciary Activities*
- Statement No. 88, *Certain Disclosures Related to Debt, including Direct Borrowings and Direct Placements*
- Statement No. 89, *Accounting for Interest Cost Incurred before the End of a Construction Period*
- Statement No. 90, *Majority Equity Interests—an amendment of GASB Statements No. 14 and No. 61*
- Statement No. 91, *Conduit Debt Obligations*
- Implementation Guide No. 2019-2, *Fiduciary Activities*
Effective dates are postponed one year for certain provisions of these pronouncements

- Statement No. 92, *Omnibus 2020*, paragraphs 6–10 and 12
- Statement No. 93, *Replacement of Interbank Offered Rates*, pars. 13 and 14

Effective dates are postponed 18 months for these pronouncements

- Statement No. 87, *Leases*
## Effective Dates after Statement 95

### December 31: Fiscal Year 2021
- Statement 89 – construction-period interest
- Statement 93 – interbank offered rates (except LIBOR removal and lease modifications)
- IG 2019-1 – update

### December 31: Fiscal Year 2022
- Statement 87 – leases
- Statement 91 – conduit debt
- Statement 92 – omnibus (multiple effective dates)
- Statement 93 – LIBOR removal and lease modifications
- Statement 97 – certain component unit criteria and Section 457 plans
- IG 2019-3 – leases
- IG 2020-1 – update

### December 31: Fiscal Year 2023
- Statement 94 – public-private partnerships
- Statement 96 – SBITAs
Effective Dates after Statement 95

June 30: Fiscal Year 2021

- Statement 84 – fiduciary activities
- Statement 90 – majority equity interests
- Statement 93 – interbank offered rates (except LIBOR removal and lease modifications)
- IG 2019-1 – update
- IG 2019-2 – fiduciary activities

June 30: Fiscal Year 2022

- Statement 87 – leases
- Statement 89 – construction-period interest
- Statement 92 – omnibus (multiple effective dates)
- Statement 93 – LIBOR removal and lease modifications
- Statement 97 – certain component unit criteria and Section 457 plans
- IG 2019-3 – leases
- IG 2020-1 – update (except 4.6–4.17 and 4.19–4.21)

June 30: Fiscal Year 2023

- Statement 91 – conduit debt
- Statement 94 – public-private partnerships
- Statement 96 – SBITAs
- IG 2020-1 – update (4.6–4.17 and 4.19–4.21)
Accounting and Financial Reporting Issues Related to the Coronavirus Aid, Relief, and Economic Security Act (CARES Act) and Coronavirus Diseases

Technical Bulletin 2020-1
The Board has cleared guidance that addresses issues arising from the CARES Act and coronavirus diseases.

The Board acted in response to numerous stakeholder requests for guidance.

Effective immediately.
Topics Addressed

- Whether resources received from the Coronavirus Relief Fund (CRF) are subject to eligibility requirements or to purpose restrictions and how they should be accounted for.

- Whether CARES Act provisions that address a government’s loss of revenue should be considered an eligibility requirement, for purposes of revenue recognition.

- Whether amendments to the CARES Act after the statement of net position date but prior to the issuance of financial statements are the basis for recognition in financial statements for the period reported.
Topics Addressed (continued)

- How to account for forgivable loans under the Paycheck Protection Program
- Whether resources provided through certain programs to a business-type activity or enterprise fund are nonoperating revenues
- Whether outflows incurred in response to the coronavirus are extraordinary items or special items for financial reporting purposes
COVID-19 Page & Emergency Toolbox

- Guidance and resources available at [www.gasb.org/COVID19](http://www.gasb.org/COVID19)

- Emergency toolbox
  - Intended to help stakeholders quickly identify the GASB’s authoritative guidance that could be relevant to the current circumstances, including topics such as contingencies, going concern, prior-period adjustments, revenue and receivable recognition, and subsequent events
  - Provides links to COVID-19 resources and nonauthoritative guidance of professional organizations
Accounting Changes and Error Corrections

Exposure Draft
Exposure Draft

What?
The Board has proposed improvements and clarifications to the existing standards for accounting changes and error corrections.

Why?
The relevant guidance is based on several sources of accounting standards, some of which have been superseded, and much of which has been in effect without review by the GASB for decades.

When?
Comment deadline is August 31, 2021.
Proposal: Classification

Accounting changes
- Change in accounting principle
- Change in accounting estimate
- Change to or within the financial reporting entity

Correction of an error in previously issued financial statements

First-time adoption of the US GAAP established by the GASB financial reporting framework
Proposal: Change in Accounting Principle

A change in accounting principle results from either:

A **change** from one generally accepted accounting principle to another that is justified on the basis that *the newly adopted accounting principle is preferable*, based on the qualitative characteristics of financial reporting.

Implementation of new pronouncements.
Proposal: Change in Accounting Estimate

A change in accounting estimate results from changes to the inputs to the estimate, such as data, assumptions, and measurement methodologies.

Changes in inputs result from a change in circumstance, new information, or more experience.

A change in measurement methodology should be justified on the basis that it is preferable to the prior methodology, based on the qualitative characteristics of financial reporting.
Proposal: Change to or within the financial reporting entity

A change to or within the financial reporting entity results from:

- Addition/removal of a fund that results from movement of resources within the primary government, including its blended component units.
- A change in the fund presentation as major or nonmajor.
- Addition/removal of a component unit (except for acquisitions, mergers, and transfers of operations, and Statement 90 component units).
- Change in presentation (blended or discrete) of a component unit.
Proposal: Correction of an error

An error results from mathematical mistakes, mistakes in the application of accounting principles, or oversight or misuse of facts that existed at the time the financial statements were issued about conditions that existed as of the financial statement date.

Facts that existed at the time the financial statements were issued are those that could reasonably be expected to have been obtained and taken into account at that time about conditions that existed as of the financial statement date.

A change from (a) applying an accounting principle that is not generally accepted to transactions or other events to (b) applying a generally accepted accounting principle is an error correction.
Proposal: Accounting for accounting changes and error corrections

- **Change in accounting principle**
  - Reported retroactively by restating prior periods presented, if practicable
  - If not practicable, restate beginning balances of current period

- **Change in accounting estimate**
  - Reported prospectively
  - Recognized in current-period flows

- **Change to/within the reporting entity**
  - Reported by adjusting current period beginning balances

- **Error correction**
  - Reported retroactively by restating prior periods presented
Proposed disclosures: Changes in accounting principle

Disclosures vary depending on the type of item, but common disclosures include:

- The nature of the change or error and its correction
- Reason for the change
- The effects on beginning net position, fund balance, or fund net position, as applicable
## Project Timeline

<table>
<thead>
<tr>
<th>Event</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pre-Agenda Research Started</td>
<td>August 2018</td>
</tr>
<tr>
<td>Added to Current Technical Agenda</td>
<td>December 2019</td>
</tr>
<tr>
<td>Deliberations Began</td>
<td>February 2020</td>
</tr>
<tr>
<td>Exposure Draft Issued</td>
<td>May 2021</td>
</tr>
<tr>
<td>Comment Deadline</td>
<td>August 31, 2021</td>
</tr>
</tbody>
</table>
Communication Methods in General Purpose External Financial Reports That Contain Basic Financial Statements: Notes to Financial Statements

Revised Exposure Draft
The Board is seeking additional input on concepts regarding what information should be disclosed in notes.

The GASB reexamined existing note disclosure requirements and concluded that it was necessary to elaborate on the concept of “essential” as it relates to notes.

Comment deadline: October 15, 2021.
Concepts Statements guide the Board’s decisions when setting accounting and financial reporting standards.

Concepts Statement 3 establishes criteria for what communication method should be used to report information – financial statements, notes to financial statements, required supplementary information, and supplementary information.
Proposed Concepts

The purpose of note disclosures is to provide information that explains, describes, or supplements the financial statements and is essential to users in making economic, social, and political decisions and assessing accountability.

Principal revisions to the previous Exposure Draft relate to the criteria that determine essentiality.
Information that is essential possesses the following characteristics:

Users utilize the information in their analyses for making decisions or assessing accountability or would modify those analyses to incorporate the information if it were made available.

The information has or would have a meaningful effect on users’ analyses for making decisions or assessing accountability.

A breadth or depth of users utilize or would utilize the information in their analyses for making decisions or assessing accountability.
## Project Timeline

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<tr>
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<tbody>
<tr>
<td>Pre-Agenda Research Started</td>
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<td>September 2020</td>
</tr>
<tr>
<td>Revised Exposure Draft Issued</td>
<td>June 2021</td>
</tr>
<tr>
<td>Comment Period Ends</td>
<td>October 15, 2021</td>
</tr>
<tr>
<td>Final Concepts Statement Expected</td>
<td>June 2022</td>
</tr>
</tbody>
</table>
Omnibus Project

What?
The Board has proposed guidance to address exchange and nonexchange financial guarantees and various practice issues.

Why?
Omnibus projects are used to address issues in multiple pronouncements that, individually, would not justify a separate project.

When?
Comment deadline: September 17, 2021.
Topic Overview

- Exchange and Exchange-like Financial Guarantees
- Derivative Instruments
- Leases, PPPs, and SBITAs
- Replacement of Interbank Offered Rates
- Technical Updates
Exchange and Exchange-like Financial Guarantees

Recognition and Measurement

• Governments that extend exchange financial guarantees would recognize a liability when it is *more likely than not* that indemnification payments will be required.
• The liability to recognize would be the discounted present value of the best estimate of the future outflows expected.

Disclosures

• Description of the financial guarantee
• Total amount of all outstanding guarantees extended
• Description of the timing of recognition and measurement of liabilities
• Cumulative amount of indemnification payments
• Amounts expected to be recovered
Derivative Instruments

Derivative Instruments That Are neither Investments nor Hedging Derivative Instruments

- Change in fair value would be reported on flow statement separately from investment revenues
- Disclosures would be distinguished from hedging derivative instruments and investment derivative instruments
- Disclose fair value of derivative instruments that were reclassified from hedging derivative instruments

Termination of Hedge Accounting

- If hedging derivative instruments cease to be effective, the balance of the deferrals be reported on the flows statement separately from investment revenues.
Leases, PPPs, and SBITAs

Remeasurement of certain assets and liabilities

- Would not be remeasured solely for a change in an index or rate used to determine variable payments

Termination Options

- Unconditional right that exists within the contract - the right to terminate due to the action or inaction of the other party is not an option to terminate
- For leases only - the option to purchase the underlying asset Would be considered an option to terminate for purposes of measuring the lease term

Short-term Leases and SBITAs

- Modified short-term leases or SBITAs would be remeasured from the inception of the lease or SBITA
Leases, PPPs, and SBITAs (cont.)

Variable Lease Payments

• Variable lease payments, other than those that depend on an index or rate or those that are fixed in substance, would not be included in the measurement of the lease liability.

Lease Incentives

• Includes the assumption of or an agreement to pay a lessee’s preexisting lease obligation to a third party

PPP Remeasurement

• The receivable for the underlying PPP asset would be remeasured if there is a change in the PPP term
• Deferred outflow of resources would be adjusted by the same amount as any remeasurement change to the liability for the underlying PPP asset
Replacement of Interbank Offered Rates and Technical Updates

London Interbank Offered Rate (LIBOR)

- Date at which it is not an appropriate benchmark interest rate would change to when it is no longer determined by the ICE Benchmark Administration using the methodology in place as of December 31, 2021.

Supplemental Nutrition Assistance Program (SNAP)

- Apply the provisions of Statement 33

Disclosure of Nonmonetary Transactions

- Disclose measurement attributes rather than basis of accounting
## Project Timeline

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<td>July 2021</td>
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<td>Comment Deadline</td>
<td>September 17, 2021</td>
</tr>
<tr>
<td>Final Statement Expected</td>
<td>April 2022</td>
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</table>
Pronouncements Being Implemented
Fiduciary Activities

Statement No. 84
Fiduciary Activities

What?
The Board issued Statement 84 to clarify when a government has a fiduciary responsibility and is required to present fiduciary fund financial statements.

Why?
Existing standards require reporting of fiduciary responsibilities but do not define what they are; use of private-purpose trust funds and agency funds is inconsistent; BTAs are uncertain about how to report fiduciary activities.

When?
Effective for periods beginning after December 15, 2019. Earlier application is encouraged.
When Should a Government Report Assets in a Fiduciary Fund?

Four paths to making this determination:

1. Are the assets held by a component unit? Yes
2. No
   - Are the assets held for a pension or OPEB arrangement? Yes
     - 1
     - No
     - 2
   - No
     - 3
     - 4
When Is There a Component Unit?

1. **Legally separate?**
   - **Yes**
   - **No**

2. **Voting majority?**
   - **Yes**
   - **No**

3. **Financial benefit/burden or imposition of will?**
   - **Yes**
   - **No**

   **Component Unit**

   **Not a component unit**

   **Fiscal dependency and financial benefit/burden?**

   **Not a component unit**

   **Component Unit**
Implications of Statement 97

For purposes of determining whether a primary government is financially accountable, the absence of a governing board (when the government is perform the duties a governing board normally would perform) should be treated the same as the appointment of a voting majority of a governing board, except for DC pension plans, DC OPEB plans, or other employee benefit plans.

The criterion that a legal obligation to contribute (or otherwise assuming the obligation) is considered to be a financial burden applies only to defined benefit plans.
Component Units That Are Postemployment Benefit Arrangements Are Fiduciary if…

They are one of the following arrangements:

1. **St. 67 ¶3**
   - Pension plan administered through a trust that meets criteria

2. **St. 74 ¶3**
   - OPEB plan administered through a trust that meets criteria

3. **St. 73 ¶116**
   - Assets from entities not part of the reporting entity accumulated for pensions

4. **St. 74 ¶59**
   - Assets from entities not part of the reporting entity accumulated for OPEB
Other Component Units Are Fiduciary if…

They have one or more of the following characteristics:

- Assets are:
  - Administered through a trust in which government is not a beneficiary
  - Dedicated to providing benefits, AND
  - Legally protected from the creditors of government

- Assets are for the benefit of individuals
  - Assets are not derived from government’s provision of goods or services to the individuals AND
  - Government does not have administrative involvement or direct financial involvement w/ the assets

- Assets are for the benefit of organizations/governments not part of the reporting entity AND
  - Assets are not derived from government’s provision of goods or services to them
Postemployment Benefit Arrangements That Are Not Component Units Are Fiduciary if…

- Arrangement is one of those in 1 AND
- The government **controls** the assets of the arrangement
  - (control will be explained in two slides)
All Other Activities Are Fiduciary if...

Arrangement meets one or more of the criteria in 2

and

The government controls the assets

and

Those assets are not derived either:

• Solely from the government’s own-source revenues, or
• From grants, with the exception of pass-through grants for which the government does not have administrative or direct financial involvement
Control of Assets

Control means one or both of the following is true:

- Government *holds* the assets

- Government has ability to *direct* the use, exchange, or employment of the assets in a manner that provides benefits to the specified or intended beneficiaries
<table>
<thead>
<tr>
<th>Fiduciary Fund Classes</th>
<th>Trust agreement or equivalent arrangement should be present</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pension and other employee benefit trust fund</td>
<td>Investment trust fund</td>
</tr>
</tbody>
</table>

Trust agreement or equivalent arrangement should be present.
Stand-Alone Business-Type Activities

A stand alone BTA’s fiduciary activities should be reported in separate fiduciary fund financial statements.

Exception: Resources expected to be held 3 months or less can be reported instead in the statement of net position, with inflows and outflows reported as operating cash flows in the statement of cash flows.
Statement of Changes in Fiduciary Net Position

All fiduciary funds should be included in the statement of changes in fiduciary net position.

Additions should be disaggregated* by source and, if applicable, separately display investment earnings, investment costs, and net investment earnings.

Deductions should be disaggregated* by type and, if applicable, separately display administrative costs.

*Disaggregation requirement applies to all fiduciary funds except custodial funds held for three months or less.

• For those custodial funds, governments may report total additions and total deductions in the aggregate, as long as the descriptions of the totals are sufficient to indicate the nature of the resource flows.
Implementation Guide 2019-2

52 questions and answers, including:

- Classifying fiduciary activities
- Applying the criteria for control and own-source revenues
- Applying the clarified definitions of fund classes, including determining eligibility for the custodial fund exception for BTAs
- Fiduciary fund financial statements, including the determining eligibility for the exception to disaggregating certain additions and deductions
- Reporting fiduciary component units

Revisions to 3 existing questions and answers
Leases

Statement No. 87
What? The Board issued Statement 87 to improve lease accounting and financial reporting

Why? Existing standards in effect for decades without review in light of GASB’s conceptual framework; FASB and IASB conducted a joint project to update their lease standards; opportunity to increase comparability and usefulness of information and reduce complexity for preparers

When? Effective for fiscal years beginning after June 15, 2021, and all periods thereafter

Earlier application is encouraged
Issues to Focus on as Soon as Possible

**Debt limits and bond covenants**
- All leases lasting more than a year will be reported by lessees as long-term liabilities
- Review state and local laws and agreements to determine whether that could impact compliance with debt limitations and bond covenants

**Lease policies and procedures**
- May need to consider changing policies and procedures for tracking and reporting leases, both as lessee and lessor
- May need better communication between departments that enter into leases and central accounting staff
- Need procedures that identify when lease agreements have been initiated and when existing leases are modified (such as changes in lease term or estimated payment amounts)
- Should review capital asset policies, such as the capitalization thresholds, especially in light of the need to report intangible right-to-use assets
Issues to Focus on as Soon as Possible (continued)

Transition provisions

• Statement 87 requires that leases be recognized and measured using the facts and circumstances as of the beginning of the period of implementation
• For example:
  • As of January 1, 2020 for FYE December 31, 2020
  • As of July 1, 2020 for FYE June 30, 2021
## Statement 87 Implementation Guide

<table>
<thead>
<tr>
<th>Implementation Guide 2019-3: 77 questions and answers, including:</th>
<th></th>
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<tbody>
<tr>
<td>Scope and applicability issues</td>
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<tr>
<td>Determining the term of the lease</td>
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<td>Eligibility for exception for short-term leases</td>
<td></td>
</tr>
<tr>
<td>Recognition, measurement, and disclosure for lessees and lessors</td>
<td></td>
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<tr>
<td>Lease incentives</td>
<td></td>
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<tr>
<td>Contracts with multiple components and contract combinations</td>
<td></td>
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<tr>
<td>Terminations and modifications</td>
<td></td>
</tr>
<tr>
<td>Sale-leasebacks, lease-leasebacks, and intra-entity leases</td>
<td></td>
</tr>
</tbody>
</table>
Statement 87 Scope and Approach

- Statement 87 applies to any contract that meets the definition of a lease:
  
  “A lease is a contract that conveys control of the right to use another entity’s nonfinancial asset (the underlying asset) for a period of time in an exchange or exchange-like transaction.”

- Leases are financings of the right to use an underlying asset

- Single approach applied to accounting for leases with some exceptions, such as short-term leases

- Capital/operating distinction is eliminated
## Scope Exclusions

- **Intangible assets (mineral rights, patents, software, copyrights), except for the sublease of an intangible right-to-use asset**
- **Biological assets (including timber, living plants, and living animals)**
- **Inventory**
- **Service concession arrangements (Statement 60)**
- **Arrangements associated with conduit debt obligations (Statement 91)**
- **Supply contracts (such as power purchase agreements that do not convey control of the right to use the underlying generating facility)**
Lease Term

- For financial reporting purposes, when does the lease start and end?
  - Start with the noncancelable period

  2021.................................................................2027.........................................................2031

  - Plus periods covered by options to:
    - **Extend lease**, if reasonably certain of being exercised
    - **Terminate lease**, if reasonably certain of *not* being exercised

  - Excludes cancelable periods
    - Periods for which lessee and lessor both have option to extend or terminate (such as rolling month-to-month leases)

  - Fiscal funding and cancellation clauses are ignored unless reasonably certain of being exercised
# Initial Reporting

<table>
<thead>
<tr>
<th>Assets</th>
<th>Liability</th>
<th>Deferred Inflow</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Lessee</strong></td>
<td>Intangible lease asset (right to use underlying asset)—value of lease liability plus prepayments and initial direct costs that are ancillary to place asset in use</td>
<td>Present value of future lease payments (incl. fixed payments, variable payments based on index or rate, reasonably certain residual guarantees, etc.)</td>
</tr>
<tr>
<td><strong>Lessor</strong></td>
<td>• Lease receivable (generally includes same items as lessee’s liability)</td>
<td>NA</td>
</tr>
<tr>
<td></td>
<td>• Continue to report the leased asset</td>
<td></td>
</tr>
</tbody>
</table>
## Subsequent Reporting

<table>
<thead>
<tr>
<th>Assets</th>
<th>Liability</th>
<th>Deferred Inflow</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Lessee</strong></td>
<td>Amortize the intangible lease asset over shorter of useful life or lease term</td>
<td>Reduce by lease payments (less amount for interest expense)</td>
</tr>
</tbody>
</table>
| **Lessor** | • Depreciate leased asset (unless indefinite life or required to be returned in its original or enhanced condition)  
• Reduce receivable by lease payments (less amount needed to cover accrued interest) | NA | Recognize revenue over the lease term in a systematic and rational manner |
# Short-Term Leases

<table>
<thead>
<tr>
<th>Definition</th>
<th>At beginning of lease, <em>maximum possible term</em> under the contract is 12 months or less</th>
</tr>
</thead>
</table>
| **Lessee accounting** | • Recognize expenses/expenditures based on the terms of the contract  
• Do not recognize assets or liabilities associated with the right to use the underlying asset |
| **Lessor accounting** | • Recognize lease payments as revenue based on the payment provisions of the contract  
• Do not recognize receivables or deferred inflows |
# Contracts with Multiple Components

## Statement 87
- Generally, account for lease and non-lease components as separate contracts and multiple underlying assets as separate lease components in certain circumstances (paragraphs 64 and 65)
- Allocate contract price to different components (paragraph 66)

## Implementation Guide 2019-3
- One component meets scope exclusions and one does not?
  - Separate and account for them individually (Q4.59)
- Separate utilities and janitorial costs of building lease?
  - Yes, if practicable to do so (Q4.60)
Other Topics Covered by Statement 87

- Disclosures
- Contract combinations
- Lease modifications & terminations
- Lease incentives
- Subleases
- Sale-leasebacks
- Lease-leasebacks
Accounting for Interest Cost Incurred before the End of a Construction Period

Statement No. 89
Interest Cost

**What?**
The Board issued Statement 89 to enhance the relevance of capital asset information and simplify financial reporting.

**Why?**
Accounting guidance has been based on FASB Statements 34 and 62, which were incorporated into the GASB literature by GASB Statement 62 but were not reconsidered in light of GASB’s Concepts Statements.

**When?**
Recognizing Interest Cost

Financial statements prepared using the economic resources measurement focus:

• Interest cost incurred before the end of a construction period should be recognized as an expense in the period incurred.

Financial statements prepared using the current financial resources measurement focus:

• Interest cost incurred before the end of a construction period should be recognized as an expenditure consistent with governmental fund accounting principles.

Prospective application at transition
Majority Equity Interests

Statement No. 90

an amendment of GASB Statements No. 14 and No. 61
Majority Equity Interests

What?
The Board issued Statement 90 to clarify whether a majority equity interest should be reported as an investment or as a component unit and to provide consistent measurement of elements of acquired organizations and 100% equity interests in component units.

Why?
Stakeholders requested that the GASB examine diversity in practice and potential conflicts in the existing guidance.

When?
Effective for periods beginning after December 15, 2019. Earlier application is encouraged.
<table>
<thead>
<tr>
<th><strong>YES</strong></th>
<th><strong>NO</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Report as an investment</td>
<td>Report as a component unit</td>
</tr>
<tr>
<td>Measure the investment by applying the equity method prescribed in Statement 62, paragraphs 205–209</td>
<td>Recognize an asset for the majority equity interest and measure by applying the equity method prescribed in Statement 62, paragraphs 205–209</td>
</tr>
</tbody>
</table>

*Exception*: the following should apply fair value in accordance with Statement 72, paragraph 64:
- Special-purpose governments engaged only in fiduciary activities
- Fiduciary funds
- Endowments (including permanent and term endowments) and permanent funds

Applied prospectively only
100% Equity Interest That *Does Not* Meet the Definition of an Investment

If a government acquires a 100% equity interest in a legally-separate entity that *does not* meet the definition of an investment, the component unit should remeasure assets, liabilities, and deferrals by applying acquisition value as described in Statement 69. Government holding the 100% equity interest would recognize an asset and measure by using acquisition value.

These provisions would be applied prospectively only.
Conduit Debt Obligations

Statement No. 91
Conduit Debt

What?
The Board improved the existing standards related to conduit debt obligations by providing a single reporting method for government issuers.

Why?
Interpretation 2 had been in effect for 20 years before its effectiveness was evaluated; based on GASB research, improvements were needed to eliminate diversity in practice.

When?
Effective for periods beginning after December 15, 2021. Earlier application is encouraged.
Definition of Conduit Debt

1. There are at least three parties involved: the government-issuer, the third-party obligor (borrower), and the debt holder or trustee.
2. The issuer and the third-party obligor are not within the same financial reporting entity.
3. The debt obligation is not a parity bond of the issuer, nor is it cross-collateralized with other debt of the issuer.
4. The third-party obligor or its agent, not the issuer, ultimately receives the proceeds from the debt issuance.
5. The third-party obligor, not the issuer, is primarily obligated for the payment of all amounts associated with the debt obligation.
Limited, Additional & Voluntary Commitments Extended by Issuers

Generally, issuers’ commitments are **limited** to the resources provided by the third-party obligor.

Occasionally, an issuer may extend an **additional commitment** to support debt service in the event of the third-party obligor’s default.

- For example:
  - Extending a moral obligation pledge
  - Extending an appropriation pledge
  - Extending a financial guarantee
  - Pledging its own property, revenue, or other assets as security

Under a **voluntary commitment**, issuer voluntarily decides to make a debt service payment or request an appropriation for a payment in the event that the third-party is, or will be, unable to pay.
Recognition by the Issuer

- Do not recognize a conduit debt obligation as a liability
- May have a related liability arising out of an additional or voluntary commitment

**Additional commitment**: report a liability when qualitative factors indicate it is *more likely than not* that the issuer will support debt service payments for a conduit debt obligation

**Voluntary commitment**: if a certain event or circumstance has occurred, evaluate likelihood, then report a liability if it is *more likely than not* that the issuer will support debt service payments

Voluntary commitments for which a liability is recognized and all additional commitments: At least annually reevaluate whether recognition criteria are met while conduit debt is outstanding
Some conduit debt obligations include arrangements* that involve capital assets to be used by the third-party obligor but owned by the issuer.

- Capital asset is built or acquired with proceeds of the conduit debt obligation.
- Issuer retains title to the capital asset from the beginning of the arrangement.
- Payments from the third-party obligor are to cover debt service payments.
- Payment schedule of the arrangement coincides with the debt service repayment schedule.

*Often characterized as “leases”
Arrangements and Capital Assets (continued)

Accounting by the issuer:

- Do not report those arrangements as leases
- Do not recognize a liability for the related conduit debt obligations
- Do not recognize a receivable for the payments related to those arrangements
- If the arrangement meets the definition of a service concession arrangement, follow Statement 60
## Arrangements and Capital Assets (continued)

<table>
<thead>
<tr>
<th>Does title pass to third-party obligor at end of arrangement?</th>
<th>Does the issuer recognize a capital asset?</th>
<th>Does the issuer recognize a deferred inflow of resources?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>No</td>
<td>No</td>
</tr>
<tr>
<td>No, and third party has exclusive use of <em>entire</em> capital asset</td>
<td>Yes, when the arrangement ends</td>
<td>No</td>
</tr>
<tr>
<td>No, and third party has exclusive use of only <em>portions</em> of the capital asset</td>
<td>Yes, at the inception of the arrangement</td>
<td>Yes, at the inception of the arrangement; deferred inflow recognized as revenue over the term of the arrangement</td>
</tr>
</tbody>
</table>
### Disclosures by Type of Commitment

#### A general description of the issuer’s conduit debt obligations
- Description of limited commitments
- Description of additional commitments (legal authority and limits; length; arrangements for recovering payments from third-party obligors, if any)
- Aggregate outstanding principal amount

#### If the issuer recognizes a related liability
- Description of timing of recognition and measurement of the liability
- Beginning balances, increases, decreases, ending balances
- Cumulative payments that have been made
- Amounts expected to be recovered, if any, for those payments
Omnibus 2020

Statement No. 92
Omnibus 2020

**What?**
The Board has amended existing standards covering multiple topics

**Why?**
Omnibus projects are used to address issues in multiple pronouncements that, individually, would not justify a separate project

**When?**
Effective dates vary by topic

Earlier application is encouraged and permitted by topic
Provisions of Statement 92

Leases

- Effective date of Statement 87 and Implementation Guide 2019-3 is changed from “reporting periods” to “fiscal years…and all reporting periods thereafter”

Government combinations and disposals of operations

- Provides an exception to the use of acquisition value in the measurement of an acquired asset retirement obligation

Derivative instruments

- Amends NCGA and GASB pronouncements to standardize the terminology used to refer to derivative instruments
Provisions of Statement 92 (continued)

Application of Statement 84 to Postemployment Benefit Arrangements

- Limit the requirements of paragraphs 22 and 25 to defined benefit pension and OPEB plans
- Supersedes guidance in Statements 73 and 74 regarding recognition of a liability to employers and NECEs for the excess of assets over liabilities for benefits payments and administrative expenses in custodial funds in circumstances in which assets are accumulated for the pensions and OPEB of other employers and NECEs

Applicability of Statements 73 and 74

- Amend Statements 73 and 74 to replace references to control of assets in those same circumstances, to avoid limiting the application of the associated requirements of those Statements

Fair value measurements

- Amends paragraph 81 of Statement 72 to adjust the example of nonrecurring fair value measurements
Provisions of Statement 92 (continued)

- **Intra-entity transfers of assets**
  - Amends paragraph 15 of Statement 48 to clarify that amounts associated with the transfer of capital or financial assets from an employer or NECE to a defined benefit pension or OPEB plan within the same financial reporting entity should be reported as contributions to the plan, in accordance with Statements 68 and 75.
  - Clarifies that the provisions of paragraph 15 apply to all transfers of assets within a financial reporting entity.

- **Reinsurance recoveries**
  - Amends paragraph 37 of Statement 10 to clarify that amounts that are recoverable from reinsurers or excess insurers and that relate to paid claims and claim adjustment expenses may be reported as reductions of expenses but are not required to be.
### Effective Dates for Statement 92

<table>
<thead>
<tr>
<th>Requirements related to:</th>
<th>Effective Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Leases</td>
<td>Upon issuance</td>
</tr>
<tr>
<td>2. Reinsurance recoveries</td>
<td>Fiscal years beginning after June 15, 2021</td>
</tr>
<tr>
<td>3. Derivative instruments</td>
<td>Reporting periods beginning after June 15, 2021</td>
</tr>
<tr>
<td>4. Intra-entity transfers of assets</td>
<td></td>
</tr>
<tr>
<td>5. Applicability of Statements 73 and 74</td>
<td></td>
</tr>
<tr>
<td>6. Application of Statement 84 to postemployment benefit arrangements</td>
<td></td>
</tr>
<tr>
<td>7. Fair value measurements</td>
<td></td>
</tr>
<tr>
<td>8. Government combinations and disposals of operations</td>
<td>For government acquisitions occurring in reporting periods beginning after June 15, 2021</td>
</tr>
</tbody>
</table>
Replacement of Interbank Offered Rates

Statement No. 93
## Replacement of Interbank Offered Rates

### What?
The Board has issued guidance to facilitate the transition from using IBORs in hedging derivative instruments and leases.

### Why?
LIBOR in its current form is expected to effectively sunset at the end of 2021.

### When?
- **LIBOR**: periods ending after December 31, 2021
- **Leases**: periods beginning after June 15, 2021
- **All other**: periods beginning after June 15, 2020
Exception to Termination of Hedge Accounting

- Continue to apply hedge accounting to an effective hedging derivative instrument with a variable payment based on an IBOR, if all criteria are met:

  - Hedging derivative instrument is amended or replaced to change the reference rate of its variable payment or add/change reference rate-related fallback provisions
  - The new reference rate essentially equates the old rate by:
    - Adjusting the new rate by a coefficient or constant, limited to what is necessary to essentially equate the rates, and/or
    - An up-front payment, limited to what is necessary to essentially equate the rates
  - The original hedging derivative instrument is ended and the replacement hedging derivative instrument is entered into on the same date
  - Critical terms are identical, except for term changes that are necessary for reference rate replacement (see next slide)
Other Term Changes

Term changes that may be necessary for the replacement of the reference rate are limited to:

- The frequency with which the rate of the variable payment resets
- The dates on which the rate resets
- The methodology for resetting the rate
- The dates on which periodic payments are made
Two-Step Transition to a SOFR

A hedging derivative instrument may be amended or replaced in two steps: a transition from an IBOR to another rate (such as the effective federal funds rate) prior to transitioning to a secured overnight financing rate (SOFR)

Hedge accounting continues when all of the following criteria are met:

- The first step replaces an IBOR with another rate
- That interim rate is replaced by a SOFR in the second step
- All four of the criteria for a one-step transition are met
Effective Federal Funds Rate and SOFR are appropriate benchmark interest rates for taxable debt when applying the consistent critical terms method.

LIBOR is no longer an appropriate benchmark interest rate for taxable debt when applying the consistent critical terms method.

Replacing an IBOR as the reference rate of a hedged item does not terminate hedge accounting.

Uncertainty related to the continued availability of IBORs does not, by itself, affect the assessment of whether the occurrence of a hedged expected transaction is probable.

The lease modifications guidance in Statement 87 should not be applied to when a lease contract is amended solely to replace an IBOR.
Effective Dates and Transition

The provision removing LIBOR as an appropriate benchmark rate is effective for reporting periods ending after December 31, 2021.

All other provisions are effective for reporting periods beginning after June 15, 2020.

Earlier application is encouraged.

Should be applied retroactively, if practicable (hedge accounting should be reestablished for terminations prior to the effective date of this Statement).
Public-Private and Public-Private Public Partnerships and Availability Payment Arrangements

Statement No. 94
P3s, APAs, and SCAs

What?
The Board issued guidance for public-private and public-public partnerships (P3s) that are not subject to Statements 60 or 87, and improvements to Statement 60

Why?
GASB research found that some P3 transactions are outside the scope of Statement 60 and identified opportunities to improve Statement 60’s guidance for service concession arrangements (SCAs)

When?
Effective for reporting periods beginning after June 15, 2022
Definitions: PPPs and APAs

Public-private partnerships and public-public partnerships (P3s) are arrangements “in which a government (the transferor) contracts with an operator [governmental or nongovernmental] to provide public services by conveying control of the right to operate a nonfinancial assets, such as infrastructure or other capital asset (the underlying PPP asset), for a period of time in an exchange or exchange-like transaction.”

Availability payment arrangements (APA):

- Government contracts with another entity to operate or maintain the government’s nonfinancial asset
- Entity receives payments from the government based on the asset’s availability for use
- Asset’s availability may be based on the physical condition of the asset or the achievement of certain performance measures
- May include design, finance, construction, or service components
Other Provisions

A P3 that meets the definition of a lease in Statement 87 – but not the definition of a service concession arrangement (SCA) – would be reported under Statement 87 unless (a) the underlying PPP assets are not existing assets of the transferor or (b) improvements are required to be made to those existing underlying P3 assets by the operator.

An APA that is related to the design, finance, or construction of an infrastructure or other nonfinancial asset in which ownership of the asset transfers by the end of the contract would be reported as a financed purchase of the asset.

An APA that is related to operations would be accounted for as flows of resources (for example, expense) in the period to which the payments relate.
For all P3s, recognize:

- Receivable for installment payments to be received, if any
- Deferred inflow of resources for the assets recognized, including payments received from the operator at or before start of the P3 term

If underlying P3 asset is a new asset or an existing asset that has been improved...

- …and the P3 is an SCA: also recognize the capital asset at acquisition value when placed into operation
- …and the P3 is not an SCA: also recognize a receivable for the capital asset, measured at operator’s estimated carrying value as of the future date of the transfer in ownership
### Operator Reporting

<table>
<thead>
<tr>
<th>For all P3s, recognize:</th>
<th>If underlying P3 asset is (a) existing asset or improvement or (b) new asset and the P3 is an SCA…</th>
<th>If underlying P3 asset is a new asset and the P3 is not an SCA…</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Liability for installment payments to be made, if any</td>
<td>• …also recognize an intangible right-to-use asset</td>
<td>• Also recognize the underlying P3 asset until ownership is transferred</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• And a liability for the underlying P3 asset, measured at the estimated carrying value as of the future date of the transfer</td>
</tr>
</tbody>
</table>
Subscription-Based Information Technology Arrangements

Statement No. 96
Statement 96 on SBITAs

**What?**
The Board issued standards related to reporting subscription-based information technology arrangements (SBITAs), such as cloud computing contracts.

**Why?**
Stakeholders were concerned that those transactions were not covered by the guidance in Statements 51 or 87; diversity existed in practice.

**When?**
Effective for fiscal years beginning after June 15, 2022, and all reporting periods thereafter. Earlier application is encouraged.
A subscription-based information technology arrangement (SBITA) “is a contract that conveys control of the right to use another party’s (a SBITA vendor’s) IT software, alone or in combination with tangible capital assets (the underlying IT assets) as specified in the contract for a period of time in an exchange or exchange-like transaction.”

To determine whether a contract conveys control of the right to use the underlying IT assets, a government should assess whether it has both:

- The right to obtain the present service capacity from use of the underlying IT assets as specified in the contract
- The right to determine the nature and manner of use of the underlying IT assets as specified in the contract.
Scope and Applicability (continued)

- Statement 96 does not apply to:
  - Contracts that convey control of the right to use another party’s combination of IT software and tangible capital assets that meets the definition of a lease in Statement 87, in which the software component is insignificant compared to the cost of the underlying tangible capital asset
  - Governments that provide the right to use their IT software and associated tangible capital assets to other entities through SBITAs
  - Contracts that meet the definition of a P3 in Statement 94
  - Licensing arrangements that provide a perpetual license to governments to use a vendor’s computer software, which are subject to Statement 51
Recognition and Measurement

An SBITA should be reported under provisions effectively the same as those for a lessee under Statement 87—recognize a subscription asset and a subscription liability (except for short-term SBITAs)

Measurement of the subscription asset should include certain capitalizable implementation costs based on stages similar to those for internally developed software in Statement 51:

- Preliminary project stage
- Initial implementation stage
- Operation and additional implementation stage
Accounting for Activities Associated with a SBITA

**Preliminary project stage**
- Outlays should be expensed as incurred

**Initial implementation stage**
- In general, outlays should be capitalized
- However, if no subscription asset is recognized (such as for a short-term SBITA), outlays should be expensed as incurred

**Operation & additional implementation stage**
- Outlays in this stage should be expensed as incurred unless they meet specific capitalization criteria
Certain Component Unit Criteria, and Accounting and Financial Reporting for Internal Revenue Code Section 457 Deferred Compensation Plans

Statement No. 97
Fiduciary Component Units and Deferred Compensation Plans

**What?**
The GASB has changed the criteria for including certain employee benefit plans as component units and improvements to Statement 32 on IRC Section 457 plans.

**Why?**
Some 457 plan characteristics have changed due, in part, to changes in the IRC; questions have been raised about whether certain employee benefit plans should be included as component units.

**When?**
Effective dates vary by topic. Earlier application is encouraged and permitted for certain topics.
Paragraph 7 of Statement 84 amended Statement 14 to indicate that a primary government is considered to have a financial burden if it is legally obligated or has otherwise assumed the obligation to make contributions to a pension plan or OPEB plan.

Implementation Guide 2019-2 provided guidance that in the absence of a governing board, a government performing the duties of a governing board for a defined contribution (DC) plan that is administered through a trust that meets the criteria in Statement 67 is effectively the same as appointment of a voting majority.
The implication of that existing and considered guidance is that many governments would be required to report DC plans and other employee benefit plans as component units in their fiduciary fund financial statements.

The Board directed the staff to conduct additional outreach on the structure of those types of arrangements and user needs for information about them.

Based on the outreach, the Board decided to expand the project and issue guidance on component units.
For purposes of determining whether a primary government is financially accountable, the absence of a governing board (when the government is perform the duties a governing board normally would perform) should be treated the same as the appointment of a voting majority of a governing board, except for DC pension plans, DC OPEB plans, or other employee benefit plans.

The criterion that a legal obligation to contribute (or otherwise assuming the obligation) is considered to be a financial burden applies only to defined benefit plans.
457 Plans

All requirements relevant to pension plan reporting should be applied to Section 457 plans that meet the definition of a pension plan.

All requirements relevant to pensions should be applied by employers to benefits provided through Section 457 plans that meet the definition of a pension plan.

Investments should be valued as of the end of the reporting period (allowance to use the most recent report of the plan administrator is eliminated).
Implementation Guidance Updates

2019-1, and 2020-1
Implementation Guidance Updates

What? The GASB annually updates its Q&A implementation guidance.

Why? New guidance is added as new pronouncements are issued and new issues arise.

When? 2019-1 is effective for periods beginning after June 15, 2020. 2020-1: periods beginning after either June 15, 2021 or December 15, 2021, depending on the Q&A.
Implementation Guide 2019-1

Adds new questions on standards regarding:

- Cash flows reporting
- Derivative instruments
- Fund balance
- Insurance recoveries
- Irrevocable split-interest agreements
- Intra-entity transfers of assets
- Nonexchange transactions
- Pensions and OPEB
- Tax abatement disclosures

Updates existing Q&A guidance related to:

- Derivative instruments
- Financial reporting entity
- Pension and OPEB plan reporting
Implementation Guide 2020-1

- Adds new questions on standards regarding:
  - Certain asset retirement obligations
  - Conduit debt obligations
  - External investment pools
  - Fiduciary activities
  - Financial reporting entity
  - Leases

- Updates existing Q&A guidance related to:
  - External investment pools
  - OPEB
  - Pensions
  - Deferral of certain Implementation Guide questions and answers
Implementation Guide 2021-1

Adds new questions on standards regarding:

- Derivative instruments
- Fiduciary activities
- Leases, including
  - Definition of a lease
  - Lease term: options to extend or terminate; reassessment
- Short-term leases
- Lessee recognition and measurement
- Lessor recognition and measurement
- Lease incentives
- Modifications and terminations
- Nonexchange transactions

Updates existing Q&A guidance related to:

- Financial reporting model
- Sales and pledges and intra-entity transfers (Statement 48)
Current Technical Agenda Projects
Compensated Absences
Exposure Draft, *Compensated Absences*

**What?**
The Board proposed updated guidance for accounting and financial reporting for compensated absences.

**Why?**
A review of Statement 16 indicated opportunities for improvement and additional guidance for certain types of leave.

**When?**
Comment deadline: June 4, 2021
## Proposal: Scope and Applicability

**A compensated absence is**

- Leave that employees use for time off with pay
- Leave for which employees receive payment upon termination of employment, or
- Leave for which employees receive settlement through other means, such as conversion to postemployment benefits

**Examples:**

- Vacation and sick leave
- Paid time off (PTO)
- Holidays
- Certain types of sabbatical leave
Proposal: Recognition Criteria

Absence accumulates
- Can be carried forward from reporting period when earned to a future reporting period when it will be paid or settled

Absence is attributable to services rendered
- Employee already has performed the services required to earn the absence

Absence is *more likely than not* to be either paid or settled
- Likelihood of more than 50 percent

Exception: more likely than not to be converted to defined benefit pension/OPEB
Proposal: Measurement

Accumulated leave
Leave that meets the recognition criteria
Exception: more likely than not to be settled through other means

Pay rate
Generally the employee’s pay rate at financial reporting date
Exception: more likely than not to be paid at a different rate

Salary-related payments
Directly and incrementally related
DC pension or OPEB recognized as pension or OPEB liability
DB pension or OPEB excluded
Proposal: Note Disclosures and Effective Date

- **Note disclosures**
  - No new note disclosures
  - Exceptions to existing long-term liability disclosures for compensated absences:
    - Option to present net increase or decrease with indication that it is a net amount
    - Not required to disclose governmental fund used to liquidate

- **Effective date**
  - Reporting periods beginning after December 15, 2022
# Project Timeline

<table>
<thead>
<tr>
<th>Event</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pre-Agenda Research Started</td>
<td>August 2018</td>
</tr>
<tr>
<td>Added to Current Technical Agenda</td>
<td>December 2019</td>
</tr>
<tr>
<td>Deliberations Began</td>
<td>February 2020</td>
</tr>
<tr>
<td>Exposure Draft Approved</td>
<td>February 2021</td>
</tr>
<tr>
<td>Comment Deadline</td>
<td>June 4, 2021</td>
</tr>
<tr>
<td>Final Statement Expected</td>
<td>December 2021</td>
</tr>
</tbody>
</table>
Conceptual Framework: Recognition
# Exposure Draft: *Recognition of Elements of Financial Statements*

<table>
<thead>
<tr>
<th><strong>What?</strong></th>
<th><strong>Why?</strong></th>
<th><strong>When?</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>The Board issued an Exposure Draft of a Concepts Statement on recognition of financial statement elements</td>
<td>Recognition concepts are one of the components needed to complete the conceptual framework</td>
<td>Comment deadline was February 26, 2021</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Public hearings and user forums in March and April 2021</td>
</tr>
</tbody>
</table>
The measurement focus of a specific financial statement determines *what* items should be reported as elements of that financial statement.

The related basis of accounting determines *when* those items should be reported.
Proposal: Recognition Hierarchy

Follow a specific order when evaluating an item for recognition:

1. Does it meet the definition of an asset or liability?
   - Yes: Recognize asset or liability
   - No: go to next step

2. Does it meet the definition of a deferred outflow of resources or a deferred inflow of resources?
   - Yes: Recognize deferral
   - No: go to next step

3. Does it meet the definition of an outflow of resources or an inflow of resources?
   - Yes: Recognize inflow/outflow
   - No: Do not recognize the item
## Proposal: Recognition Framework

### Two Measurement Focuses

<table>
<thead>
<tr>
<th>Economic Resources</th>
<th>Short-Term Financial Resources</th>
</tr>
</thead>
<tbody>
<tr>
<td>(applied in government-wide, proprietary fund, and fiduciary fund financial statements)</td>
<td>(would replace current financial resources in the governmental funds)</td>
</tr>
</tbody>
</table>
Proposal: Recognition Framework (continued)

Item meets definition of an element under the measurement focus + Measurement of item sufficiently reflects qualitative characteristics = Recognize the item in financial statement
### Project Timeline

<table>
<thead>
<tr>
<th>Event</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Preliminary Views Issued</td>
<td>September 2018</td>
</tr>
<tr>
<td>Redeliberations Began</td>
<td>June 2019</td>
</tr>
<tr>
<td>Exposure Draft Approved</td>
<td>June 2020</td>
</tr>
<tr>
<td>Comment Deadline</td>
<td>February 26, 2021</td>
</tr>
<tr>
<td>Public Hearings (virtual)</td>
<td>March 23, 30 &amp; 31, 2021</td>
</tr>
<tr>
<td></td>
<td>April 8, 13, 14, 20 &amp; 21, 2021</td>
</tr>
<tr>
<td>User Forums (virtual)</td>
<td>April 9 &amp; 15, 2021</td>
</tr>
<tr>
<td>Final Concepts Statement Expected</td>
<td>June 2022</td>
</tr>
</tbody>
</table>
Financial Reporting Model Reexamination
Financial Reporting Model Improvements

What?
The Board proposed improvements to the financial reporting model—Statements 34, 35, 37, 41, and 46, and Interpretation 6.

Why?
A review of those standards found that they generally were effective, but that there were aspects that could be significantly improved.

When?
Comment deadline was February 26, 2021.
Public hearings and user forums in March and April 2021.
## Overview of the Proposals

<table>
<thead>
<tr>
<th>Topic</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Measurement focus and basis of accounting for the governmental funds</td>
<td></td>
</tr>
<tr>
<td>Format of governmental funds financial statements</td>
<td></td>
</tr>
<tr>
<td>Clarification of operating and nonoperating in proprietary funds</td>
<td></td>
</tr>
<tr>
<td>Presentation of proprietary funds statement of revenues, expenses, and changes in net position</td>
<td></td>
</tr>
<tr>
<td>Management’s discussion and analysis</td>
<td></td>
</tr>
<tr>
<td>Budgetary comparisons</td>
<td></td>
</tr>
<tr>
<td>Major component unit presentations</td>
<td></td>
</tr>
<tr>
<td>Unusual or infrequent items</td>
<td></td>
</tr>
</tbody>
</table>
Proposal: Recognition in Governmental Funds

Short-term financial resources measurement focus and accrual basis of accounting

Elements from short-term transactions or other events recognized as the underlying transaction or other event occurs

Elements from long-term transactions and other events recognized when payments are due

Financial assets: cash, assets that are available to be converted to cash, and assets that are consumable in lieu of cash
Recognition in Governmental Funds (cont.)

<table>
<thead>
<tr>
<th>Short-Term Transactions</th>
<th>Long-Term Transactions</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Period from inception to conclusion is one year or less</td>
<td>• Period from inception to conclusion is more than one year</td>
</tr>
</tbody>
</table>

**Inception**
- generally is when a party to the transaction takes an action that results in the initial recognition of an asset or liability

**Conclusion**
- generally is when the final payment of cash or other financial assets is due according to the terms of the binding arrangement (or estimated payments)
Proposal: Presentation of Governmental Funds

Financial statements presented in **current and noncurrent activity** format

- **Current activity**—all other
- **Noncurrent activity**—related to purchase and disposition of capital assets and issuance and repayment of long-term debt
Proposed Statement of Short-Term Financial Resource Flows

<table>
<thead>
<tr>
<th>INCOMES OF SHORT-TERM FINANCIAL RESOURCES FOR CURRENT ACTIVITIES</th>
<th>General Fund</th>
<th>Special Tax Fund</th>
<th>Other Governmental Funds</th>
<th>Total Governmental Funds</th>
</tr>
</thead>
<tbody>
<tr>
<td>Taxes:</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Property tax</td>
<td>$20,322,167</td>
<td>$5,311,156</td>
<td>$2,015,047</td>
<td>$27,648,370</td>
</tr>
<tr>
<td>Sales tax</td>
<td>45,034,789</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Use tax</td>
<td>3,586,753</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Motor fuel tax</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Other taxes</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Payments in lieu of taxes</td>
<td>2,721,420</td>
<td></td>
<td></td>
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<tr>
<td>Special assessments</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Special assessments</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Licenses and permits</td>
<td>1,303,889</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Fees for services</td>
<td>7,056,692</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>Franchise fees</td>
<td>1,968,522</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Fringe and benefits</td>
<td>1,476,364</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>Intergovernmental</td>
<td>14,595,019</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Investment earnings</td>
<td>5,829</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Transfers in</td>
<td>500,000</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Miscellaneous</td>
<td>4,216,940</td>
<td>654,482</td>
<td></td>
<td>5,642,709</td>
</tr>
<tr>
<td><strong>Total inflows of short-term financial resources for current activities</strong></td>
<td>106,760,279</td>
<td>5,977,022</td>
<td>19,516,177</td>
<td>132,253,478</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>OUTCOMES OF SHORT-TERM FINANCIAL RESOURCES FOR CURRENT ACTIVITIES</th>
<th>General Fund</th>
<th>Special Tax Fund</th>
<th>Other Governmental Funds</th>
<th>Total Governmental Funds</th>
</tr>
</thead>
<tbody>
<tr>
<td>General government</td>
<td>14,053,444</td>
<td>6,961,201</td>
<td>2,213,691</td>
<td>23,228,336</td>
</tr>
<tr>
<td>Public health and safety</td>
<td>70,880,913</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Highway and streets</td>
<td>12,137,714</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Culture and recreation</td>
<td>3,581,583</td>
<td>335,659</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Economic development</td>
<td>496,141</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Transfers out</td>
<td>155,204</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Total outflows of short-term financial resources for current activities</strong></td>
<td>101,304,999</td>
<td>7,296,860</td>
<td>13,201,992</td>
<td>121,803,851</td>
</tr>
<tr>
<td>Net flows of short-term financial resources for current activities</td>
<td>5,456,280</td>
<td>(1,319,838)</td>
<td>6,314,185</td>
<td>10,449,627</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>NET COMMODITIES OF SHORT-TERM FINANCIAL RESOURCES FOR NONCURRENT ACTIVITIES</th>
<th>General Fund</th>
<th>Special Tax Fund</th>
<th>Other Governmental Funds</th>
<th>Total Governmental Funds</th>
</tr>
</thead>
<tbody>
<tr>
<td>Transfers in</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Debt service</td>
<td>(2,434,544)</td>
<td>(366,412)</td>
<td>(9,198,505)</td>
<td>(11,999,461)</td>
</tr>
<tr>
<td>Capital outlay</td>
<td>(111,987)</td>
<td>(1,515)</td>
<td>(1,346,497)</td>
<td>(1,459,999)</td>
</tr>
<tr>
<td>Transfers out</td>
<td>(7,680,875)</td>
<td>(6,445)</td>
<td>(2,420,900)</td>
<td>(10,108,220)</td>
</tr>
<tr>
<td><strong>Net flows of short-term financial resources for noncurrent activities</strong></td>
<td>(10,227,406)</td>
<td>(374,372)</td>
<td>(2,314,297)</td>
<td>(12,916,075)</td>
</tr>
</tbody>
</table>

| Net change in short-term financial resources fund balances               |              |                 |                         |                         |
| (4,772,126)                                                              | (1,694,210)  |                 |                         |                         |
| Short-term financial resources fund balances at beginning of year        | 9,319,621    | 9,776,474       | 3,999,888               | 24,664,484              |
| Short-term financial resources fund balances at end of year              | $4,547,495   | $8,082,264      | $31,892,480             | $44,522,239             |
Proposals: Proprietary Funds

Separate presentation of operating and nonoperating revenues and expenses

Operating
- Activities other than nonoperating activities

Nonoperating
- Subsidies received and provided
- Revenues and expenses of financing
- Resources from the disposal of capital assets and inventory
- Investment income and expenses
Proposals: Proprietary Funds (cont.)

Subsidies

- Resources received from another party or fund to keep rates lower than otherwise would be necessary to support the level of goods and services to be provided
- Resources provided to another party or fund that results in higher rates than otherwise would be established for the level of goods and services to be provided

Add a new subtotal for operating income (loss) and noncapital subsidies
<table>
<thead>
<tr>
<th>Operating revenues:</th>
<th>2016</th>
<th>2015</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tuition and fees (net of discounts)</td>
<td>$574,168</td>
<td>$525,791</td>
</tr>
<tr>
<td>Grants and contracts</td>
<td>292,962</td>
<td>278,481</td>
</tr>
<tr>
<td>Sales and services</td>
<td>271,345</td>
<td>272,244</td>
</tr>
<tr>
<td>Other operating revenues</td>
<td>7,868</td>
<td>14,861</td>
</tr>
<tr>
<td><strong>Total operating revenues</strong></td>
<td><strong>1,146,343</strong></td>
<td><strong>1,091,377</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Operating expenses:</th>
<th>2016</th>
<th>2015</th>
</tr>
</thead>
<tbody>
<tr>
<td>[Natural or functional expenses]</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Total operating expenses</strong></td>
<td><strong>1,681,544</strong></td>
<td><strong>1,596,059</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Income (loss) generated by operations</th>
<th>2016</th>
<th>2015</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Income (loss) generated by operations</strong></td>
<td><strong>(535,201)</strong></td>
<td><strong>(504,682)</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Noncapital subsidies:</th>
<th>2016</th>
<th>2015</th>
</tr>
</thead>
<tbody>
<tr>
<td>Appropriations</td>
<td>407,702</td>
<td>394,767</td>
</tr>
<tr>
<td>Taxes</td>
<td>8,026</td>
<td>7,660</td>
</tr>
<tr>
<td>Grants</td>
<td>42,978</td>
<td>37,567</td>
</tr>
<tr>
<td>Gifts</td>
<td>99,395</td>
<td>90,063</td>
</tr>
<tr>
<td><strong>Total noncapital subsidies</strong></td>
<td><strong>558,101</strong></td>
<td><strong>530,557</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Operating income (loss) and noncapital subsidies</th>
<th>2016</th>
<th>2015</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Operating income (loss) and noncapital subsidies</strong></td>
<td><strong>22,900</strong></td>
<td><strong>25,375</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Financing and investing activities:</th>
<th>2016</th>
<th>2015</th>
</tr>
</thead>
<tbody>
<tr>
<td>Investment income</td>
<td>235,820</td>
<td>138,649</td>
</tr>
<tr>
<td>Interest expense</td>
<td>(12,412)</td>
<td>(12,853)</td>
</tr>
<tr>
<td>Loss from the disposition of capital assets</td>
<td>(2,385)</td>
<td>518</td>
</tr>
<tr>
<td><strong>Total financing and investing activities</strong></td>
<td><strong>221,023</strong></td>
<td><strong>126,314</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Income before other items</th>
<th>2016</th>
<th>2015</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Income before other items</strong></td>
<td><strong>243,923</strong></td>
<td><strong>151,689</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Other items:</th>
<th>2016</th>
<th>2015</th>
</tr>
</thead>
<tbody>
<tr>
<td>Capital contributions</td>
<td>23,231</td>
<td>74,830</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Increase (decrease) in net position</th>
<th>2016</th>
<th>2015</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Net position—beginning</strong></td>
<td><strong>3,061,111</strong></td>
<td><strong>2,834,592</strong></td>
</tr>
<tr>
<td>Increase (decrease) in net position</td>
<td><strong>287,154</strong></td>
<td><strong>226,519</strong></td>
</tr>
<tr>
<td><strong>Net position—ending</strong></td>
<td><strong>3,328,265</strong></td>
<td><strong>3,061,111</strong></td>
</tr>
</tbody>
</table>
Proposals: Management’s discussion and analysis

Users of MD&A “have different levels of knowledge and sophistication about governmental accounting and finance,” “may not have a detailed knowledge of accounting principles” (as in Concepts Statement 1, paragraph 63)

Add clarification and structure to the requirement for brief discussion of the basic financial statements, including their relationships and significant differences

Emphasize the level of thoroughness required for the analysis of year-to-year changes and the need to avoid unnecessary duplication

Amend the requirements for currently known facts, decisions, or conditions with examples, such as economic trends; subsequent year’s budget; actions government has taken on postemployment benefits, capital improvement plans, and long-term debt; actions other parties have taken that affect the government

Move budgetary analysis and discussion of infrastructure assets (if applicable) to the relevant parts of RSI
Other Proposals

Budgetary comparisons
- Would be presented as required supplementary information (no option for basic statements)
- Required variances would be final-budget-to-actual and original-budget-to-final-budget

Major component unit presentations
- If it is not feasible to present major component unit financial statements in separate columns in the reporting entity’s financial statements, the financial statements of the major component units would be presented in the reporting entity’s basic financial statements as combining financial statements
Unusual or Infrequent Items

- Separately present inflows and outflows of resources that are unusual in nature and/or infrequent in occurrence (replacing extraordinary and special items)
- Disclose additional information about those inflows and outflows, including the programs, functions, or identifiable activities to which they are related and whether they are within the control of management
Proposed Effective Dates

Based on total annual revenues in fiscal year beginning after June 15, 2022

$75 million or more
- Apply in fiscal years beginning after June 15, 2024

Less than $75 million
- Apply in fiscal years beginning after June 15, 2025
<table>
<thead>
<tr>
<th>Event</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pre-Agenda Research Started</td>
<td>April 2013</td>
</tr>
<tr>
<td>Added to Current Technical Agenda</td>
<td>September 2015</td>
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<td>Invitation to Comment Issued</td>
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</tr>
<tr>
<td>Preliminary Views Issued</td>
<td>September 2018</td>
</tr>
<tr>
<td>Exposure Draft Approved</td>
<td>June 2020</td>
</tr>
<tr>
<td>Comment Deadline</td>
<td>February 26, 2021</td>
</tr>
</tbody>
</table>
| Public Hearings                            | March 23, 30 & 31, 2021  
|                                           | April 8, 13, 14, 20 & 21, 2021 |
| User Forums                               | April 9 & 15, 2021 |
| Final Statement Expected                   | May 2022          |
Revenue and Expense Recognition
Revenue and Expense Recognition

**What?**
The Board proposed a comprehensive model for recognition of revenues and expenses

**Why?**
Guidance for exchange transactions is limited; guidance for nonexchange transactions could be improved and clarified

**When?**
Comment deadline was February 26, 2021
Public hearings and user forums in March and April 2021
Broad Project Objective

Develop a comprehensive, principles-based model that establishes guidance applicable to a wide range of revenue and expense transactions to:

- Expand on areas where there is no guidance—expenses
- Expand on areas where there is limited guidance—certain revenues
- Consider practice issues and challenges identified in current guidance—Statement 33
- Consider the conceptual framework—issued after Statement 33
- Consider performance obligation recognition
Scope of the Project

- The scope is defined broadly to include revenues and expenses except for those \textit{explicitly excluded}:

- **Financial instruments**
  - Investments
  - Derivative instruments
  - Long-term debt

- **Capital assets and inventory**
  - Purchase, sale, or impairment
  - Capitalization and depreciation
  - Inventory valuation

- **Post-employment**
  - Pensions
  - OPEB
  - Other: compensated absences
Proposed Recognition Model Components

**Categorization**
Identify the *type* of transaction

**Recognition**
Determine *what* element should be reported and *when*

**Measurement**
Determine the *amount* to report
Proposed Categorization Methodology

- Is there a binding arrangement?
  - Yes
  - Is there mutual assent of the parties?
    - Yes
    - Are there identifiable rights and obligations that are substantive?
      - Yes
      - Are the rights and obligations interdependent?
        - Yes
        - Category A Transaction
        - No
        - Category B Transaction
      - No
    - No
    - Outside the Scope
## Outcomes of the Proposed Model *

<table>
<thead>
<tr>
<th>Category A</th>
<th>Category B</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fees for service (water, electric, garbage)</td>
<td>Taxes (property tax, income tax, sales tax)</td>
</tr>
<tr>
<td>Eligibility-based grants</td>
<td>Punitive fees</td>
</tr>
<tr>
<td>Research grants and revolving loans</td>
<td>Special assessments</td>
</tr>
<tr>
<td>Medicaid fees for services</td>
<td>Donations</td>
</tr>
<tr>
<td>Tuition fees</td>
<td>Regulatory fees (drivers licenses, building permits, marriage licenses, professional licenses)</td>
</tr>
<tr>
<td>Most expenses</td>
<td>Purpose-restricted grants</td>
</tr>
<tr>
<td></td>
<td>Capital fees (developer fees, PFCs)</td>
</tr>
<tr>
<td></td>
<td>Medicaid supplementary payments</td>
</tr>
</tbody>
</table>

* Transactions highlighted in blue would have different outcomes than under current literature
Proposed Revenue Recognition Principles

**Timeline**

1. **Step 1:** Is there an increase in net assets?
2. **Step 2:** Does the increase in net assets result in a related liability?
3. **Step 3:** Does the increase in net assets result in inflow applicable to a future period?
4. **Step 4:** Recognize revenue

**Fiscal Period**

**CATEGORY A**

- **Legally Enforceable Claim**

**CATEGORY B**

- Asset Dr, Liability Cr
- Asset Dr, Deferred Inflow Cr
- Asset Dr, Revenue Cr
- Fiscal Period

---

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Category A Revenue Recognition Example

College Tuition Category A

Legally Enforceable Claim

Government provides resources (education)

Timeline

Prepayment of tuition

Inflow of resources as the College performs its obligation

Asset | Dr | Liability | Cr

Asset | Dr | Revenue | Cr
Property Taxes Category B

Legally Enforceable Claim

Government imposes property tax

Timeline

Fiscal Period

Asset Dr Liability Cr

Prepayment of property tax

Asset Dr Deferred Inflow Cr

Imposition before fiscal period

Asset Dr Revenue Cr

Inflow of resources is applicable
Proposed Expense Recognition Principles

**CATEGORY A**

- **Timeline**
  - **Asset** Dr
  - **Liability** Cr
  - **Step 2:** Does the decrease in net assets result in a related asset?

**CATEGORY B**

- **Fiscal Period**
  - **Deferred Outflow** Dr
  - **Liability** Cr
  - **Step 3:** Does the decrease in NA result in outflow applicable to a future period?
  - **Expense** Dr
  - **Liability** Cr
  - **Step 4:** Recognize expense

**Legally Enforceable Claim**

- **Step 1:** Is there a decrease in net assets?
Category A Expense Recognition Examples

A performance obligation is satisfied when there is a transfer of control of resources

City orders supplies
- Expense is recognized as the city receives the supplies

School district hires CPA
- Expense is recognized as the CPA firm carries out the expected work, such as an audit

Public utility employees
- Expenses for wages are recognized as the employees perform services over time
Expense is recognized at the same time as the *payable*, unless there are time requirements.

- Contractual arrangements
- Shared revenue (outflows)
- General aid (outflows)
Proposed Measurement Principles

Direct measurement of the most liquid item

Allocated Amount for Category A Transactions

Transaction Amount
# Project Timeline

<table>
<thead>
<tr>
<th>Event</th>
<th>Date/Time</th>
</tr>
</thead>
<tbody>
<tr>
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<td></td>
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<td>April 9 &amp; 15, 2021</td>
</tr>
<tr>
<td>Exposure Draft Expected</td>
<td>June 2023</td>
</tr>
</tbody>
</table>
Risks and Uncertainties Disclosures
Risks and Uncertainties Disclosures

What?
The Board added a practice issue project to identify potential risks and uncertainties in the government environment and consider developing related disclosure requirements.

Why?
Ongoing financial and economic issues related to coronavirus diseases prompted stakeholders to ask the GASB to consider what governments should report about the risks and uncertainties they face.

When?
Deliberations began in September 2020.
Topics Considered

What information do users need regarding disclosures of risks and uncertainties related to operations, estimates, and concentrations?

• How can information about risks and uncertainties be disclosed with essential specificity rather than boiler plate discussions?

• What is the basis for determining whether a government should disclose a risk or uncertainty?

• How can guidance be developed to emphasize that disclosures of risks and uncertainties should not include predictions of the future or projections?

• How do risks and uncertainties relate to severe financial stress or going concern considerations?
## Project Timeline

<table>
<thead>
<tr>
<th>Event</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Added to Current Technical Agenda</td>
<td>July 2020</td>
</tr>
<tr>
<td>Deliberations Began</td>
<td>September 2020</td>
</tr>
<tr>
<td>Additional Outreach to Be Conducted</td>
<td>February–April 2021</td>
</tr>
</tbody>
</table>
The Annual Comprehensive Financial Report

Exposure Draft
Renaming the Comprehensive Annual Financial Report

What?
The Board has proposed to rename the comprehensive annual financial report in response to stakeholders who pointed out that its acronym, as it commonly is pronounced, sounds like a highly offensive racial slur.

Why?
The GASB’s commitment to diversity and inclusion dictate that its standards should be free of potentially offensive terminology.

When?
Comment deadline: July 9, 2021
Proposal

The comprehensive annual financial report would be renamed *annual comprehensive financial report (ACFR)*

- The standards would be effective for fiscal years ending after December 15, 2021, with earlier application encouraged
## Project Timeline

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</tr>
<tr>
<td>Comment Deadline</td>
<td>July 9, 2021</td>
</tr>
<tr>
<td>Final Statement Expected</td>
<td>October 2021</td>
</tr>
</tbody>
</table>
Pre-Agenda Research Activities
Capital Assets
Capital Assets

**What?**
The GASB is evaluating existing guidance related to capital assets and the usefulness of information reported by governments.

**Why?**
Stakeholders have asked the GASB to review various aspects of capital asset reporting; the most relevant standards have been in effect 15-20 years.

**When?**
The Board added the pre-agenda research in August 2019.
Topics to Be Considered

What choices do governments make with respect to their capital asset-related accounting policies? Why do they select those policies?

How do governments determine when outflows enhance the service capacity or extend the useful life of an asset?

How do governments report exchanges of capital assets?

How do depreciation and estimated useful lives compare with the actual diminution of service capacity?

What has been the experience with the modified approach to reporting infrastructure? How has it affected comparability of statement information?

Should changes in the condition of capital assets be reflected as flows of resources in the financial statements? How would it be measured?

What information do governments collect and report about deferred maintenance? How is it estimated?
Going Concern Disclosures: Reexamination of Statement 56
Going Concern Disclosures

What?
The GASB is reviewing existing standards related to going concern considerations, which were incorporated into GASB literature mostly as-is from the AICPA literature in Statement 56.

Why?
As it is currently defined, going concern may not be meaningful for governments, which hardly ever go out of business; AICPA and others have asked the GASB to examine the issue.

When?
The Board added the pre-agenda research in April 2015.
Topics to Be Considered

Are the current going concern indicators presented in note disclosures appropriate for state and local governments, in light of the fact that, even under severe financial stress, few governments cease to operate even when encountering such indicators?

What other criteria might better achieve the objective of disclosing severe financial stress uncertainties with respect to governments?

What information do financial statement users need with respect to the disclosure of severe financial stress uncertainties?
Interim Financial Reporting
Interim Financial Reporting

**What?**
The GASB is assessing the need for guidance on how to report on a GAAP basis for periods of less than a year.

**Why?**
There is no guidance in the GASB literature for preparing interim financial statements.

**When?**
The Board added the pre-agenda research in August 2019.
Topics to Be Considered

What is current practice with respect to interim financial reporting?

Do interim GAAP financial reports of general purpose or business-type governments provide users with valuable information?

Should specific recognition and measurement standards be developed for interim GAAP reporting?

Should separate reporting entity standards be developed for interim GAAP reporting?
Post-Implementation Review (PIR)
What is PIR?

The GASB monitors and supports implementation of all of its pronouncements

For Statements resulting from comprehensive projects and major projects that address a fundamental aspect of the standards, the GASB also:

- Examines a random some of financial reports for the year prior to, year of, and year after implementation
- Collects information from their preparers regarding staff hours and nonstaff costs for those three years
- Examine financial reports for the same random sample in the fifth year of implementation
- Conduct stakeholder roundtables and surveys regarding their experience with the standards
- Reports the findings publicly
Why does the GASB conduct PIRs?

To provide general support to stakeholders when implementing significant new pronouncements

To identify and address practice issues that arise

To answer technical inquiries from stakeholders and develop and publish Q&A implementation guidance

To collect timely information that the Board can use to evaluate cost-benefit considerations as it develops other pronouncements and when it reexamines the standards in the future
How does the GASB involve stakeholders in PIR?

Stakeholders bring potential implementation issues to the GASB’s attention

Governments are recruited to keep track of their staff hours and nonstaff costs related to the pronouncement and provide that information for the year prior to implementation and the first and second years of implementation

Stakeholders of all types are invited to participate in roundtable discussions and to respond to surveys regarding their experience with the standards in practice
Which Statements are under review?

Statement 67—Pension plan reporting

Statement 68—Employer reporting for pensions

Statement 72—Fair Value measurement & reporting

Statement 75—Employer reporting for other postemployment benefits (OPEB)

Statement 84—Fiduciary activities

Statement 87—Leases
## What is the status of the PIRs?

<table>
<thead>
<tr>
<th></th>
<th>Analysis</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Pensions</strong></td>
<td>Analysis of fifth-year reports nearly completed; conducted 7 of 11 planned stakeholder roundtables</td>
</tr>
<tr>
<td><strong>Fair value</strong></td>
<td>Beginning collection and analysis of fifth-year reports</td>
</tr>
<tr>
<td><strong>OPEB</strong></td>
<td>Analysis of prior year and implementation year reports completed, second year analysis nearly completed; collection of implementation effort and cost information completed and being analyzed</td>
</tr>
<tr>
<td><strong>Fiduciary activities</strong></td>
<td>Recruitment of governments completed; collection of implementation effort and cost information has begun</td>
</tr>
<tr>
<td><strong>Leases</strong></td>
<td>Recruitment of governments continues; collection of implementation effort and cost information has begun</td>
</tr>
</tbody>
</table>
Questions?

Visit www.gasb.org
Website Resources

- Free download of Statements, Implementation Guides, Concepts Statements and other pronouncements
- Free access to the basic view of Governmental Accounting Research System (GARS)
- Free copies of proposals
- Up-to-date information on current projects
- Form for submitting technical questions
- Educational materials, including podcasts