2021 Illinois GFOA Annual Conference



GASB Hot Topics

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The views expressed in this presentation are those of Mr. Lantz and Dr. Caputo Official positions of the GASB are reached only after extensive due process and deliberations.







Presentation Overview



Proposals for public comment



Projects currently being deliberated by the Board



Pre-agenda research activities



Proposals for Public Comment



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The relevant guidance is based on several sources of accounting standards, some of which have been superseded, and much of which has been in effect without review by the GASB for decades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

Pre-Agenda Research Started	August 2018
Added to Current Technical Agenda	December 2019
Deliberations Began	February 2020
Exposure Draft Issued	May 2021
Comment Deadline	August 31, 2021



Communication Methods in General Purpose External Financial Reports That Contain Basic Financial Statements: Notes to Financial Statements

Revised Exposure Draft



Disclosure Framework

What?

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

Why?

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

When?

Comment deadline: October 15, 2021



Concepts Related to Disclosures

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

Pre-Agenda Research Started	April 2016
Added to Current Technical Agenda	August 2018
Exposure Draft Issued	February 2020
Redeliberations Began	September 2020
Revised Exposure Draft Issued	June 2021
Comment Period Ends	October 15, 2021
Final Concepts Statement Expected	June 2022



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



Pay rate



Salary-related payments

Leave that meets the recognition criteria

Exception: more likely than not to be settled through other means

Generally the employee's pay rate at financial reporting date

Exception:
more likely
than not to be
paid at a
different rate

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

Pre-Agenda Research Started	August 2018
Added to Current Technical Agenda	December 2019
Deliberations Began	February 2020
Exposure Draft Approved	February 2021
Comment Deadline	June 4, 2021
Final Statement Expected	December 2021



Conceptual Framework: Recognition



Exposure Draft: Recognition of Elements of Financial Statements

What?

The Board issued an Exposure Draft of a Concepts Statement on recognition of financial statement elements

Why?

Recognition concepts are one of the components needed to complete the conceptual framework

When?

Comment deadline was February 26, 2021

Public hearings and user forums in March and April 2021



Recognition Concepts

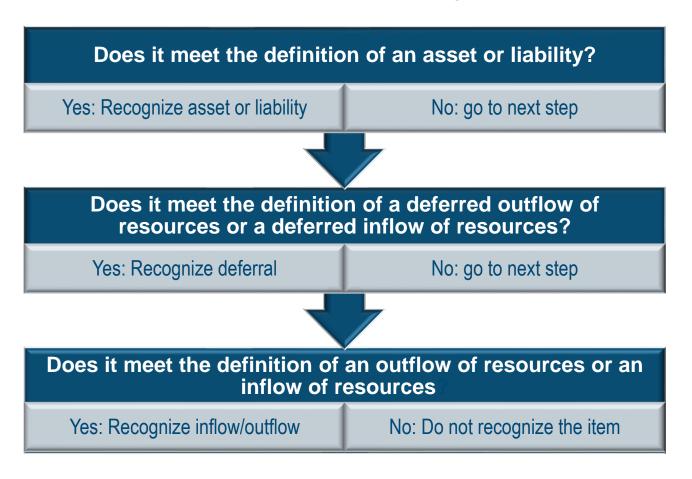
The measurement focus of a specific financial statement determines what items should be reported as elements of that financial statement.

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:





Proposal: Recognition Framework

Two Measurement Focuses

Economic Resources

(applied in governmentwide, proprietary fund, and fiduciary fund financial statements)

Short-Term Financial Resources

(would replace current financial resources in the governmental funds)



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

Preliminary Views Issued	September 2018
Redeliberations Began	June 2019
Exposure Draft Approved	June 2020
Comment Deadline	February 26, 2021
Public Hearings (virtual)	March 23, 30 & 31, 2021 April 8, 13, 14, 20 & 21, 2021
User Forums (virtual)	April 9 & 15, 2021
Final Concepts Statement Expected	June 2022



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

Measurement focus and basis of accounting for the governmental funds

Format of governmental funds financial statements

Clarification of operating and nonoperating in proprietary funds

Presentation of proprietary funds statement of revenues, expenses, and changes in net position

Management's discussion and analysis

Budgetary comparisons

Major component unit presentations

Unusual or infrequent items



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.)

Short-Term Transactions

Period from inception to conclusion is one year or less

Long-Term Transactions

Period from inception to conclusion is more than one year

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

		General Fund	Special Tax Fund	Other Governmental Funds	Total Governmental Funds
INFLOWS OF SHORT-TERM FINANCIAL		Concrair	1 0110	- unus	1 01100
RESOURCES FOR CURRENT	T ACTIVITIES				
Taxes:					
Property tax		\$ 20,322,167	\$ 5,311,156	\$ 2,015,047	\$ 27,648,370
Sales tax		45,034,789	-	4,430,774	49,465,563
Use tax		3,586,753	-	-	3,586,753
Motor fuel tax	Current and	-	-	2,889,647	2,889,647
Other taxes	Current and	3,975,895	-	2,698,909	6,674,804
Payments in lieu of taxes	Management	2,721,420	-	-	2,721,420
Special assessments	Noncurrent	-	-	41,500	41,500
Licenses and permits		1,303,889	-	-	1,303,889
Fees for services	Activity Format	7,052,692	-	202,273	7,254,965
Franchise fees	Activity i cililat	1,968,522	-	-	1,968,522
Fines and citations		1,476,364	-	-	1,476,364
Intergovernmental		14,595,019	-	6,192,493	20,787,512
Investment earnings		5,829	11,384	119,043	136,256
Transfers in		500,000	-	155,204	655,204
Miscellaneous		4,216,940	654,482	771,287	5,642,709
Total inflows of short-term financial					
resources for current activities		106,760,279	5,977,022	19,516,177	132,253,478
OUTFLOWS OF SHORT-TER	M FINANCIAL				
RESOURCES FOR CURRENT	T ACTIVITIES				
General government		14,053,444	6,961,201	2,213,691	23,228,336
Public health and safety		70,880,913	-	590,383	71,471,296
Highway and streets		12,137,714	-	4,715,808	16,853,522
Culture and recreation		3,581,583	335,659	1,808,065	5,725,307
Economic development		496,141	_	3,374,045	3,870,186
Transfers out		155,204	_	500,000	655,204
Total outflows of short-term financial					
resources for current activiti		101,304,999	7,296,860	13,201,992	121,803,851
Net flows of short-term financial					
resources for current activities		5,455,280	(1,319,838)	6,314,185	10.449.627
NET FLOWS OF SHORT-TER RESOURCES FOR NONCUR					
Transfers in		_	_	10.651.605	10.651.605
Debt service		(2,434,544)	(366,412)	(9,198,505)	(11,999,461)
Capital outlay		(111,987)	(1,515)	(1,346,497)	(1,459,999)
Transfers out		(7,680,875)	(6,445)	(2,420,900)	(10,108,220)
Net flows of short-term financial					
resources for noncurrent activities		(10,227,406)	(374,372)	(2,314,297)	(12,916,075)
			, , ,	, , , , , , , ,	
Net change in short-term financial resources fund balances		(4,772,126)	(1,694,210)	3.999.888	(2,466,448)
Short-term financial resources fund balances at beginning of year		9,319,621	9,776,474	27,892,592	46.988.687
Short-term financial resources fund balances at end of year		\$ 4,547,495	\$ 8.082.264	\$ 31,892,480	\$ 44,522,239
Short-term linancial resources fund balances at end of year		GB#,1#C,# ©	9 0,002,204	9 31,092,400	9 44,322,239

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

	2016	2015
Operating revenues:		
Tuition and fees (net of discounts)	\$ 574,168	\$ 525,791
Grants and contracts	292,962	278,481
Sales and services	271,345	272,244
Other operating revenues	7,868	14,861
Total operating revenues	1,146,343	1,091,377
Operating expenses:		
[Natural or functional expenses]		
Total operating expenses	1,681,544	1,596,059
Income (loss) generated by operations	(535,201)	(504,682)
Noncapital subsidies:		
Appropriations	407,702	394,767
Taxes	8,026	7,660
Grants	42,978	37,567
Gifts	99,395	90,063
Total noncapital subsidies	558,101	530,057
Operating income (loss) and noncapital subsidies	22,900	25,375
Financing and investing activities:		
Investment income	235,820	138,649
Interest expense	(12,412)	(12,853)
Loss from the disposition of capital assets	(2,385)	518
Total financing and investing activities	221,023	126,314
Income before other items	243,923	151,689
Other items:		
Capital contributions	23,231	74,830
Increase (decrease) in net position	267,154	226,519
Net position—beginning	3,061,111	2,834,592
Net position—ending	\$ 3,328,265	\$ 3,061,111



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



Other Proposals (continued)

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



Project Timeline

Pre-Agenda Research Started	April 2013	
Added to Current Technical Agenda	September 2015	
Invitation to Comment Issued	December 2016	
Preliminary Views Issued	September 2018	
Exposure Draft Approved	June 2020	
Comment Deadline	February 26, 2021	
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

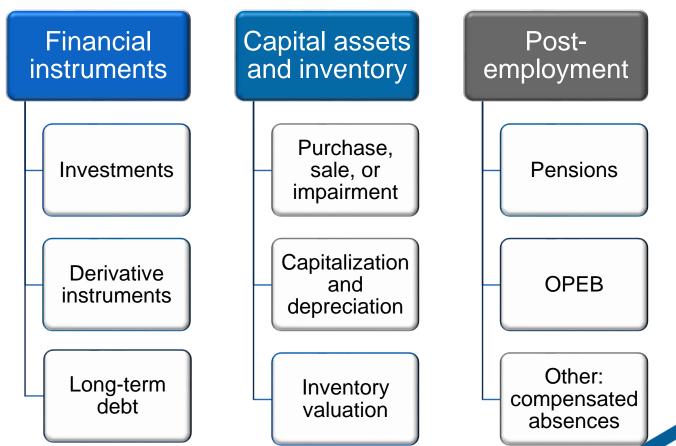
Develop a comprehensive, principles-based model that establishes guidance applicable to a wide range of revenue and expense transactions to:

- 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 explicitly excluded:



Proposed Recognition Model Components

Categorization

Identify the *type* of transaction

Recognition

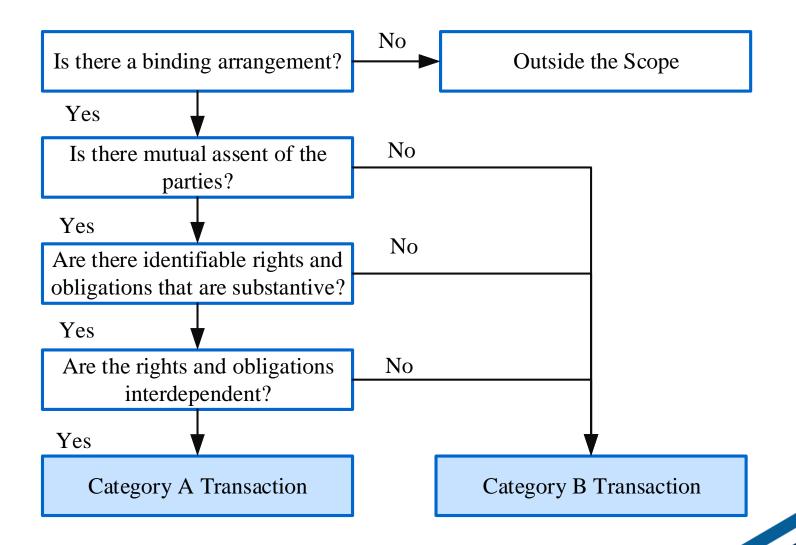
Determine *what* element should be reported and *when*

Measurement

Determine the *amount* to report



Proposed Categorization Methodology





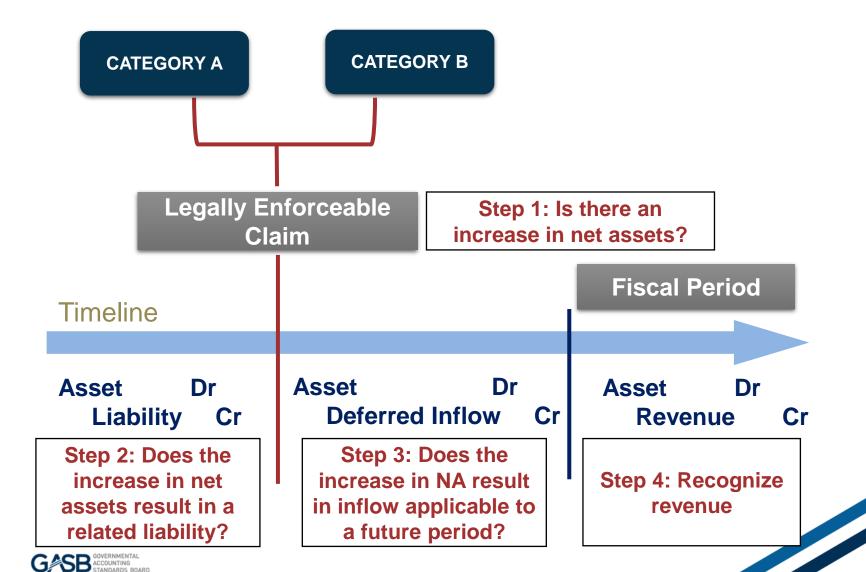
Outcomes of the Proposed Model *

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

^{*} Transactions highlighted in blue would have different outcomes than under current literature



Proposed Revenue Recognition Principles



Category A Revenue Recognition Example



Legally Enforceable Claim

Government provides resources (education)

Timeline

Asset Dr Liability C

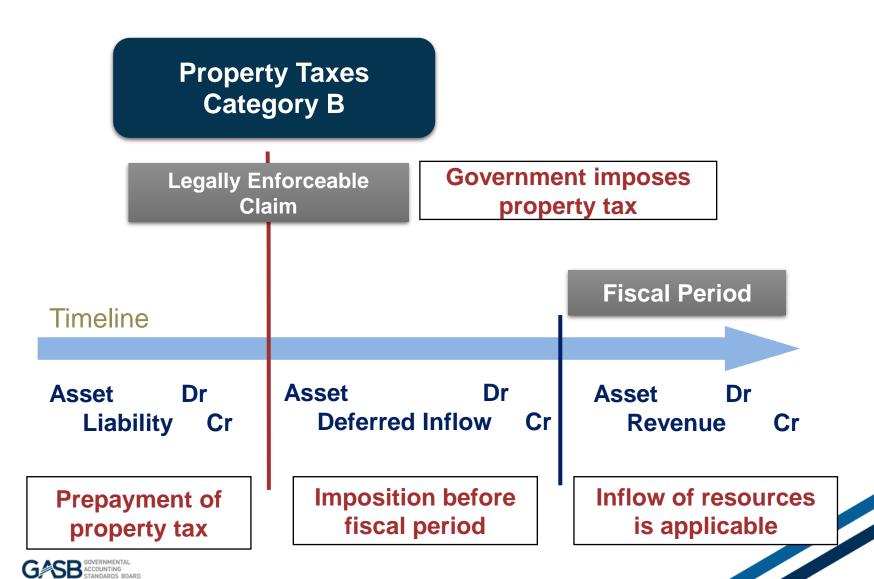
Prepayment of tuition

Asset Dr Revenue Cr

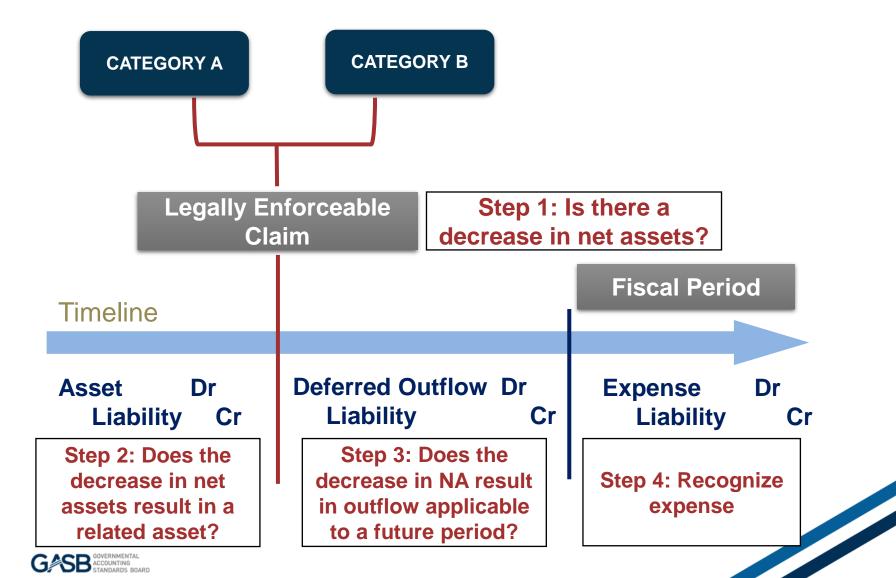
Inflow of resources as the College performs its obligation



Category B Revenue Recognition Example



Proposed Expense Recognition Principles



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



Category B Expense Recognition Examples

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

Pre-Agenda Research Started	September 2015	
Added to Current Technical Agenda	April 2016	
Invitation to Comment Cleared	January 23, 2018	
Preliminary Views Approved	June 2020	
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Exposure Draft Expected	June 2023	



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 that State and Local Governments face?

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 Developments

Scope of the project is defined by the identification of specific categories of risks and uncertainties disclosures

Each category is subject to certain limitations further narrowing the scope: Degree of Likelihood, Degree of Impact, Time Frame

Current Vulnerabilities Due to Certain Concentrations: A risk to the government based on a current condition creates a lack of (1) diversity related to an aspect of a significant revenue or (2) flexibility in managing a significant expense

Government Environment: A risk to the government based on a current condition common in the government environment (though not necessarily limited to governments) that creates a limitation on acquiring resources or controlling spending

The disclosure objective is to provide essential information to users of government financial reports about risks faced by those governments that may impact the government's ability to continue to provide services and meet its obligations as they come due.



Project Timeline

Added to Current Technical Agenda	July 2020	
Deliberations Began	September 2020	
Additional Outreach Conducted	February–April 2021	
Deliberations Continue	May 2021	
Exposure Draft	February 2022	



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 preagenda 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 preagenda 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?



Questions?

