A. Administrative Items

Attendance

<table>
<thead>
<tr>
<th>Voting Members</th>
<th>Technical Advisors</th>
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<tr>
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<tr>
<td>Ian Carruthers (Chair)</td>
<td>Clark Anstis (Mr. Blake)</td>
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<td>Lindy Bodewig (Deputy Chair)</td>
<td>Claudia Beier (Mr. Wermuth)</td>
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<td>Todd Beardsworth</td>
<td>Henning Diederichs (Ms. Pamment)</td>
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<tr>
<td>Mike Blake</td>
<td>(December 7-9 and 14-15)</td>
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<tr>
<td>Luzvi Chatto</td>
<td>Takeo Fukiya (Ms. Kobayashi)</td>
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<tr>
<td>Adrienne Cheasty</td>
<td>Baudouin Griton (Mr. Metzger)</td>
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<td>Neema Kiure-Mssusa</td>
<td>Anthony Heffernan (Mr. Beardsworth)</td>
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<tr>
<td>Mari Kobayashi</td>
<td>(December 7-10 and 14)</td>
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<td>Kamira Sanchez Nicosia</td>
<td>Williard Kalulu (Ms. Kiure-Mssusa)</td>
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<tr>
<td>Chris Nyong (December 7-10 and 15)</td>
<td>Fabrizio Mocavini (Ms. Sanchez Nicosia)</td>
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<tr>
<td>Lynn Pamment</td>
<td>(December 7 and 10)</td>
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<td>Renée Pichard</td>
<td>Ayres Moura (Ms. Varela)</td>
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<td>Ajith Ratnayake</td>
<td>(December 8-10 and 14-15)</td>
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<tr>
<td>Bernhard Schatz</td>
<td>Jakob Prammer (Mr. Schatz)</td>
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<tr>
<td>Scott Showalter</td>
<td>(December 7, 9-10 and 14-15)</td>
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<tr>
<td>Patrícia Siqueira Varela</td>
<td>Annabelle Puserio (Ms. Chatto)</td>
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<td>Marc Wermuth (December 7-10 and 15)</td>
<td>(December 7-10 and 14)</td>
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<td><strong>Member Apologies:</strong></td>
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<tr>
<td>Hervé-Adrien Metzger</td>
<td>Kelly Ayamba (Mr. Nyong)</td>
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1 For those interested in additional details on this meeting, please see the IPSASB webpage. All IPSASB agenda papers, presentations and recordings of this meeting are available here: https://www.ipsasb.org/meetings/ipsasb-virtual-meeting.
## Non-Voting Observers

**Present:**
- Abdullah Al-Mehthil (MoF- Saudi Arabia) (December 7, 9-10 and 15)
- David Bailey (IMF)
- Adnan Chughtai (United Nations) (December 7-10 and 14)
- Anthony Close (Parliamentary Budget Office of Victoria) (December 9 and 15)
- Fabienne Colignon (CNoCP)
- Maik Esser-Müllenbach (German Supreme Audit Institution) (December 8-10 and 14-15)
- Jerry Gutu (United Nations)
- Timm Klare (German Supreme Audit Institution) (December 7)
- Chai Kim (ADB) (December 8)
- Thomas Müller-Marqués Berger (CAG Chair)
- Lars Ruberg (European Commission)
- Nicole Smith (European Commission) (December 10)
- John Verrinder (Eurostat) (December 7-8 and 14)
- Liang Yang (Deloitte) (December 7, 9-10 and 14)

**Apologies:**
- Azeb Gebremedhin Tesemma (African Union)
- Guohua Huang (IMF)
- Martin Koehler (European Commission)
- Fily Sissoko (World Bank Group)

## IPSASB/IFAC Staff

**Present:**
- João Fonseca, IPSASB
- James Gunn, Managing Director, Professional Standards (December 7 and 15)
- Paul Mason, Senior Advisor (December 10)
- Edwin Ng, IPSASB
- Ross Smith, IPSASB
- Joanna Spencer, IPSASB
- John Stanford, IPSASB
- Dave Warren, IPSASB
- Eileen Zhou, IPSASB
A.1 The Chair welcomed members, technical advisors, and observers to the December 2021 meeting. In particular, the Chair extended his thanks to members, technical advisors and staff for their continued efforts to deliver a strong program of outreach activities and engagement with constituents despite the challenges presented by the pandemic and virtual outreach.

1. Minutes and Communications Activities (Agenda Item 1)

1.1 Members approved the minutes of the September 2021 meeting and the October 2021 check-in meeting.

2. Program and Technical Director’s Report (Agenda Item 2)

2.1 Ross Smith, IPSASB Program and Technical Director, discussed the key items identified in Agenda Item 2, including:

(a) The potential impact of COVID-19 on the upcoming meetings in 2022;
(b) Progress of key projects on the work program, as well as the four items scheduled for approval (Improvements to IPSAS 2021, IPSAS 43, Leases, Exposure Draft (ED) 81, Conceptual Framework Update: Chapter 3, Qualitative Characteristics and Chapter 5, Elements, and ED 82, Retirement Benefit Plans) at this meeting;
(c) Developments in sustainability reporting, including the establishment of the International Sustainability Standards Board by the IFRS Foundation, and the publication of the prototype guidance by the Foundation’s Technical Readiness Working Group;
(d) Progress with the International Statistical Standards update process, and Adoption and Implementation initiatives; and
(e) Outreach activities, including a report back on the success of the virtual regional roundtables supporting the Mid-Period Program Consultation, and the outcome of the 3rd call for academic research papers by the IPSASB Academic Advisory Group.

2.2 The IPSASB agreed that the following adjustments should be made to the work program:

(a) The Revenue and Transfer Expenses projects timelines should be extended to show approval in September 2022;
(b) A note should be included for the Revenue and Transfer Expense projects indicating a working assumption that both final standards are likely to require re-exposure because of substantial changes from what was proposed in the EDs (a vote on re-exposure occurs after that approval in accordance with due process);
(c) The Retirement Benefit Plans project timeline should be extended by one quarter to reflect the additional time that will be needed during the February 2022 check-in meeting to clear the “subject to” items; and
(d) The Program and Technical Director should in Q1 2022 extend out the Work Program timelines through to the end of 2024. The IPSASB will review these updates to the Work Program at the March 2022 meeting.

3. Improvements (Agenda Item 3)

3.1 Staff presented agenda papers for Agenda Item 3, which included the review of responses to ED 80, Improvements to IPSAS, 2021 and the last steps for approval of Improvements to IPSAS, 2021.
Decisions

3.2 The IPSASB decided that:

(a) Part II-4a in ED 80 should not be included in the final pronouncement;
(b) All significant issues raised by respondents had been discussed;
(c) Improvements to IPSAS, 2021 was approved by a vote;
(d) Improvements to IPSAS, 2021 should have an effective date of January 1, 2023, except for Part I-4 and Part II-1b and Part II-2b on IPSAS 29 which will have an effective date of January 1, 2022; and
(e) There had been no substantial change to the exposed document so that a vote on re-exposure was unnecessary.

Instructions

3.3 The IPSASB instructed staff to:

Agenda Item 3.2.1

(a) Develop guidance to assess potential improvements to determine when an item should be included in improvements or when a narrow-scope project is needed;
(b) Update the IPSASB’s Process for Reviewing and Modifying IASB Documents in light of developments and experience since it was established in 2008;
(c) Communicate in the publication supporting materials the importance of the IBOR amendments;

Agenda Item 3.2.2

(d) Communicate in the publication supporting materials that Part II-4a of ED 80 was not included in Improvements to IPSAS, 2021;
(e) Assess in the Transfer Expenses project the amendments to IPSAS 19 in Part II-4b of Improvements to IPSAS, 2021; and

Agenda Item 3.2.3

(f) Communicate in the publication supporting materials information about the effective date of Improvements to IPSAS, 2021.

4. Leases (Agenda Item 4)

4.1 Staff presented agenda papers for Agenda Item 4, which included the preliminary review of responses to the Request for Information (RFI), Concessionary Leases and Other Arrangements Similar to Leases, the linkages between [draft] IPSAS 43, Leases and IPSASB’s developing literature, and the last steps for approval of IPSAS 43.

Decisions

4.2. The IPSASB decided that:

(a) All significant issues raised by respondents had been discussed;
(b) IPSAS 43, Leases was approved by a vote;
(c) IPSAS 43 should have an effective date of January 1, 2025; and
(d) There had been no substantial change to the exposed document so that a vote on re-exposure was unnecessary.

Instructions

4.3. The IPSASB instructed staff to:

**Agenda Item 4.2.1**

(a) Summarize the learning points on the RFI consultation for the March 2022 meeting;
(b) Liaise with respondents to get more information before detailed analysis on the RFI is performed;
(c) Bring a revised timeline of Phase Two of the Leases project for the March 2022 meeting;
(d) Communicate in the At-a-Glance the relationship between the RFI and IPSAS 43;

**Agenda Item 4.2.2**

(e) Clarify references to IFRS 15 within IPSAS 43 in the communication materials;

**Agenda Item 4.2.3**

(f) Consider the usage of the term “service potential” in IPSAS 43 during the development of the new IPSAS on Measurement; and
(g) Consider the need for any potential consequential amendments to IPSAS 16, *Investment Property*, during Phase Two of the Leases project.

5. **Retirement Benefit Plans (Agenda Item 5)**

5.1 Staff introduced the agenda papers for Agenda Item 5 and highlighted the key changes since the September 2021 meeting related to the ED 82, *Retirement Benefit Plans* and recommended its approval.

Decisions

5.2 The IPSASB decided that ED 82 be given preliminary approval, subject to:

(a) Implementation of instructions to staff; and
(b) Resolution of any significant issues identified during the editorial process.

Instructions

5.3 The IPSASB instructed staff to:

(a) Consider how Paragraph 10 can more clearly specify that the definitions are only ‘For the purpose of this [draft] Standard’;
(b) Soften the proposed text for the new AG16 paragraph, to allow for shared funding arrangements;
(c) Revise the text in AG16 regarding the relationship with the sponsor, and make reference to ‘rules of the scheme’ and/or ‘legislation’ when determining any funding shortfalls;
(d) Revise the text in AG16 to soften the requirement that an actuary should always calculate the actuarial present value of promised retirement benefits;
(e) Insert in the Scope paragraph of the ED text to explain that, for the purposes of this Standard, defined benefit plans include hybrid plans (a mixture of defined benefits and defined contributions) and that references to defined benefit plans should be read in that context.
Remove the references to ‘hybrid plans’ elsewhere in the ED and ensure consistency across the ED in this regard, including in the definition of defined benefit plans.

(f) Replace paragraphs AG26-AG29 with revised text approved in the meeting;

(g) In revised paragraph AG27, make a cross reference to the Illustrative Examples;

(h) In revised paragraph AG27, make reference that benefits may be considered to be a reduction in liabilities;

(i) Review the requirements of IAS 26 to consider whether requirement for a defined contribution plan to prepare a statement of financial position and recognize the defined contribution obligation on that statement is a departure from IAS 26, and if so, include a Specific Matters for Comment (SMC);

(j) Include an SMC about prospective application of the [draft] Standard; and

(k) Revise the text in BC24 to explain the rationale for not requiring retrospective application. Specifically, users are concerned primarily with the obligations for future retirement benefits and any deficits that will need to be financed by governments. Explain the consequences on the various financial statements.


6.1 Staff introduced the agenda papers for Agenda Item 6 and highlighted the key changes since the versions of ED 81, Conceptual Framework Update: Chapter 3, Qualitative Characteristics and Chapter 5, Elements reviewed at the September 2021 and October 2021 meetings. Board Sponsor and staff recommended approval of ED 81.

Decisions

6.2 The IPSASB decided that:

(a) ED 81 Conceptual Framework: Chapter 3, Qualitative Characteristics and Chapter 5, Elements: Update be approved; and

(b) ED 81 be exposed for a 4-month period.

Prior to approving the ED, the IPSASB also decided that:

Agenda Item 6.2.1

(a) The definition/description of a resource should be:

A resource is a right to either service potential or the capability to generate economic benefits, or a right to both;

(b) The section on Rights in the context of an asset should be adopted, subject to confirmation that the principle in paragraph 4.10 of the IASB’s 2018 Framework that an entity cannot have a right to obtain economic benefits from itself is adequately addressed at the standards level;

Agenda Item 6.2.2

(c) The section on Unit of Account should be adopted, subject to review of the usage of the term ‘executory arrangements’ in the Basis for Conclusions;

Agenda Item 6.2.3

(d) The restructured section on Liabilities should be adopted in ED 81;
Agenda Item 6.2.4

(e) The eight proposed SMC should be included, subject to deletion of the reference to ‘executory contract principles’, and replacement of the terms ‘executory contracts’ and ‘executory accounting principles’ in SMC 8 with references to ‘executory arrangements’ and ‘principles for accounting for executory arrangements’;

7. Natural Resources (Agenda Item 7)

7.1 Staff introduced the agenda papers for Agenda Item 7, which walk through the revisions to the introductory chapter of the Natural Resources Consultation Paper (CP), as well as the chapters on presentation, living resources, and water. As part of the discussion, the IPSASB also performed a detailed page-by-page review of these chapters.

Decisions

7.2 The IPSASB decided that:

(a) Subject to the instructions below, the requirement for a natural resource to be in its natural state and the related concept of human intervention should be retained.

Instructions

7.3 The IPSASB instructed staff to:

General Instructions

(a) Revise the CP for drafting comments received from the IPSASB’s detailed page-by-page review;

Agenda Item 7.2.1

(b) Include several versions of Figure 1 in Section 1 to strengthen the explanation of the project scope and concepts through the build-up of the diagram and amend the diagram for drafting and formatting comments from the Board;

(c) Revise Preliminary View (PV) 1 to incorporate the discussion of human intervention and reorientate SMC 1 to focus on the practical issue of what guidance would be helpful in this area;

Agenda Item 7.2.2

(d) Revise the disclosure objectives to first focus on the impact of a natural resource on the general purpose financial statements (GPFS), then revise the second objective to focus on a natural resource’s qualitative characteristics, such as nature, risk, and opportunities;

(e) Revise SMC 2 to provide more context and explanation on why we are asking about information on natural resources in the broader general purpose financial reports (GPFRs);

Agenda Item 7.2.3

(f) Revise the flowchart in paragraph 5.11 to:

   a. Separate the consideration of measurement from whether an item meets the definition of an asset;
b. Provide clearer signposting on the accounting and disclosure implications for recognized and unrecognized living resources;
c. Provide stronger linkages to the discussion in paragraph 5.10 on the existing IPSAS on inventories, property, plant, and equipment and agriculture; and
d. Consider asking an SMC on whether additional guidance is required for items already covered by existing IPSAS;

Agenda Item 7.2.4

(g) Revise the discussion on control for clarity;
(h) Based on the approach used for subsoil resources, revise PV 8 on water and the accompanying text to be less categorical and more nuanced;

Agenda Item 7.2.5

(i) Revise PV 2 on recognition and measurement principles and related text to be consistent with the discussion on asset recognition in the Conceptual Framework.

8. Revenue and Transfer Expenses (Agenda Item 8)

8.1 Staff introduced the agenda papers for Agenda Item 8, which included proposals for revised accounting models for Transfer Expense transactions (with and without binding arrangements), and clarifications on the concept of, and principles related to, present obligations in Revenue transactions with binding arrangements.

Decisions

8.2 The IPSASB decided that:

Agenda Item 8.2.2

(a) Non-cash resources transferred by a transfer provider should be measured at their carrying amount in line with the requirements in other IPSAS.

Agenda Item 8.2.5

(b) An entity’s obligation in a binding arrangement in Revenue accounting is a narrower concept than ‘present obligation’ in the IPSASB Conceptual Framework: it is a legally binding obligation in a binding arrangement, which is a unit of account for revenue accounting, to use resources received/receivable in compliance with the terms of the binding arrangement.

Agenda Item 8.2.6

(c) The existing term ‘performance obligation’ should be adopted for binding obligations arising from revenue transactions with binding arrangements subject to any further staff analysis.

Agenda Item 8.2.7

(d) The proposed guidance should be incorporated in the Revenue IPSAS to clarify how an entity should distinguish its individual obligations in a binding arrangement, with refinements.
Agenda Item 8.2.8
(e) Specified activities and eligible expenditures are examples of ways in which an entity may fulfill its obligations in a binding arrangement.

Instructions

8.3 The IPSAS instructed staff to:

Agenda Item 8.2.1
(a) Review the distinction between transfer expenses where the transfer of resources is not related to a liability, and those where the transfer of resources settles a liability arising outside a binding arrangement, and develop an overview of the Transfer Expenses IPSAS scope and 'landscape', taking into account:
   a. The starting point needs to be the definition of a transfer expense;
   b. The need to ensure there are no gaps in the guidance;
   c. The IPSASB’s earlier decision that IPSAS 19 is the residual guidance; and
   d. The examples of transactions provided by IPSASB members.

Agenda Item 8.2.2
(b) Revise the drafting of the proposed accounting model for transfer expenses without binding arrangements in the context of the landscape overview instructed under item 8.2.1 to provide additional guidance for transfers of resources made to settle a liability, taking into account:
   a. The need to avoid duplicating guidance that already exists in IPSAS 19; and
   b. Providing clearer signposting on when a transfer provider should apply the requirements of IPSAS 19.
(c) Incorporate the flowchart from the presentation into the guidance in the Transfer Expenses IPSAS.
(d) Consider how to communicate the reasons for measuring non-cash transfers at the carrying amount of the resource transferred, and the consistency with the measurement of the resources received in the Revenue IPSAS.

Agenda Item 8.2.3
(e) Revise the drafting of the proposed accounting model for transfer expenses with binding arrangements to provide additional guidance for transfers of resources made to settle a liability, taking into account:
   a. The interaction between the recognition of an asset where resources are transferred prior to the transfer recipient fulfilling its obligations and the definition of a transfer expense; and
   b. The impact of monitoring arrangements on the recognition of the asset.

Agenda Item 8.2.4
(f) Revise the proposed drafting as follows:
   a. Cost of services provided by transfer provider – consider whether to include additional guidance on administrative costs, or to remove the scope exclusion (work-in-progress
of services to be provided for no or nominal consideration directly in return from the recipients) in paragraph 2(d) of IPSAS 12.

b. Impairment – consider whether additional impairment indicators should be included in either the Transfer Expenses IPSAS or IPSAS 21 to address the potential situation where transfer recipients are in default.

**Agenda Item 8.2.6**

(g) Adapt the definition of a 'performance obligation' to capture the existing ‘present obligations’ concept that was developed as part of the revenue project.

**Agenda Item 8.2.7**

(h) Refine proposed guidance in Appendix 1, and consider bringing in Unit of Account guidance from ED 81, where appropriate.

**Agenda Item 8.2.8**

(i) Revise and relocate existing guidance, remove definitions of “specified activities” and “eligible expenditures”, and consider whether to avoid use of the terms in the authoritative guidance.

10. **Mid-Period Work Program Consultation (Agenda Item 10)**

10.1 Staff introduced the agenda papers for Agenda Item 10 and provided feedback and advice from CAG members provided as part of their December 6, 2021 meeting. Staff provided an overview and preliminary analysis of responses to the Mid-Period Work Program Consultation.

**Decisions**

10.2 The IPSASB decided that:

(a) The feedback statement should be drafted, based on the strong support received from respondents, to reflect its tentative agreement to add the two major, and four minor projects proposed in the Consultation to its work program.

**Instructions**

10.3 The IPSASB instructed staff to:

(a) Develop detailed response analysis for the IPSASB’s consideration, including response analysis by region; and

(b) Develop the Consultation feedback statement for IPSASB approval in March 2022.

11. **Measurement Suite of EDs (Agenda Item 11)**

11.1 Staff introduced the agenda papers for Agenda Item 11 and provided feedback and advice from CAG members provided as part of their December 6, 2021 meeting. Staff provided an overview and preliminary analysis of responses to:

- ED 77, *Measurement*;
• ED 78, *Property, Plant, and Equipment*; and
• ED 79, *Non-Current Assets Held for Sale and Discontinued Operations*.

**Instructions**

11.2 The IPSASB **instructed** staff to:

(a) Develop detailed response analysis for the IPSASB’s review in March 2022; and
(b) Frame the public sector measurement basis analysis in the context of the Conceptual Framework Measurement objective and what the IPSASB is trying to achieve in developing the measurement basis.

12. **Closing Remarks and Conclusion of the Meeting**

12.1 The Chair highlighted the highly successful meeting and continued progress on several important projects, including the approval of *Improvements to IPSAS 2021*, IPSAS 43, *Leases*, and ED 81, *Conceptual Framework Update: Chapter 3, Qualitative Characteristics and Chapter 5, Elements*. Additionally, the IPSASB voted to give preliminary approval to ED 82, *Retirement Benefit Plans*, with a plan to finalize its approval at the February 2022 check-in meeting. The IPSASB also made strong progress on other important projects such as Natural Resources, Revenue and Transfer Expenses. The excellent preparation beforehand and the agenda papers for this meeting facilitated the right IPSASB debates and enabled the IPSASB to move all the projects forward successfully.

12.2 The Chair thanked members, technical advisors, observers and staff for their contributions during another difficult year in 2021, noting that despite the challenges presented by operating during the pandemic, the IPSASB as a group had made significant achievements.
### Appendix 1: Vote – Approve Improvements to IPSAS, 2021

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## Appendix 2: Vote – Approve IPSAS 43, Leases

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### IPSASB MEMBER

- **Ian Carruthers, Chair**: √
- **Lindy Bodewig, Deputy Chair**: √
- **Todd Beardsworth**: √
- **Mike Blake**: √
- **Luzvi Chatto**: √
- **Adrienne Cheasty**: √
- **Neema Kiure-Mssusa**: √
- **Mari Kobayashi**: √
- **Hervé-Adrien Metzger**: √
- **Chris Nyong**: √
- **Lynn Pamment**: √
- **Renée Pichard**: √
- **Ajith Ratnayake**: √
- **Kamira Sanchez Nicosia**: √
- **Bernhard Schatz**: √
- **Scott Showalter**: √
- **Patrícia Siqueira Varela**: √
- **Marc Wermuth**: √

### Total

- **FOR**: 16
- **AGAINST**: 1
- **ABSTAIN**: 0
- **ABSENT**: 1
- **TOTAL**: 18
### Appendix 3: Vote – Retirement Benefit Plans

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### Appendix 4: Vote – Conceptual Framework – Limited Scope Update-Next Stage

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