

Meeting: International Public Sector Accounting Standards Board
Meeting Location: Lisbon, Portugal
Meeting Date: September 24–27, 2019

Agenda Item 4

For:
 Approval
 Discussion
 Information

TECHNICAL DIRECTOR’S REPORT ON THE WORK PROGRAM

Objective of Agenda Item

1. To receive the Technical Director’s report on the work program.
2. To note the work program on Day One of the meeting and to discuss the work program in the light of developments at the meeting on Day Four.

Material(s) Presented

- [Agenda Item 4.1](#) [IPSASB Work Program: September 2019](#)
- [Agenda Item 4.2](#) [Indicative Agenda Time Allocations \(December 2019–March 2020\)](#)
- [Agenda Item 4.3](#) [Process Diagram on Work Program Delivery](#)
- [Agenda Item 4.4](#) [Task Force Membership Composition: September 2019](#)

Summary of Changes agreed at June 2019 Meeting

3. The work program presented at the June 2019 meeting has been updated to reflect the following Board decisions:
 - a. Terminology update – the Board decided to change the name from ‘work plan’ to ‘work program’ in order to better reflect the linkages between projects and the need for team working;
 - b. Approval of ED 69, *Public Sector Specific Financial Instrument: Amendments to IPSAS 41, Financial Instruments* – the June 2019 work program projected approval of ED 69 in September 2019. However, the IPSASB approved ED 69 in June 2019. The work program has been updated to reflect approval. Beyond the early approval of ED 69, the PSSFI project timeline remains unchanged as staff consider this realistic;
 - c. Approval of Revenue EDs put back to December 2019 – the June 2019 work program projected approval of ED 70, *Revenue with Performance Obligations*, and ED 71, *Revenue without Performance Obligations* in September 2019. However, the Board concluded that December 2019 is more realistic and instructed the work program be amended to reflect this decision;
 - d. Approval of Transfers: Expense ED put back to December 2019 – the June 2019 work program presented approval of ED 72 in September 2019. However, the Board concluded that December

2019 is more realistic and instructed the work program be amended to reflect this decision. EDs 70-72 need to be issued at the same time so that constituents can see the linkages;

- e. Consolidation of the Measurement project streams – the two streams of the Measurement project, with consequential amendments presented as a separate stream, have been consolidated into one stream in accordance with a Board instruction; and
- f. Update to process diagram on work program delivery – the IPSASB instructed staff to modify the process diagram to reflect the broader input of task forces to several delivery components, and to expand the supporting narrative (see [Agenda Item 4.3](#)).

Changes dependent on progress at December 2019 Meeting

- 4. The work program continues to present two alternative timelines for Leases to accommodate a possible re-exposure, depending on the approach adopted for lessor accounting.

Indicative Agenda Time Allocations (December 2019–March 2020)

- 5. [Agenda Item 4.2](#) provides indicative time allocations for the December 2019 and March 2020 meetings.

Task Force Membership Composition (September 2019)

- 6. [Agenda Item 4.4](#) provides a summary of the membership of each of the IPSASB's current task forces.

Question for the IPSASB

- 7. The IPSASB is asked to review the current version of the work program on Day One, then to carry out a further in-depth review on Day Four in the light of progress made and issues emerging during the meeting, and to **instruct** any changes at that stage.

Agenda Item 4.1

IPSASB WORK PROGRAM: SEPTEMBER 2019

Project/ Initiative	Links	Sep 2019	Dec 2019 (CAG)	Mar 2020	Jun 2020 (CAG)	Sep 2020	Dec 2020 (CAG)	H1 2021	H2 2021	H1 2022	H2 2022	
A Public Sector Specific Financial Instruments	C, D			DI/RR	DI/IP CAG	IP						
B Leases ¹	C	DI	DI	IP			DI/RR	DI/IP				
				ED								
C Revenue												
(i) Revenue with Performance Obligations	A, B, D, H	ED	ED			RR	DI	IP				
(ii) Revenue without Performance Obligations [IPSAS 23 update]		ED	ED			RR	DI CAG	IP				
D Non-Exchange Expenses												
(i) Collective and Individual Services & Emergency Relief	A, B, C	RR	DI/IP									
(ii) Grants and Transfers: Expense		ED	ED			RR	DI CAG	IP				
E Public Sector Measurement	F, G, H		DI/RR CAG	DI/ED	ED CAG			RR/IP				
F Infrastructure Assets	E, G	DI/ED	DI/ED CAG	DI/ED	ED			RR/DI	IP			
G Heritage	E, F	DI/ED	DI/ED	DI/ED	ED			RR/DI	IP			
I Natural Resources	E	Project time line to be determined					CAG	Project time line to be determined				
J Limited Scope Review of the Conceptual Framework			CAG	Project time line to be determined								
K Improvements			IP		ED		IP	ED	IP	ED	IP	

¹ The IPSASB is currently considering the options for addressing issues raised by respondents to ED 64, *Leases*. Two possible timelines for completing the project are shown, depending on whether the IPSASB agrees to proceed directly to a final IPSAS or decides to issue a further ED.

Agenda Item 4.1

Project/ Initiative	Links	Sep 2019	Dec 2019 (CAG)	Mar 2020	Jun 2020 (CAG)	Sep 2020	Dec 2020 (CAG)	H1 2021	H2 2021	H1 2022	H2 2022
L Mid-term Work Program Consultation					CAG	DI	CP	WPC	RR Approve		
M IPSASB Handbook				Publish				Publish		Publish	

Key:

IP = Final Standard or Amendments to IPSAS(s); RP = Final Recommended Practice Guidance; ED = Approval of Exposure Draft; RE = Research; PB = Project Brief; DI = Discussion of Issues; RR = Review Responses; CP = Consultation Paper; WPC = Work Program Consultation; **CAG = Consultative Advisory Group Meeting**; PI = Public Interest Committee Meeting; SB = Staff Background Paper; ST = Final Strategy and Work Program;

Approvals Key:

PB = Approval of Project Brief

CP = Approval of Consultation Paper

ED = Approval of Exposure Draft

IP = Approval of Final Standard or Amendments to IPSAS(s)

CF = Approval of Conceptual Framework

RP = Approval of Final Recommended Practice Guidance

ST = Approval of Final Strategy and Work Program

WPC = Work Program Consultation

September 2019

EXPECTED CONSULTATIONS DURING THE NEXT YEAR

Project details	Apr 2019	May 2019	Jun 2019	Jul 2019	Aug 2019	Sep 2019	Oct 2019	Nov 2019	Dec 2019	Jan 2020	Feb 2020	Mar 2020
Public Sector Measurement (Combined Consultation Paper and Exposure Draft) Approved at the March 2019 meeting and issued in April 2019												
Improvements to IPSAS, 2019 (Exposure Draft) Approved at the June 2019 meeting and issued in July 2019												
Public Sector Specific Financial Instruments (Exposure Draft) Approved at the June 2019 meeting and issued in August 2019												
Revenue with Performance Obligations (Exposure Draft) Approval expected at the December 2019 meeting												
Revenue without Performance Obligations (Update of IPSAS 23) (Exposure Draft) Approval expected at the December 2019 meeting												
Expenses: Grants, Contributions and Other Transfers (Exposure Draft) Approval expected at the December 2019 meeting												
Leases Approval date dependent on decision in December 2019												

Key:

Consultation document published (dates confirmed)

Consultation document not yet approved (dates not known, consultation period indicative)

Agenda Item 4.1

September 2019

PROJECTS COMPLETED AND/OR PUBLISHED DURING 2019-23 STRATEGY AND WORK PROGRAM PERIOD

Project	Date Issued
IPSAS 42, <i>Social Benefits</i>	January 2019
<i>Amendments to IPSAS 36, Investments in Associates and Joint Ventures, and IPSAS 41, Financial Instruments</i>	January 2019

**INDICATIVE AGENDA TIME ALLOCATIONS
(DECEMBER 2019–MARCH 2020)**

Project	December 2019 (Hours)	March 2019 (Hours)
Standing Items (Governance, Technical Director's Report, Outreach, Feedback, Closed Session etc.)	3	3
Leases	3	4
Revenue	4	-
Transfer Expense	2	-
Public Sector Measurement	3	4
Infrastructure Assets	3	3
Heritage	3	3
Collective and Individual Services	2	-
Public Sector Financial Instruments	-	4
Improvements	1	-
Natural Resources	-	2
Limited Scope Review of Conceptual Framework	-	1
TOTAL	24	24

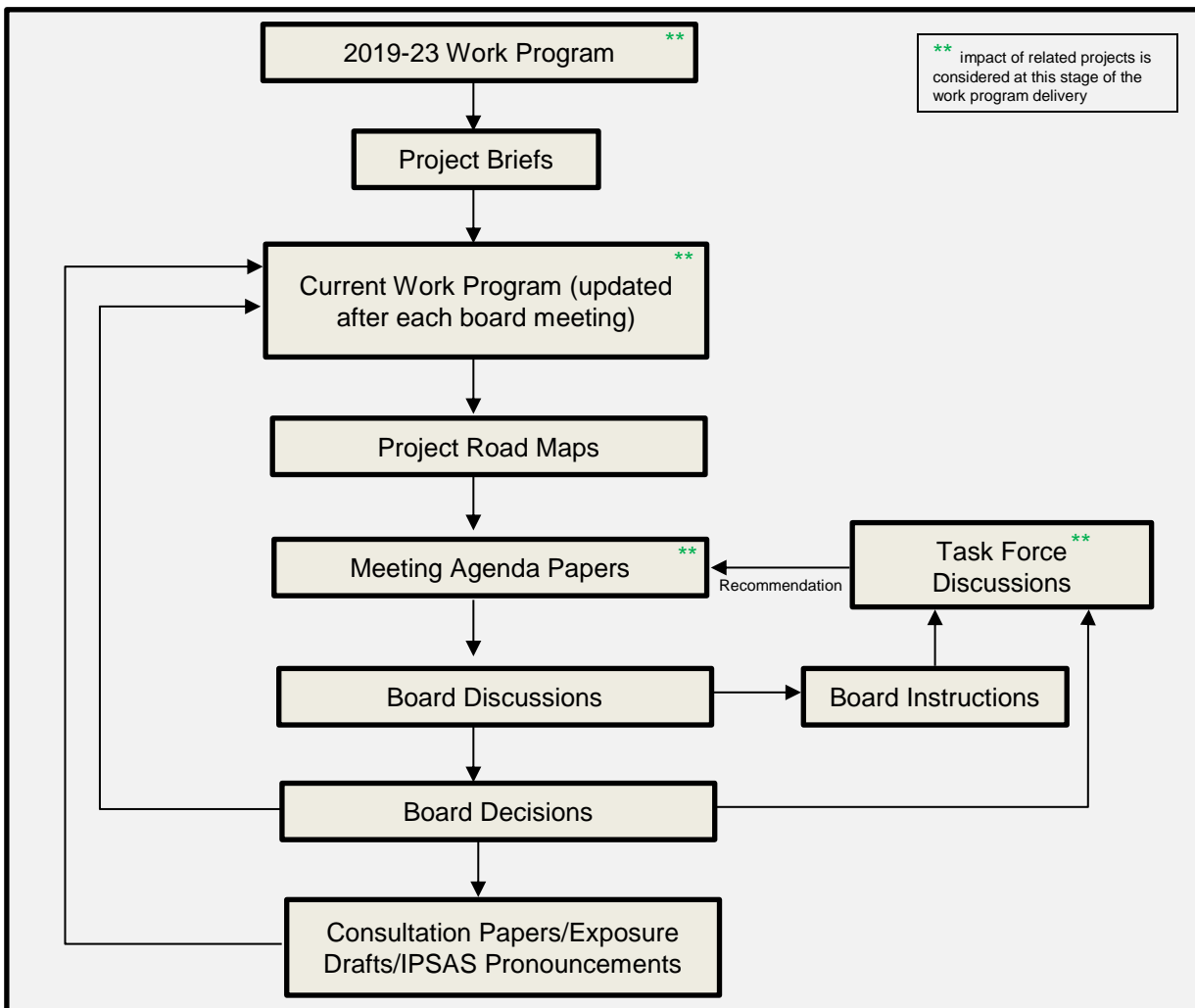
September 2019

PROCESS DIAGRAM ON WORK PROGRAM DELIVERY

IPSASB Guidance Development: Program Management Approach

1. IPSASB projects are increasingly inter-related with cross-cutting issues across multiple projects. This is a natural development, reflecting the evolution of the IPSASB’s standards program and the complex nature of several projects. Consequently, there is a need for a more coordinated approach to program management. The IPSASB Chair, the Technical Director, Deputy Director and the IPSASB staff have considered this issue. To help with program management going forward, the following process is proposed in Diagram 1 and paragraphs 2 and 3, including a description of the importance of IPSASB decisions and instructions and how they fit into work program delivery.
2. Diagram 1 outlines the steps followed by IPSASB staff, Task Forces and the Board to deliver the work program in an integrated and timely manner. These steps are performed within the confines and in accordance with the [IPSASB’s Due Process](#).

Diagram 1 – Process—Work Program Delivery



Key Steps in Process-Work Program Delivery (Underlined text is updated since June 2019)

2019-2023 Work Program

One component of establishing the Work Program is the development of research programs for several topics. The outcome of these research projects will further inform the work program and may contribute to future project briefs.

Board Instructions

- (a) Operational – Board views on how to approach issues, including organization and arrangement of material;
- (b) Generally actioned at the next meeting or one after that;
- (c) Once issue addressed it is greyed out in the issue log (Agenda Item [X].1.2 of Issues Papers), unaddressed issues not greyed out;
- (d) Instructions actioned remain in log until Board confirms item appropriately actioned; and
- (e) After Board confirmation, instructions removed from the action log before next meeting.

Task Force Discussions (see [Appendix A](#) for Task Force Narrative Documentation)

Task Forces are involved in all steps of project delivery. However, the Task Force is most significant in actioning Board instructions. The Task Force actions these instructions outside of IPSASB meetings, considers inter-related projects through discussions with the corresponding Task Force Chair, and develops recommendations for the IPSASB to consider at a future meeting. Not all recommendations are unanimous. The IPSASB is made aware of where recommendations are not unanimous. All recommendations are evaluated by the IPSASB in formulating further instructions or making a decision.

Board Decisions

- (a) Explained in Basis for Conclusions (BCs);
- (b) Cross-reference column in Board Decisions indicating where decisions addressed in BCs; and
- (c) Decisions retained in log until Consultation Paper (CP)/ED/IPSAS approved.

In rare circumstances, the IPSASB may conclude no output is necessary. This decision is unlikely as the assessment of the viability of a project is made during the development of the Project Brief.

APPENDIX A – TASK FORCE NARRATIVE (APPROVED BY IPSASB IN JUNE 2018)**An Outline of Procedures***General Responsibilities*

1. Task Forces are delegated issues identified by the IPSASB and are instructed to provide the IPSASB with recommendations on how to proceed.
2. Task Forces are expected to assume responsibility for proposals and act as advocates for these proposals at the IPSASB meeting—acknowledging that there might be some dissenting views (see below). Recommendations developed at Task Force meetings form the basis of IPSASB meeting material.

Developing a Task Force

3. Developing an effective Task Force is key to the success of the project. While the Task Force reports directly to the IPSASB through presentations from Task Force Chairs, staff are responsible for maintaining the Task Force.
4. In consultation with IPSASB project staff the IPSASB Chair and Technical Director select a Task Force Chair. In selecting a Task Force Chair the following are considered:
 - (a) Technical expertise of the Chair for the specific project;
 - (b) Ability to manage Task Force members throughout the process; and
 - (c) Ability of individuals to meet the very significant time commitment.
5. The Task Force Chair liaises with the IPSASB Chair and staff over the selection of members. The following are considered:
 - (a) Technical expertise needed for a specific project;
 - (b) Diversity in views and perspectives among members (ensure a diverse background of views exists in order to identify all viable options for accounting policies and approaches);
 - (c) Number of members. Staff consider five Task Force members optimal. However, judgment must be applied in balancing the need for expertise with the challenges of scheduling and managing both electronic and face-to-face meetings with a large number of participants;
6. The IPSASB relies on Task Forces for their expertise in the project field. Including individuals external to the IPSASB is key to incorporating that expertise and meeting the objectives of the IPSASB. Task Forces also respond to instructions from the IPSASB.
7. Committing to a role on the Task Force represents a significant time commitment on the part of volunteers. Task Forces are necessary for all significant public sector projects. The use of Task Force resources is not considered necessary for projects with a more limited scope, such as improvements projects and convergence projects that are straightforward in nature.

Task Force Chair

8. The Task Force Chair is responsible to the IPSASB for the project under development. This requires the Chair to:
- (a) Agree project road maps with Staff;
 - (b) Attend all Task Force pre-meetings with Staff;
 - (i) Agree meeting plan, format and outcomes with staff;
 - (ii) Discuss issues with staff and respond to staff views;
 - (iii) Form an opinion to put to Task Force members;
 - (c) Attend all Task Force meetings (teleconferences and face-to-face);
 - (i) Review all pre-meeting materials;
 - (ii) Chair Task Force meetings with support of IPSASB Staff;
 - (iii) Participate in the meeting by sharing views and perspectives; and
 - (iv) Support Staff in reaching conclusions and providing a way forward on the issue under discussion in order to progress the project;
 - (d) Update the IPSASB Chair on the progress of the Task Force and on Task Force recommendations at least quarterly and at the request of the IPSASB Chair;
 - (e) Review IPSASB papers prior to circulation to the IPSASB;
 - (f) Formally present Task Force recommendations at the head of the table to the IPSASB at quarterly meetings (with Staff support).

Task Force Members

9. The Task Force members are responsible for developing recommendations for the IPSASB. This requires members to:
- (a) Attend all Task Force meetings (teleconferences and face to face);
 - (i) Review all pre-reading materials; and
 - (ii) Participate in the meeting by sharing views, perspective and expertise.
 - (b) Develop recommendations for the IPSASB;
 - (i) Members should aim to reach consensus where possible. When consensus is not reached the IPSASB will be made aware of dissenting views;
 - (ii) Task Force recommendations are the basis for IPSASB agenda items, members need to voice concerns during Task Force meetings, not with the IPSASB;
 - (c) Make additional time available to resolve one-off issues outside of scheduled meetings.
 - (d) Secure financial support from employer/sponsor to attend face- to- Face meetings.

Staff

10. The Task Force staff are responsible for maintaining the smooth operation of the Task Force throughout the process. This requires staff to:
 - (a) Schedule teleconferences and face-to face-meetings between IPSASB meetings as soon as possible after an IPSASB meeting;
 - (b) Support the Task Force Chair in preparation for all meetings, both Task Force and IPSASB;
 - (c) Develop issues papers for Task Force consideration;
 - (d) Present issues papers to the Task Force;
 - (e) Respond to concerns and issues raised by the Task Force;
 - (f) Develop IPSASB agenda items based on recommendations developed by the Task Force; and
 - (g) Support the Task Force Chair in presenting the Task Force recommendations to the IPSASB.

September 2019

TASK FORCE COMPOSITION – SEPTEMBER 2019

	<i>Financial Instruments</i>	<i>Heritage</i>	<i>Infrastructure</i>	<i>Leases</i>	<i>Measurement</i>	<i>Natural Resources</i>	<i>Revenue</i>
Chair	Marc Wermuth	Bernhard Schatz	Marc Wermuth	Mike Blake	David Watkins	Lindy Bodewig	Todd Beardsworth
Staff Leads	Dave Warren & Ross Smith	Gwenda Jensen	Amon Dhliwayo	Jão Fonseca	Dave Warren	Ross Smith (provisional)	Jo Spencer & Edwin Ng (Revenue) Paul Mason: Senior Advisor (Expense)
Internals (Members & TAs)	Do-Jin Jung	Michel Camoin (Alternate: Baudouin Griton)	Chris Nyong (Alternate: Sam Agbevem)	Claudia Beier	Aracelly Mendez	Adrienne Cheasty	Luzvi Chatto
	Leona Melamed	Williard Kalulu	Leonardo Nascimento	Lynn Pamment	Francesco Capalbo	Neema Kiure-Mssusa	Bernhard Schatz
		Clark Anstis	Francesco Capalbo	Tsholofelo Tshoke	Stuart Barr	Leonardo Nascimento	Henning Diederichs
		Fabrizio Mocavini			Takeo Fukiya	Marc Wermuth	Renée Pichard
Externals	Jeanine Poggiolini (SAASB) ²	David Tomback (Historic England/IVSC) ³	Stefan Resch (PwC, Vienna)	Isabelle Sapet (CNOCP) ⁴	David Tretton (RICS) ⁵	Hironobu Takahashi (EY, Tokyo)	Helen Hall (UNDP) ⁶

² South African Accounting Standards Board³ International Valuation Standards Council⁴ Le Conseil de Normalisation des Comptes Publics⁵ Royal Institute of Chartered Surveyors, United Kingdom⁶ United Nations Development Program

	<i>Financial Instruments</i>	<i>Heritage</i>	<i>Infrastructure</i>	<i>Leases</i>	<i>Measurement</i>	<i>Natural Resources</i>	<i>Revenue</i>
	Jani Laakso (International Finance Corporation, World Bank Group)	Dominic Savini (FASAB)⁷	Demi Chung (University of New South Wales)				Moushumi Dullabh (South African Treasury)
		Amanda Botha (SAASB)	John Howard (Consultant Roads Engineer)⁸				

⁷ Federal Accounting Standards Advisory Board

⁸ John Comrie, an independent local government consultant, will support John Howard