North Carolina Office of the State Controller

Preliminary Views on GASB's New Financial Reporting Model

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We will consider:

- Project objective and background
- Governmental funds
 - · Concerns with current reporting
 - Short-term financial resources measurement focus
 - Alternative views
 - Presentation
- Proprietary fund presentation
- Budgetary comparison reporting



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We will consider (cont'd)

- Major component unit information
- Schedule of government-wide expenses by natural classification
- Feedback and next steps



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Project Objective and Background

- Reexamination of the effectiveness of the financial reporting model—Statements 34, 35, 37, 41, and 46, and Interpretation
- Pre-agenda research showed model generally effective, targeted improvements possible
- Invitation to Comment, Financial Reporting Model Improvements—Governmental Funds, issued December 2016
- Preliminary Views, Financial Reporting Model Improvements, issued September 2018

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Concerns with Governmental Funds Financial Statements

- Lack of effectiveness of governmental fund information
- Lack of conceptual consistency
- Lack of guidance for complex transactions
- Lack of consistency in applying the current financial resources measurement focus and modified accrual basis of accounting



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Financial Reporting Model

Financial Reporting Model Reexamination:

- Governmental Fund F/S Measurement Focus (Near-Term Focus?)
 - Current Guidance
 - Current financial resources measurement focus modified accrual basis of accounting
 - Question:
 - · Do we need a more consistent approach? Yes!
 - Suggested solution:
 - · Near-term Financial Resources Approach
 - Short-term (formerly Working Capital Approach)
 - · Long-term (formerly Total Financial Resources Approach)

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The Candidates

- Near-Term Financial Resources Approach? 60 days?
- ➤ Short-term (Working-Capital Approach)? 1 year?
- Long-term (Total Financial Resources Approach)? No Capital Assets or Debt?

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Recognition in Governmental Funds

- Short-term financial resources measurement focus
- Elements from *short-term* transactions recognized as the underlying transaction *occurs*
- Elements from long-term transactions 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



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Messages Conveyed by Short-Term Financial Resources Measurement Focus

- Consistency in the reporting of balance sheet elements and financial resource flows elements
- Period-end balances from short-term transactions
- Spending of the period
- Inflows of resources from short-term transactions as they occur and long-term transactions when payment are due
- Fund balance that is available for spending
- Results useful in evaluating budgetary information

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Recognition in Governmental Funds

Short-Term Transactions

Normally are due to convert to or generate cash or require the use of cash within one year from the inception of the transaction

Long-Term Transactions

Normally are due to convert to or require the use of cash beyond one year from the inception of the transaction

An entire class of transactions will either be shortterm transactions or long-term transactions. Transactions within classes (for example, investments) are not treated differently.

Recognition in Governmental Funds

Assets

- Assets include those from short-term transactions that are receivable at period-end, as well as cash and other financial assets that are available to be converted to cash, or expected to be consumed within the subsequent reporting period
- Assets arising from long-term transactions are recognized when payments are due

Liabilities

- Liabilities arising from shortterm transactions that are payable at year end
- Liabilities arising from longterm transactions are recognized when payments become due

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Recognition in Governmental Funds

Outflows of Resources

- As spending occurs
- Spending from short-term transactions (such as use of goods and services and acquisition of capital assets) as the transactions occur
- Spending from long-term transactions as payments are due

Inflows of Resources

- Inflows of resources from short-term transactions (such as tax levies, grants, and changes in fair value of investments) as the transactions occur
- Inflows of resources arising from long-term transactions are recognized when payments become due

Recognition in Governmental Funds

<u>Deferred Outflows of Resources and</u> Deferred Inflows of Resources

- Governed by concept of available for spending in a future period
- Outflows of resources that do not meet the definition of an asset and are inherently related to future spending
- Inflows of resources that do not meet the definition of a liability and can only be used for future spending
- · Limited to circumstances identified by the GASB



Resource Flows Statement

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Recognition Example—Investments in Permanent Fund

Beginning of year balance: \$18,400,000 No maturities or purchase of investments; Change in fair value of \$100,000; End of year balance: \$18,500,000

Current financial resources Investments of \$18,500,000 Inflows of resources of \$100,000

Short-term financial resources Investments of \$18,500,000 Inflows of resources of \$100,000 resources

Balance Sheet

Normally Short-Term

Recognition Approach

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Recognition Example—Property Taxes Receivable

End of year balance: \$28,954,754 Property taxes levied before period end for the subsequent fiscal year; property taxes are due 6 months after period-end

Recognition Approach	Balance Sheet	Resource Flows Statement
Current financial resources	Taxes receivable of \$28,954,754 and deferred inflow of resources of \$28,954,754	No inflows of resources
Short-term financial resources	Taxes receivable of \$28,954,754 and deferred inflow of resources of \$28,954,754	No inflows of resources

Normally Short-Term

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Recognition Example—Other Taxes Receivable

End of year balance: \$13,342,623 Other taxes are associated with the current year; \$3,342,623 of other taxes are due 3 months after year-end, \$10,000,000 are due 6 months after year-end

Recognition Approach	Balance Sheet	Resource Flows Statement
Current financial resources	Taxes receivable of \$13,342,623 and deferred inflow of resources of \$10,000,000	Inflows of resources of \$3,342,623
Short-term financial resources	Taxes receivable of \$13,342,623	Inflows of resources of \$13,342,623

Normally Short-Term

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Recognition Example—Prepaid Items

Sp	Beginning of year balance: ending on prepaid items during End of year balance: \$13	year: \$60,000
Recognition Approach	Balance Sheet	Resource Flows Statement
Current financial resources	Prepaid item and nonspendable fund balance of \$13,800	Outflows of resources of \$52,000
Short-term financial resources	Prepaid item of \$13,800	Outflows of resources of \$52,000

Normally Short-Term

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Recognition Example—Inventory

9	Beginning of year balance: \$ Spending on inventory during yea End of year balance: \$23	ır: \$185,000
Recognition Approach	Balance Sheet	Resource Flows Statement
Current financial resources	Inventory of and nonspendable fund balance \$23,500 using consumption method	Outflows of resources of \$176,700
Short-term financial resources	Inventory of \$23,500	Outflows of resources of \$176,700

Normally Short-Term

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Recognition Example—Special Assessments

Beginning of year balance: \$123,851 Collections during year: \$41,500 End of year balance: \$82,351

\$82,351 scheduled to be collected beyond 3 months after year-end

 Recognition Approach
 Balance Sheet
 Resource Flows Statement

 Current financial resources of \$82,351
 Inflow of resources of \$41,500

 Short-term financial resources
 No amounts recognized
 Inflow of resources of \$41,500

Normally Long-Term

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Recognition Example—Notes Receivable Related to Lending

Beginning of year balance: \$4,387,776 Collections during year: \$645,000 End of year balance: \$3,742,776 All scheduled to be collected beyond 3 months after period–end

 Recognition Approach
 Balance Sheet
 Resource Flows Statement

 Current financial resources
 Notes receivable and nonspendable fund balance of
 No amounts recognized

\$3,742,776

Short-term financial No amounts recognized Inflow of resources of \$645,000 resources

Normally Long-Term

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Recognition Example—Hedging Derivative Instrument

Details of instrument: effective hedge, 9 years remaining in term, declining notional amount, associated with capital-related debt
Fair value at end of period: (\$532,882)

Recognition Approach	Balance Sheet	Resource Flows Statement
Current financial resources	No amounts recognized	No amounts recognized
Short-term financial resources	No amounts recognized	No amounts recognized

Normally Long-Term

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Recognition Example— Compensated Absences

Beginning of year balance: \$4,824,057
Earned in the current year: \$146,014 (LIFO flow assumption)
End of year balance: \$4,970,071
Additionally, \$25,000 is due to employees who have separated from service

Approach	Balance Sheet	Resource Flows Statement
Current financial resources	Liability of \$25,000	Outflows of resources of \$25,000
Short-term financial resources	Liability of \$25,000	Outflows of resources of \$25,000

Normally Long-Term

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Recognition Example—Accrued Interest on Long-Term Debt

Beginning of year balance: \$899,750
Accrued during in the current year: \$2,394,534
Paid during the current year: \$2,448,950
End of year balance: \$845,334

Recognition Approach	<u>Balance Sheet</u>	Resource Flows Statement
Current financial resources	No amounts recognized	Debt service expenditures of \$2,448,950
Short-term financial resources	Accrued interest payable of \$845,334	Outflows of resources of \$2,394,534

Normally Short-Term

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Recognition Example—Claims Payable

Beginning of year balance: \$1,300,000
Claims incurred during in the current year: \$2,750,000
Paid during the current year: \$1,500,000
End of year balance: \$2,550,000

Recognition Approach	Balance Sheet	Resource Flows Statement
Current financial resources	No amounts recognized	Expenditures of \$1,500,000
Short-term financial resources	Claims payable of \$2,550,000	Outflows of resources of \$2,750,000

Normally Short-Term

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Recognition Example—Tax Anticipation Notes Payable

	Beginning of year balance: \$4 Repayments during in the current yea Borrowings during the current yea End of year balance: \$4,4	ar: \$4,000,000* r: \$4,400,000*
Recognition Approach	Balance Sheet	Resource Flows Statement
Current financial resources	Tax anticipation note payable of \$4,400,000	No amounts recognized.
Short-term financial resources	Tax anticipation note payable of \$4,400,000	No amounts recognized.

^{*}Borrowings and repayments are disclosed.

Normally Short-Term

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Recognition Example—Leases Payable

| Issuance of leases during in the current year: \$233,200 |
| Paid during the current year: \$1,273,469 |
| End of year balance: \$3,682,284 |

Recognition	Approach			
Current financial resources	No amounts recognized	Expenditures of \$233,200 for capital outlay, expenditures of \$1,273,469 for debt service, other financing sources of \$233,300		
Short-term financial resources	No amounts recognized	Outflows of resources of \$1,273,469 for debt service	Outflows of resources of \$1,273,469 for debt service	Outflows of resources

Beginning of year balance: \$4,722,553

Normally Long-Term

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Recognition Example— Postemployment Benefits

No liability. No amounts due.

Pension plan is funded. Net pension liability is \$826,333 at period-end.

OPEB plan is pay-as-you-go. Net OPEB liability is \$42,785,037 at period-end.

Recognition Approach
Current financial
resources
normally expected to be liquidated with available expendable resources.

No liability. No amount normally expected to be liquidated with available expendable resources.

No liability. No amounts due.

Normally Long-Term

Short-term financial

resources

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Recognition Example—Bonds Payable

Beginning of year balance: \$33,414,493, all capital-related Principal paid during the current year: \$8,331,457 End of year balance: \$25,083,036

 Recognition Approach
 Balance Sheet
 Resource Flows Statement

 Current financial resources
 No amounts recognized
 Expenditures of \$8,331,457

 Short-term financial resources
 No amounts recognized
 Outflows of resources of \$8,331,457

Normally Long-Term

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Alternative Views

- Modify short-term financial resources
 - Recognize portion of long-term receivables due in the next reporting period (both as asset and inflows of resources)
 - Recognize portion of long-term liabilities due in the next reporting period (both as liability and outflows of resources) with exceptions:
 - Pensions and other postemployment benefits
 - · Asset retirement obligations
- Replace concept of normally with contractual maturities (or amounts otherwise expected to be paid in cash or other fund financial resources)

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Alternative Views (Continued)

- Examples
 - General obligation bond that will be called shortly after period-end using existing resources – AV would report a liability and lower fund balance
 - Long-term debt payment due 1 month after period-end AV would report liability and lower fund balance
 - Long-term debt payment due 11 months after period-end –
 AV would report liability and lower fund balance yet it is likely
 that the taxes that will be used to fund the payment have no
 yet been levied.
- Government-wide statement of cash flows

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Governmental Funds-Presentation

- Current and noncurrent format of resource flows statement
- Current includes all flows other than those that are noncurrent
- Noncurrent resource flows: those related to purchase and disposal of capital assets and issuance and repayment of long-term debt



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Governmental Funds-Specific Terminology

Titles

► Short-Term Financial Resources Balance Sheet

Short-TermFinancialResource Flows

Elements

- Short-term assets
- Short-term liabilities
- Deferred outflows of short-term financial resources
- Deferred inflows of short-term financial resources
- Short-term financial resources fund balances
- Inflows of short-term financial resources for current activities
- Outflows of short-term financial resources for current activities
- Net flows of short-term financial resources for noncurrent activity

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Governmental Funds—Specific Terminology

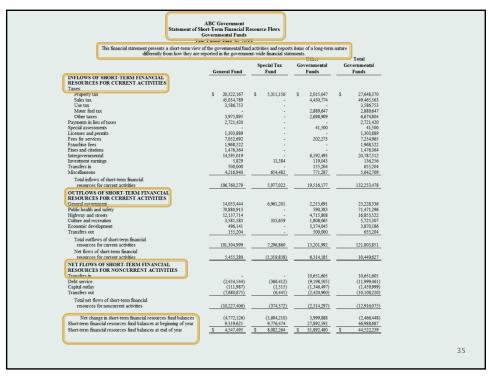
 "This financial statement presents a short-term view of governmental fund activities and reports items of a longterm nature differently from how they are reported in the government-wide financial statements."



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Illustration 3: Short-Term Financi	ABC Go ort-Term Financial R Governme	vernment			
This financial statement presents a sh					
differently from hou		General Fund	e financial statements. Special Tax Fund	Other Governmental Funds	Total Governmental Funds
SHORT-TERM ASSETS					
Cash and cash equivalents		861,272	\$ 8,846,434	\$ 12,071,406	\$ 21,779,112
hvestments	-			18,500,000	18,500,000
Taxes receivable		33,339,603	5,176,000	3,781,774	42,297,377
Intergovernmental receivables		662	607	83,736	85,005
Grants receivable		250,992			250,992
Other receivables		2,056,859	-	1,457,817	3,514,676
Interfund receivables		610,066		607,909	1,217,975
Prepaid item				13,800	13,800
Inventory Total short-term assets	-	23.500 37.142.954	\$ 14.023.041	\$ 36.516.442	\$ 87,682,437
FINANCIAL RESOURCES FUND BALANCES Short-term liabilities: Accounts payable		904.666	\$ 493.212	\$ 1.642.560	\$ 3,040,438
Other payables	,	2,444	\$ 493,212	\$ 1,642,560 926	3,040,438
Accrued payroll		2.966.848	14.733	65.821	3.047.402
Compensated absences payable		25,000			25,000
Accrued interest payable		69,165	29,733	746,436	845,334
Interfund payable		51,606	227,099	15,195	293,900
Claims payable		2,550,000			2,550,000
Tax anticipation notes payable	_	4,400,000			4,400,000
Total short-term liabilities	_	10,969,729	764,777	2,470,938	14,205,444
Deferred inflows of short-term financial resources:					
Taxes receivable levied for the next year	_	21,625,730	5,176,000	2,153,024	28,954,754
Total deferred inflows of short-term financial resource	• –	21,625,730	5,176,000	2,153,024	28,954,754
Short-term financial resources fund balances:					
Restricted			8,082,264	32,024,553	40,106,817
Assigned for library		685,630			685,630
Unassigned		3.861.865	8.082.264	(132.073)	3,729,792
Total short-term financial resources fund balances	_	4,547,495	8.082,264	31,892,480	44,522,239
Total short-term liabilities, deferred inflows of short-term financial resources, and short-term financial resources fund balances	_s	37,142,954	s 14,023,041	\$ 36,516,442	\$ 87,682,437



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Proprietary Fund Financial Statement Presentation

- Continue separate presentation of operating and nonoperating revenues and expenses
- Operating revenues and expenses are those other than nonoperating
- Nonoperating revenues and expenses include:
 - Subsidies received and provided
 - Revenues and expenses related to financing
 - Resources from the disposal of capital assets and inventory
 - Investment income and expenses

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Proprietary Fund Financial Statement Presentation

- Subtotal for operating income (loss) and noncapital subsidies
- Subsidies are: resources provided by another party or fund to keep rates lower than otherwise would be necessary to support the level of goods and services to be provided



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ABC State Unive			
Statement of Revenues, Expenses, an	d Changes in Net Positi	on	
	2016	2015	
Operating revenues:			
Tuition and fees (not 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 positionbeginning	3,061,111	2,834,592	
Net positionending	\$ 3,328,265	\$ 3,061,111	

Budgetary Comparison Information

- Presented in required supplementary information
 - Consistent with conceptual framework on methods of communication
- Required variance presentations
 - Final budget and actual amounts
 - Original and final budget



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Major Component Unit Information

- If feasible, present in separate columns on the reporting entity's government-wide financial statements
- If not feasible, present in as combining financial statements after the fund financial statements (included in basic financial statements)
- The existing alternative to present condensed major component unit financial statements in the notes to financial statements would be eliminated



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Government-Wide Expenses by Natural Classification

- Applicable to governments presenting a CAFR
- Presented as supplementary information
- Governmental activities by program or function (and natural classification)
- Business-type activities by different identifiable activity (and natural classification)
- No change to government-wide statement of activities

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	Schedule of Go	vernment		ties Expe	fABC nses by Fu ed June 30		l Natural	Classifi	ication			
atural Classification	General Government	Public H		Highway:		ture and	E con Develo		Interes		Total	
wards and grants			XXX S			XXXXX		XXXX		_	s xxxxxx	-
ontractual services	XXXXX	,	XXX	XXX		XXXXX		XXXX	•	_	XXXXXX	
ther services and supplies	,		XXX	XXX		XXXXX		XXXX		-	XXXXXX	
rsonnel and benefits	XX,XXX	XX,	XXX	XXX	XX	XX,XXX	X	XXXX		-	XXX,XXX	
epreciation	XX,XXX	XX,	XXX	XX,X	XX	XX,XXX	X	XXXX		-	XXX,XXX	
terest						-		-	XX,X		XXXXX	
Total	\$ XXX,XXX	\$ XXX,	XXX S	XXXX ?	XX	XX,XXX	\$ XX	XXXX.	\$ XXX,X	XX	\$ XXX,XXX	
Schedul	e of Business-I	Type Acti		xpenses	City of ABO by Differe Ended Ju	nt Identif		tivity a	nd Natural	Clas	sification	
		Type Acti	for	xpenses	by Differe Ended Ju	nt Identif ne 30, 20 Motor	XX r Vehicle			Clas		
Natural Cl	assification	·· 	for t	xpenses the Year	by Differe Ended Ju Sewer	nt Identif ne 30, 20 Motor	XX r Vehicle rking	· ·	emetery	_	Total	
Natural Cl. Contractual	assification services	Type Acti	Water XX,XX	xpenses the Year	by Differe Ended Ju Sewer XX,XXX	Motor	XX r Vehicle rking XX,XXX	c <u>C</u>	emetery XX,XXX	_	Total XXX,XXX	
Natural Clar Contractual Other service	assification services ces and supplies	·· 	Water XX,XX	xpenses the Year	by Differe Ended Ju Sewer XX,XXX XX,XXX	Motor	XX r Vehicle rking XX,XXX XX,XXX	c <u>C</u>	emetery XX,XXX XX,XXX	_	Total XXX,XXX XXX,XXX	
Natural Cl Contractual Other servic Personnel a	assification services ces and supplies nd benefits	<u> </u>	Water XX,XX XX,XX	xpenses the Year XX \$ XX XX	Sewer XX,XXX XX,XXX	Motor	XX r Vehicle rking XX,XXX XX,XXX XX,XXX	C 8	XX,XXX XX,XXX XX,XXX	_	Total XXX,XXX XXX,XXX XXX,XXX	
Natural Cl Contractual Other servic Personnel a	assification services ces and supplies	<u> </u>	Water XX,XX	xpenses the Year XX S XX XX XX XX	by Differe Ended Ju Sewer XX,XXX XX,XXX	nt Identif ne 30, 20 Motor Pa	XX r Vehicle rking XX,XXX XX,XXX	° C \$	emetery XX,XXX XX,XXX	_	Total XXX,XXX XXX,XXX	
Natural Cl: Contractual Other service Personnel a Depreciatio	assification services ces and supplies nd benefits	s s	Water XX,XX XX,XX XX,XX	XX S XX XX XX XX	Sewer XX,XXX XX,XXX XX,XXX	nt Identif ne 30, 20 Motor Pa	r Vehicle rking XX,XXX XX,XXX XX,XXX XX,XXX	C \$	XX,XXX XX,XXX XX,XXX XX,XXX	s	Total XXX,XXX XXX,XXX XXX,XXX XXX,XXX	

Small Government Considerations

- Are there opportunities to offer practical considerations for small governments without undermining the fundamentals of the model?
 - Recognition in governmental funds
 - Presentation of governmental funds
 - Presentation of proprietary funds
 - Budgetary comparison information
 - Major component unit information
 - Schedule of government-wide expenses by natural classification
- Continue to consider in future

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Next Steps

- Additional issues for Exposure Draft
 - Extraordinary and special items
 - Management's discussion and analysis (MD&A)
 - Debt service funds
- Target issuance of Exposure Draft: June 2020



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