STATES OF JERSEY

STATES OF JERSEY FINANCIAL REPORTING MANUAL (DECEMBER 2013)

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by the Minister for Treasury and Resources

STATES GREFFE

STATES OF JERSEY
FINANCIAL REPORTING MANUAL

Version 5.2
Based on UK FReM 2011-12

TREASURY
& RESOURCES

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1 Introduction

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1.1 Objectives and scope of the Manual

1.1.1 The Financial Reporting Manual is the technical accounting guide to the preparation of financial statements for the States of Jersey. It is complemented by guidance issued by the Treasurer of the States such as Financial Directions and the Capital Accounting Manual. The Manual is based on the UK Treasury Financial Reporting Manual, adapted for States of Jersey specific situations.

1.1.2 The FReM applies directly to entities defined in Chapter 3 whose accounts are required to be consolidated in the accounts of the States of Jersey.

1.1.3 The principles underlying the application of accounting standards set out in this Manual may also be applied to other funds and accounts within the Jersey public sector. The Manual does not, however, consider the accounting requirements of these funds and accounts any further.

1.1.4 This Manual applies EU adopted IFRS and Interpretations in effect for accounting periods commencing on or before 1 January 2011.

1.2 Using the Manual

1.2.1 The Manual provides guidance on the application of IFRS, adapted and interpreted for the public sector context. In particular, when preparing the Accounts, the following should be noted:

a) in accordance with IAS 8 *Accounting Policies, Changes in Accounting Estimates and Errors*, accounting policies set out in IFRSs need not be applied when the effect of applying them is immaterial;

b) in accordance with IAS 1 *Presentation of Financial Statements*, applying the concept of materiality means that a specific disclosure requirement in a Standard or in an Interpretation need not be satisfied if the information is not material (disclosures should be limited to those necessary for an understanding of the entity's circumstances); and

c) for the avoidance of doubt, there is no need to develop accounting policies, or provide disclosures, in relation to accounting standards that do not apply to the States of Jersey's circumstances.

1.2.2 In addition the format and content of financial statements need to meet the information needs of the users of those financial statements..

1.2.3 Guidance will be issued to assist entities in applying the Financial Reporting Manual.

1.3 Budgetary Controls

1.3.1 Accounting policies are generally common to both accounting and budgeting. In selecting relevant accounting policies (see chapter 2), the States should have regard to budgetary and control requirements, but should give paramount importance to the need for financial statements to give a true and fair view.

1.4 First-time Adoption of International Financial Reporting Standards

1.4.1 When adopting IFRS for the first time, preparers of financial statements should follow the requirements of IFRS 1 *First-time Adoption of International Financial Reporting Standards* as interpreted below for the public sector context.

IFRS 1 First-time Adoption of International Financial Reporting Standards

Applicability

1.4.2 IFRS 1 applies in full to all entities covered by the requirements of this Manual.

Objective of IFRS 1

1.4.3 The objective of IFRS 1 is to ensure that an entity's first IFRS financial statements, and its interim financial reports for part of the period covered by those financial statements, contain high quality information that:

- is transparent for users and comparable over all periods presented;
- provides a suitable starting point for accounting under International Financial Reporting Standards; and
- can be generated at a cost that does not exceed the benefits to users.

Interpretations of IFRS 1 for the public sector context

1.4.4 In applying IFRS 1, entities should be aware of the following interpretations for the public sector context:

a) this Manual requires assets to be carried at valuation and so the elections available in IFRS 1.16, 17 and 18 (other than for internally generated intangible assets – see 6.2.4) are not relevant;

b) entities cannot elect to use the 'corridor' approach in IAS 19 *Employee Benefits* (IFRS 1.20);

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2.1 Application of generally accepted accounting practice

General

2.1.1 The accounting policies contained in this Manual follow generally accepted accounting principles (GAAP) to the extent that it is meaningful and appropriate in the public sector context. Although the term 'GAAP' has no statutory or regulatory authority, for the purposes of this Manual, GAAP is taken to be:

a) the accounting and disclosure requirements of the Companies Act 2006 of the United Kingdom (the Companies Act);

b) pronouncements by or endorsed by the International Accounting Standards Board (IASB), including the Framework for the Preparation and Presentation of Financial Statements, the accounting standards – international accounting statements (IAS) and international financial reporting standards (IFRS) – and interpretations thereof issued by the Standards Interpretations Committee (SIC) or its successor, the International Financial Reporting Interpretations Committee (IFRIC);

c) the body of accumulated knowledge built up over time and promulgated in (for example) textbooks, technical journals and research papers.

2.1.2 For clarity, pronouncements as described in b) above are as reflected in the 2011-12 Financial Reporting Manual issued by HM Treasury (the 'UK FReM'). The States of Jersey therefore applies all such pronouncements as were relevant and effective at the date of issue of the UK FReM.

2.1.3 For the purposes of accounting by the entities covered by this Manual, GAAP is taken to mean primarily those items listed under (a), and (b) above, interpreted as necessary in the light of the body of accumulated knowledge under (c). References throughout the manual are made to the UK Companies Act. Although the States of Jersey is not required to comply with this legislation it has chosen to consider its requirements as best practice and comply with those requirements which it considers relevant.

2.1.4 In addition to the general principles underlying GAAP, entities covered by the requirements of this Manual need to apply two additional principles – political accountability and regularity. These principles are explained in the context of the States of Jersey in the separate Financial Directions.

Accounting convention

2.1.5 Financial statements should be prepared under the historical cost convention, modified by the revaluation of non-current assets, and, where material, current asset investments and stocks to fair value as determined by the relevant accounting standard.

No exemptions for smaller entities

2.1.6 The International Financial Reporting Standard for Small and Medium-sized Entities brings together those accounting standards and requirements that are applicable to small and medium-sized entities. Adoption is not available to any entity covered by the requirements of this Manual.

Practical application of guidance

2.1.7 The following chapters refer to practical guidance on the application of GAAP where the Treasurer of the States feels that such guidance will assist in preparing the financial statements. The Treasurer of the States will provide additional guidance on request.

2.2 Preparation and Presentation of Financial Statements

Legal Responsibility for the preparation of Financial Statements

2.2.1 The Public Finances (Jersey) Law 2005,states the following:

32 Treasurer to prepare annual financial statements in respect of accounts of the States

(1) The Treasurer must –

(a) prepare an annual financial statement in respect of the accounts of the States for a financial year within 3 months of the end of the year; and

(b) send the statement to the Comptroller and Auditor General for auditing.

(2) The statement must be prepared in accordance with –

(a) generally accepted accounting principles; and

(b) accounting standards prescribed by an Order made by the Minister"

(3) Paragraph (4) applies where the accounting practice and standards mentioned in paragraph (2) require the accounts of any person or body (whether or not incorporated) to be consolidated with those of the States.

(4) The person or body must provide the Treasurer with any information the Treasurer may require to prepare the annual financial statement.

IASB's Framework for the Preparation and Presentation of Financial Statements (the Framework)

2.2.2 The *Framework* sets out the principles that the IASB believes should underlie the preparation and presentation of general purpose financial statements. In particular, preparers should be familiar with the objective of financial statements. The financial statements of entities should provide information about their financial position, performance and changes in financial position. The presentation of the information should meet the "common needs of most users".

2.2.3 The key users of the information in the financial statements are:

- the taxpayer;
- States Assembly;
- the Treasurer of the States;
- those charged with governance of departments, funds and other entities in the Accounting Boundary;
- the Corporate Management Board;
- those charged with governance of the States of Jersey; and
- the States of Jersey audit committee.

2.2.4 In presenting information in their financial statements, preparers should also be familiar with:

- the qualitative characteristics of financial statements;
- the elements of financial statements;
- recognition of the elements of financial statements; and
- measurement of the elements of financial statements.

2.2.5 The *Framework* notes that financial statements cannot meet all the information needs of users, but that there are needs that are common to all users. The provision of financial statements that meet the requirements of the States Assembly will also meet most of the needs of other users.

Financial statements must give a true and fair view

2.2.6 Financial statements prepared in accordance with the requirements of this Manual:

a) should give a true and fair view of the state of affairs of the States of Jersey at the end of the financial year and of the results for the year; and

b) where, in exceptional circumstances, the Treasurer of the States concludes that compliance with a requirement in the FReM would be so misleading that it would conflict with the objective of the financial statements set out in the Framework it shall depart from that requirement following the principles set out at paragraphs 20-24 of IAS 1. Particulars of any departure, the reasons for it and its effects should be disclosed in the financial statements.

2.2.7 Section 393 of the Companies Act 2006 and paragraphs 15 to 24 of IAS 1 *Presentation of Financial Statements* apply as interpreted.

Objectives of section 393 of the Companies Act 2006

2.2.8 The objectives of section 393 of the Companies Act 2006 are to ensure that directors of a company do not approve accounts unless they are satisfied that those accounts give a true and fair view of the assets, liabilities, financial position and profit or loss either of the company or of the group as a whole, as appropriate. Section 393 also requires the auditor of a company, in carrying out his functions under the Act, to have regard to the directors' duty.

Interpretation of section 393 of the Companies Act 2006 for the public sector context

2.2.9 In applying section 393 of the Companies Act 2006, preparers of financial statements should be aware of the following interpretations for the public sector context:

a) any references to 'directors' and 'company' should be read to mean, respectively, the Treasurer of the States and the States of Jersey.

IAS 1: Presentation of Financial Statements (paragraphs 15 to 46)

Applicability

2.2.10 Paragraphs 15 to 46 of IAS 1 apply as interpreted to all entities covered by this Manual.

Objectives of paragraphs 15 to 24 of IAS 1

2.2.11 Paragraphs 15 to 46 of IAS 1 outline the 'general features' entities must take into account when preparing financial statements.

2.2.12 Paragraphs 15 to 24 provide guidance on 'fair presentation'. Application of IFRS is presumed to result in financial statements that achieve fair presentation. In the extremely rare circumstances where management concludes that compliance with a requirement in a Standard or an Interpretation would conflict with the objective of financial statements as set out in the *Framework,* IAS 1 requires that the entity departs from the requirement unless departure is prohibited by the relevant regulatory framework. In either case, the entity is required to make specific disclosures.

2.2.13 Paragraphs 25 to 46 provide guidance on the wider factors entities should take into account when preparing financial statements: Going Concern; Accruals Basis of Accounting; Materiality and Aggregation; and Offsetting.

Interpretation of paragraphs 15 to 24 of IAS 1 for the public sector context

2.2.14 In applying paragraphs 15 to 24 of IAS 1 preparers of financial statements should be aware of the following interpretations for the public sector context:

a) references to 'present fairly' and to 'fair presentation' should be read to mean 'give a true and fair view' and 'truthful and fair presentation' to comply with the requirements of the Companies Act 2006; and

b) in addition to naming the legislative authority for producing the accounts, the Notes to the Accounts shall disclose, in the note on accounting policies, the basis of preparation of the financial statements as being in accordance with this Manual as follows:

"The financial statements have been prepared in accordance with the States of Jersey Financial Reporting Manual (JFReM) issued by Treasurer of the States in order to meet the requirements of the Public Finances (Jersey) Law 2005. The accounting policies contained in the JFReM apply International Financial Reporting Standards as adapted or interpreted for the public sector in Jersey. The JFReM applicable to the [financial year] financial year is based on the UK Financial Reporting Manual for the UK financial year ending March [year].

Where the FReM permits a choice of accounting policy, the accounting policy which is judged to be most appropriate to the particular circumstances of the States of Jersey for the purpose of giving a true and fair view has been selected. The particular policies adopted the States of Jersey are described below. They have been applied consistently in dealing with items that are considered material to the accounts."

Interpretation of paragraphs 25 to 46 of IAS 1 for the public sector context

2.2.15 In applying paragraphs 25 to 46 of IAS 1, Finance Staff should be aware of the following interpretations of *Going Concern* for the public sector context.

a) For non-trading entities in the public sector, the anticipated continuation of the provision of a service in the future, as evidenced by inclusion of financial provision for that service in published documents, is normally sufficient evidence of going concern. However, a trading entity needs to consider whether it is appropriate to continue to prepare its financial statements on a going concern basis where it is being, or is likely to be, wound up.

b) Where an entity ceases to exist, it should consider whether or not its services will continue to be provided (using the same assets, by another public sector entity) in determining whether to use the concept of going concern in its final set of financial statements.

2.2.16 If an entity considers that its accounts should not be prepared in accordance with the going concern principle it should provide an explanation to the Treasurer of the States in advance of making the change.

2.2.17 If a non-departmental entity has adopted the going concern basis of accounting where this might be called into doubt, for example where there are significant net liabilities, they must provide an explanation to the Treasurer of the States of why they consider that this approach is appropriate.

2.3 IAS 8: Accounting Policies, Changes in Accounting Estimates and Errors

Applicability

2.3.1 IAS 8 applies in full to all entities covered by this Manual.

Objective of IAS 8

2.3.2 The objective of IAS 8 is to prescribe the criteria for selecting and changing accounting policies, together with the accounting treatment and disclosure of changes in accounting policies, changes in accounting estimates and correction of errors

Uniform accounting policies in preparing consolidated financial statements

2.3.3 IAS 27 *Consolidated and Separate Financial Statements* states that uniform group accounting policies should generally be used in preparing the consolidated financial statements. If members of the group use accounting policies other than those adopted in the consolidated financial statements, appropriate adjustments are made when preparing the consolidated financial statements. Entities within the boundary will be expected to observe the broad principles and policies set out in this Manual. Observance of the Manual should therefore result in sufficient uniformity to satisfy the requirements of the standard, but it is for the Treasurer of the States to ensure an appropriate degree of consistency within the States of Jersey. This does not preclude variation in the specific application of policies – for example, the selection of appropriate useful economic lives for calculating depreciation – in order to reflect the particular business circumstances of individual entities.

2.3.4 Compliance with the requirements of this Manual as set out above should provide sufficient convergence of accounting policies for the purposes of Consolidated Accounts.

3 Accounting boundaries

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3.1 Introduction

3.1.1 This chapter sets out the accounting principles and standards that should be applied in determining the accounting boundary for the States of Jersey.

3.2 Accounting standards

3.2.1 The following accounting standards deal with accounting boundaries:

IAS 27 *Consolidated and Separate Financial Statements*

IAS 28 *Investments in Associates*

IAS 31 *Interests in Joint Ventures*

SIC 12 *Consolidation – Special Purpose Entities*

SIC 13 *Jointly Controlled Entities – Non-monetary Contributions by Venturers.*

IFRS 3 *Business Combinations*

Applicability

3.2.2 The States of Jersey shall prepare an annual report and consolidated financial statements (as defined in Chapter 4) covering all entities within its consolidation boundary.

3.2.3 The group boundary is similar to the concept of a group under generally accepted accounting practice, but it is based on direct control and not on strategic control. Direct control will normally be evidenced by the States, Council of Ministers or a Minister exercising in year control over operating practices, income, expenditure, assets or liabilities of the entity.

3.2.4 The following principles are to be applied when considering whether an entity is within or without the group boundary:

- Entities which are under the direct control of the States, Council of Ministers, a Minister or Corporate Management Board for reasons of the proper governance of the Island's affairs, the realisation of value for the States' interests or the management of the States' liabilities shall be considered within the group boundary.
- Entities which are not under the direct control of the States, Council of Ministers, a Minister or Corporate Management Board for similar reasons shall not be considered within the group boundary.
- The operation of the Common Investment Fund (the 'CIF') is under the direct control of the States. However in the States of Jersey consolidated financial statements only that proportion of the CIF which relates to participant entities within the group boundary will be consolidated.

3.2.5 Trust funds (including bequest funds) shall be outside of the States of Jersey accounting boundary

3.2.6 In applying these principles, entities that satisfy the IAS 27, IAS 28, IAS 31 and SIC 12 criteria for consolidation as subsidiary undertakings, associated undertakings or joint ventures will be accounted for in accordance with IAS 27, IAS 28 and IAS 31 only where the first principle is met.

3.2.7 Where one entity has a formal investment in a second entity that does not meet the criteria for consolidation, it should treated as an investment in the States of Jersey consolidated financial statements. Investments in other entities should be accounted for following the requirements of IAS 39 (chapter 8). For clarity: the States does not have direct control of the following entities which are accounted for as Strategic Investments:

a) Jersey Telecom Group Limited;

b) Jersey Post International Limited;

c) Jersey Electricity plc; and

d) Jersey New Waterworks Company Limited.

e) the new Housing Company established in line with P.33/2013

3.2.8 For the purposes of applying the principles of consolidation, the States of Jersey will be the parent entity in the consolidated financial statements. The financial statements of all entities whose results are to be consolidated will generally have the same accounting reference date.

3.2.9 SIC 13 applies to non-monetary contributions in joint ventures that fall within the accounting boundary.

Objective of IAS 27

3.2.10 The objective of IAS 27 is to require parent undertakings to provide financial information about the economic activities of their group in consolidated financial statements. These consolidated financial statements should present the financial information of the group as a single economic entity.

Objective of IAS 28

3.2.11 The objective of IAS 28 is to reflect the effect of investments in associates where the entity is partly accountable for the associate's activities.

Objective of IAS 31

3.2.12 The objective of IAS 31 is to reflect the effect of a venturer's shares in joint ventures. The IAS also deals with joint arrangements relating to operations and assets that are not entities.

Objective of SIC 12

3.2.13 The objective of SIC 12 is to ensure that, regardless of the equity holding and control structure, where in substance the special purpose entity is controlled by the sponsor, it should be consolidated.

Objective of SIC 13

3.2.14 SIC 13 requires that, where venturers make non-monetary contributions in exchange for an equity share in a jointly controlled entity, the venturer recognises in profit and loss the element of any gain or loss that is attributable to the equity interests of the other venturers, except in specific circumstances.

IFRS 3 Business Combinations

Applicability

3.2.15 IFRS 3 excludes from its scope business combinations involving entities or businesses under common control. Public sector bodies within the States of Jersey accounting boundary are deemed to be under common control. The combination of two or more public sector bodies into one new body, or the transfer of functions from the responsibility of one part of the public sector to another, will be accounted for using merger accounting as detailed below.

3.2.16 IFRS 3 applies to all combinations involving an entity or entities within the accounting boundary with an entity outside the sector.

Objective of IFRS 3

3.2.17 The objective of IFRS 3 is to specify that all business combinations (except those excluded from its scope) should be accounted for using the purchase method (also known as the acquisition method). IFRS 3 requires that all such combinations be accounted for at fair value at the date of the combination and that goodwill arising from such transactions is accounted for as an asset. Goodwill is not amortised but subject to impairment testing as required by IAS 36 *Impairment of Assets*.

Merger accounting

3.2.18 The carrying value of the assets and liabilities of the combining bodies or functions are not adjusted to fair value on consolidation. Appropriate adjustments should be made to achieve uniformity of accounting policies in the combining bodies.

3.2.19 The results and cash flows of all the combining bodies (or functions) should be brought into the financial statements of the combined body from the beginning of the financial year in which the combination occurred, adjusted to achieve uniformity of accounting policies. Restatement of comparatives including that of the results for all the combining bodies (or functions) for the previous period, should be provided in accordance with IAS 1. Comparatives should be adjusted as necessary to achieve uniformity of accounting policies.

3.2.20 For all such adjustments required to achieve uniformity of accounting policies, the double entry will be to the accumulated reserve.

Disclosure

3.2.21 An entity that receives a transfer of functions should disclose in its pages in the Annex to the Accounts that the transfer has taken place (including a brief description of the transferred function), giving the date of the transfer, the name of the transferring body and the effect on the financial statements.

3.2.22 An entity that transfers functions to another entity should provide the same information about the transfer in its pages in the Annex to the Accounts.

Other requirements

3.2.23 Transfers of non-current assets that are not part of a transfer of functions should in general be transferred at fair value following the fair value measures in IFRS 3. Where a States Decision specifies the value that should be used for such a transfer, this will be used instead (for example the Protocols for the Transfer of assets to and from the States of Jersey Development Company included in P.73/2010).

4 Form and content of the annual report and accounts

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4.1 Introduction

4.1.1 This chapter sets out the requirements for the format and content of the annual reports and accounts of the States of Jersey, incorporating the entities covered by the requirements of this Manual. The annual report and accounts includes:

a) the annual report (section 4.3);

b) a statement of the Treasurer of the States and Accounting Officers' respective responsibilities (see paragraph 4.4.2);

c) a governance statement (see paragraph 4.4.3);

d) the primary financial statements and notes (section 4.5); and

e) the audit opinion and report.

4.1.2 This chapter refers to chapters and sections of Part 15 of the UK Companies Act 2006 where appropriate. If this chapter does not refer to specific chapters or sections of that Part, then those chapters and sections do not apply, unless referred to elsewhere in this Manual.

Summary financial information

4.1.3 If the States wishes to publish a document additional to its annual report and accounts that contains summary financial information it should comply with the requirements of sections 426 and 428 of the Companies Act 2006. (Sections 427 and 429 shall not apply.) The summary data must not be published in advance of the full annual report and accounts

Interim financial information

4.1.4 IAS 34 Interim Financial Reporting applies in full to the States of Jersey.

Objective of IAS 34

4.1.5 The objective of IAS 34 is to prescribe the minimum content of an interim financial report and to prescribe the principles for recognition and measurement in complete or condensed financial reports for an interim period.

4.2 The Minister's Report

4.2.1 The Minister for Treasury and Resources will prepare a report to accompany the Annual Report and Accounts. The contents of this report will be subject to review by auditors.

4.2.2 The Minister's Report shall be signed and dated by the Minister for Treasury and Resources.

4.3 The annual report

Scope of the annual report

4.3.1 The States of Jersey shall prepare an annual report for inclusion as part of the accounts containing the matters to be dealt with:

- in a Directors' Report as set out in Chapter 5 of Part 15 of the Companies Act 2006, as interpreted below for the public sector context; and
- in a Remuneration Report as set out in Chapter 6 of the Companies Act 2006, as interpreted below for the public sector context. (Chapter 9 of the Companies Act 2006 shall not apply.)

4.3.2 Auditors will review the Annual Report for consistency with other information in the financial statements. They are required to express an opinion on the consistency of the Directors' Report elements of the Annual Report as interpreted for the public sector context. These elements will include:

- details of the directors (see paragraph 4.3.3);
- the management commentary (paragraph 4.3.5);
- the preparation of a sustainability report (paragraph 4.3.6)

In order that readers of the Annual Report can identify those paragraph that are subject to the auditors' opinion on consistency, the contents outlined above should be clearly identified by way of headings.

Where there are cross references to information in other sections of the Annual Report, the consistency opinion will be extended to cover this other information.

Directors' report: interpretation of the Companies Act requirements for the public sector context

Duty to provide information on the matters contained in the Directors' report

4.3.3 The term 'directors' is interpreted to mean Accounting Officers (with the exception of the Comptroller and Auditor General and Accounting Officers of minor departments to be approved by the Minister for Treasury and Resources) and the Council of Ministers, except where otherwise noted (paragraph 4.3.10).

4.3.4 Sub-sections 415(4) and 415(5) of the Companies Act 2006 shall not apply.

Contents of directors' report: business review

4.3.5 The annual report shall contain a Management Commentary, which shall disclose the matters required to be disclosed in the business review under section 417 of the Companies Act 2006, taking into consideration the recommendations outlined in the ASB's Reporting Statement Operating and Financial Review, as interpreted below.

a) "Members" (s.417(2)) shall be interpreted to be all users of the accounts.

b) (S.417(3) and s.417(4)) The Management Commentary should be self-standing and comprehensive in its scope. However, some information might be given in other documents in the cycle of accountability to the States of Jersey and the public. In such cases, the Management Commentary should

provide summarised information with adequate cross-references to the other documents.

c) (S.417(5)(a)) The Management Commentary should disclose, where applicable, the financing implications of significant changes in the States of Jersey's objectives and activities, its investment strategy and its long-term liabilities (including significant provisions and PFI and other leasing contracts).

d) Sections 417(5)(b)(i) and (iii) require information on environmental matters and social and community issues respectively.

4.3.6 The States will produce a sustainability report to be included within the Management Commentary, reporting performance against sustainability targets and their related expenditure.

4.3.7 S417(6)) For departments, the Annex to the Financial Statements will replace the requirement in the Reporting Statement to disclose performance against key performance indicators.

4.3.8 In addition to the matters described in section 417 of the Companies Act 2006, the annual report shall disclose the following information:

a) a comparison of outturn against approvals, with detailed explanations of the causes of significant variances where applicable;

b) a description of the entities within the accounting boundary, together with the names of those persons holding the post of Accounting Officer or equivalent during the year for that entity;

c) the names of any public sector bodies outside the boundary;

d) a description of the States of Jersey reporting cycle, including the business planning and budgeting process, and how readers can obtain further information on these subjects;

e) commentary on the States of Jersey's significant remote contingent liabilities (not disclosed under IAS 37) to enable the reader to understand their nature and what steps the States is taking to minimise the risk of their crystallising;

f) an explanation of the adoption of the going concern basis where this might be called into doubt, for example where there are significant net liabilities;

g) an indication of how pension liabilities are treated in the accounts and a reference to the statements of the relevant pension scheme. A cross-reference to the accounting policy note in the accounts and the remuneration report will normally be sufficient;

h) details of company directorships and other significant interests held by directors which may conflict with their management responsibilities. Where a Register of Interests that is open to the public is maintained, disclosure may be limited to how access to the information in that Register may be obtained; and

i) information regarding the disclosure of the remuneration paid to the auditors for any non-audit work undertaken by the auditors as required by Regulations made under Section 494 of the Companies Act 2006;

j) sickness absence data;

k) reporting of personal data related incidents

Contents of directors' report: statement as to disclosure to auditors

4.3.9 Sub-sections 418(5) and 418(6) of the Companies Act 2006 shall not apply.

Approval and signing of directors' report

4.3.10 Section 419 of the UK Companies Act 2006 shall not apply. Instead, the annual report shall be signed by the Treasurer of the States.

Remuneration report: interpretation of the Companies Act requirements for the public sector context

4.3.11 Certain disclosures in the remuneration report are subject to audit and these elements must be clearly annotated within the remuneration report as being subject to audit.

Duty to prepare directors' remuneration report

4.3.12 Sub-sections 420(2) and 420(3) of the Companies Act 2006 shall not apply.

4.3.13 References in the Act to 'Directors' are interpreted in paragraph 4.3.3.

Contents of directors' remuneration report

4.3.14 Section 421 of the Companies Act 2006 requires the preparation of a Remuneration Report containing certain information about the directors' remuneration in accordance with the requirements of Part 4 and Schedule 8 of Statutory Instrument 2008 No. 410. Certain of the information is subject to audit (see Part 3 of Schedule 8 of SI 2008 No. 410) and will be referred to in the audit opinion.

4.3.15 The States of Jersey shall include information under the headings in SI 2008 No. 410 to the extent that they are relevant. (For example, the Performance graph required in Part 2 of Schedule 8 will not be applicable) There is a presumption that information about named individuals will be given in all circumstances and all disclosures in the remuneration report will be consistent with those in the financial statements. Non-disclosure is acceptable only where publication would:

- prejudice the rights, freedom or legitimate interest of the individual; or
- cause or be likely to cause substantial damage or substantial distress to the individual or another, and that damage or distress would be unwarranted, which for entities covered by the requirements of this Manual include where an individual may be at risk if his or her name is disclosed.

Where non-disclosure is agreed, the fact that certain disclosure has been omitted should be disclosed.

4.3.16 The following interpretations apply:

a) salaries should be disclosed in bands of £5,000 for officials and actual amounts for ministers. Salary and allowances covers both pensionable and non-pensionable amounts and includes, but may not necessarily be confined to: gross salaries; overtime; recruitment and retention allowances; private-office allowances or other allowances and any ex-gratia payments. It does not include amounts which are a reimbursement of expenses directly incurred in the performance of an individual's duties. Where applicable, performance pay or bonuses payable should be separately reported from salaries, in bands of £5000;

b) if a payment for compensation for loss of office (paid or receivable) has been made under the terms of an approved Compensation Scheme, the fact that such a payment has been made should be disclosed;

c) the estimated value of non-cash benefits (benefits in kind) should be disclosed to the nearest £100; and

d) the median earnings of the States; workforce and the ratio between this and the earnings of the highest paid employee.

e) the information on pensions should be disclosed as follows:

- the real increase during the reporting year in the pension and (if applicable) related lump sum at retirement age in bands of £2,500;
- the value at the end of the reporting year of the accrued pension and (if applicable) related lump sum at retirement age in bands of £5,000;
- the value of the cash equivalent transfer value at the beginning of the reporting year to the nearest £1,000;
- the real increase in the cash equivalent transfer value during the reporting year, to the nearest £1,000; and
- the value of the cash equivalent transfer value at the end of the reporting year to the nearest £1,000;

4.3.17 The remuneration report shall also include a segmental analysis of numbers of staff whose remuneration exceeds £100,000, by £10,000 band.

Approval and signing of directors' remuneration report

4.3.18 The Remuneration Report shall be signed and dated by the Treasurer of the States.

4.4 Statements of Responsibility

4.4.1 This section of the chapter applies to all entities covered by the requirements of this Manual.

Statement of responsibilities for the Accounts

4.4.2 The Treasurer of the States should explain his/her responsibility for preparing the financial statements The Statement should also explain the responsibilities of Accounting Officers. The Statement should be positioned after the Annual Report and before the Governance Statement.

Governance Statement

4.4.3 The Chief Executive of the States of Jersey shall prepare a Governance Statement. They should refer to guidance in Financial Directions published separately by the Treasurer of the States for Governance Statements. Reference should also be made to the governance structure in place for the States of Jersey.

4.4.4 Accounting Officers of all entities covered by the requirements of this Manual shall prepare a Governance Statement. Entities should refer to guidance in Financial Directions published separately by the Treasurer of the States for Governance Statements. In preparing the statement, the Accounting Officer should reflect the particular circumstances in which the entity operates, and adapt the statement accordingly. These statements should not be included in full in the financial statements, but reference should be made as to where they can be located.

4.4.5 The Chief Executive of the States of Jersey and the Treasurer of the States shall sign and date the Governance Statement.

4.5 The Annual Accounts

Introduction

4.5.1 This section of the chapter provides guidance on the format and content of the Statement of Comprehensive Net Expenditure, the Statement of Financial Position, the Statement of Changes in Equity and the Statement of Cash Flows, together with the relevant notes.

4.5.2 In addition to the requirements of the Companies Act (see paragraph 4.5.4), this section considers the following accounting standards that include material dealing with formats of, and disclosures in, financial statements:

IAS 1 *Presentation of Financial Statements*;

IAS 7 *Statement of Cash Flows*;

IAS 10 *Events after the Reporting Period*;

IAS 24 *Related Party Disclosures*; and

IFRS 8 *Operating Segments*.

4.5.3 Other accounting standards, which are dealt with in other chapters of this Manual, might include disclosure requirements. Unless indicated otherwise, those disclosure requirements apply in full.

Requirements of the UK Companies Act 2006

4.5.4 Chapter 4 of Part 15 of the UK Companies Act 2006 deals with the form and content of company accounts, the form and content of group accounts and the disclosure of information about related undertakings respectively. The following interpretations of Chapter 4 of Part 15 of the Companies Act 2006 apply:

a) sections 394, 395, 396, 398 to 405 and 407 shall not apply. The duty to prepare accounts, together with the applicable accounting framework, is laid down in the Public Finances (Jersey) Law 2005 (see para 2.2.1);

b) sections 397 and 406 shall be interpreted as a requirement to state in the notes to the accounts that the financial statements have been prepared in accordance with this Manual (see para 2.2.14 for the detailed wording);

c) the term "subsidiary undertakings" used in various sections shall be interpreted to mean those entities consolidated into the entity's financial statements and the term "related undertakings" shall be interpreted to mean those entities outside the reporting boundary;

d) section 408 is superseded by the interpretations of IAS 1 (see below);

e) entities shall provide the information about related undertakings required under section 409 (unless entities apply section 410) as set out in Statutory Instrument 2008 No. 410;

f) the information required by section 411 shall be presented as full time equivalent staff under the following headings:

   - staff with an employment contract with the entity;
   - States Members

   Reference should be made to the fact that non-States staff (such as agency staff) have been excluded from this analysis.

   (Note that the requirements of section 411 override IAS 1.IN13(b) where the requirement to disclose the number of an entity's employees is not required.)

g) where the information required under sections 412 and 413 is readily ascertainable from other information given in the financial statements or in the directors' remuneration report, that information need not be repeated in the notes to the accounts; and

h) the signature referred to in sections 414(1) and 414(2) is that of the Treasurer of the States and Minister for Treasury and Resources. Sections 414(3) to 414(5) shall not apply.

IAS 1 Presentation of Financial Statements (excluding paragraphs 15 to 46)

4.5.5 This section deals with the requirements of IAS 1, excluding paragraphs 15 to 46, which are covered in chapter 2.

Applicability

4.5.6 IAS 1 applies as interpreted to all entities covered by the requirements of this Manual.

Objective of IAS 1 (excluding paragraphs 15 to 46)

4.5.7 The objective of IAS 1 is to prescribe the basis for presentation of general purpose financial statements to ensure comparability with the entity's financial statements of previous periods and with the financial statements of other entities.

Statement of Comprehensive Net Expenditure

4.5.8 IAS 1 requires entities to prepare a statement of comprehensive income. The States of Jersey shall prepare a Statement of Comprehensive Net Expenditure in accordance with the format shown below.

Statement of Comprehensive Net Expenditure

	20XX £'000	20YY £'000
Revenue		
Levied by the States of Jersey		
Taxation revenue	X	X
Social Security Contributions	X	X
Island rates, duties, fees, fines and penalties	X	X
Total Revenue Levied by the States of Jersey	**X**	**X**
Earned through Operations		
Sales of goods and services	X	X
Investment income	X	X
Other revenue	X	X
Total Revenue Earned through Operations	**X**	**X**
Total Revenue	**X**	**X**
Expenditure		
Social Benefit Payments	X	X
Staff costs	X	X
Other Operating expenses	X	X
Grants and Subsidies payments	X	X
Depreciation and Amortisation	X	X
Impairments	X	X
Gains on disposal of non-current assets	X	X
Finance costs	X	X
Net foreign-exchange losses	X	X
Movement in pension liability	X	X
Total Expenditure	**X**	**X**
Net Revenue Expenditure/income	**X**	**X**
Other Comprehensive Income		
Revaluation of Property, Plant and Equipment	X	X
Gain/Loss on Revaluation of Strategic Investments during the period	X	X
Reclassification adjustments for gains/losses included in Net operating costs	X	X
Gain/Loss on Revaluation of Other Available for Sale Investments during the period	X	X
Reclassification adjustments for gains/losses included in Net operating costs	X	X
Actuarial Gain in respect of Defined Benefit Pension Schemes	X	X
Total Other Comprehensive Income	**X**	**X**
Total Comprehensive Expenditure/Income	**X**	**X**

4.5.9 In applying IAS 1, entities should be aware of the following general interpretation for the public sector context:

- profit on disposal of an asset can be accounted for as negative expenditure to the extent that the profit represents a final adjustment of depreciation. Where this is not the case, profits should be accounted for as income;

Statement of Financial Position

4.5.10 IAS 1 requires entities to prepare a statement of financial position and provides guidance on the minimum presentation required on the face of the statement of financial position.

Interpretation of the statement of financial position requirements in IAS 1 for the public sector context

4.5.11 For the public sector, the flexibility provided in IAS 1 to select the order of presentation of line items on the statement of financial position and to present on a liquidity basis is withdrawn. To ensure consistency and comparability, the States of Jersey should prepare their statements of financial position in accordance with the format shown below, with additional line disclosure as necessary so as properly to reflect the entity's financial position, capital and reserves.

	Notes	20XX £000	20YY £000
Non-current assets			
Current assets			
Total assets			
Current Liabilities			
Total Assets Less Current Liabilities			
Non-current Liabilities			
Assets Less Liabilities			
Taxpayers' Equity			

Statement of Changes in Equity

4.5.12 IAS 1 requires entities to prepare a Statement of Changes in Equity.

Interpretation of the Statement of Changes in Equity requirements in IAS 1 for the public sector

4.5.13 The States of Jersey will present a Statement of Changes in Taxpayer's Equity following the format in IAS 1.

Comparative information

4.5.14 IAS 1 provides guidance on the comparative information to be disclosed in the financial statements.

Capital

Interpretation of the capital disclosures requirements in IAS 1 for the public sector context

4.5.15 The financing of public sector entities is ultimately tax-based and an IAS 1-based notion of capital does not apply to many of them. Capital disclosures should be given only where this is appropriate to the States of Jersey.

IAS 7 Statement of Cash Flows

Applicability

4.5.16 IAS 7 applies in full to the States of Jersey.

Objective of IAS 7

4.5.17 The objective of IAS 7 is to require the provision of information about the historical change in cash and cash equivalents of an entity by means of a statement of cash flows that classifies cash flows during the period from operating, investing and financing activities.

Other requirements

4.5.18 The following requirements should be observed:

a) the States of Jersey should follow the format of the statement of cash flows in IAS 7

b) In analysing capital expenditure and financial investment, entities should adjust for debtors and creditors relating to capital expenditure and those relating to loans issued to or repaid by other entities in the accounting boundary; and

c) in analysing financing, departments should adjust for debtors and creditors relating to the capital expenditure in respect of finance leases and on-balance sheet PFI contracts.

IAS 10 Events after the Reporting Period

Applicability

4.5.19 IAS 10 applies, as interpreted, to all entities covered by the requirements of this Manual.

Objectives of IAS 10

4.5.20 The objectives of IAS 10 are to prescribe when an entity should adjust its financial statements for events after the reporting period and what disclosures should be given about events after the reporting period, and to require disclosure of the date when the financial statements are authorised.

Interpretations of IAS 10 for the public sector context

4.5.21 The following interpretation of IAS 10 for the public sector context apply:

the date of authorisation for issue of the Consolidated financial statements of States of Jersey will be when the Treasurer of the States and the Minister for Treasury and Resources sign the financial statements.

IFRS 8 Operating Segments

Applicability

4.5.22 The States of Jersey should apply IFRS 8 as interpreted.

Objectives of IFRS 8

4.5.23 The objective of IFRS 8 is to require an entity to disclose information to enable users of its financial statements to evaluate the nature and financial effects of the business activities in which it engages and the economic environment in which it operates.

Interpretation of IFRS 8 for the public sector context

4.5.24 The Financial Report and Accounts and Annex include a large amount of detailed information relating to the departments, funds and other entities included within them. This information in a lot of cases exceeds that required by the standard, and so a summarised segmental analysis may be provided with reference to other parts of the Financial Report and Accounts.

4.5.25 The States will report any further segmental information required by IFRS 8 that is regularly reviewed by senior management (see 4.3.3);

Notes to the accounts

4.5.26 IAS 1 requires that entities present a summary of accounting policies which will disclose the measurement basis used in preparing financial statements and all other accounting policies that are significant to the understanding of the financial statements. Entities should disclose key sources of estimation uncertainty and judgements made in applying accounting policies.

4.5.27 Further notes shall be provided as required by other IFRSs or as necessary to provide additional information that is not presented on the face of the statement of financial position, Statement of Comprehensive Net Expenditure or statement of cash flows but is relevant to provide an understanding of such statements.

4.5.28 The following paragraphs provide guidance on note disclosure requirements for the public sector context (but see also paragraph 4.5.3).

Income

4.5.29 The Consolidated Accounts should provide an analysis of income, together with commentary where appropriate, that enables users of the financial statements to understand the nature of the States' income.

Staff numbers and related costs

4.5.30 The total of wages and salaries, social security costs and other pension costs should be disclosed. If staff costs have been capitalised, the amount should be disclosed at the bottom of the analysis of staff costs, together with any Non States staff costs, in order that the total should reconcile to Staff Expenditure in the Operating Cost Statement.

Grants and Subsidies Payments

4.5.31 A note should analyse all grants and subsidies payments by entity. It should categorise all grants/subsidies, and should separately disclose grants/subsidies of £100,000 or more to any individual/organisation in the year. In the rare instances where disclosure of this detailed information would seriously prejudice the position of the States of Jersey, a general disclosure should be made, together with a reason why the detailed information has not been disclosed.

Property, Plant and Equipment

4.5.32 As a minimum, entities should analyse their property, plant and equipment under the following headings, distinguishing between owned and leased assets.

information technology – hardware used for processing data and communications;

land – any land holdings and land underlying buildings (see below – land underlying or associated with social housing to be separately disclosed);

buildings excluding social housing – offices, warehouses, hospitals, barracks, hangars, runways, farms and multi-storey car parks, etc. Any underlying and associated land to be disclosed separately as noted above;

social housing – buildings used entirely or primarily as social housing, including any associated structures such as garages and parking areas. Any underlying and associated land, such as gardens and yards, to be separately disclosed;

networked assets – see 5.2.9. Underlying and associated land should be included;

transport equipment – equipment for moving people and/or objects, for example cars, lorries, trains, ambulances and aircraft;

plant, machinery, furniture and fittings – plant and machinery not covered by other categories, including scientific aids and surveillance equipment; office fittings, furniture, showcases, shelving etc.;

antiques and works of art – assets acquired for future generations, for example paintings, sculptures, recognised works of art, and antiques; and

payments on account and assets under construction – assets currently being built and not yet in use;

4.5.33 Operational heritage assets, and non-operational heritage assets that are capitalised, should be included under the appropriate heading.

Intangible assets

4.5.34 Entities should analyse their intangible assets under the following headings:

information technology and websites– software developed in-house or by third parties

development expenditure;

licences, trademarks and artistic originals – original films, sound recordings, etc. on which performances are recorded or embodied;

patents – inventions that are afforded patent protection; and

Common Investment Fund (CIF)

4.5.35 A note should be included in the States of Jersey consolidated financial statements which sets out a statement of financial position and statement of net comprehensive expenditure for the CIF as a whole and reconciles the balances therein to the balances as consolidated in the States of Jersey consolidated statement of financial position and statement of net comprehensive expenditure in accordance with paragraph 3.2.4. This reflects the fact that the CIF is an administrative arrangement managed by the States, although not all of the investments in the CIF are consolidated into the Accounts.

Trade and Other Receivables

4.5.36 Entities shall analyse trade and other receivables by type (as appropriate) as set out below:

a) Income Tax Receivables and Accrued Income;

b) GST Receivable and Accrued Income;

c) Provision for taxation receivables;

d) Trade receivables;

e) prepayments and accrued income;

f) Other Receivables;

g) Provision for non-taxation debtors; and

h) PFI prepayment.

Cash and cash equivalents

4.5.37 The consolidated financial statements shall analyse cash balances between those held in current accounts and in hand. They will separately analysis amounts held on deposit and other cash equivalents.

Trade and Other Payables

4.5.38 The consolidated financial statements shall analyse other creditors by type (as appropriate) as set out below:

a) overdraft;

b) trade payables;

c) other payables;

d) Income Tax receipts in advance

e) accruals and deferred income;

f) receipts in advance

g) current part of imputed finance lease element of on-balance sheet PFI contracts;

h) current part of loans; and

i) other headings as appropriate.

Currency in Circulation

4.5.39 A note should disclose the States liability in relation to currency in circulation, split between currency and coinage, including the balances held by the States of Jersey.

Provisions for liabilities and charges

4.5.40 In providing particulars of each provision, the consolidated financial statements shall state:

a) the nature of the provision;

b) how the provision is calculated;

c) the period over which expenditure is likely to be incurred; and

d) the discount rate where the time value of money is significant.

Reserves

4.5.41 This section applies to all entities covered by this Manual, except where indicated.

Accumulated Income and expenditure reserve

4.5.42 Entities should account for accumulated surpluses and deficits in an appropriately named reserve. This will normally be the Accumulated Income and Expenditure reserve

Revaluation reserve

4.5.43 The revaluation reserve should reflect the unrealised balance of the cumulative indexation and revaluation adjustments to assets.

Other reserves

4.5.44 Entities should provide a detailed analysis of the movements in any other reserves.

Commitments under PFI contracts

4.5.45 Commitments under Private Finance Initiative (PFI) contracts will generally need to be disclosed. The Treasurer of the States will provide advice on a case by case basis.

Additional Disclosures.

4.5.46 In addition to the disclosures required by IFRS, the following must be disclosed:

a) a statement of losses, special and other payments;

b) gifts made over a prescribed limit; and

c) details of loans outstanding at the year end.

IAS 24 Related party disclosures

Applicability

4.5.47 IAS 24 applies, as interpreted, to all entities covered by this Manual.

Objective of IAS 24

4.5.48 The objective of IAS 24 is to ensure that an entity's financial statements contain the disclosures necessary to draw attention to the possibility that its financial position and profit or loss may have been affected by the existence of related parties and by transactions and outstanding balances with such parties.

Interpretation of IAS 24 for the public sector context

4.5.49 In applying IAS 24, entities (other than entities that are companies) should be aware of the following interpretations for the public sector context:

a) for the purposes of IAS 24.9(a), the related party will be one of those defined in paragraph 4.3.3, plus Assistant Ministers;

b) the requirement to disclose the compensation paid to management, expense allowances and similar items paid in the ordinary course of an entity's operations will be satisfied by the disclosures made in the notes to the accounts and in the Remuneration Report; and

c) in considering materiality, regard should be had to the definition in IAS 1, which requires materiality to be judged "in the surrounding circumstances". Materiality should thus be judged from the viewpoint of both the entity and the related party.

Third party assets

4.5.50 Third party assets are assets for which an entity acts as custodian or trustee but in which neither the entity nor government more generally has a direct beneficial interest. Third party assets are not public assets, and should not be recorded in the primary financial statements. Nor should third-party monies be held in public bank accounts.

4.5.51 In the interests of general disclosure and transparency, any third party assets should be reported by way of note. Where significant, the note should differentiate between:

a) third party monies and listed securities: the minimum level of numerical disclosure required is a statement of closing balances at financial year-end. For listed securities, this will be the total market value. Optionally, when considered significant by the entity and at its discretion, further disclosures may be made, including gross inflows and outflows in the year and the number and types of securities held;

b) third party physical assets and unlisted securities: disclosure may be by way of narrative note. For physical assets, the note should provide information on the asset categories involved. Such disclosure should be sufficient to give users of the financial statements an understanding of the extent to which third-party physical assets and unlisted securities are held by the entity; and

c) in the event that third party monies are found to have been in a public bank account at the end of an accounting year, commentary should be included in the note on cash at bank and in hand and in the disclosures above on the amount of third party monies held in the bank account.

Entities within the departmental boundary

4.5.52 The States of Jersey should disclose in a note to the accounts a list of entities within the accounting boundary

4.5.53 A note including a Statement of Net Comprehensive Expenditure and Statement of Financial Position for each of the Social Security Fund, Health Insurance Fund, Social Security (Reserve) Fund and Long Term Care Fund should also be included.

Annex to Financial Statements

4.5.54 An annex to the consolidated financial statements should report on each entity included within the States of Jersey consolidation, except where separate published Accounts are produced by that entity.

4.5.55 Each entity should include seven elements in its report, prepared in accordance with this manual:

a) Statement of Net Comprehensive Expenditure

b) Statement of Financial Position

c) Reconciliation of Original Budget to Final Approved Budget

d) Actual FTE’s for the current year vs prior year

e) Service Analysis

f) Narrative report

The format of reports a) to c) should be the same as the main consolidated statements (in addition, the Statement of Comprehensive Net Expenditure and Service Analysis should include current year budgets where voted by the States of Jersey). The entity should include detail in order for a reader of the accounts to understand the material sources of income and expenditure.

The costs shown in the Service Analysis should include a proportion of departmental overheads and indirect expenditure. This allocation should be performed on a consistent basis with the budget and the prior year. Where improvements in allocation methodology are identified, these changes should be made in the Business Plan and not in year end accounts. Where the basis for allocation has changed and materially impacts on the figures shown in the Service Analysis, this fact must be disclosed and prior year comparative figures must be re-stated on a consistent basis.

In order to allow comparability with entity budgets, there will be no transaction or balance eliminations in the above reports (i.e. neither intra-entity transactions/balances nor inter-entity transactions/balances will be eliminated).

The Narrative report should provide a summary of the entity's activities, including aims and objectives, and concentrate on variances against budget and significant movements compared to the prior year. Graphical analysis may be appropriate to assist in explanation.

5 Tangible non-current assets

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5.1 Introduction

5.1.1 This chapter identifies the accounting standards, their adaptations, interpretation and other requirements and guidance relating to tangible assets, that entities should apply when preparing their statements of financial position. The chapter looks at each of the relevant accounting standards and, where appropriate, gives a link to a worked example of how the principles should be applied. Chapter 4 provides more detail on the disclosure requirements.

5.2 Accounting standards

5.2.1 The following accounting standards and UITF Abstracts deal with accounting for tangible non-current assets:

IAS 16 *Property, Plant and Equipment*;

IAS 17 *Leases*;

SIC 15 *Operating Leases – Incentives*;

SIC 27 *Evaluating the Substance of Transactions Involving the Legal Form of a Lease*;

IFRIC 4 *Determining whether an arrangement contains a lease*;

IFRIC 12 *Service Concession Arrangements*;

IAS 20 *Accounting for Government Grants and Disclosure of Government Assistance*;

SIC 10 *Government Assistance – No Specific Relation to Operating Activities*;

IAS 23 *Borrowing Costs*;

IAS 40 *Investment Properties*;

IAS 41 *Agriculture*; and

IFRS 5 *Non-current Assets Held for Sale and Discontinued Operations*.

IAS 16 Property, Plant and Equipment

Applicability

5.2.2 IAS 16 applies, as adapted in paragraph 5.2.5, to all entities covered by this Manual. Owing to their importance to the entities covered by the requirements of this Manual, separate guidance is included on:

networked assets (paragraphs 5.2.9 to 5.2.17);

donated assets (paragraphs 5.2.18 to 5.2.22);

asset transfers (paragraph 5.2.23); and

heritage assets (paragraphs 5.2.24 to 5.2.43).

5.2.3 Guidance on capital accounting is provided in the Capital Accounting Manual.

Objectives of IAS 16

5.2.4 The objective of IAS 16 is to prescribe the accounting treatment for property, plant and equipment so that users of the financial statements can discern information about an entity's investment in its property, plant and equipment and the changes in such investment. The principal issues in accounting for property, plant and equipment are the recognition of assets, the determination of their carrying amounts and the depreciation charges and impairment losses to be recognised in relation to them.

Adaptation of IAS 16 for the public sector context

5.2.5 For 'in use' non-specialised property assets fair value should be interpreted as market value for existing use. In the RICS Red Book, this is defined as 'market value on the assumption that property is sold as part of the continuing enterprise in occupation'. This manual provides further guidance on the valuation of property assets at 5.2.7.

Interpretations of IAS 16 for the public sector context

5.2.6 In applying IAS 16, entities should be aware of the following interpretations for the public sector context.

Recognition and measurement

a) All tangible non-current assets shall be carried at valuation at the reporting period – that is, the option given in IAS 16 to value only certain classes of assets has been withdrawn.

b) It is not necessary to disclose the historical cost carrying amounts (where available) as required by IAS 16.

c) The 'value in use' of a non-cash-generating asset is the present value of the asset's remaining service potential, which can be assumed to be at least equal to the cost of replacing that service potential.

Valuations

5.2.7 In considering how best to apply the valuation requirements of IAS 16 so as to ensure that the statement of financial position gives a true and fair view of the value of the assets at the reporting period, entities should consider the following guidance on property and non-property assets. (More detailed guidance is available in the Capital Accounting Manual).

Property

Recognition and measurement

a) Entities should value their property using the most appropriate valuation methodology. Such methods might include:

- a quinquennial valuation supplemented by annual indexation and no interim professional valuation;
- annual valuations; or
- a rolling programme of valuations of properties (whether specialised or non-specialised).

b) It is for valuers, using the Royal Institution of Chartered Surveyors; (RICS) 'Red Book' (RICS Appraisal and Valuation Standards), and following discussions with the entity, to determine the most appropriate methodology for obtaining a fair value. Where a valuer, following discussion with the entity, determined that depreciated replacement cost (DRC) is the most appropriate, entities and their valuers should have regard to the RICS Valuation Information Paper No. 10 *The depreciated replacement cost (DRC) method of valuation for Financial Statements*[1].

c) Where DRC is used as the valuation methodology, entities should normally value a modern equivalent asset in line with the Red Book. .

d) Where DRC is used as the valuation methodology, entities should use the 'instant build' approach;

e) Where DRC is used as the valuation methodology, the choice of an alternative site will normally hinge on the policy in respect of the locational requirements of the service that is being provided;

f) The cost of significant enhancements to existing assets (such as building of a new wing within an existing prison) should be capitalised during the construction phase as an asset under construction. At the first valuation after the asset is brought into use, any write down of cost should be treated as an impairment and charged to the Statement of Comprehensive Net Expenditure.

Disclosure

g) The States of Jersey should:

- disclose in the accounting policies note the fact that assets are carried at fair value. Entities should also provide information about the approach to valuing their estates, including a statement (where applicable) that alternative sites have been used in DRC valuations;
- disclose in the notes on tangible non-current assets: the date of the last valuations of those property assets that are subject to revaluation, and the names and qualifications of the valuer; and
- discuss in the Management Commentary, the estate management strategy; the indicative alternative use values provided by the valuer as part of the routine valuation work, and what those alternative use values mean.
- As part of the Property, Plant and Equipment note entities are required, in the year the asset is acquired, to separately disclose the fair value of those assets funded by capital grant or donation. Where the funder provides cash, rather than physical assets, any difference between the cash provided and the fair value of the assets acquired should also be disclosed.

Non-property (excluding networked assets, donated assets and heritage assets)

Recognition and measurement

h) Entities may elect to adopt a depreciated historical cost basis as a proxy for fair value for assets that have short useful lives or low values (or both). For depreciated historical cost to be considered as a proxy for fair value, the useful

[1] Contact the Royal Institution of Chartered Surveyors, 12 Great George Street, Parliament Square, London SW1P 3AD to obtain a copy of VIP 10.

life must be a realistic reflection of the life of the asset and the depreciation method used must provide a realistic reflection of the consumption of that asset class. Where an entity believes that, in their judgement, the value of any of the above assets would be materially different if valued on a current value approach, they should use the current value to value the asset.

i) Assets that are not covered by the above paragraph should be carried at fair value. Entities should value such assets using the most appropriate valuation methodology available (for example, appropriate indices).

Disclosure

j) The States of Jersey should disclose the following in the notes to their accounts in relation to the valuation of non-property assets:

- in the accounting policies note: the fact that assets are carried at fair value; that depreciated historical cost is used as a proxy for fair value for named classes of assets (where appropriate) and the reasons why; information about any significant estimation techniques (where applicable);
- in the notes on tangible non-current assets: the dates of the last valuations of any non-property assets that are subject to revaluation and the names and qualifications of the valuer.

Other requirements

5.2.8 The following requirements should be observed by entities covered by this Manual.

a) Entities should analyse their holdings of property, plant and equipment in accordance with 4.5.32.

Networked assets

5.2.9 Networked assets comprise assets that form part of an integrated network servicing a significant geographical area. These assets usually display some or all of the following characteristics:

- they are part of a system or network;
- they are specialised in nature and do not have alternative uses;
- they are immovable; and
- they may be subject to constraints on disposal.

Examples of networked assets include road networks, sewer systems, and sea defences.

Additional guidance in respect of the road network

Land, Structures and Communications

5.2.10 Land, Structures and Communications will be accounted for following the guidance in IAS 16.

Road Surface

5.2.11 The road surface asset will be recognised as a single asset following the additional guidance in this manual.

5.2.12 The road surface asset will be held at depreciated replacement cost based on service potential.

5.2.13 Subsequent expenditure on the road surface will be capitalised where it enhances or replaces the service potential. Spending that does not replace or enhance service potential will be expensed.

5.2.14 The annual depreciation charge for the road surface will be the value of the service potential replaced though the maintenance programme plus, or minus, any adjustment resulting from the annual condition survey. The value of maintenance work undertaken will be used as an indication of the value of the replaced part. Where the condition survey show that deterioration in the road surface exceeds the service potential replaced by the maintenance programme the additional deterioration will be taken to the Statement of Comprehensive Net Expenditure as part of the depreciation charge. Where the condition survey shows that deterioration in the road surface is less than the service potential replaced by the maintenance programme the depreciation charge will be reduced by the excess maintenance.

5.2.15 The road surface will be subject to annual valuations as measured by suitable indices. Upward movements in value will be taken to the revaluation reserve and included in comprehensive net expenditure. Downward movements in value will be set against any credit balance held in the revaluation reserve until this credit is exhausted and thereafter to net operating cost.

5.2.16 The road surface will be subject to an annual impairment review. Impairments will be recognised as required by IAS 36 Impairment of Assets as applied by the manual (see 7.2.4).

Other Infrastructure

5.2.17 The road accounting methodology detailed above should also be used for the foul and surface water sewerage system and the sea defences network. Where entities hold other networked assets the road surface accounting methodology detailed above may be used where it is appropriate to do so. However approval to use the road surface methodology should first be obtained from the relevant authority.

Donated assets

5.2.18 Assets donated by third parties (see also paragraph 5.2.23), either by gift of the asset or by way of funds to acquire assets, and which meet the criterion in paragraph 5.2.19, should be capitalised at fair value on receipt. Where the value of the services provided by an asset will be less than the fair value of the asset because it is over-specified for its intended use, the lower value should be used. The funding element should be recognised as income as required by IAS 20 as interpreted in this Manual as paragraph 5.2.69 refers.

5.2.19 To qualify for treatment as a donated asset there should be no consideration given in return.

5.2.20 Donated assets do not include:

a) assets financed by States of Jersey Funds;

b) the subsequent capitalised expenditure on a donated asset which is capitalised;

c) assets constructed or contributed to by a developer to benefit the developer's business;

d) assets accepted in lieu of tax.

These types of asset should be accounted for in accordance with IAS 16 in the same way as other assets of that general type.

5.2.21 Donated assets should be revalued, depreciated and subject to impairment review in the same way as other non-current assets.

5.2.22 Details of any restrictions or conditions imposed by the donor on the use of the donated asset should be disclosed in a note to the financial statements.

Asset transfers

5.2.23 Entities may give or receive assets to/from another public sector body (including public sector bodies not covered by the requirements of this Manual) for no consideration. Assets acquired in this way are not donated assets. Entities should consult the Treasurer of the States before entering into such a transaction.

Heritage assets

5.2.24 A tangible asset with historical, artistic, scientific, technological, geophysical or environmental qualities that is held and maintained principally for its contribution to knowledge and culture. Heritage assets are those assets that are intended to be preserved in trust for future generations because of their cultural, environmental or historical associations. They are held by the entity in pursuit of its overall objectives in relation to the maintenance of the heritage. Non-operational assets are those that are held primarily for this purpose. Operational heritage assets are those that, in addition to being held for their characteristics as part of the Island's heritage, are also used by the entity for other activities or to provide other services (the most common example being buildings).

5.2.25 All heritage assets should be accounted for in accordance with the requirements of this manual, which follows the principles of Financial Reporting Standard 30 - *Heritage Assets*.

5.2.26 The entity holding the asset should attest annually to the ongoing heritage credentials of its heritage assets. Heritage assets include historical buildings, archaeological sites, military and scientific equipment of historical importance, museum and gallery collections and works of art.

Interpretation of IAS 16 in respect of accounting for heritage assets

5.2.27 In principle, heritage assets should be accounted for in the same way as any other asset under IAS 16. There are, however, certain characteristics associated with heritage assets that give rise to the need for interpretation of IAS 16.

Definition

a) Their value to government and the public in cultural, environmental, educational and historical terms is unlikely to be fully reflected in a financial value derived from a market mechanism or price.

b) Established custom and, in many cases, primary statute and trustee obligations impose prohibitions or severe restrictions on disposal by sale.

c) They are often irreplaceable and their value may increase over time even if their physical condition deteriorates.

d) They may require significant maintenance expenditure so that they can continue to be enjoyed by future generations.

e) Their life might be measured in hundreds of years.

f) Antiques and other works of arts held by entities outside the main collections should be classified as heritage assets only when they fulfil the above requirements. Otherwise, antiques and other works of art should be accounted for in the same way as other assets.

Recognition and measurement

5.2.28 Operational heritage assets should be valued in the same way as other assets of that general type (buildings, for example).

Non-operational heritage assets should be valued subject to the requirements set out in paragraphs 5.2.29 to 5.2.35 below:

5.2.29 Where information is available on the cost or value of heritage assets:

a) they should be presented in the Statement of Financial Position separately from other tangible assets;

b) the Statement of Financial Position or the notes to the accounts should identify separately those classes of heritage assets being reported at cost and those at valuation; and

c) changes in the valuation should be recognised in the Other Comprehensive Expenditure section of the Statement of Comprehensive Net Expenditure, except impairment losses that should be recognised in accordance with chapter 8 of this manual.

The accounting convention in this manual is to recognise non current assets at fair value but, where exceptionally, it is not practicable to obtain a fair value, the heritage assets may be reported at historical cost.

5.2.30 Where assets have previously been capitalised or are recently purchased, information on their cost or value will be available. Where this information is not available, and cannot be obtained at a cost commensurate with the benefits to users of the financial statements, the assets will not be recognised in the Statement of Financial Position and the disclosure required by this manual should be made.

5.2.31 Valuations may be made by any method that is appropriate and relevant.

5.2.32 There is no requirement for valuations to be carried out or verified by external valuers, nor is there any prescribed minimum period between valuations. However, where heritage assets are reported at valuation, the carrying amount should be reviewed with sufficient frequency to ensure the valuations remain current.

Depreciation and Impairment

5.2.33 Depreciation is not required on heritage assets which have indefinite lives.

5.2.34 The carrying amount of an asset should be reviewed where there is evidence of impairment, for example, where it has suffered physical deterioration or breakage or new doubts arise as to its authenticity. Any impairment recognised should be dealt with in accordance with the recognition and measurement requirements IAS 36 - 'Impairment of Assets' in chapter 7.

Donations

5.2.35 The receipt of donations of heritage assets should be recognised as income and taken through the Statement of Comprehensive Net Expenditure or recognised as deferred income as required by paragraph 5.2.70. Where exceptionally, it is not practicable to obtain a valuation for a donated heritage asset, the disclosures required by paragraph 5.2.41 apply

Disclosures

5.2.36 The disclosures required for heritage assets are set out below and apply to all heritage assets:

a) The States of Jersey's financial statements should contain an indication of the nature and scale of heritage assets held by the States.

b) The financial statements should set out the States' policy for the acquisition, preservation, management and disposal of heritage assets. This should include a description of the records maintained by the States of its collection of heritage assets and information on the extent to which access to the assets is permitted. The information required by this paragraph may alternatively be provided in a document that is cross-referenced from the financial statements.

c) The accounting policies adopted for the States' holding of heritage assets should be stated, including details of the measurement bases used.

d) For heritage assets that are not reported in the Statement of Financial Position, the reasons why should be explained and the notes to the financial statements should explain the significance and nature of those assets that are not reported in the Statement of Financial Position.

e) The disclosures relating to assets that are not reported in the Statement of Financial Position should aim to ensure that, when read in the context of information about capitalised assets, the financial statements provide useful and relevant information about the States' overall holding of heritage assets.

5.2.37 Where heritage assets are reported in the Statement of Financial Position, the following should be disclosed:

i) the carrying amount of heritage assets at the beginning of the financial period and at the Statement of Financial Position date, including an analysis between those classes or groups of heritage assets that are reported at cost and those that are reported at valuation; and

ii) where assets are reported at valuation, sufficient information to assist in an understanding of the valuations being reported and their significance.

This should include:

a) the date of the valuation;

b) the methods used to produce the valuation;

c) whether the valuation was carried out by external valuers and, where this is the case, the valuer's name and professional qualification, if any; and

d) any significant limitations on the valuation.

5.2.38 An example of a limitation to be disclosed under paragraph 5.2.37 ii) d) would be where an asset has a particular provenance, the effect of which is not fully captured by valuation.

5.2.39 Information that is available to the entity and is helpful in assessing the value of those heritage assets that are not reported in the entity's Statement of Financial Position should be disclosed.

5.2.40 The financial statements should contain a summary of transactions relating to heritage assets disclosing, for the accounting period and each of the previous four accounting periods:

a) the cost of acquisitions of heritage assets;

b) the value of heritage assets acquired by donation;

c) the carrying amount of heritage assets disposed of in the period and the proceeds received; and

d) any impairment recognised in the period.

This summary should show separately transactions in assets that are reported in the Statement of Financial Position and those that are not.

5.2.41 Where, exceptionally, it is not practicable to obtain a valuation of heritage assets acquired by donation, the reasons why should be stated. Disclosures should also be provided on the nature and extent of significant donations of heritage assets.

5.2.42 The information required by paragraph 5.2.41 may be supplemented by disclosure of other information, for example the sources of funding for acquisition of heritage assets, or expenditure on major restoration costs, but this is not required by this manual

5.2.43 The disclosures required by paragraphs 5.2.36 to 5.2.42 may be presented in aggregate for groups or classes of heritage assets provided this aggregation does not obscure significant information. Separate disclosures should be provided for those assets reported at cost and those reported at valuation. Amounts in respect of assets that are not reported in the Statement of Financial Position should not be aggregated with amounts for assets that are recognised at cost or valuation.

IAS 17 Leases, SIC 15 Operating Leases – Incentives, SIC 27 Evaluating the Substance of Transactions Involving the Legal Form of a Lease, IFRIC 4 Determining whether an Arrangement contains a Lease, IFRIC 12 Service Concession Arrangements and SIC 29 Service Concession Arrangements: Disclosures

Applicability

5.2.44 IAS 17 and its interpretations apply in full to the entities covered by this Manual.

Objectives of IAS 17

5.2.45 The main objective of IAS 17 is to ensure that entities account for the substance of any leasing agreement or hire purchase contract. IAS 17 requires all leases to be classified as either a finance lease or an operating lease depending on the substance. A finance lease is a lease that transfers substantially all the risks and rewards incidental to ownership of an asset. An operating lease is a lease other than a finance lease.

SIC 15 consensus

5.2.46 The consensus in SIC 15 is that all incentives for the agreement of a new or renewed operating lease shall be recognised as an integral part of the net consideration agreed for the use of the leased asset, irrespective of the nature of the incentive or the timing of payments.

SIC 27 consensus

5.2.47 The consensus in SIC 27 is that a series of transactions that involve the legal form of a lease is linked. The series of transactions should be accounted for as one transaction when the overall economic effect cannot be understood without reference to the series of transactions as a whole, reflecting the substance of the transaction.

IFRIC 4 consensus

5.2.48 The consensus in IFRIC 4 is that the determination of whether an arrangement is, or contains, a lease should be based on the substance of the arrangement and requires an assessment of whether fulfilment of the arrangement is dependent on the use of a specific asset or assets and whether the arrangement conveys the right to use the asset.

Accounting for PPP arrangements, including PFI contracts, under IFRS

Scope

5.2.49 This section of the Manual deals with the accounting treatment of PPP arrangements, including PFI contracts, that meet the definition of service concession arrangements in IFRIC 12 Service Concession Arrangements. To be within the scope of IFRIC 12, the service concession arrangement must contractually oblige the private sector operator to provide the services related to the infrastructure to the public on behalf of the grantor (the public sector) (IFRIC 12.3). Contracts that do not involve the transfer or creation of an infrastructure asset for the purpose of the contract fall outside the scope of IFRIC 12, as do arrangements that do not involve the delivery of services to the public. Examples of infrastructure for public services - are: roads, bridges, tunnels, prisons, hospitals, airports, water distribution facilities, telecommunication networks, permanent installations for military etc. operations, and non-current assets used for administrative purposes in delivering services to the public.

5.2.50 The private sector operator will apply IFRIC 12 to those arrangements where:

a) the grantor controls or regulates what services the operator must provide with the infrastructure, to whom it must provide them and at what price; and

b) the grantor controls – through beneficial entitlement or otherwise – any significant residual interest in the infrastructure at the end of the term of the arrangement.

Where the infrastructure asset is used for its entire useful life, and there is little or no residual interest, the arrangement would fall within the scope of IFRIC 12 where the grantor controls or regulates the services as described in the first condition (see also IFRIC 12.6). Significant residual interest will exist where the grantor is contractually required to purchase the infrastructure asset at the end of the term of the arrangement.

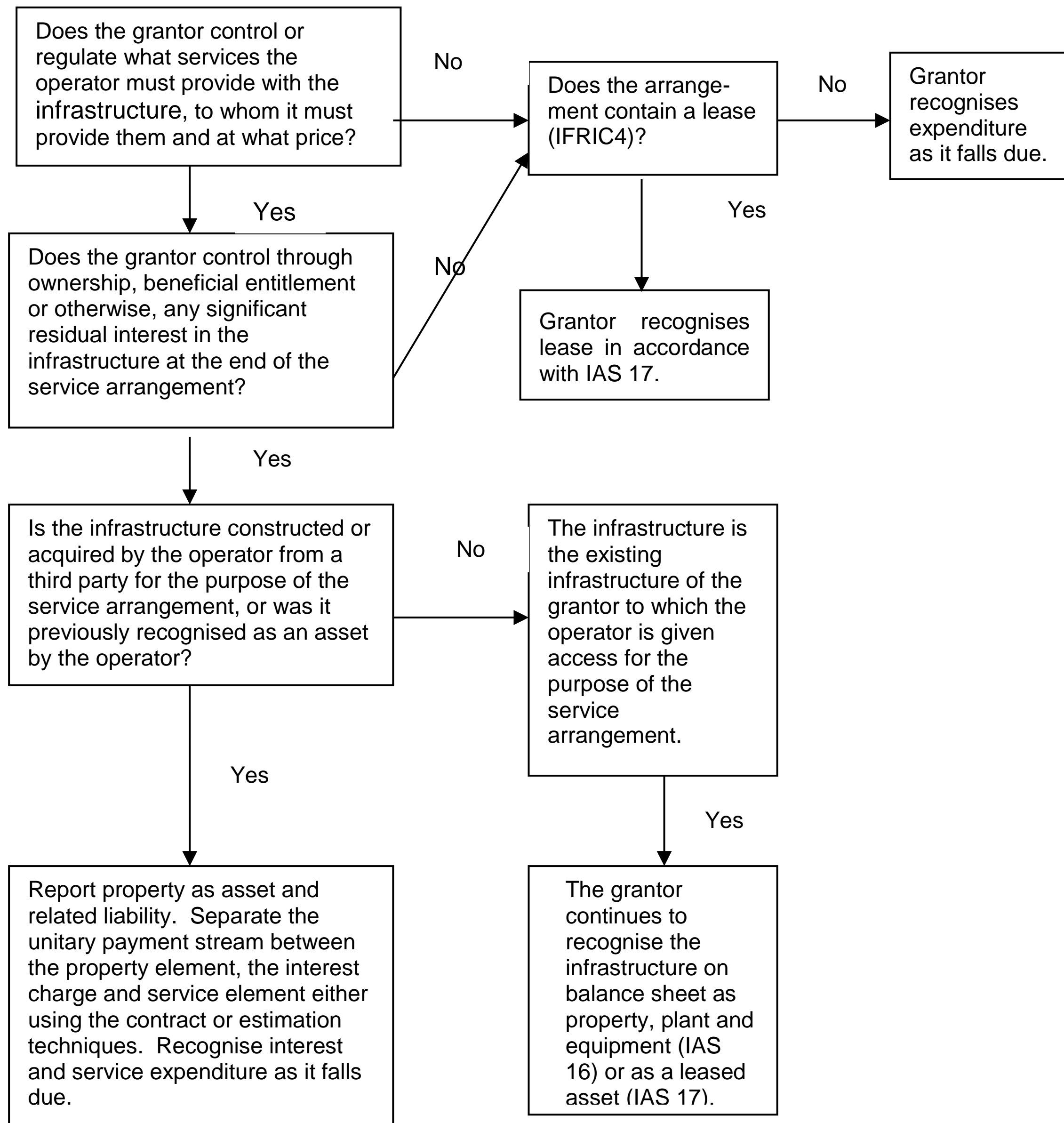
5.2.51 IFRIC 12 (Application Guidance paragraph 3) notes that, in determining the applicability of the first condition, non-substantive features (such as price capping that would apply only in remote circumstances) should be ignored and the substance of the arrangement considered.

5.2.52 IFRIC 12, including the Appendices, Information Notes, Illustrative Examples and Basis for Conclusions, provides guidance on how to apply IFRS to service concession arrangements. IFRIC 12 does not create exceptions from other IFRS for transactions that are within service concession arrangements, other than as specifically stated in IFRIC 12. Issues not addressed explicitly in this section of the Manual should be resolved by reference to other IFRS. IFRIC 12 applies to:

- arrangements where the infrastructure is used for its entire useful life;
- infrastructure that the operator constructs or acquires from a third party; and
- infrastructure that the grantor provides to the operator for the purpose of the concession.

IFRIC 12 does not specify the accounting for infrastructure that was held and recognised as an asset by the operator prior to entering the arrangement (IFRIC 12.6-8). This is because the operator would de-recognise the asset under IAS 16. Paragraph 5.2.53 interprets IFRIC 12 for the public sector by including an

asset previously owned by the operator within the criteria for recognising the arrangement as a service concession. The flowchart overleaf will assist in determining the appropriate accounting treatment of PPP arrangements, including PFI contracts by public sector grantors.



Initial recognition and measurement of assets and liabilities in new arrangements and contracts

5.2.53 Where there is infrastructure, whether previously owned by the contractor or the grantor, or constructed or acquired from a third party for the purpose of the service arrangement, and the grantor controls:

a) or regulates what services the operator must provide with the infrastructure, to whom it must provide them and at what price; and

b) through beneficial entitlement or otherwise, any significant residual interest in the infrastructure at the end of the term of the arrangement (or there is no residual interest),

then the PPP arrangement or PFI contract is a service concession within the meaning of IFRIC 12 from the grantor's viewpoint.

5.2.54 The grantor should recognise the infrastructure as a non-current asset and value it in the same way as other non-current assets of that generic type. The asset will be recognised when:

a) it is probable that future economic benefits associated with the asset will flow to the organisation; and

b) the cost of the asset can be measured reliably.

In practice, this means that the grantor will usually only recognise the asset when the asset comes into use. Where the grantor makes contributions to the operator in advance of the asset coming into use, the grantor should account for those payments as prepayments.

5.2.55 The asset will be measured in one of two ways:

a) where the contract is separable between the service element, the interest charge and the infrastructure asset (see also paragraph 5.2.56), the asset will be initially measured following the guidance in IAS 17, with the service element and the interest charge recognised as incurred over the term of the concession arrangement (the subsequent measurement should be subject to the guidance of IAS 16); or

b) where there is a unitary payment stream that includes infrastructure and service elements that cannot be separated, the various elements will be separated using estimation techniques as set out in paragraph 5.2.57.

5.2.56 The grantor should separate out the service, interest and infrastructure elements. A contract may be separable in a variety of circumstances, including but not limited to the following.

a) the contract identifies an element of a payment stream that varies according to the availability of the property itself and another element that varies according to usage or performance of certain services;

b) different parts of the contract run for different periods or can be terminated separately. For example, an individual service element can be terminated without affecting the continuation of the rest of the contract; or

c) different parts of the contract can be renegotiated separately. For example, a service element is market tested and some or all of the cost increases or reductions are passed on to the grantor in such a way that the part of the payment by the grantor that relates specifically to that service can be identified.

5.2.57 In situations where it is not possible to separate the contract due to commercial reality, the service element of the payments must be estimated, which could be achieved by obtaining information from the operator or by using the fair value approach. The fair value of the asset determines the amount to be recorded as an asset with an offsetting liability. The total unitary payment is then divided into three: the service charge element, repayment of the capital element of the contract obligation and the interest expense on it (using the interest rate implicit in the contract).

5.2.58 For both existing and new contracts, where it is not practicable to determine the interest rate implicit in the contract, the grantor shall use the rate set by the Treasurer of the States, adjusted for inflation. It is expected that this situation would be rare. The rate should not be changed unless the infrastructure element or the whole of the contract is renegotiated.

5.2.59 Under either approach, the grantor will recognise a liability for the capital value of the contract. That liability does not include the interest charge and service elements, which are expensed annually to the Statement of Comprehensive Net Expenditure.

Initial recognition of existing arrangements which were off-balance sheet under UK GAAP

5.2.60 On initial recognition of existing PPP arrangements or PFI contracts under this approach (that is, those arrangements or contracts that had previously been off-balance sheet), entities should measure the non-current asset at the opening balance sheet date in the same way as other non-current assets of that generic type. The liability should be measured at its fair value at the balance sheet date, which will normally be the outstanding liability in respect of the property (that is, excluding the interest and service elements), discounted by the interest rate implicit in the contract.

Subsequent measurement

5.2.61 Entities should adopt an appropriate asset revaluation approach as set out earlier in this chapter. Liabilities will be measured using the appropriate discount rate, taking account of the reduction arising from the capital payments included in the unitary payment stream.

Income generated by the grantor from the service concession arrangements

5.2.62 Revenue received under any revenue sharing provision in the service concession arrangement should be recognised when all the conditions as laid down in IAS 18 have been satisfied.

Consideration given by the grantor to the operator (guarantees made by the grantor as part of the arrangement)

5.2.63 The grantor should recognise any guarantees to the operator that it will meet any shortfalls in revenue or repay the debt if the operator defaults in line with the requirements of IAS 32 and IAS 39. Additional guidance on accounting for financial instruments is available on the Manual's dedicated website.

Items provided to the operator by the grantor

5.2.64 The grantor should derecognise a non-current asset provided to the operator (and not used in the arrangement) and recognise any consideration received at fair value. If the consideration received is in the form of a reduction in future payments, this should be recognised as an asset representing a reduction in the future liability (normally as a prepayment).

Disclosure

5.2.65 The disclosure requirements in respect of PPP arrangements, including PFI contracts, are set out in chapter 5 of this manual.

SIC 29 Service Concession Arrangements: Disclosures

5.2.66 The disclosure requirements of SIC 29 apply in full to the PPP arrangements as described in paragraph 6.2.51.

IAS 20 Accounting for Government Grants and Disclosure of Government Assistance and SIC 10 Government Assistance – No Specific Relation to Operating Activities

Applicability

5.2.67 IAS 20 and SIC 10 apply, as interpreted, to all entities covered by this Manual.

Objective of IAS 20

5.2.68 The objective of IAS 20 is to prescribe the accounting treatment for government grants and the disclosures about other government assistance.

SIC 10 consensus

5.2.69 The consensus in SIC 10 is that government assistance to entities meets the definition of government grants even if there are no conditions specifically relating to the operating activities of the entity other than the requirement to operate in certain regions or industry sectors. Such grants should not be credited directly to equity.

Interpretation of IAS 20 and SIC 10 for the public sector context

5.2.70 In applying IAS 20 and SIC 10, entities should be aware of the following interpretation for the public sector context.

Recognition

a) The option provided in IAS 20 to offset the grant against the cost of the asset has been withdrawn.

b) The option provided in IAS 20 to defer grant income relating to an asset is restricted to income where the funder imposes a condition. Where assets are financed by grant or donation, the funding element is recognised as income and taken through the Statement of Comprehensive Net Expenditure. To defer this income, a condition imposed by the funder must be: a requirement that the future economic benefits embodied in the grant/donation are consumed as

specified by the grantor/donor or must be returned to them, e.g. a grant that is conditional on the construction of an asset.

c) A grant, contribution or donated asset may be received subject to a condition that it be returned to the transferor if a specified future event does or does not occur (for example, a grant may need to be returned if the entity ceases to use the asset purchased with that grant for a purpose specified by the transferor). In these cases, a return obligation does not arise until such time as it is expected that the condition will be breached and a liability is not recognised until that time. Such conditions do not prevent the grant, contribution or donated asset being recognised as income in the Statement of Comprehensive Net Expenditure.

Summary of accounting treatment

5.2.71 Grants shall be accounted for as follows:

a) grants for revenue or capital purposes are to be credited to income where it can be demonstrated that they are provided in return for specific goods or services;

b) other grants are to be treated as contributions from controlling parties giving rise to a financial interest in the residual interest of the entity, and are to be credited to reserves and not, respectively, to income or deferred income;

IAS 23 Borrowing Costs

Applicability

5.2.72 IAS 23 applies as interpreted to all entities covered by this Manual. However, IAS 23 does not apply where a qualifying asset is carried at fair value (IAS 23.4).

Objective of IAS 23

5.2.73 The objective of IAS 23 is to prescribe the accounting treatment of borrowing costs. The Standard requires the capitalisation of borrowing costs that are directly attributable to the acquisition, construction or production of a qualifying asset. All other borrowing costs should be recognised as an expense.

Interpretation of IAS 23 for the public sector context

5.2.74 In applying IAS 23, entities should be aware of the following interpretation for the public sector context.

Recognition

a) Borrowing costs in respect of qualifying assets held at fair value shall be expensed;

IAS 40 Investment Properties

Applicability

5.2.75 IAS 40 applies in full to all entities covered by this Manual that hold (or are constructing or developing) properties only for the purpose of earning rentals or for capital appreciation or both. If earning rentals were an outcome of a regeneration policy, for example, the properties concerned would be accounted for under IAS 16 and not IAS 40.

Objectives of IAS 40

5.2.76 The objective of IAS 40 is to prescribe the accounting treatment for investment property and related disclosure requirements.

Interpretation of IAS 40 for the public sector context

5.2.77 In applying IAS 40, entities should be aware of the following interpretation for the public sector context.

Measurement after recognition

a) All investment property should be accounted for under the fair value model – that is, the option given in IAS 40 to adopt the cost model has been withdrawn.

IAS 41 Agriculture

Applicability

5.2.78 IAS 41 applies in full to agricultural activities undertaken for commercial gain by any entity covered by this Manual.

Objectives of IAS 41

5.2.79 The objective of IAS 41 is to prescribe the accounting treatment, financial statement presentation and disclosures related to agricultural activity. Agricultural activity is the management by an entity of the biological transformation of biological assets for sale, into agricultural produce, or into additional biological assets.

IFRS 5 Non-current Assets Held for Sale and Discontinued Operations

Applicability

5.2.80 IFRS 5 applies in full, as interpreted, to all entities covered by the requirements of this Manual.

Objectives of IFRS 5

5.2.81 The objectives of IFRS 5 are to specify that:

a) assets held for sale should be measured at the lower of carrying amount and fair value less costs to sell, and depreciation on those assets should cease; and

b) assets held for sale should be presented separately, either on the face of the statement of financial position or in the notes, and the results of discontinued operations should be presented separately in the income statement.

Interpretation of IFRS 5 for the public sector context

5.2.82 The following interpretations of IFRS 5 defined terms apply:

a) in order to qualify as 'discontinued operations', the activities must cease completely: that is, responsibilities transferred from one part of the public sector to another are not discontinued operations;

b) for the purposes of identification of discontinued operations, the transfer of operations within one year of the financial reporting date to an entity that is not or will not be consolidated in the States Accounts should be treated as a discontinued operation; and

c) the 'value in use' of a non-cash-generating asset is the present value of the asset's remaining service potential, which can be assumed to be at least equal to the cost of replacing that service potential.

6 Intangible assets

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6.1 Introduction

6.1.1 This chapter deals with accounting for intangible non-current assets.

6.2 Accounting standards

6.2.1 The following accounting standards and Interpretations deal with accounting for intangible non-current assets:

IAS 38 *Intangible Assets*

SIC 32 *Intangible Assets – Web Site Costs*

IFRS 6 *Exploration for and Evaluation of Mineral Resources* is not likely to be relevant and is not discussed further in this Manual. However, if it is applicable, it should be applied in full.

IAS 38 Intangible Assets and SIC 32 Intangible Assets – Web Site Costs

Applicability

6.2.2 IAS 38 and SIC 32 apply in full, as interpreted, to all entities covered by this Manual.

Objectives of IAS 38

6.2.3 The objective of IAS 38 is to prescribe the accounting treatment for intangible assets that are not dealt with specifically in another standard. This standard requires an entity to recognise an intangible asset if, and only if, specific criteria are met. The Standard also specifies how to measure the carrying amount of intangible assets and requires specified disclosures about intangible assets. When capitalising internally generated intangible assets, such as software, only directly attributable costs, including staff costs and staff-related costs, should be capitalised.

Interpretations of IAS 38 for the public sector context

6.2.4 On first time adoption of IAS 38, entities should refer to IFRS 1.18 and IFRS 1.IG 50. IFRS 1.18 allows an entity, on first time adoption, to elect to use deemed cost for initial recognition of the intangible asset where that asset meets the recognition criteria in IAS 38 and the revaluation criteria. That deemed cost might be fair value or cost or DRC. However, IFRS 1.IG 50 makes it clear that an entity can only elect to use one of these routes if the intangible asset meets both recognition criteria in IAS 38, including reliable measurement of original cost. Thus, an entity adopting the requirements of this Manual for the first time can only use retrospective capitalisation where it holds reliable original cost information in relation to the internally generated asset.

6.2.5 Following the initial recognition of an intangible asset, for subsequent measurement IAS 38 permits the use of either the cost or revaluation model for each class of intangible asset. Where an active (homogeneous) market exists, intangible assets should be carried at fair value at the reporting period date – that is, the cost option given in IAS 38 has been withdrawn. Where no active market exists, entities should revalue the asset, using indices or some suitable model, to the lower of depreciated replacement cost and value in use where the asset is income generating. Where there is no value in use, the asset should be valued using depreciated replacement cost. These measures are a proxy for fair value.

Other requirements

6.2.6 Entities should analyse their intangible assets in accordance with 4.5.34.

SIC 32 consensus

6.2.7 The consensus in SIC 32 is that an entity's own web site that arises from development and is for internal or external access is an internally generated intangible asset that is subject to the requirements of IAS 38.

7 Impairments

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7.1 Introduction

7.1.1 This chapter deals with accounting for impairments.

7.2 Accounting standards

7.2.1 The following accounting standard deals with accounting for impairments:

IAS 36 *Impairment of Assets.*

IAS 36 Impairment of Assets

Applicability

7.2.2 IAS 36 applies in full, as adapted and as interpreted, to all entities covered by this Manual.

Objective of IAS 36

7.2.3 The objective of IAS 36 Impairment of Assets is to ensure that assets are carried at no more than their recoverable amount. An asset is carried at more than its recoverable amount if its carrying amount exceeds the amount to be recovered through use or sale of the asset. If this is the case, the asset is described as impaired and the Standard requires the recognition of an impairment loss. In other words, an impairment reflects a permanent diminution in the value of an asset as a result of a clear consumption of economic benefits or service potential. Downward revaluations resulting from changes in market value do not necessarily result in an impairment.

Adaptation of IAS 36 for the public sector context

7.2.4 The following adaptation of IAS 36 for the public sector context applies.

Recognition

a) References in IAS 36 to the recognition of an impairment loss of a revalued asset being treated as a revaluation decrease to the extent that that impairment does not exceed the amount in the revaluation surplus for the same asset, are adapted such that only those impairment losses that do not result from a loss of economic value or service potential should be taken to the revaluation reserve. Impairment losses that arise from a clear consumption of economic benefit should be taken to the Statement of Comprehensive Net Expenditure. However, to ensure that the outcome as reflected in the reserves figure on the Statement of Financial Position is consistent with the requirements of IAS 36 had this adaptation not been applied, the balance on any revaluation reserve (up to the level of the impairment) to which the impairment would have been charged under IAS 36 should be transferred to the accumulated reserve.

Interpretation of IAS 36 for the public sector context

7.2.5 The following interpretations of IAS 36 for the public sector context apply.

Scope

a) Heritage Assets is within the scope of IAS 36 to the extent specified in paragraph 5.2.34.

Recognition and measurement

b) Where an asset is not held for the purpose of generating cash flows, value in use is assumed to equal the cost of replacing the service potential provided by the asset, unless there has been a reduction in service potential.

Other relevant factors

7.2.6 In preparation for planned changes to the States of Jersey budgeting regime, entities are required to classify impairments on the following basis: certain impairments will score as Departmental Expenditure Limit (DEL) and others as Annually Managed Expenditure (AME). The budgeting treatment does not influence the accounting treatment, but entities might wish to consider whether information about the type and cause of impairment could usefully be included in the relevant notes to the accounts. Impairment categories are defined below.

7.2.7 Capitalised development expenditure that is directly linked to a tangible non-current asset should be impaired in the following circumstances: where the tangible non-current assets are impaired, the development expenditure should be impaired proportionally.

Definitions: impairments that score as DEL

7.2.8 The following types of impairment will score as DEL.

Loss or Damage resulting from normal business operations

7.2.9 All losses of, and damage to, tangible non-current assets that reduce the recoverable amount to below the book value other than those caused by a catastrophe (see below). Normal business operations covers all loss and damage to assets that result from management and staff action (or inaction), and the actions of third parties. This category includes theft.

Abandonment of assets in the course of construction

7.2.10 The impairment of assets in the course of construction as a result of a management decision to abandon the construction process, i.e. management decides that it no longer requires the facility under construction and the construction costs to date are completely written off or substantially written off to reflect reduced utility. This category includes the abandonment of software assets in the course of construction.

Over Specification of Assets (Gold Plating)

7.2.11 Gold plating is the unnecessary over-specification of assets at the point at which the asset is first constructed or purchased. This category should be used where the gold plating of assets leads to an impairment either because the asset is valued at its utility value to the business, or because the gold plating cannot be reflected in the recoverable amount.

7.2.12 Care should be taken not to impair assets as being gold plated where they are of a high specification by necessity. For example, the high specification of Government House is in part a result of security and other factors relating to location and the needs of a representational building. The higher specification due to justified security and operational considerations should not lead to an impairment down to the value of ordinary accommodation. The key is that the higher specification must be justifiable: if it is not an impairment should be recognised.

Definitions: impairments that score as AME

7.2.13 The following types of impairment will score as AME (with the agreement of the Treasurer of the States).

Loss as the result of a catastrophe

7.2.14 Damage to tangible non-current assets as a result of a catastrophe. A catastrophe includes major earthquakes, volcanic eruptions, tidal waves, exceptionally severe hurricanes, droughts and other natural disasters; acts of war, riots and other political events; and technological accidents such as major toxic spills or release of radioactive particles into the air. Such events are very rare in global terms and exceptionally rare in Jersey.

7.2.15 For the avoidance of doubt, the following are not catastrophes within the meaning of this definition: prison or street riots; loss or damage due, for example, to an ingress of water that could have been avoided by better maintenance or that resulted from relocation to a site where flooding was likely. These are all examples of losses resulting from management action or inaction.

Unforeseen Obsolescence

7.2.16 All assets are subject to obsolescence. However, the rate of obsolescence tends to be category specific: e.g. IT assets suffer a faster rate of obsolescence than do buildings. Departments will take account of foreseeable obsolescence when establishing asset lives. Unforeseen obsolescence will generally only occur either as the result of the introduction of a completely new technology or a change in legislation rendering use of the asset illegal.

Other Impairments

7.2.17 This category includes impairments that cannot be scored to another impairment category.

- Write Down to Depreciated Replacement Cost – This occurs where specialised building assets or enhancements (e.g. the construction of a new wing) to such assets are written down to depreciated replacement cost (DRC) following the first professional valuation.
- Write Downs of Development Land – This occurs where land is purchased for some form of social development. The cost of the land and any clean up cost can be greater than the disposal value resulting in an impairment.
- Changes in Use – This usually occurs where specialised assets no longer required for their original purpose are put to a non specialised use (e.g. a school used as a store) or where an asset becomes permanently underused. However, impairment can result from the change of use of any asset including non-specialised assets.

- Disposals – Impairments can occur where assets are moved from ‘in use’ to ‘available for sale’.
- Uncompensated Seizures – The seizure of assets by governments or institutional units, other than for the settlement of fines or taxes, for which full compensation is not provided.

Revaluations

7.2.18 Downward revaluations result in an impairment only where an asset is revalued below its historical cost carrying amount. In these cases, the accounting treatment is as for any other impairment. All other downward movements (for example, as a result of market fluctuations or changes in valuation basis, such as where assets are moved from ‘in use’ to ‘held for disposal’) should be accounted for through the revaluation reserve to the extent that there is a credit in that reserve that relates to the revalued asset or portfolio of assets.

8 Financial Instruments

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8.1 Introduction

8.1.1 This chapter deals with accounting for financial instruments.

8.2 Accounting standards

8.2.1 The following accounting standards and Interpretations deal with accounting for financial instruments:

IAS 32 *Financial Instruments: Presentation*

IAS 39 *Financial Instruments: Recognition and Measurement*

IFRS 7 *Financial Instruments: Disclosures*

IFRIC 2 *Members' Shares in Co-operative Entities and Similar Instruments*

IFRIC 9 *Reassessment of Embedded Derivatives*

IFRS 4 *Insurance contracts*

IAS 33 *Earnings per Share*, IFRS 2 *Share-based payment* and IFRIC 8 *Scope of IFRS 2* are unlikely to apply, but if they do apply, they apply in full.

IAS 32 Financial Instruments: Presentation

Applicability

8.2.2 IAS 32 applies in full to all entities covered by the Manual.

Objective of IAS 32

8.2.3 The objective of IAS 32 is to establish principles for presenting financial instruments as liabilities or equity and for offsetting financial assets and financial liabilities.

IAS 39 Financial Instruments: Recognition and Measurement

Applicability

8.2.4 IAS 39 applies, as interpreted, to all entities covered by the Manual.

Objective of IAS 39

8.2.5 The objective of IAS 39 is to establish principles for recognising and measuring financial assets, financial liabilities and some contracts to buy or sell non-financial items.

Interpretations of IAS 39 for the public sector context

8.2.6 The following interpretations of IAS 39 for the public sector context apply.

Recognition

a) Any financial instrument that is not held in furtherance of the entity's objectives but is held on behalf of government more generally should be accounted for in

a separate Trust Statement. Entities should discuss such cases with the Treasurer of the States.

b) Special or 'golden' shares, being those shares retained in businesses that have been privatised but in which the department wishes to retain a regulatory interest or reserve power, should not be recognised in the statement of financial position.

Measurement

c) Loans and other interests in public bodies outside the accounting boundary should be reported at historical cost, less any impairment.

d) Where future cash flows are discounted to measure fair value, entities should use the higher of the rate intrinsic to the financial instrument and the real discount rate set by the Treasurer of the States as applied to the flows expressed in current prices.

e) Liabilities under financial guarantee contracts that are not accounted for as insurance contracts should be measured initially at their fair value and, as appropriate, amortised subsequently to the Statement of Comprehensive Net Expenditure or its equivalent. Subsequent changes in probabilities should not be reflected in the carrying value except where the result is that IAS 37 would require recognition of a liability because it is more probable than not that a transfer of resources will occur.

Other requirements

8.2.7 The following requirement should be observed by entities covered by this Manual. IAS 39 includes a number of alternative accounting treatments. Entities should discuss any significant choices to be made with the Treasurer of the States. Examples include:

a) the designation of financial assets and liabilities as at fair value through profit and loss, and of non-derivative financial assets as available for sale;

b) the reclassification of financial assets and liabilities;

c) the election to apply IAS 39 or continue to use accounting applicable to insurance contracts to financial guarantee contracts; and

d) the use of hedge accounting.

IFRS 7: Financial Instruments: Disclosures

Applicability

8.2.8 IFRS 7 applies in full to all entities covered by the Manual.

Objective of IFRS 7

8.2.9 The objective of IFRS 7 is to require entities to provide disclosures in their financial statements that enable users to evaluate:

a) The significance of financial instruments for the entity's financial position and performance; and

b) The nature and extent of risks arising from financial instruments to which the entity is exposed during the period and at the reporting date, and how the entities manage those risks.

IFRIC 2: Members' Shares in Co-operative Entities and Similar Instruments

Applicability

8.2.10 IFRIC 2 applies in full to all entities covered by the Manual.

Consensus

8.2.11 The consensus in the Interpretation is that, for the purposes of classifying as debt or equity, financial instruments that have characteristics of equity, including voting rights and rights to participate in dividend distributions, but also give the holder limited rights to request redemption for cash or another financial asset, the entity must consider all of the terms and conditions of the financial instrument. These include relevant local laws, regulations and the entity's governing charter in effect at the date of classification, but not expected future amendments to those laws, regulations or charter.

IFRIC 9: Re-assessment of Embedded Derivatives

Applicability

8.2.12 IFRIC 9 applies in full to all entities and reportable activities covered by the Manual.

Consensus

8.2.13 The consensus in the Interpretation is that an entity shall assess whether an embedded derivative is required under IAS 39 to be separated from the host contract and accounted for as a derivative when the entity first becomes a party to the contract. Subsequent reassessment is prohibited unless there is a change in the terms of the contract that significantly modifies the cash flows that otherwise would be required under the contract, in which case reassessment is required.

IFRS 4: Insurance Contracts

Applicability

8.2.14 IFRS 4 applies in full to all entities covered by the Manual.

Objectives of IFRS 4

8.2.15 The objective of IFRS 4 is to specify the financial reporting for insurance contracts by any entity that issues such contracts until the Board completes the second phase of its project on insurance contracts. In particular, IFRS 4 requires:

a) limited improvements to accounting by insurers for insurance contracts; and

b) disclosure that identifies and explains the amounts in an insurer's financial statements arising from insurance contracts and helps users of those financial

statements understand the amount, timing and uncertainty of future cash flows from insurance contracts.

IFRIC 19: Extinguishing Financial Liabilities with Equity Instruments

Applicability

8.2.16 IFRIC 19 applies in full to all entities covered by the Manual, subject to the requirements of paragraphs 3.2.7, and 8.2.6 c).

9 Other assets and liabilities

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9.1 Introduction

9.1.1 This chapter identifies the accounting standards, their interpretation and other requirements relating to other assets and liabilities, entities should apply when preparing their statements of financial position. Chapter 5 provides more detail on the disclosure requirements.

9.2 Accounting standards

9.2.1 The following accounting standards and UITF Abstracts deal with accounting for other assets and liabilities, including provisions and contingencies:

IAS 2 *Inventories*;

IAS 19 *Employee Benefits.*

IAS 37 *Provisions, Contingent Liabilities and Contingent Assets*, IFRIC 1 *Changes in Existing Decommissioning, Restoration and Similar Liabilities* and IFRIC 5 *Rights to Interests arising from Decommissioning, Restoration and Environmental Rehabilitation Funds*. IFRIC 6 *Liabilities arising from Participating in a Specific Market – Waste Electrical and Electronic Equipment* deals with the recognition of certain liabilities by certain producers of electrical goods and so will not be relevant.

IAS 2 Inventories

Applicability

9.2.2 IAS 2 applies, as interpreted, to all entities covered by this Manual.

Objective of IAS 2

9.2.3 The objective of IAS 2 is to ensure that inventories are valued at the lower of cost and net realisable value and that their sub-classification in the statement of financial position or in the notes to the financial statements indicates the amounts held in each of the main categories in the standard statement of financial position formats.

Interpretations of IAS 2 for the public sector context

9.2.4 In applying IAS 2, entities should be aware of the following interpretations for the public sector context.

a) In addition to the types of inventories identified in IAS 2, central government has categories of inventories for which IAS 2 may not adequately cover the accounting treatment.

I. stockpile goods

II. confiscated, seized and forfeited property;

III. goods held under price support programmes;

IV. Unissued currency; and

V. Inventories held for distribution at no/nominal charge and inventories held for consumption in the production process of goods to be distributed at no/nominal charge

Stockpile goods

9.2.5 Stockpile goods may be defined as strategic materials held for use in emergencies. They can be further categorised as:

a) non-current assets, which should be accounted for in the same way as other assets of the same type; or

b) other non-deteriorable and deteriorable inventories should be accounted for under IAS 2, with adjustments to carrying value for obsolescence where appropriate.

Confiscated, seized and forfeited property

9.2.6 Seized assets should be recognised at current value when legal ownership is transferred to the States of Jersey. Assets that are held before the point at which legal ownership has been transferred should be treated as third party assets and disclosed in accordance with 4.5.51

9.2.7 The proceeds of items sold to satisfy outstanding tax liabilities, net of sale expenses, should be treated in the same way as other taxation receipts.

Goods held under price support and stabilisation programmes (intervention stocks)

9.2.8 Intervention buying is a method of supporting market prices for certain agricultural commodities. Purchased stocks are valued at cost, adjusted by any depreciation or revaluation to bring them into line with market values.

Unissued Currency

9.2.9 Unissued Currency should be recognised at cost.

Inventories held for distribution at no/nominal charge and inventories held for consumption in the production process of goods to be distributed at no/nominal charge

9.2.10 Inventories held for distribution at no/nominal charge and inventories held for consumption in the production process of goods to be distributed at no/nominal charge should be measured at the lower of cost and current replacement cost.

9.2.11 A public sector entity may hold inventories whose future economic benefits or service potential are not directly related to their ability to generate net cash inflows. These types of inventories may arise when the public sector entity has determined to distribute certain goods at no charge or for a nominal amount. In these cases, the future economic benefits or service potential of the inventory for financial reporting purposes is reflected by the amount the entity would need to pay to acquire the economic benefits or service potential if this was necessary to achieve the objectives of the entity. Where the economic benefits or service potential cannot be acquired in the market, an estimate of replacement cost will need to be made.

IAS 19 Employee Benefits

Applicability

9.2.12 IAS 19 applies in full to the States of Jersey.

Objective of IAS 19

9.2.13 The objective of IAS 19 is to prescribe the accounting and disclosure for employee benefits – i.e., short-term benefits such as salaries and wages; post-employment benefits that result from employment; other long-term benefits such as long service awards, and termination benefits. It requires an entity to recognise the cost of providing employee benefits in the period in which the benefit is earned by the employee, rather than when it is paid or payable:

a) a liability when an employee has provided service in exchange for employee benefits to be paid in the future; and;

b) an expense when the entity consumes the economic benefit arising from service provided by an employee in exchange for employee benefits.

Interpretations of IAS 19 for the public sector context

9.2.14 The following interpretations of IAS 19 for the public sector context apply:

Recognition and measurement

a) IAS 19 permits alternative approaches to the recognition of actuarial gains and losses. The first is that only those actuarial gains and losses falling outside an agreed corridor are recognised in the performance statement; the second is that all actuarial gains and losses are recognised. Only the second of these alternatives is permitted; that is, the use of the corridor approach is not available;

b) IAS 19 requires the present value of defined benefit obligations (and, if applicable) the fair value of the plan's assets to be determined with sufficient regularity that the amounts recognised in the financial statements do not differ materially from those determined at the reporting period date. This shall be interpreted to mean that the period between formal actuarial valuations shall be three years, with approximate assessments in intervening years. Acceptable approximations shall include adjusting full valuation results using the latest available membership data;

c) voluntary early retirements under scheme rules will be discounted at the pensions rate and not at the provisions rate.

IAS 37 Provisions, Contingent Liabilities and Contingent Assets

Applicability

9.2.15 IAS 37 applies in full, as interpreted, to all entities covered by this Manual.

Objectives of IAS 37

9.2.16 The objective of IAS 37 is to ensure that provisions, contingent liabilities and contingent assets are appropriately recognised and measured and that sufficient information is disclosed in the notes to the financial statements to enable users to understand their nature, timing and amount.

Interpretation of IAS 37 for the public sector context

9.2.17 Where the cash flows to be discounted are expressed in current prices, entities should use the real discount rate set by the Treasurer of the States.

9.2.18 Separate disclosure of information about a particular contingency need not be made if that information is particularly sensitive. If the potential effect of the contingency is required to be disclosed under IAS 37, the relevant amount should still be included in the aggregate figure for such contingencies.

IFRIC 1 Changes in Existing Decommissioning, Restoration and Similar Liabilities

Applicability

9.2.19 IFRIC 1 applies in full to all entities covered by this manual.

Consensus

9.2.20 IFRIC 1 gives guidance on accounting for changes in decommissioning, restoration and similar liabilities that have previously been recognised both as part of the cost of an item of property, plant and equipment under IAS 16 and as a provision (liability) under IAS 37.

IFRIC 5 Rights to Interests arising from Decommissioning, Restoration and Environmental Funds

Applicability

9.2.21 IFRIC 5 applies as adapted to entities covered by this Manual.

Consensus

9.2.22 The consensus of the IFRIC includes that the contributor to a fund shall recognise its obligation to pay decommissioning costs as a liability and recognise its interest in a decommissioning fund separately unless the contributor is not liable to pay decommissioning costs even if the fund fails to pay. It also includes that the contributor shall determine whether it has control, joint control or significant influence over the fund by reference to IAS 27, IAS 28, IAS 31 and SIC 12. If it does, the contributor shall account for its interest in the fund in accordance with those Standards.

Adaptation of IFRIC 5 for the public sector context

9.2.23 In applying IFRIC 5, entities covered by this Manual shall comply with the adaptations that are made by this Manual to IAS 27, IAS 28, IAS 31 and SIC 12 in respect of the accounting boundary.

10 Income and expenditure

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10.1 Introduction

10.1.1 This chapter sets out the accounting principles and standards that should be applied in preparing the entity's Statement of Comprehensive Net Expenditure, Statement of Comprehensive Income, or equivalent. It looks at each of the relevant accounting standards. Chapter 4 provides more detail on the disclosure requirements.

10.2 Income

Introduction

10.2.1 The following accounting standards deal with accounting for income:

IAS 18 *Revenue*; and

SIC 31 *Revenue – Barter Transactions Involving Advertising Services*.

IAS 18 Revenue and SIC 31 Revenue – Barter Transactions Involving Advertising Services

Applicability

10.2.2 IAS 18 and SIC 31 apply in full to all entities covered by this Manual.

Objectives of IAS 18

10.2.3 The objective of IAS 18 is to identify the circumstances when revenue recognition criteria will be met. It also provides practical guidance on the application of those criteria.

SIC 31 consensus

10.2.4 The consensus in SIC 31 is that revenue from an exchange involving advertising services cannot be reliably measured by reference to the fair value of the services received. This is because reliable information is not available to the seller to support such measurement. However, a seller can reliably measure revenue at fair value of the advertising service it provides in a barter transaction by reference to its non-barter transactions that meet certain criteria specified in SIC 31.

Non-exchange income

10.2.5 IFRS does not include a standard on non-exchange transactions. International Public Sector Accounting Standard 23 'Revenue from non-exchange transactions (Taxes and Transfers)' defines non-exchange transactions as follows:

> *In a non-exchange transaction, an entity either receives value from another entity without directly giving approximately equal value in exchange, or gives value to another entity without directly receiving approximately equal value in exchange.*

Non-exchange income will be accounted for on an accruals basis, provided that a reasonable estimate of that income can be determined.

Definitions

10.2.6 Taxes and duties: taxes and duties are economic benefits compulsorily paid or payable to public sector entities, in accordance with laws and regulations established to provide revenue to the government, excluding fines or other penalties imposed for breaches of laws or regulations.

10.2.7 Fines and penalties: fines and penalties are economic benefits paid or payable to government for breaches of laws or regulations where there is a statutory obligation to pay.

Recognition and Measurement: Principles

10.2.8 In applying the accounting policies set out in this chapter entities shall have regard to the concepts set out in the *Framework for the Preparation and Presentation of Financial Statements*. In particular these entities shall have regard to the concept of prudence (paragraph 37 of the *Framework*) – the inclusion of a degree of caution in the exercise of the judgements needed in making the estimates required under conditions of uncertainty, such that gains and assets are not overstated and losses and liabilities are not understated.

10.2.9 In preparing their financial statements, entities will not recognise or measure the “tax gap”. The “tax gap” is defined as the difference between the hypothetical amount of revenues due, based on data on economic activity, and revenues receivable. Revenues receivable include both the tax yield from compliant taxpayers and estimates of amounts due from non-compliant, but known, taxpayers. A statement should be included in the accounting policies note that the “tax gap” is not recognised in the financial statements.

Taxes and duties

10.2.10 Where taxes and duties are recognised on an accrual basis, they will be measured at the fair value of the consideration received or receivable, net of repayments. Revenue is recognised when a taxable event has occurred, the revenue can be measured reliably and it is probable that the economic benefits from the taxable event will flow to the collecting entity. All these elements are required to be satisfied. Where there is currently no reliable method of obtaining an estimate of the accrued taxation income receivable, taxation income will be recognised when an assessment is raised.

Fines and penalties

10.2.11 Fines and penalties are recognised at the time that the fine or penalty is imposed and becomes receivable by the entity. Where, on appeal, or for other legal reasons, the penalty is cancelled, the amount receivable is derecognised at the date of the successful appeal. Where a financial penalty is imposed, but with an alternative of a non-financial penalty, the financial penalty is recognised initially, but is derecognised when (and if) the option of the non-financial penalty is taken up.

10.2.12 Where fines and penalties are uncollectible or, for policy reasons, (other than the imposition of an alternative penalty), the entity decides that it is inappropriate to pursue collection, the amounts not collected are recorded as an expense. The amounts not collectible are estimated from the most appropriate data available to the entity.

Recognition and Measurement: Application

10.2.13 For the sake of clarity, the following types of income will be classified as non-exchange income, and accounted for in the following way:

Taxation Income
As there is currently no reliable method of obtaining an estimate of the accrued taxation income receivable, taxation income will be recognised when an assessment is raised.

Social Security Contributions

Social Security Contributions are recognised on an accruals basis, in the same period as the earnings to which they relate.

Impôts Duty
Impôts duties are recognised when the goods are landed in Jersey.

Stamp Duty
Stamp Duty is recognised when the stamps are sold.

Fines and Penalties
Income from fines is recognised when the fine is imposed.

Seizure of assets
Income in relation to asset seizures should be recognised when the court order is made.

Island Rates
Island Rates are charged on a calendar year basis. Income is recognised in the period for which the rates are charged.

Operating income

10.2.14 Operating income is any income generated by an entity in pursuit of its activities (generally referred to as fees and charges) or as part of managing its affairs (examples include rents, interest and dividends receivable).

Non-operating income

10.2.15 Gains/Losses on disposal of assets will be disclosed separately in the operating cost statement.

10.3 Expenditure

Introduction

10.3.1 The following accounting standards deal with aspects of accounting for expenditure:

IAS 11 *Construction Contracts*;

IAS 21 *The Effects of Changes in Foreign Exchange Rates* and SIC 7 *Introduction of the Euro*; and

IAS 29 *Financial Reporting in Hyperinflationary Economies* and IFRIC 7 *Applying the Restatement Approach under IAS 29.*

Grant expenditure

10.3.2 Expenditure in respect of grants or subsidy claims should be recognised in financial statements at the time of the underlying event or activity that gives rise to a liability.

Insurance claims

10.3.3 Expenditure that is subject to an insurance claim should be recorded gross in the accounts. Any receipt from insurers should be shown as income.

IAS 11 Construction Contracts

Applicability

10.3.4 IAS 11 applies in full to all entities covered by the requirements of this Manual.

Objectives of IAS 11

10.3.5 The objectives of IAS 11 are:

a) to prescribe the accounting treatment by contractors of income and expenses relating to construction contracts;

b) to provide guidance on the application of the criteria for recognising contract revenue and contract costs in the accounting periods in which construction work is performed; and

c) to require expected losses on long-term contracts to be immediately recognised as an expense.

IAS 21 The Effects of Changes in Foreign Exchange Rates and SIC 7 Introduction of the Euro

Applicability

10.3.6 IAS 21 and SIC 7 apply in full to all entities covered by this Manual.

Objectives of IAS 21

10.3.7 The objective of IAS 21 is to prescribe how to include foreign currency transactions and foreign operations in the financial statements of an entity and how to translate financial statements into a presentation currency.

10.3.8 An entity may carry on foreign activities in two ways. It may have transactions in foreign currencies or it may have foreign operations. The principal issues are which exchange rate(s) to use and how to report the effects of changes in exchange rates in financial statements.

Interpretation of IAS 21 for the public sector context

10.3.9 The presentational currency will be the same as the functional currency (i.e. pounds sterling).

SIC 7 consensus

10.3.10 The requirements of IAS 21 regarding the translation of foreign currency transactions and financial statements of foreign operations should be strictly applied to the changeover to the Euro.

IAS 29 Financial Reporting in Hyperinflationary Economies and IFRIC 7 Applying the Restatement Approach under IAS 29

Applicability

10.3.11 IAS 29 and IFRIC 7 apply in full to all entities covered by the requirements of this Manual.

Objective of IAS 29

10.3.12 The standard applies to all financial statements of a entity whose functional currency is the currency of a hyperinflationary economy.

Interpretation of IAS 29 for the public sector context

10.3.13 As all entities covered by this Manual have a functional currency of pounds sterling, Treasurer of the States will notify classification of the economy as hyperinflationary if appropriate.

IFRIC 7 consensus

10.3.14 The consensus in IFRIC 7 is that in the reporting period in which the entity first adopts IAS 29, the entity shall apply the requirements of IAS 29 as if the economy had always been hyperinflationary. Opening statements of financial position, deferred tax and corresponding figures in the subsequent reporting period should be restated as prescribed by IFRIC 7.

10.4 Tax

Introduction

10.4.1 The following standards deal with accounting for tax:

IAS 12 *Income Taxes,* SIC 21 *Income Taxes – Recovery of Non-depreciable Assets* and SIC 25 *Income Taxes – Changes in the Tax Status of an Entity or its Shareholders.*

IAS 12 Income Taxes, SIC 21 Income Taxes – Recovery of Non-depreciable Assets and SIC 25 Income Taxes – Changes in the Tax Status of an Entity or its Shareholders

Applicability

10.4.2 IAS 12, SIC 21 and SIC 25 apply in full to those entities that are subject to the tax regime and to the extent that they have taxable activities.

Objectives of IAS 12

10.4.3 The objectives of IAS 12 are to specify the accounting treatment for:

a) current tax, that is the amount of income taxes payable (recoverable) in respect of taxable profit (tax loss) for the period. Income taxes payable for current and prior periods are recognised as a liability. Income tax recoverable or overpaid is recognised as an asset; and

b) deferred tax. This recognises future tax consequences of temporary differences between amounts included in financial statements (for income and expenditure and assets and liabilities) and those included in the tax assessment.

SIC 21 consensus

10.4.4 The consensus in SIC 21 is that the deferred tax liability or asset arising from the revaluation of a non-depreciable asset should be measured on the basis of the tax consequences that would follow from recovery of the carrying amount of that asset through sale, regardless of the basis of measuring the carrying amount of the asset.

SIC 25 consensus

10.4.5 The consensus in SIC 25 is that a change in tax status does not give rise to increases or decreases in amounts recognised directly in equity. The current and deferred tax consequences of a change in tax status should be recognised in profit or loss for the period, unless the consequences relate to transactions and events that result in a direct charge or credit to equity. Where that is the case, the tax consequences should be charged or credited direct to equity.