FOREWORD

This accounting policy manual provides guidance on the preparation and presentation of its financial information and performance to ensure compliance with the Public Finance and Audit Act 1983 and the Public Finance and Audit Regulation 2015.

The policy manual incorporates relevant guidance from Australian Accounting Standards (which include Australian Accounting Interpretations) for not-for-profit entities, and the financial reporting directives, including Treasury Circulars and Treasury Policies and Guideline papers issued by the NSW Treasury.

Important information about this policy manual:

- This policy manual does not replace any of the existing accounting manuals. The following policy documents still remain active:
  - Accounting Manual for Ministry of Health
  - Accounting Manual for Public Health Organisations
  - Audit and Accounts Determination for Public Health Organisations

  The new manual is a supplementary accounting policy manual and focuses on the financial accounting and reporting aspects.

- The policy manual has been prepared based on the current applicable Australian Accounting Standards and Treasury Directives as at 31 May 2018 and as such have not been updated to reflect the new accounting standards such as AASB 15 Revenue from Contracts with Customers, AASB 9 Financial Instruments, AASB 16 Leases, AASB 1058 Income of Not-for-Profit Entities and AASB 1059 Service Concession Arrangements or any new Treasury Directives issued after 31 May 2018. Further revisions will be made to incorporate any new accounting standards or Treasury Directives.

Structure and materiality

This policy manual provides guidance and examples that will help you determine the correct accounting treatment for transactions happening at their health entities as well as preparation of the annual financial statements. The structure is based on the most common and significant issues. While the manual will provide you with guidance on the application of such accounting requirement, there’s no “one size fits all” approach. We recommend you engage with Central finance team for complex issues to determine the most relevant approach.

Changes in this edition

The main change that you will see from other existing accounting manuals is the refinement of the accounting policies by excluding those that are more procedural in nature. This will provide more narrow guidance as having too much information can obscure the information that is actually useful to you and what will help you make the right accounting decision.
**Not for profit accounting**

This accounting manual has been prepared to provide guidance and direction to Health entity employees in deciding the appropriate accounting treatment for transactions. The document includes a number of worked examples (using past situations) to bring the guidance to life.

Consideration has been made in developing the guidance of the Ministry’s and its entities’ status as government organisations, and the requirement to follow not-for-profit accounting requirements, and also the TPP’s issued by NSW Treasury.

Throughout this document reference is made to “economic benefit”. This is a standard term used in a number of the accounting standards and applies equally to the Ministry of Health and the Health Entities. However, the “economic benefit” provided by Health entities is not consistent with for profit entities.

In for-profit entities revenue or profits are generated from assets to demonstrate economic benefits, but this is not applicable to the not-for-profit sector. Societal benefits through improved services, increased capacity, reduced waiting times etc all represent “economic benefits” as a consequence of Health entities services.

**Structure**

Each chapter deals with a different topic, includes specific references to the accounting standards and also NSW Treasury TPPs. Included in boxes on the left hand side of each chapter are references to paragraphs in the applicable accounting standard, providing the user with easy access to the actual text from the standard.

**Consultation**

Accounting and accounting standards can often be complex, and this manual has been developed to help improve the understanding of users. It is however, not expected to replace the need for discussion and consultation. It is expected that where a Health entity has an accounting issue, that a level of investigation (consideration of this manual, a review of the applicable standard etc) has been performed prior to consultation with the Ministry of Health central finance team.

Where issues or complex transactions are identified please reach out to the Ministry of Health central finance team, who are available to help ensure the appropriate accounting treatment is reached.
Applicable entities

This accounting policy manual is applicable to all the below listed “Health entities” or “HEALTH ENTITY”:

Parent
NSW Ministry of Health

Local Health Districts
Central Coast
Illawarra Shoalhaven
Nepean Blue Mountains
Northern Sydney
South Eastern Sydney
South Western Sydney
Sydney
Western Sydney
Far West
Hunter New England
Mid North Coast
Murrumbidgee
Northern NSW
Southern NSW
Western NSW

Speciality Networks
Sydney Children’s Hospitals Network
Justice Health and Forensic Mental Health Network

Health Administration Corporation and its divisions
NSW Ambulance
Health Infrastructure
HealthShare NSW
NSW Health Pathology
eHealth
Health System Support Group

Pillar agencies
Agency for Clinical Innovation (ACI)
Bureau of Health Information (BHI)
Cancer Institute NSW
Clinical Excellence Commission (CEC)
Health Education and Training Institute (HETI)

Other entities
Albury Base Hospital
Albury Wodonga Health Employment Division
Graythwaite Charitable Trust
Special Purpose service entities
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1 Property, plant and equipment

1.1 Scope

1.1.1 Applicability
This Policy applies to the accounting treatment for property, plant and equipment (PPE), including recognition of assets, determination of their carrying amounts and the depreciation charges to be recognised in relation to PPE.

1.1.2 Relevant guidance
This Policy should be read in conjunction with the following guidance:

- AASB 116 Property, plant and equipment
- TPP14-01 Accounting Policy: Valuation of Physical Non-Current Assets at Fair Value
- TPP 06-06 Guidelines for capitalisation of property, plant and equipment

1.2 Overview and purpose
The purpose of this document is to provide Health entities with illustrative guidance on:

- The recognition criteria for assets
- The policy for subsequent measurement of PPE
- The method of depreciation to be used by the Health entities
- The policy for useful lives

Expenditure to be capitalised must meet the accounting capitalisation criteria as described in NSW Treasury’s TPP 06-06 Guidelines for capitalisation of property, plant and equipment (“TPP 06-06”) which is based on Australian equivalents to International Financial Reporting Standards (AIFRS).

There is a separate policy on the capitalisation of costs (Chapter 3). To the extent the assets are costs related to capital expenditures, that policy should be used.

1.3 Policy statement

Property, plant and equipment is defined as tangible items that are held for use in the production or supply of goods or services, for rental to others or for administrative purposes and are expected to be used during more than one period.

The HEALTH ENTITY is required to apply judgement as to what constitutes an item of property, plant and equipment and is required in applying the recognition criteria based on the HEALTH ENTITY’s specific circumstances.

AASB 116, para 6
The following property, plant and equipment are covered under this policy:

- Land
- Buildings
- Electro medical equipment
- Computer equipment
- Infrastructure systems
- Leasehold improvements
- Motor vehicles
- Office equipment
- Plant and machinery
- Linen
- Furniture, fittings and furnishings

1.4 **Application guidance**

1.4.1 **Recognition criteria**

Property, plant and equipment is only recognised as an asset if it is probable that the HEALTH ENTITY will receive the expected future economic benefits over 12 months and the cost of the asset can be measured reliably. Future economic benefits in the context of Health entity assets is their ability to generate cash flows, such as using medical equipment to treat patients who pay fees.

*Probability that future economic benefits will eventuate*

In determining whether to recognise an asset, the HEALTH ENTITY must consider the degree of uncertainty that attaches to the flow of future economic benefits from the particular asset. If it considers that it is more likely rather than less likely that future economic benefit will arise, then the probability criteria is met.

*Asset can be measured reliably*

The value of assets can usually be measured reliably using a number of methods which may include:

- Price charged by the supplier for purchased assets
- For internally developed assets, the value can be derived using information from labour and other costing systems
- Independent valuation advice for land and buildings or infrastructure assets
- In certain circumstances, the HEALTH ENTITY may need to make an estimation of a cost or value using a reasonable estimation basis. For example estimating future cash flows the asset will generate in order to value the asset.

1.4.2 **Initial recognition and measurement**

The initial recognition of assets may arise from the following circumstances:

- Acquisition of assets involving a transfer of consideration
- Assets acquired at no cost or for nominal consideration
**Assets not previously recognised**

Refer to Chapter 3 Capitalisation of costs for additional guidance.

**Acquisition of assets involving a transfer of consideration**

Property, plant and equipment should initially be measured at cost. Cost is the fair value of consideration given for the asset.

The cost of an item of property, plant and equipment comprises the purchase price and any costs directly attributable to bringing the asset to the location and condition necessary for it to be capable of operating in the manner intended by management. The cost should also include the estimated costs for dismantling and removing the asset and restoring the site on which it is located. Trade discounts and rebates are deducted in arriving at cost.

The following represent examples of costs which can be capitalised and costs which should be expensed. Refer to Chapter 3 for further guidance:

<table>
<thead>
<tr>
<th>Capitalisable costs</th>
<th>Non-capitalisable costs</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Employee benefit costs arising directly from the development of an integrated system (such as a dedicated IT development manager to the eMR Connect Program)</td>
<td>- Administration and other general overheads (e.g. management’s labour costs pertaining to the oversight of a capitalized project)</td>
</tr>
<tr>
<td>- Costs of site preparation associated with building a bridge on a hospital ground</td>
<td>- start-up costs</td>
</tr>
<tr>
<td>- Initial delivery and handling costs</td>
<td>- relocation and reorganisation costs (e.g. re-organization of hospital beds)</td>
</tr>
<tr>
<td>- Installation and assembly costs</td>
<td>- costs of opening a new hospital wing (e.g. cleaning costs, grand opening expenditure)</td>
</tr>
<tr>
<td>- Costs of testing whether the asset such as a medical device is functioning properly</td>
<td>- costs of introducing a new product or service</td>
</tr>
<tr>
<td>- Professional fees directly associated with a purchase of a hospital building (e.g stamp duty and legal costs)</td>
<td>- costs of advertising and promotional activities (e.g. medical pamphlets)</td>
</tr>
<tr>
<td></td>
<td>- costs of consumables (e.g. hospital gloves)</td>
</tr>
<tr>
<td></td>
<td>- costs of staff training</td>
</tr>
<tr>
<td></td>
<td>- costs incurred when the asset (e.g. Healthcare Observer) is capable of operating as management intends, but has not yet been brought into use or is operating at less than full capacity as not all data had been transferred across to Healthcare Observer</td>
</tr>
</tbody>
</table>
**Assets acquired at no cost or for a nominal consideration**

One or more items of property, plant and equipment may be acquired in exchange for a non-monetary asset (such land, buildings or medical equipment), monetary assets or a combination of the two. The cost of such an item of PP&E must be measured at fair value unless:

- the exchange transaction lacks commercial substance (i.e. the exchange will not affect the future cash flows of the HEALTH ENTITY entity); or
- the fair value of neither the asset received nor the asset given up is reliably measurable

Assets acquired at no cost should be recognised initially at fair value as at the date of acquisition.

**Assets not previously recognised**

Assets which were not previously recognised but had subsequently met the recognition criteria (not due to error) shall be recognised from the date the criteria are met.

**Example 1.1: Painting previously expensed as amount is below the threshold**

The HEALTH ENTITY had purchased a painting for $2,000 as part of its furnishings for a new hospital wing. This amount was expensed at the time as the asset recognition threshold was $5,000. Three years later, the demand for the works of this particular artist had increased which resulted in the painting now being valued at $50,000.

This is considered as a change in the accounting estimate. The increase in value is treated as a revaluation of an asset recognised initially at zero value and the following accounting entry is required:

\[
\begin{align*}
\text{Dr Asset} & \quad 50,000 \\
\text{Cr Asset Revaluation Surplus} & \quad 50,000
\end{align*}
\]

For example of newly discovered building, please refer to example 8.2.

**1.4.3 Recognition threshold**

Refer to Chapter 3.4.2 Initial measurement of costs and threshold.
1.4.4 *Subsequent measurement*

TPP 14-01 mandates PPE to be measured at fair value, with fair value being:

- An asset is carried at a revalued amount, less any subsequent accumulated depreciation and impairment losses under the revaluation model. Refer to Chapter 4 Fair Value measurement for further details with respect to the accounting of assets subject to fair value.

Non-specialised assets with a short useful life are measured at depreciated historical cost, as an approximation of fair value. This policy allows recognition at depreciated historical cost as an acceptable method for approximation of fair value.

Revaluation must be applied to an entire class of property, plant and equipment to which that item belongs.

Where the asset’s carrying amount has increased due to a revaluation, the increase should be recognised within the statement of comprehensive income and recognised in the statement of changes in equity as a revaluation surplus. The increase should only be recognised in the profit or loss to the extent that it reverses a revaluation decrease (ie past impairment) of the same class of asset previously recognised in profit or loss.

A revaluation decrement of a non-current asset must be recognised immediately as an expense in profit or loss, except to the extent that a credit balance exists in the asset revaluation reserve in respect of that same class of non-current assets. In the case that a credit balance exists in the asset revaluation reserve, the net revaluation decrement is grossed up for any related current and deferred tax, and must be debited directly to the asset revaluation reserve to the extent of the credit balance.

The group should assess subsequent costs which may add to, replace part of or service property, plant and equipment. The policy choice is by class of asset rather than by individual assets within a class. Refer to Chapter 3 Capitalisation of Costs for determination of the accounting treatment pertaining to the subsequent costs.

As stated above all assets are required to be held at fair value. To ensure that the asset class is stated at fair value NSW Health generally uses the measurement as specified in the table below:
<table>
<thead>
<tr>
<th>Nature of expenditure</th>
<th>Measurement</th>
<th>Also refer to</th>
</tr>
</thead>
<tbody>
<tr>
<td>Artwork</td>
<td>Revaluation method (fair value)</td>
<td>Chapter 4 – Fair Value Measurement</td>
</tr>
<tr>
<td>Buildings</td>
<td>Revaluation method (fair value)</td>
<td>Chapter 4 – Fair Value Measurement</td>
</tr>
<tr>
<td>Electro Medical Equipment</td>
<td>Cost (as approximation of fair value)</td>
<td>Chapter 3 – Capitalisation of costs</td>
</tr>
<tr>
<td>Computer Equipment</td>
<td>Cost (as approximation of fair value)</td>
<td>Chapter 3 – Capitalisation of costs</td>
</tr>
<tr>
<td>Infrastructure Systems</td>
<td>Revaluation method (fair value)</td>
<td>Chapter 4 – Fair Value Measurement</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Chapter 2 – Infrastructure accounting</td>
</tr>
<tr>
<td>Leasehold Improvements</td>
<td>Revaluation method (fair value)</td>
<td>Chapter 4 – Fair Value Measurement</td>
</tr>
<tr>
<td>Motor Vehicles</td>
<td>Cost (as approximation of fair value)</td>
<td>Chapter 3 – Capitalisation of costs</td>
</tr>
<tr>
<td>Office equipment</td>
<td>Cost (as approximation of fair value)</td>
<td>Chapter 3 – Capitalisation of costs</td>
</tr>
<tr>
<td>Plant and Machinery</td>
<td>Cost (as approximation of fair value)</td>
<td>Chapter 4 – Fair Value Measurement</td>
</tr>
<tr>
<td>Linen</td>
<td>Cost (as approximation of fair value)</td>
<td>Chapter 3 – Capitalisation of costs</td>
</tr>
<tr>
<td>Furniture, Fittings and Furnishings</td>
<td>Cost (as approximation of fair value)</td>
<td>Chapter 3 – Capitalisation of costs</td>
</tr>
<tr>
<td>Intangible assets (ie. software)</td>
<td>Cost (as approximation of fair value)</td>
<td>Chapter 3 – Capitalisation of costs</td>
</tr>
</tbody>
</table>

While TPP14-01 requires all physical non-current assets to be measured at fair value, the transaction price or cost is considered to be a key element of fair value.

### 1.5 Depreciation

Depreciation is defined as the systematic allocation of the depreciable amount of an asset over its useful life, where the depreciable amount is defined as the cost of an asset or other amount substituted for cost, less its residual value.

**Example 1.2: Straight line method (with no residual value)**

An ultrasound machine had a cost of $30,000 with no residual value and a useful life of ten years. An amount of $3,000 would be recorded each year as depreciation under the straight line method.

Depreciation is charged even if an asset carried at cost less depreciation has a fair value in excess of that carrying amount, so long as the asset’s residual value does not exceed its carrying amount.
Depreciation of an asset should commence when the asset is available for use (i.e., the asset is in the location and condition necessary for it to be operating in the manner intended by management). Depreciation of the asset would only cease when the asset becomes held for sale or included in a held for sale group of assets. Depreciation does not end when the asset becomes idle or retired from active use – unless the asset is fully depreciated.

**Depreciation of separate components**

An asset might include several different significant components. Each component is treated separately for depreciation purposes and depreciated over its individual useful life. Where the useful life and pattern of consumption is similar, the components can be grouped for depreciation purposes.

**Example 1.3: Depreciation for separate components**

The HEALTH ENTITY has recently acquired a new building for a community centre at a cost of $1m, with a residual value of $100,000 identified after 40 years. The community centre has a flat roof, which needs replacing every ten years at a cost of $200,000. The cost of the roof is significant in relation to the total cost of the building.

Given its significant individual value and shorter life the roof has appropriately been identified as a significant component and the cost of the roof of $200,000 will be depreciated over 10 years, giving a depreciation charge of $20,000 per annum, for this component ($200,000 / 10 years).

The remainder of the community value of $800,000 will be depreciated down to its residual value of $100,000 over 40 years, giving a depreciation charge of $17,500 per annum ($800,000 – 100,000 = 700,000 / 40 years = $17,500).

Therefore the total annual depreciation charge will be $17,500 plus $20,000 = $37,500 per annum.

**1.5.1 Useful lives**

Useful life is defined as the period over which an asset is expected to be available for use by the HEALTH ENTITY, or the number of production or similar units expected to be obtained from the asset by the HEALTH ENTITY. The estimate of an asset’s useful life is a matter of judgement based on experience with similar assets and can be determined through consideration of the following factors:

- Expected usage
- Expected physical wear and tear
- Technical or commercial obsolescence
- Legal or similar units on use

The following table specifies the depreciation rates (effectively useful lives) used by Health.

<table>
<thead>
<tr>
<th>Category</th>
<th>Percentage</th>
<th>Years</th>
</tr>
</thead>
<tbody>
<tr>
<td>Artwork</td>
<td>5%</td>
<td>20</td>
</tr>
<tr>
<td>Buildings</td>
<td>2.5%</td>
<td>40</td>
</tr>
<tr>
<td>Electro Medical Equipment</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Costing less than $200,000</td>
<td>10%</td>
<td>10</td>
</tr>
<tr>
<td>- Costing more than or equal to $200,000</td>
<td>12.5%</td>
<td>8</td>
</tr>
</tbody>
</table>
Property, plant and equipment

<table>
<thead>
<tr>
<th>Item</th>
<th>Depreciation</th>
<th>Useful Life</th>
</tr>
</thead>
<tbody>
<tr>
<td>Computer Equipment</td>
<td>20%</td>
<td>5</td>
</tr>
<tr>
<td>Infrastructure Systems</td>
<td>2.5%</td>
<td>40</td>
</tr>
<tr>
<td>Leasehold Improvements</td>
<td>10%</td>
<td>10</td>
</tr>
<tr>
<td>Motor Vehicle</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sedans</td>
<td>12.5%</td>
<td>8</td>
</tr>
<tr>
<td>Trucks and Vans</td>
<td>20%</td>
<td>5</td>
</tr>
<tr>
<td>Office Equipment</td>
<td>10%</td>
<td>10</td>
</tr>
<tr>
<td>Plant and Machinery</td>
<td>10%</td>
<td>10</td>
</tr>
<tr>
<td>Linen</td>
<td>25%</td>
<td>4</td>
</tr>
<tr>
<td>Furniture, Fittings and Furnishings</td>
<td>5%</td>
<td>20</td>
</tr>
<tr>
<td>Intangible assets (ie. software)</td>
<td>25%</td>
<td>4</td>
</tr>
</tbody>
</table>

The method of depreciation adopted should reflect the pattern in which the asset’s future economic benefits are expected to be consumed by the entity. The common method is the straight line depreciation method.

1.5.2 **Residual value**

The residual value is the estimated amount realised from the current disposal of the asset if the asset is in the age and condition to be expected at the end of its useful life.

**Example 1.4: Straight line method (with a residual value):**

An incubator had a cost of $20,000, a residual value of $2,000 and a useful life of five years. Depreciation of $3,600 would be recorded each year as depreciation under the straight line method \([(20,000-2,000)/5 = $3,600]\).

1.6 **Categories of PPE**

The following table outlines the main categories of PPE, their subsequent measurement, the appropriate valuation technique and the appropriate method of depreciation (as applicable).

AASB 116, para 6, 53 & 54

AASB 116, para 43-62
<table>
<thead>
<tr>
<th>Nature of expenditure</th>
<th>Subsequent measurement</th>
<th>Valuation technique where revaluation model is used (refer to chapter 4 for definitions)</th>
<th>Method of depreciation (for assets measured at fair value)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Artwork</td>
<td>Cost (as approximation of fair value)</td>
<td>Market or income approach</td>
<td>Net method</td>
</tr>
<tr>
<td>Land</td>
<td>Revaluation model</td>
<td>Market or income approach</td>
<td>N/A – as land is not depreciated</td>
</tr>
<tr>
<td>Buildings - specialised</td>
<td>Revaluation model</td>
<td>Cost approach</td>
<td>Gross method</td>
</tr>
<tr>
<td>Buildings – non specialised</td>
<td>Revaluation model</td>
<td>Market or income approach</td>
<td>Net method</td>
</tr>
<tr>
<td>Electro Medical Equipment</td>
<td>Cost (as approximation of fair value)</td>
<td>Straight line method</td>
<td></td>
</tr>
<tr>
<td>Computer Equipment</td>
<td>Cost (as approximation of fair value)</td>
<td>Straight line method</td>
<td></td>
</tr>
<tr>
<td>Infrastructure Systems</td>
<td>Revaluation model</td>
<td>Cost approach</td>
<td>Gross method</td>
</tr>
<tr>
<td>Leasehold Improvements</td>
<td>Revaluation model</td>
<td>Cost approach</td>
<td>Gross method</td>
</tr>
<tr>
<td>Motor Vehicles</td>
<td>Cost (as approximation of fair value)</td>
<td>Straight line method</td>
<td></td>
</tr>
<tr>
<td>Office equipment</td>
<td>Cost (as approximation of fair value)</td>
<td>Straight line method</td>
<td></td>
</tr>
<tr>
<td>Plant and Machinery - specialised</td>
<td>Cost (as approximation of fair value)</td>
<td>Cost approach</td>
<td>Gross method</td>
</tr>
<tr>
<td>Plant and equipment</td>
<td>Cost (as approximation of fair value)</td>
<td>Market or income approach</td>
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<tr>
<td>Linen</td>
<td>Cost (as approximation of fair value)</td>
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<td></td>
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<tr>
<td>Intangible assets (ie. software)</td>
<td>Cost (as approximation of fair value)</td>
<td>Cost approach</td>
<td>Gross method</td>
</tr>
</tbody>
</table>

We note that the market approach is more often used by Health entities for its valuation purposes.
**Treatment of accumulated depreciation under revaluation model**

The carrying amount of an asset upon revaluation can be adjusted in either of the following methods:

- **Gross method** – restates the gross value before depreciation of the asset and restates accumulated depreciation
- **Net Method** – eliminates accumulated depreciation against the carrying amount of the asset and then revalue the net carrying amount

As per TPP 14-01 Accounting Policy: Valuation of Physical Non-Current Assets at Fair Value ("TPP 14-01"), the gross method should be applied whenever the cost approach is used. Where the income or market approach is used, the net method should be adopted.

**Example 1.5: Revaluation increase under the gross method**

A hospital building was purchased for $100,000 with a residual value of $10,000 and was to be depreciated at 10% straight line. After three years, the asset’s written-down value is $73,000 after accumulated depreciation of $27,000. The asset’s fair value was determined to be $85,000 using the depreciated replacement cost technique. The gross replacement cost of the asset, as determined by the valuer, has increased to $120,000 with the residual value and useful life being assessed as remaining the same.

The accounting entries to recognise the revaluation:

| Dr                              | Cr                                | Amount  
|---------------------------------|-----------------------------------|---------
| Hospital building               | Accumulated depreciation          | $8,000  
|                                 | Asset revaluation surplus         | $12,000 |

To revalue infrastructure asset from $73,000 to $85,000 WDV

| Dr                              | Cr                                | Amount  
|---------------------------------|-----------------------------------|---------
| Depreciation expense            | Accumulated depreciation          | $10,714 |

Annual depreciation expense subsequent to revaluation: $(85,000 – 10,000)/7 = 10,714

**Example 1.6: Revaluation increase (net method)**

A hospital building was purchased for $100,000 with a residual value of $10,000 and was to be depreciated at 10% straight line. After three years, the asset’s net written-down value is $73,000 after accumulated depreciation of $27,000 (based on the net method being applied since acquisition). The asset’s fair value was determined to be $85,000 based on recent published buying prices for items in similar condition and with similar features.

Accounting entries to recognise the revaluation

| Dr                              | Cr                                | Amount  
|---------------------------------|-----------------------------------|---------
| Infrastructure asset            | Asset revaluation surplus         | $12,000 |

To revalue infrastructure asset from $73,000 to $85,000 WDV

| Dr                              | Cr                                | Amount  
|---------------------------------|-----------------------------------|---------
| Depreciation expense            | Accumulated depreciation          | $10,714 |

AASB 116, para 35
Annual depreciation expense subsequent to revaluation \((85,000 - 10,000)/7 = 10,714\)

**Example 1.7: Revaluation decrease (gross method)**

An item of infrastructure asset was purchased for $100,000 with a residual value of $10,000 and was depreciated at 10% straight line. After three years, the asset’s written down value is $73,000 after accumulated depreciation of $27,000. The asset’s fair value was determined to be $50,000 using the depreciated replacement cost technique. The gross replacement cost of the asset, as determined by the valuer, has decreased to $80,000 with the residual value and useful life being assessed as remaining the same.

Accounting entries to recognise revaluation:
- Dr Asset revaluation surplus $23,000
- Cr Infrastructure asset $20,000
- Cr Accumulated depreciation $3,000

To account for the revaluation of infrastructure asset from $73,000 to $50,000 WDV, adjust against the asset revaluation surplus if that class has sufficient credit in the asset revaluation surplus balance. To the extent that the asset revaluation surplus has insufficient credit, this should be recognised as an expense in the Statement of Comprehensive Income.

- Dr Depreciation expense $5,714
- Cr Accumulated depreciation $5,714

Annual depreciation expense subsequent to revaluation \((50,000 - 10,000)/7 = 5,714\)

**Example 1.8: Revaluation decrease (net method)**

An hospital building was purchased for $100,000 with a residual value of $10,000 and was depreciated at 10% straight line. After three years, the asset’s written down value is $73,000 after accumulated depreciation of $27,000 (based on the net method being applied since acquisition). The asset’s fair value was determined to be $50,000 based on recent published buying prices for items in similar condition and with similar features.

Accounting entries to recognise revaluation:
- Dr Asset revaluation surplus $23,000
- Cr Hospital building $23,000

To account for revaluation of major plant and equipment from $73,000 to $50,000 WDV, adjust against asset revaluation reserve if that class has sufficient credit of the asset revaluation surplus balance (to the extent that the asset revaluation surplus credit balance is insufficient, recognise as expense in Statement of Comprehensive Income.

- Dr Depreciation expense $5,714
- Cr Accumulated depreciation $5,714

To account for the annual depreciation until next revaluation: \((50,000 - 10,000)/7 = 5,714\)
1.7 **Summary of assets recognition criteria**

Does the purchase meet the definition of a capitalisable asset? *(Chapter 3.3)*

- **Y**: The item can not be capitalised and should be expensed.

Does the asset meet the capitalisation threshold? *(Chapter 3.1.5)*

Will the item produce future economic benefits? *(Chapter 1.4.1)*

- **Y**: Can the cost be reliably measured?

- **N**: Has the transaction or event giving control occurred?

- **Y**: Is it probable that the future economic benefits will eventuate?

- **N**: Is there a cost or value that can be reliably measured?

- **Y**: Does the estimated value of the item or group exceed the recognition threshold?

- **N**: Recognise an asset in financial statements

- **Y**: Expense the asset

- **N**: Would information regarding the purchase be useful to users of the financial statements?

- **Y**: Disclose relevant information in note to financial statements

- **N**: No disclosure is required
2 **Infrastructure asset accounting**

2.1 **Scope**

2.1.1 **Applicability**

This Policy applies to the accounting treatment for infrastructure assets that arise from Privately Financed Projects.

2.1.2 **Relevant guidance**

This Policy should be read in conjunction with the following guidance:

- AASB 117 Leases
- TPP06-08 Accounting Policy: Accounting for privately financed projects
- TPP 11-01 Lessor Classification of Long-term Land Leases

2.2 **Overview and purpose**

The purpose of this document is to provide the NSW Ministry of Health (the “Ministry”) and the Local Health District (HEALTH ENTITY) with an overview of the required accounting by the HEALTH ENTITY with respect to their involvement in the Privately Financed Projects. The Privately Financed Projects are contractual arrangements between the public sector (Health Infrastructure) and the private sector (“the operator”) in which NSW Infrastructure either arranges for projects to be privately financed or provides existing infrastructure. This document provides illustrative guidance on:

- Nature of infrastructure assets
- Provide guidance on leases associated with Privately Financed Projects (“PFP”)
- Treatment of up-front contributions
- The policy for residual interest associated with infrastructure

The aim of this policy is to provide a consistent approach to accounting for PFPs across all local health districts (“HEALTH ENTITY”).

Infrastructure assets to be recognised must meet the accounting guidelines as described in NSW Treasury’s TPP 06-6 Guidelines for Accounting for Privately Financed Projects (“TPP 06-8”) and TPP 11-01 Lessor Classification of Long-term Land Leases which is based on Australian equivalents to International Financial Reporting Standards (AIFRS).

There is a separate policy on the capitalisation of costs (Chapter 3). To the extent the assets are costs related to capital expenditures, that policy should be used.

2.3 **Policy statement**

Infrastructure assets are defined as assets which comprise public facilities pertaining to the health industry in order to provide essential healthcare services to the public.
The HEALTH ENTITY is required to apply judgement as to what constitutes items of infrastructure assets and is required in applying the recognition criteria based on the HEALTH ENTITY’s specific circumstances.

### 2.4 Application guidance

#### 2.4.1 Nature of the asset

Infrastructure assets are long-life physical asset that consists of an entire system or network (including components), which provides the foundation to support Government services and enhance the productive capacity of the economy. Health Infrastructure is the capital works arm of NSW Health and oversees the planning, design, procurement and construction of health facility investments valued at $10m and above.

An infrastructure asset is primarily stationary in nature, purpose built, with a long useful service life, and associated with a network or system.

The following are examples of items included in the definition of infrastructure:

- Land and buildings
- Roads and Bridges within the hospital grounds
- Water infrastructure and distribution works connected to hospital sites
- Installation of a new digital theatre within a local district hospital
- Expansion of emergency departments (new resuscitation bay or new ambulance bays)
- Water reticulation systems

These assets may arise as a result of a Privately Financed Project (PFP) which is a contractual arrangement under which the private sector is responsible for supplying and operating infrastructure that traditionally would have been provided by the public sector. Under a PFP, the Health Infrastructure team (the concession provider which is termed as “the purchaser”) arranges for the private sector professional service providers and construction contractors (“the operator”) to provide the infrastructure and associated services for an agreed period (“the concession period”). PFPs will normally arise under the following structures:

- **Availability structures** – where the operator builds, operates and finances a project in exchange for a payment stream from the purchaser

- **User pay structures**, where the operator builds, operates and finances a project in exchange for a right to charge users

Under the availability structure, the operator builds and operates the asset and makes the asset available for use. The operator in return receives from the purchaser a fixed payment stream during the operation phase to recover its costs of constructing and operating the asset. The operator has no exposure to demand risk on its initial investment. For example, Health engages a construction contractor to expand and operate a HEALTH ENTITY entity’s emergency department. Health will provide the construction contractor with a fixed payment stream during construction and period of operation to cover the costs of expanding and operating the emergency department.

The user pay structure is where the operator builds and operates an asset but the purchaser has no obligations to make payments to the operator. Instead the purchaser provides the operator with a right to charge users for the asset to recover its investment and hence the operator will incur a demand risk.
We note that user pay structures are not very common for health entities. If you believe these circumstance are met please contact the Ministry of Health Central Finance Team.

**Accounting impact to the purchaser under availability structure vs user pay structure**

<table>
<thead>
<tr>
<th></th>
<th>Availability structure</th>
<th>User pay structure</th>
</tr>
</thead>
<tbody>
<tr>
<td>Initial asset recognition</td>
<td>Asset is recognised when the asset is available for use</td>
<td>No asset is recognised</td>
</tr>
<tr>
<td>Initial asset measurement</td>
<td>Asset measurement is limited to the present value of the liability recognised at inception</td>
<td>No asset to recognise as no liability has been recognised</td>
</tr>
<tr>
<td>Initial liability recognition</td>
<td>Liability exists as the grantor has an obligation to make payments to the operator. Liability is recognised when the asset is available for use</td>
<td>No liability is recognised</td>
</tr>
<tr>
<td>Initial liability measurement</td>
<td>The liability will be recognised at the lower of the minimum lease payments and the fair value of the leased asset</td>
<td>No liability recognised as there are no obligations for the purchaser</td>
</tr>
<tr>
<td>Income recognition</td>
<td>No income recognised</td>
<td>Income and asset recognised either at the end of the concession term or recognised gradually over the concession term</td>
</tr>
<tr>
<td>Timing of recognition</td>
<td>The asset and liability are recognised under leasing principles at commencement of the lease term, which for service concession arrangements is generally when the asset is available for use</td>
<td>Not applicable</td>
</tr>
</tbody>
</table>

The below guidance sets out the accounting treatment for service concession arrangements under the availability structure.

2.4.2 **Accounting for the asset – long term lease with respect to privately financed projects**

The risks and rewards approach is typically adopted which results in a lease accounting approach. This approach involves assessing the risks and rewards of each party to determine whether the purchaser or operator recognises the asset. The asset will be recognised on balance sheet by the entity that is exposed to the majority of the risks and rewards embodied in the asset.

A lease is defined as an agreement whereby the lessor conveys to the lessee, in return for a payment or series of payments, the right to use an asset for an agreed period of time. Paragraph 1 of Interpretation 4 also states that, “an entity
may enter into an arrangement, comprising a transaction or a series of related transactions, that does not take the legal form of a lease but conveys a right to use an asset (e.g. an item of property, plant and equipment) in return for a payment or series of payments”. Such an arrangement could also constitute a lease under AASB 117.

The following factors should be considered in determining whether the purchaser should recognise the asset on their balance sheet:

<table>
<thead>
<tr>
<th>Demand risk</th>
<th>Purchaser should recognise asset</th>
<th>Operator should recognise asset</th>
</tr>
</thead>
<tbody>
<tr>
<td>● Where the PFP payments do not vary substantially with demand or usage of the property, the purchaser will be obliged to pay for the output of capacity of the property (an example is the expansion of a hospital wing which would increase the capacity of the property by way of including more hospital beds) whether or not it is needed. This is evidence that the property is the purchaser’s assets and the purchaser has a liability for it.</td>
<td>● Where the PFP payments will vary proportionately over all reasonably likely levels of demand, the purchaser will not be obliged to pay for the property to the extent it is not needed, the asset should be recorded in the operator’s books.</td>
<td></td>
</tr>
<tr>
<td>● If the purchaser is obliged to pay a minimum amount whether or not it will need the property, and the minimum amount more than covers the cost of the property, then this is evidence that the property is an asset of the purchaser.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Presence of third party revenues</th>
<th>Purchaser should recognise asset</th>
<th>Operator should recognise asset</th>
</tr>
</thead>
<tbody>
<tr>
<td>● Where third party usage is minimal or merely a future possibility, it is more likely the property is an asset of the purchaser – this would be the case where the purchaser in some way guarantees the operator’s income from the property or where there is genuine scope for significant third-party use of the property but the purchaser significantly restricts such use</td>
<td>● A feature of some PFP contracts is that the property is expected to be used by third parties. Where the operator relies on revenues from third parties to cover its property costs then this provides evidence that the property is an asset of the operator.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Who determines the nature of the property</th>
<th>Purchaser should recognise asset</th>
<th>Operator should recognise asset</th>
</tr>
</thead>
<tbody>
<tr>
<td>● Where the purchaser determines the key features of the property and how it is to be operated, bearing the cost</td>
<td>● Where the operator has significant and ongoing discretion over how to fulfil the PFP contract and</td>
<td></td>
</tr>
</tbody>
</table>
## Infrastructure asset accounting

<table>
<thead>
<tr>
<th>Purchaser should recognise asset</th>
<th>Operator should recognise asset</th>
</tr>
</thead>
<tbody>
<tr>
<td>implications of any changes to the method of operation, there is evidence that the property is the asset of the purchaser.</td>
<td>makes the key decision on what property is built and how it is operated, bearing the consequent costs and risks would indicate that the property is the operator’s asset</td>
</tr>
</tbody>
</table>

### Penalties for under-performance or non-availability

- Where potential penalties (to the operator which may occur due to operator’s fault) are either not significant or unlikely to occur, then the property is an asset of the purchaser
- If the penalty mechanism has the effect that the operator’s profits associated with the property is subject to significant potential variation, then this is evidence that the property is an asset of the operator.

### Potential changes in relevant costs

- The contract may have the effect that any significant future cost increases can be passed on to the purchaser, which would be evidence that the property is an asset of the purchaser
- Where the operator’s costs are both significant and highly uncertain and there is no provision for cost variations to be passed on to the purchaser, this supports that the property is an asset of the operator

### Obsolescence, including the effects of changes in technology

- Where the potential for obsolescence or changes in technology are significant and is borne by the purchaser, the purchaser should recognise the asset
- Where the potential for obsolescence or changes in technology are significant and is borne by the operator, the operator should recognise the asset

### The arrangements at the end of the contract and residual value risk

- **Purchaser bears the residual risk where**
  - Purchaser will purchase the property for a substantially fixed or nominal amount at the end of the contract
  - The property will be transferred to a new operator, selected by the
- **Where the operator bears the residual value risk by:**
  - Retaining the property at the end of the PFP contract or
  - The property will be transferred to the purchaser or another operator at the prevailing
Where it is concluded that the public sector purchaser has an asset of the property and a liability to pay for it based on the risks and rewards approach, these should be recognised in its balance sheet under a finance lease arrangement, since this would reflect the purchaser’s financial obligation as the lessee to the operator, and the ability for the purchaser to control the use of the asset and receive substantially all of the asset’s benefits.

Where it is concluded that the public sector purchaser does not have an asset of the property, there may be other assets or liabilities that require recognition—these could arise in situations with up-front contributions (refer to 2.4.4 below), the residual interest in the infrastructure (refer to 2.4.5 below) and associated leases of land (refer to 2.4.6 below).

### 2.4.3 Accounting for the asset – PPE

The below sets out the accounting under the availability structure arrangement where the HEALTH ENTITY as the purchaser is the lessee in the privately financed project arrangement and has an asset of the property and a liability to pay for it.

#### Determining the commencement date to recognise a component of the PFP

The commencement date is defined as the date from which the lessee is entitled to exercise its right to use the leased assets and is the date of initial recognition of the lease (ie the recognition of assets, liabilities, income or expenses resulting from the lease).

#### Example 2.1: Expansion of aged care and rehabilitation unit

A project pertaining to the expansion of an aged care and rehabilitation unit is to be constructed over a period of two years from August 2016 to August 2018. As part of the expansion, there is a new unit will house 50 new sub-acute rehabilitation beds. Further, as part of the expansion, works are required to upgrade an electricity substation to support the increased scale of the aged care and rehabilitation unit. The work on the electricity substation is expected to complete in January 2017 as part of the construction phase. As part of the project there are other works such as new and refurbished gym areas for allied health therapies, pleasant garden outlook and new meeting and interview rooms to be added which will not complete until August 2018. The HEALTH ENTITY has made up-front contributions to the construction company responsible for conducting the main works to upgrade the electricity substation to support the expansion of the aged care and rehabilitation unit.
How should the above be accounted for?

The HEALTH ENTITY would recognise the asset pertaining to the expanded substation and the related liabilities in January 2017 when the upgrade of the electricity substation in supporting the expansion of the aged care and rehabilitation unit is completed and ready for use. In accordance with the lease standard, there is no requirement for the HEALTH ENTITY to recognise the assets or the related liabilities pertaining to the expansion of the aged care and rehabilitation unit until they are able to exercise their right to use the expanded unit by making the units available for the public to use.

Accounting Entries

January 2017 (completion of electricity substation)

Dr Property, Plant & Equipment (electricity substation)  
Cr Lease Liability

August 2018 (when made available for the public to use)

Dr Property, Plant & Equipment (aged care and rehabilitation unit)  
Cr Lease Liability

Classification of lease as finance lease vs operating lease

Under AASB 117, the following situations would normally lead to a lease to be classified as a finance lease (and hence recognised as an asset and liability in the purchaser’s balance sheet):

- The lease transfers ownership of the asset to the lessee by the end of the lease term
- The lessee has the option to purchase the asset at a price that is expected to be sufficiently lower than the fair value at the date the option becomes exercisable for it to be reasonably certain that the option will be exercised
- The lease term is for the major part of the economic life of the asset, even if title is not transferred
- At inception of the lease, the present value of the minimum lease payment amounts to at least substantially all of the fair value of the leased asset
- The leased assets are of such a specialised nature such that only the lessee can use them without major modifications being made

Taking into consideration of the following:

- The HEALTH ENTITY will set out the specifications and conditions with respect to the construction of infrastructure assets
- The infrastructure assets will be used entirely for the benefit of the HEALTH ENTITY in delivering services to the public
- The HEALTH ENTITY will be paying for the infrastructure assets

The above arrangement indicates that the HEALTH ENTITY has the right to use the infrastructure assets

Measurement of the lease asset and lease liability on initial recognition

AASB 117, para 10
At inception of the lease, the leased asset and liability at the commencement of the lease term is at the fair value of the leased assets, or if lower, the present value of the minimum lease payments each determined at the inception of the lease. Any initial direct costs of the lessee (the HEALTH ENTITY) are added to the amount recognised as an asset.

The initial direct costs are defined as incremental costs that are directly attributable to negotiating and arranging a lease. Under this definition as such, only incremental costs may be treated as initial direct costs. An example of the initial direct costs could include commissions, legal costs and brokerage fees. Costs that are not considered both directly attributable and incremental should be expensed in the statement of comprehensive income.

The minimum lease payments for a lessee (the HEALTH ENTITY) are the payments over the lease term that the HEALTH ENTITY is required to make, excluding contingent rent, costs for services and taxes to be paid by and reimbursed to the operator (as the lessor), together with any amounts guaranteed by the HEALTH ENTITY. In addition, if the HEALTH ENTITY has an option to purchase the asset at a price that makes it reasonably certain, at the inception of the lease, that the option will be exercised, the HEALTH ENTITY should include the payment to exercise the option in its calculation of the minimum lease payments. If it is not reasonably certain that the option will be exercised, any penalty for non-exercise should be included in the minimum lease payments. The discount factor which is the interest rate implicit in the lease should be used in calculating the present value of the minimum lease payment.

The initial value of lease liability recognised at lease commencement is equal to the value of the lease asset (excluding the initial direct costs).

Subsequent measurement

An asset leased under the finance lease should be depreciated over the shorter of the lease term and its useful life, unless there is reasonable certainty that the HEALTH ENTITY will obtain ownership of the asset by the end of the lease term – in which case it should be depreciated over its useful life. The depreciation policy used should be consistent with the policy as noted in Chapter 1.

2.4.4 Treatment of contributions

In relation to up-front contributions, the accounting treatment of whether the asset should be recognised by the HEALTH ENTITY depends on whether the contributions give rise to future benefits to the HEALTH ENTITY. If the contributions of property by the purchaser results in lower service payments, the carrying amount of the contributed property should be reclassified as a prepayment and subsequently charged as an operating cost over the period of the reduced payments.

If the contribution does not give rise to a future benefit for the purchaser, then it should be charged as an expense when the contribution is made.

2.4.5 Treatment of residual interest

In some PFP arrangements, all or part of the property will pass to the purchaser at the end of the contract. Where the contract specifies that this transaction should take place at market value at the date of transfer, no accounting is required until the date of transfer, as this represents future capital expenditure for the purchaser.
The accounting treatment with respect to residual interest in the infrastructure will depend on the amount at which the infrastructure asset will transfer to the purchaser at the end of the PFP. Where the contract specifies the amount (including zero) at which the property will be transferred to the purchaser at the end of the contract, any difference between the amount and the expected fair value of the residual estimated at the start of the contract. Any difference must be built up over the life of the contract in order to ensure a proper allocation of payments made between the cost of services under the contract and the acquisition of the residual. At the end of the contract the accumulated balance (whether positive or negative), together with any final payment, should exactly match the originally estimated fair value of the residual.

**Example 2.2: Accounting for difference in residual value to the contracted residual amount**
The expected residual value at the end of a 30 year PFP arrangement is $20m. However the PFP arrangement specifies that $30m should be paid by the purchaser for that residual at that date.

**How should the above be accounted for?**
The credit balance of $10m should be accrued over the life of the contract, with the corresponding charge each year being recorded as an expense. The payment of $30m at the end of the contract will extinguish the $10m balance and establish an asset of $20m which represents the value of the residual.

### 2.4.6 Treatment of associated leases of land

PFPs often involve the public sector purchaser leasing land to a private sector operator, invariably at a nominal rental for the duration of the concession period. The characteristic of land is that it normally has an indefinite life and, if title is not expected to pass to the lessee at the end of the lease term, the lessee normally does not receive substantially all of the risks and rewards incidental to ownership in which case the lease of land will be an operating lease.

However for land lease in connection with a PFP, the land lease is normally for a finite term until the end of the concession period and hence the private sector operator would not receive substantially all of the risks and rewards of ownership of the land. For the operator, the lease should be treated as an operating lease.

For the public sector purchaser (the HEALTH ENTITY), the purchaser would be regarded as the lessor and hence the HEALTH ENTITY should account for the leased land at its fair value in accordance with the accounting policy TPP 14-01 Valuation of Physical Non-current Assets at Fair Value (refer to Chapter 4).

As per TPP11-01 Lessor classification of long-term land leases, given the indefinite economic life of land, this would suggest that the HEALTH ENTITY (as the lessor) would retain significant risks and rewards incidental to its ownership after the expiry of the lease term. However at lease inception when the lease is required to be classified, the present value of such risks and rewards in a long term lease will be insignificant.

On the above basis, the policy would require the HEALTH ENTITY as the lessor to classify the long-term land lease as a finance lease, if it transfers to the lessee substantially all the risks and rewards incidental to ownership of the land.

A lease will transfer substantially all of those risks and rewards to the lessee if, at the inception of the lease, the present value of:
The minimum lease payments amount to at least substantially all of the fair value of the leased land, and
The lessor’s residual risks and rewards after the end of the lease term is not significant

This will typically be the case where the lease term is 50 years or more.

**Accounting impact on prepaid leases**

At inception of a long-term land lease, the lessee often prepays all of the lease payments. A prepaid lease classified as a finance lease will effectively be accounted for as a sale. At inception of the lease, the lessor will derecognise the land and recognise the associated gain or loss on disposal.

**General lease accounting**

For full consideration of lease accounting refer to Chapter 14.
3 Capitalisation of costs

3.1 Scope

3.1.1 Applicability

This Policy applies to the identification and disclosure of capitalised costs within NSW Ministry of Health ("the Ministry").

3.1.2 Relevant guidance

This Policy should be read in conjunction with the following guidance:

- AASB 116 Property, plant and equipment
- TPP 06-06 Accounting Policy: Guidelines for capitalisation of expenditure on property, plant and equipment

3.2 Overview and purpose

The purpose of this document is to provide Health entities with illustrative guidance on when expenditure should be capitalised or expensed and on the measurement and elements of cost.

Expenditure to be capitalised must meet the accounting capitalisation criteria as described in TPP 06-06 Guidelines for capitalisation of property, plant and equipment ("TPP 06-06") which is based on Australian equivalents to International Financial Reporting Standards (AIFRS).

3.3 Policy statement

An asset is defined as a resource controlled by the entity as a result of past events and from which future economic benefits are expected to flow to the entity.

3.4 Application guidance

3.4.1 Asset definition

Assets are resources controlled by the entity as a result of past events and from which future economic benefits are expected to flow to the entity:

- Control – the HEALTH ENTITY controls an asset if it has the power to obtain future economic benefits flowing from the resource and to restrict the access of others to those benefits. Legal ownership is not required for HEALTH ENTITY to have control, and therefore obtain future economic benefits, of the asset.

- Past event – will generally be the purchase of the asset, however other transaction or events can generate assets for example a project to develop and build an asset or entering into a finance lease.

- Future economic benefit – benefits can take the form of cash flows or provision of goods and services in accordance with the objectives of the HEALTH ENTITY that will arise over multiple reporting periods, such as fees received for the provision of health services. This is normally achieved only...
when the risks and rewards of the asset have passed to the HEALTH ENTITY, that is, when an unconditional and irrevocable contract is put in place. In practice, the transfer of risks and rewards often occurs when the asset is delivered or when completion certificate issued for a new constructed asset.

Meanwhile, expenses encompasses losses as well as those expenses that arise in the course of the ordinary activities of the entity. They usually take the form of an outflow or depletion of assets.

### 3.4.2 Initial measurement of costs and threshold

In addition to the recognition criteria under Chapter 1, the following thresholds should be noted in determining whether the HEALTH ENTITY should capitalise costs incurred:

- Physical non-current asset or parts of an asset costing more than $10,000 individually (or $50,000 for software) should be capitalised.

- Assets or parts of an asset with acquisition cost less than $10,000 (or $50,000 for software) should be charged as an expense in the period when the asset was first acquired.

- The costs of assets or parts of an asset that form part of a network (such as electricity plant, water network, etc. which consist of several parts, with each parts are required for the asset to function as a whole) should be aggregated together when applying the capitalisation threshold.

#### Summary of capitalisation threshold

<table>
<thead>
<tr>
<th>Asset Class</th>
<th>Asset recognition threshold</th>
</tr>
</thead>
<tbody>
<tr>
<td>Land</td>
<td>Recognised regardless of cost</td>
</tr>
<tr>
<td>Buildings</td>
<td>$10,000</td>
</tr>
<tr>
<td>Infrastructure</td>
<td>$10,000</td>
</tr>
<tr>
<td>Plant and Equipment</td>
<td>$10,000</td>
</tr>
<tr>
<td>Intangible assets</td>
<td>$10,000</td>
</tr>
<tr>
<td>Software</td>
<td>$50,000</td>
</tr>
</tbody>
</table>

### 3.4.3 Elements and measurement of costs

The cost of an item of property, plant and equipment comprises of the following elements:

- a) its purchase price, including import duties and non-refundable purchase taxes, after deducting trade discounts and rebates

- b) directly attributable costs of bringing the asset to the location and condition necessary for it to be capable of operating in the manner intended;

- c) The initial estimate of costs of dismantling and removing the item and restoring the site on which it is located, the obligation for which an entity incurs either when the item is acquired or as a consequence of having used the item during a particular period for purposes other than to produce inventories during that period.
Examples of directly attributable costs include the following:

- Costs of site preparation (such as the preparation of a site for construction of new hospital ward)
- Initial delivery and handling costs (eg the delivery cost associated with an MRI scanner)
- Installation and assembly costs (costs incurred by the manufacturer or a specialists installing the medical device ready for use)
- Professional fees (such as stamp duty or legal fees associated with the acquisition of a building)
- Costs of employee benefits which arose from construction of the item
- Costs of testing whether the asset is functioning as intended, after deducting net proceeds from selling any items produced while bringing the asset to that location and condition

**Specific guidance for directly attributable costs:**

**What professional fees can be capitalized?**

External professional fees incurred in finding a suitable asset can be capitalised. External professional fees should only be capitalised as part of the cost of an asset where they relate directly to the acquisition or construction of the asset (such as infrastructure assets). Costs on speculative projects or aborted projects should not be capitalised. Other fees incurred in acquiring the asset such as fees and stamp duty would be included in the cost of an asset.

<table>
<thead>
<tr>
<th>Example of costs</th>
<th>Are costs directly attributable</th>
<th>Reason</th>
</tr>
</thead>
<tbody>
<tr>
<td>Legal fees</td>
<td>Yes</td>
<td>Legal fees incurred with respect to acquiring an asset would be included in the cost of an asset.</td>
</tr>
<tr>
<td>Stamp duty</td>
<td>Yes</td>
<td>Stamp duties incurred with respect to acquiring an asset such as property would be included in the cost of an asset.</td>
</tr>
<tr>
<td>Feasibility costs</td>
<td>Yes – but can only be recognised when feasibility is established and probability criterion has been met</td>
<td>If the feasibility costs are incurred on a project which is still uncertain, then it is not certain that the future economic benefit will flow to the HEALTH ENTITY. Therefore costs cannot be capitalised until feasibility is established and it is probable that the future economic benefit will flow to the entity.</td>
</tr>
<tr>
<td>Development costs</td>
<td>Yes</td>
<td>Qualifying costs are capitalised</td>
</tr>
</tbody>
</table>
Example of costs | Are costs directly attributable | Reason
--- | --- | ---
Site preparation | Yes | Site preparation in relation to a specific site selected can be capitalised. Site preparation for a site not eventually selected cannot be capitalised since these costs are not directly attributable to the developed site.
Labour costs | Yes | Labour costs associated with bringing the asset to its intended use (such as programmers to test and customize medical equipment) are directly attributable costs and should be capitalised.
Project manager cost | Yes – only as much as % of time allocated to the related project | Project Manager usually is totally dedicated with the specific project development and as such should be capitalised. When the commitment is less than 100%, the capitalised portion will need to be pro-rate accordingly.

### Treatment of incremental costs

Where the incremental costs were incurred in acquiring a new asset, if these incremental costs did not bring the asset into the location and condition necessary for it to be capable of operating in the manner intended by management. An example of this includes the costs of retraining employees which cannot be capitalised since the HEALTH ENTITY does not have control over the employees and the recognition criteria has not been met in this instance.

**Example 3.1: Treatment of labour costs including oncosts such as superannuation**

Hospital A has acquired medical equipment and is capitalising labour costs of their software engineer who will be customizing/programming the medical equipment to bring the medical equipment to its working condition. The software engineer will dedicate 10% of his/her time to this project. The software engineer will also have oncosts such as superannuation contribution. What costs should be capitalised?

Costs that are directly attributable to bringing the medical equipment into the location and condition necessary to be capable of operating in the manner intended should be capitalised. Hence 10% of the software engineer’s labour costs including their related oncosts are regarded as directly attributable to the medical equipment and therefore should be capitalised. Superannuation is part of his/her employment cost and should be capitalised in this context.

**Example 3.2: New hospital wing**

The HEALTH ENTITY wants to expand its hospital by adding a new wing. The HEALTH ENTITY took three months preparing a business case prior to submission for approval. During this period, the following is incurred:

- $50,000 in environmental studies
- $25,000 in social studies
- $20,000 economic appraisal
- $30,000 financial appraisal
Capitalisation of costs

These costs include external experts to assist with each study as well as the HEALTH ENTITY’s internal resources.

On 1 July 2016, the business case was approved. Immediately the HEALTH ENTITY initiates the preparation of the land where the hospital wing will be built. A landscaping company has been contracted to prepare the site for construction. The cost of site preparation is $200,000.

The HEALTH ENTITY submits a purchase order for the initial construction materials. The invoice includes $600,000 of materials and $60,000 in delivery costs. Equipment was also required to be hired to facilitate the building project costing $200,000.

ABC Engineering was contracted to construct the new hospital wing, the total cost of which includes the engineers, architecture design and labour per the contract is $5,000,000.

A second purchase order for materials has been placed in the amount of $1,250,000 plus delivery costs in the amount of $125,000.

The construction is estimated to take two years and the HEALTH ENTITY will have a full time project manager totally dedicated to overseeing the building of the new hospital wing.

The CFO is responsible for overseeing the execution of a number of projects within the HEALTH ENTITY, as part of their general responsibilities. It is estimated that approximately 10% of their time each week is generally spent on steering committee meetings, reviewing business cases or understanding the status of projects.

Costs of $5,000 were also incurred in obtaining all the necessary inspections (building / fire certificates). Cleaning costs for the new hospital wing are $5,000 per month.

What of the above can be capitalised?

The cost of adding a new wing to the hospital should be capitalised. The additional rooms increase the servicing capacity with the future economic benefits of patient fees flowing to the HEALTH ENTITY, the cost of which can be reliably measured. By contrast, the cost of cleaning the patient rooms is a period cost of servicing the hospital and should be expensed as incurred. The table below sets out the specific costs which can be capitalised.

<table>
<thead>
<tr>
<th>Expenditure</th>
<th>Amount</th>
<th>Capitalise</th>
<th>Expense</th>
</tr>
</thead>
<tbody>
<tr>
<td>Environmental study</td>
<td>$50,000</td>
<td>X</td>
<td>✓</td>
</tr>
<tr>
<td>Social study</td>
<td>$25,000</td>
<td>X</td>
<td>✓</td>
</tr>
<tr>
<td>Economical appraisal(*)</td>
<td>$20,000</td>
<td>X</td>
<td>✓</td>
</tr>
<tr>
<td>Financial appraisal(*)</td>
<td>$30,000</td>
<td>X</td>
<td>✓</td>
</tr>
<tr>
<td>Site preparation</td>
<td>$200,000</td>
<td>✓</td>
<td>X</td>
</tr>
<tr>
<td>Materials</td>
<td>$600,000</td>
<td>✓</td>
<td>X</td>
</tr>
</tbody>
</table>
## Capitalisation of costs

<table>
<thead>
<tr>
<th>Expenditure</th>
<th>Amount</th>
<th>Capitalise</th>
<th>Expense</th>
</tr>
</thead>
<tbody>
<tr>
<td>Delivery costs</td>
<td>$60,000</td>
<td>✓</td>
<td>X</td>
</tr>
<tr>
<td>Equipment hire</td>
<td>$200,000</td>
<td>✓</td>
<td>X</td>
</tr>
<tr>
<td>Engineers and Labours</td>
<td>$5,000,000</td>
<td>✓</td>
<td>X</td>
</tr>
<tr>
<td>Second Materials</td>
<td>$1,250,000</td>
<td>✓</td>
<td>X</td>
</tr>
<tr>
<td>Delivery costs</td>
<td>$125,000</td>
<td>✓</td>
<td>X</td>
</tr>
<tr>
<td>50% of Project Manager’s salaries &amp; costs</td>
<td>$110,000</td>
<td>✓</td>
<td>X</td>
</tr>
<tr>
<td>Cost of statutory required certificates</td>
<td>$5,000</td>
<td>✓</td>
<td>X</td>
</tr>
<tr>
<td>CFO costs</td>
<td>$90,000</td>
<td>X</td>
<td>✓</td>
</tr>
<tr>
<td>Cleaning costs</td>
<td>$5,000</td>
<td>X</td>
<td>✓</td>
</tr>
</tbody>
</table>

(*) As defined in the NSW treasury Guidelines for Business Cases.

With respect to the labour costs, the project manager is totally dedicated to that specific project development, their salaries, superannuation contributions, paid annual leave and sick leave, annual bonuses or even non cash benefits such as cars should be included in the cost of the new hospital wing. If the project manager was not 100% dedicated to the project but say only 50% dedicated to the project, then only 50% of the costs of that project manager can be capitalised.

However, for the CFO, their time is not contributing to the creation of the asset. Hence, their time cannot be capitalised, and must be expensed as normal. This would be true for other staff members who have some level of oversight but are not part of the core project team.

The HEALTH ENTITY can only capitalise costs which are directly attributable to the cost of the new or in this case redevelop/significantly upgrade the building. Any cost which falls outside of this definition, such as any relocation costs or rent, may not be capitalised and must be expensed. Also any costs which arise before the final decision has been made to redevelop the property, such as environmental and social studies, tendering for and selecting service providers, plus any appraisals must be expensed as they are not directly attributable to the cost of the redevelopment. Any cost incurred after the final decision has been made to redevelop the property shall be capitalised according to these capitalisation requirements to the extent it does not changed the decision to redevelop the property.

Any costs of day-to-day servicing, repair or maintenance of the property or equipment cannot be capitalised.

### Example 3.3: Redevelopment of a hospital administrative block

The HEALTH ENTITY has an existing property which is outdated and in desperate need of repairs. The decision is made not to fix, but instead to knock it down and redevelop. During the redevelopment period, the HEALTH ENTITY moves the operations of the administrative block of the hospital to another temporary site. The following incremental costs will be incurred for the relocation:

- $50,000 to install equipment in the new location
- $150,000 to rent and
Capitalisation of costs

- $30,000 relating to removal costs to transport the equipment from its location to the new temporary location.

Cost of redevelopment is $825,000 per the contract which includes architecture, design, materials, labour costs related to the workers completing the redevelopment and a new fit-out for $225,000 plus $30,000 delivery and assembly costs. During the redevelopment of the property, the HEALTH ENTITY will have a project manager who will dedicate 50% of their time to this project (total cost $130,000).

The construction of the building is completed twelve months later. Included in the capital budget is a morning tea, to celebrate the opening of the building which cost $15,000.

What of the above can be capitalised?

Because the project manager is only 50% dedicated to that specific project execution, only 50% of their salaries, superannuation contributions, paid annual and sick leave, annual bonuses or even non-cash benefits such as cars and subsidised goods or services (e.g. accommodation, petrol, mobile phone, etc.) should be included in the cost of the property.

On the other hand, the costs incurred in moving to a temporary location do not enhance the value of the new asset being built, and therefore cannot be capitalised and must be expensed.

<table>
<thead>
<tr>
<th>Expenditure</th>
<th>Amount</th>
<th>Capitalise</th>
<th>Expense</th>
</tr>
</thead>
<tbody>
<tr>
<td>Set-up costs of equipment</td>
<td>$50,000</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Rent</td>
<td>$150,000</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Moving costs</td>
<td>$30,000</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Redevelopment Costs (inc preliminaries)</td>
<td>$825,000</td>
<td>✓</td>
<td>X</td>
</tr>
<tr>
<td>Fit-out</td>
<td>$225,000</td>
<td>✓</td>
<td>X</td>
</tr>
<tr>
<td>Delivery and assembling costs</td>
<td>$30,000</td>
<td>✓</td>
<td>X</td>
</tr>
<tr>
<td>50% of Project Manager’s salaries &amp; costs</td>
<td>$65,000</td>
<td>✓</td>
<td>X</td>
</tr>
<tr>
<td>Morning tea</td>
<td>$15,000</td>
<td>X</td>
<td>✓</td>
</tr>
</tbody>
</table>

Measurement of cost

Property, plant and equipment that qualifies for recognition as an asset must be measured at its cost. However with not for profit entities, where an asset is acquired at no cost or for a nominal cost, the cost is measured at its fair value as at the date of acquisition.

Additional guidance on inter-health assets transfer

Any capital project that the HEALTH ENTITY had will be managed by Health Infrastructure (HI). Regularly HI will transfer the cost incurred to the HEALTH ENTITY for further capitalisation assessment.
Example 3.4: Transfer of WIP from HI to HEALTH ENTITY

On 14 March 20X1, A received a grant from the Ministry for a total of $50 million for a development of a hospital. At the end of the month, total WIP incurred for the related project was $15 million. HI transfers this to A.

From HI perspective

1) Ministry will provide HI with the grant of $20 million

\[
\begin{align*}
\text{Dr. Cash} & \quad \text{\$20 million} \\
\text{Cr. Subsidy} & \quad \text{\$20 million}
\end{align*}
\]

2) Recognition of project cost incurred to date

\[
\begin{align*}
\text{Dr. WIP - Project cost A} & \quad \text{\$20 million} \\
\text{Cr. Cash} & \quad \text{\$20 million}
\end{align*}
\]

3) Transfer of WIP to A at the end of the month

\[
\begin{align*}
\text{Dr. Subsidy} & \quad \text{\$20 million} \\
\text{Cr. WIP - Project cost A} & \quad \text{\$20 million}
\end{align*}
\]

From HEALTH ENTITY A perspective

A only record the WIP when this have been transfers by HI. A will need to assess the appropriateness of such capitalisation before recognised the amount transferred as WIP. For example out of the $20 million amount transferred only $15 million could be capitalised, the remaining amount will then need to be expensed as incurred.

\[
\begin{align*}
\text{Dr. WIP} & \quad \text{\$15 million} \\
\text{Dr. Expenses} & \quad \text{\$5 million} \\
\text{Cr. Subsidy} & \quad \text{\$20 million}
\end{align*}
\]

3.4.4 Subsequent treatment - enhancements

The HEALTH ENTITY should assess whether there are future economic benefits when identifying the asset by considering the service capacity (where it meets increases in demand), service quality (improvement in the quality or standard of services provided) and useful life when assessing the expenditure.

Subsequent costs can only be accounted for as an enhancement if they effectively and materially increase the asset’s useful life.

<table>
<thead>
<tr>
<th>Example</th>
<th>Can costs be capitalised</th>
<th>Reason</th>
</tr>
</thead>
<tbody>
<tr>
<td>Extension to hospital ward</td>
<td>Yes</td>
<td>Creation of service capacity - effective if it meets increases in demand from patients</td>
</tr>
<tr>
<td>Refurbishment of the interior furnishings of a hospital ward</td>
<td>Yes</td>
<td>Enhancement in service quality which represents an enhancement to extend the life of the existing asset, being the fit out of the hospital ward</td>
</tr>
</tbody>
</table>
### Capitalisation of costs

<table>
<thead>
<tr>
<th>Example</th>
<th>Can costs be capitalised</th>
<th>Reason</th>
</tr>
</thead>
<tbody>
<tr>
<td>Aesthetic improvement to an asset such as hospital ward</td>
<td>No</td>
<td>Aesthetic improvement does not result in creation of service capacity or service quality and hence would not be recognised as an asset</td>
</tr>
<tr>
<td>Rectification of breakdown in equipment</td>
<td>No</td>
<td>Repair and maintenance does not extend an asset’s useful life but only allows the existing useful life of the asset to be realized</td>
</tr>
<tr>
<td>Spare parts and servicing equipment</td>
<td>No</td>
<td>These are usually carried as inventory and recognised in profit or loss as consumed</td>
</tr>
<tr>
<td>Replacement of components</td>
<td>No</td>
<td>For specialised assets, significant components with different estimated useful lives are separately identified for accounting purposes. Deciding whether expenditure on asset components should be capitalised follow the same process outlined for assets above. Refer to 3.4.5 below.</td>
</tr>
<tr>
<td>Overhauls/refurbishments (also refer to Chapter 15 – Provisions)</td>
<td>Maybe – if asset recognition criteria is met</td>
<td>Some items of PP&amp;E may have parts which require replacement at regular intervals. The HEALTH ENTITY should recognise the cost of replacing part of such an item in the carrying amount of PP&amp;E when the cost is incurred only if the asset recognition criteria is met.</td>
</tr>
<tr>
<td>Regular major inspections</td>
<td>Maybe – if asset recognition criteria is met</td>
<td>When each major inspection is performed, its cost is recognised as a replacement in the carrying amount of the item of P&amp;E if the recognition criteria are satisfied</td>
</tr>
</tbody>
</table>

As a general rule, costs relating to maintenance and repairs of items of property, plant and equipment do not qualify for capitalisation and should be expensed as incurred.

**Example 3.5: Generators annual maintenance**
The HEALTH ENTITY is preparing a business case for the annual maintenance of generators installed in the hospital wings. The HEALTH ENTITY incurred upfront costs in preparing the business case prior to submission for approval. The following costs were incurred:
- $2,000 in economic appraisal
- $3,000 financial appraisal
- $5,000 tendering for and selecting the service provider

All these costs include external experts to assist with each study as well as the Department’s internal resources.
ABC Generators were selected to perform the work. The HEALTH ENTITY incurred the following costs:
- $40,000 in professional fees paid to ABC Generators
- $15,000 in minor parts replacement
- $10,000 in general repairs

During the inspection one of the generators at Liverpool Hospital was identified as broken beyond repair and had to be replaced. A new generator was acquired and the HEALTH ENTITY incurred the following costs:
- $68,000 for a new generator
- $3,000 in delivery fees
- $5,000 in professional fees paid to ABC Generators to install the new equipment

What of the above can be capitalised?

The costs related to the annual maintenance cannot be capitalised because the maintenance is intended to keep the generators able to fulfil its useful life rather than extending it. Costs to qualify for capitalisation must relate to the replacement of major parts that ultimately results in extension of useful life.

The cost of the new generator, the delivery fees and professional fees paid to the generator installed should be capitalised.

The table below details which of the specific costs can and cannot be capitalised:

<table>
<thead>
<tr>
<th>Expenditure</th>
<th>Amount</th>
<th>Capitalise</th>
<th>Expense</th>
</tr>
</thead>
<tbody>
<tr>
<td>Economic appraisal</td>
<td>$2,000</td>
<td>X</td>
<td>✓</td>
</tr>
<tr>
<td>Financial appraisal</td>
<td>$3,000</td>
<td>X</td>
<td>✓</td>
</tr>
<tr>
<td>Tendering for and selecting service provider</td>
<td>$5,000</td>
<td>X</td>
<td>✓</td>
</tr>
<tr>
<td>Maintenance professional fees</td>
<td>$40,000</td>
<td>X</td>
<td>✓</td>
</tr>
<tr>
<td>Replacement of minor parts</td>
<td>$15,000</td>
<td>X</td>
<td>✓</td>
</tr>
<tr>
<td>General repairs</td>
<td>$10,000</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>New Generator</td>
<td>$68,000</td>
<td>✓</td>
<td>X</td>
</tr>
<tr>
<td>Delivery costs for new generator</td>
<td>$3,000</td>
<td>✓</td>
<td>X</td>
</tr>
<tr>
<td>Professional fees for installation of generator</td>
<td>$5,000</td>
<td>✓</td>
<td>X</td>
</tr>
</tbody>
</table>

3.4.5 Subsequent treatment – asset replacement

The replacement of an asset must be capitalised if the recognition criteria are satisfied. If the major parts of an asset has a useful life materially different from the main asset, each part is depreciated over the shorter of its useful life and the asset’s useful life.

AASB 116, para 7, 13 & 14
Capitalisation of costs

Complex assets such as infrastructure assets may comprise a number of major parts which have different useful lives and may be replaced during the useful life of the complex asset.

The replacement of physical parts of assets, such as the roof of a building, or the interior walls of a hospital wall may have to be replaced. In such scenarios, the carrying amount of the replacement part should be recognised while the carrying amount of the part being replaced should be derecognised.

Where it is not possible to determine the carrying amount of the replaced part of an item of assets, best estimates are required. Entities could use the cost of the new part to estimate the cost of the replaced part at the time of its acquisition or construction. This may involve using the replacement cost of the component, indexed back to the original component’s inception and adjusted for any subsequent depreciation and impairment.

Where an asset has been revalued, the value will be apportioned over the significant components already recognised for separate depreciation. Judgment is required to determine the most appropriate method to achieve that apportionment and the treatment of any revaluation surplus thus created.

**Example 3.6: Trade-in equipment which reduce the cost of a new items**

See below example in regards to an item of P&E that have been advised they are getting a trade in amount for an asset valued $700. The carrying value of the old assets was $200 and valued at $100.

**How to account for it?**

**Disposal of the old asset**

Dr. Accm depreciation (assets disposal) $300  
Dr. P&E Sale proceeds $100  
Dr. Loss on disposal $100  
Cr. Assets disposal $500

**Recognition of the new assets**

Dr. WIP/Asset $700  
Cr. P&E Sale proceed $100  
Cr. Creditor control $600

**Example 3.7: Intra Health Asset Transfers**

When an asset is transferred between two Health Entities the following process needs to be taken so the asset is correctly removed from one health entity and then correctly recognised in the new controlling entity.

As an example, assume on 31 March 20X1, entity A bought new equipment at a total of $48 million. The useful life of this equipment is 4 years (straight line) with no residual value. As of 30 Jun 20X1, this equipment will be transferred to Children Network with no cash payment involved. Total depreciation incurred to 30 Jun 20X1 is $3 million.
Capitalisation of costs

How to account for it?

Entity A level

Entity A will removes the asset from at its written down value to reflect the carrying value as of transfer date with a contract account to intra health asset in kind expense.

Dr. P&E Intra Health Transfers $48 million
Cr. P&E Dep W/Back Intra Health Transfers $3 million
Cr. Intra Health Asset in Kind Revenue $45 million

Children network level

Children network will recognises the new asset at it’s written down value in the GL to reflect the latest carrying value with a contra account of intra health asset in kind revenue account.

Dr. Intra Health Asset in Kind Expense $45 million
Dr. P&E Dep W/Back Intra Health Transfers $3 million
Cr. P&E Intra Health Transfers $48 million

These entries will all eliminate on consolidation at a state level, if the entries are taken up as above. The written down value of the asset will still only be reflected once in the consolidated financial statements.

3.4.6 Capitalisation guidance based on project life-cycle

Refer to capitalisation guidance below for treatment on various cost depending on the project life-cycle for capital upgrade or new capital.

Summary of Accounting Treatment of Capital Upgrades

<table>
<thead>
<tr>
<th>PHASE</th>
<th>STEPS</th>
<th>COST ITEMS</th>
<th>ACCOUNTING TREATMENT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Phase 1 – Application for Capital Upgrade Funding</td>
<td>Preparation of Strategic Asset Management Plan</td>
<td>Staff costs: - Project team - Everyday operational</td>
<td>Expense Expense</td>
</tr>
<tr>
<td>Phase 2 - Forward Design</td>
<td>Engage Project Director/Manager</td>
<td>Staff costs: - Project team - Everyday operational - Procurement costs: - Project Management costs - Travel costs</td>
<td>Capitalise Expense Capitalise</td>
</tr>
<tr>
<td></td>
<td>Design Agent produces the required design documents</td>
<td>Architectural / Design Consultant costs Quantity Surveyor costs Specialist Consultant costs Travel costs</td>
<td>Capitalise Capitalise Capitalise</td>
</tr>
<tr>
<td>Design Acceptance</td>
<td>Staff costs: - Project team - Everyday operational</td>
<td>Capitalise Expense</td>
<td></td>
</tr>
</tbody>
</table>
### Phase 3 – Construction

<table>
<thead>
<tr>
<th>Pre-Construction Relocation</th>
<th>Staff costs:</th>
<th>Capitalise Expense Capitalise Expense Capitalise Expense Expense Expense</th>
</tr>
</thead>
<tbody>
<tr>
<td>(Staff are moved to temporary accommodation [where applicable])</td>
<td>- Project team - Everyday operational Site preparation costs Relocating costs Rental costs Minor fit out costs</td>
<td>Expense Expense Expense Expense Expense</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Project Director/Manager goes out to tender for construction</th>
<th>Staff costs:</th>
<th>Capitalise Expense Capitalise Expense Capitalise Expense Expense Expense</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>- Project team - Everyday operational Procurement costs: - Project Management costs - Tender costs Insurance Costs Travel Costs</td>
<td>Expense Expense Expense Expense Expense</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Project Director/Manager engages Builder and other construction contractors</th>
<th>Staff costs:</th>
<th>Capitalise Expense Capitalise Expense Capitalise Expense Expense Expense</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>- Project team - Everyday operational Procurement costs: - Project Management costs - Construction costs</td>
<td>Expense Expense Expense Expense Expense</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Defect period commences after formal handover. Staff, through Project Director (or Project Manager), ensure defects list is completed and defects fixed.</th>
<th>Staff Costs:</th>
<th>Capitalise Expense Expense Expense Expense Expense Expense</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>- Project team - Everyday operational</td>
<td>Expense Expense Expense Expense Expense Expense</td>
</tr>
</tbody>
</table>

### Phase 4 - Fit-Out

<table>
<thead>
<tr>
<th>Tender for Project Manager</th>
<th>Staff costs:</th>
<th>Capitalise Expense Capitalise Expense Capitalise Expense Expense Expense</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>- Project team - Everyday operational Tender Costs</td>
<td>Expense Expense Expense Expense Expense Expense</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Project manager selected for fit-out</th>
<th>Staff costs:</th>
<th>Capitalise Expense Capitalise Expense Capitalise Expense Expense Expense</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>- Project team - Everyday operational Project Management costs Consultant costs</td>
<td>Expense Expense Expense Expense Expense Expense</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Purchase of fit-out items</th>
<th>Asset Purchase costs</th>
<th>Capitalise Expense Expense Expense Expense Expense Expense</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Installation of assets</th>
<th>Fit-out costs</th>
<th>Capitalise Expense Expense Expense Expense Expense Expense</th>
</tr>
</thead>
</table>

### Phase 5 – Post-Construction Relocation

<table>
<thead>
<tr>
<th>Moving into completed building (where applicable)</th>
<th>Staff costs:</th>
<th>Expense Expense Expense Expense Expense Expense</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>- Project team - Everyday operational Removalist costs</td>
<td>Expense Expense Expense Expense Expense Expense</td>
</tr>
</tbody>
</table>

### Phase 6 - Running Costs

| There are costs that agencies should take note of after the project completion stage for planning their future funding requirements. | Depreciation Ongoing repair & maintenance Insurance cost | Expense Expense Expense Expense Expense Expense |
|------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------|

### Whole of Project Costs

| There are a number of costs that may be incurred during any phase of a capital works project. | Training costs - all phases Meeting costs - all phases Steering Committee costs - all phases Borrowing costs - all phases | Expense Expense Expense Expense Expense Expense |
|-----------------------------------------------------------------------------------------------|---------------------------------------------------------------|

<table>
<thead>
<tr>
<th>Training costs - all phases Meeting costs - all phases Steering Committee costs - all phases Borrowing costs - all phases</th>
<th>Expense Expense Expense Expense Expense Expense</th>
</tr>
</thead>
</table>
## Summary of Accounting Treatment of New Construction

<table>
<thead>
<tr>
<th>PHASE</th>
<th>STEPS</th>
<th>COST ITEMS</th>
<th>ACCOUNTING TREATMENT</th>
</tr>
</thead>
</table>
| Phase 1 – Concept Development | Project Concept Brief | Staff costs:  
- Project team  
- Everyday operational | Expense  
Expense |
| Phase 2 - Feasibility Study (Financial and Economic Business Case) | Proposal requesting Capital Works funding for a feasibility study | Staff costs:  
- Project team  
- Everyday operational  
Consultant costs  
Travel costs | Expense  
Expense  
Expense  
Expense |
| | Feasibility Study (Needs Assessment) | Staff costs:  
- Project team  
- Everyday operational  
Consultant costs  
Travel costs | Expense  
Expense  
Expense  
Expense |
| | Forward Design Proposal and Cost Benefit Analysis (both prepared using Feasibility Study results) | Staff costs:  
- Project team  
- Everyday operational  
Consultant costs  
Travel costs | Expense  
Expense  
Expense  
Expense |
| Phase 3 - Forward Design | Engage Project Director/Manager | Staff costs:  
- Project team  
- Everyday operational  
Procurement costs:  
- Project Management costs  
Travel costs | Capitalise  
Expense  
Capitalise  
Expense |
| | Design Agent produces the required design documents | Architectural / Design Consultant costs  
Quantity Surveyor costs  
Specialist Consultant costs  
Travel costs | Capitalise  
Capitalise  
Capitalise  
Capitalise |
| | Design Acceptance | Staff costs:  
- Project team  
- Everyday operational | Capitalise  
Expense |
| | Business Case Proposal for Construction Funding (using results from Feasibility Study and Forward Design) | Staff costs:  
- Project team  
- Everyday operational | Capitalise  
Expense |
| Phase 4 – Construction | Pre-Construction Relocation (Staff are moved to temporary accommodation [(where applicable)]) | Staff costs:  
- Project team  
- Everyday operational  
Site preparation costs  
Relocating costs  
Rental costs  
Minor fit out costs | Capitalise  
Expense  
Capitalise  
Expense  
Expense  
Expense |
| | Project Director/Manager goes out to tender for construction | Staff costs:  
- Project team  
- Everyday operational  
Procurement costs:  
- Project Management costs  
- Tender costs  
Insurance Costs  
Travel Costs | Capitalise  
Expense  
Capitalise  
Capitalise  
Expense  
Capitalise |
| | Project Director/Manager engages Builder and other construction contractors | Staff costs:  
- Project team  
- Everyday operational  
Procurement costs:  
- Project Management costs  
- Construction costs | Capitalise  
Expense  
Capitalise  
Capitalise |

- **Capitalisation**

- **Expense**
Capitalisation of costs

<table>
<thead>
<tr>
<th>PHASE</th>
<th>STEPS</th>
<th>COST ITEMS</th>
<th>ACCOUNTING TREATMENT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Defect period</td>
<td>Defect period commences after formal handover. Staff, through Project Director (or Project Manager), ensure defects list is completed and defects fixed.</td>
<td>Staff Costs: - Project team - Everyday operational</td>
<td>Capitalise Expense</td>
</tr>
<tr>
<td>Phase 5 - Fit-Out</td>
<td>Tender for Project Manager</td>
<td>Staff costs: - Project team - Everyday operational Tender Costs</td>
<td>Capitalise Expense Capitalise</td>
</tr>
<tr>
<td></td>
<td>Project manager selected for fit-out</td>
<td>Staff costs: - Project team - Everyday operational Project Management costs Consultant costs</td>
<td>Capitalise Expense Capitalise Capitalise</td>
</tr>
<tr>
<td></td>
<td>Purchase of fit-out items</td>
<td>Asset Purchase costs</td>
<td>Capitalise</td>
</tr>
<tr>
<td></td>
<td>Installation of assets</td>
<td>Fit-out costs</td>
<td>Capitalise</td>
</tr>
<tr>
<td>Phase 6 – Post-</td>
<td>Moving into completed building (where applicable)</td>
<td>Staff costs: - Project team - Everyday operational Relocating costs</td>
<td>Expense Expense Expense</td>
</tr>
<tr>
<td>Construction</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Relocation</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>There are costs that agencies should</td>
<td>Depreciation Ongoing repair &amp; maintenance</td>
<td>Expense Expense Expense</td>
</tr>
<tr>
<td></td>
<td>take note of after the project completion stage for planning their future funding requirements.</td>
<td>Insurance cost</td>
<td></td>
</tr>
<tr>
<td>Phase 7 - Running</td>
<td>There are a number of costs that may be incurred during any phase of a capital works project.</td>
<td>Training costs - all phases Meeting costs - all phases Steering Committee costs- all phases Borrowing costs- all phases</td>
<td>Expense Expense Expense</td>
</tr>
<tr>
<td>Costs</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Whole of Project</td>
<td></td>
<td>Training costs - all phases Meeting costs - all phases Steering Committee costs- all phases Borrowing costs- all phases</td>
<td>Expense Expense Expense</td>
</tr>
<tr>
<td>Costs</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
4 Valuation of physical non-current assets at fair value

4.1 Scope

4.1.1 Applicability
This Policy applies to the identification and accounting for physical non-current assets at fair value within Local Health District (“the HEALTH ENTITY”).

4.1.2 Relevant guidance
This Policy should be read in conjunction with the following guidance:

- AASB 13 Fair Value Measurement
- TPP14-01 Accounting Policy: Valuation of Physical Non-Current Assets at Fair Value

4.2 Overview and purpose
The purpose of this document is to provide Health entities with illustrative guidance on valuing physical non-current assets at fair value for general purpose financial reporting.

The valuation of physical non-current assets must meet the valuation guidelines as described in the NSW treasury accounting policy (“Valuation of Physical Non-Current Assets at Fair Value”) which is based on Australian equivalents to International Financial Reporting Standards (AIFRS). The TPP14-01 mandates physical non-current assets to be measured at fair value under AASB 116 and AASB 140, consistent with AASB 1049 Whole of Government and General Government Sector Financial Reporting. The policy provides guidance on how to measure the fair value of assets taking into account the unique circumstances in the public sector. Many assets in the public sector have few or no alternative uses, and many assets, including infrastructure assets are highly specialised.

4.3 Policy statement
This policy requires all physical non-current assets to be revalued at fair value, subsequent to initial recognition. After initial recognition, Australian Accounting Standard AASB 116 Property, Plant and Equipment requires each non-current asset class to be measured using either the cost model of the revaluation model (i.e. on a fair value basis). The fair value is defined as “the price that would be received to sell an asset or paid to transfer a liability in an orderly transaction between market participants at the measurement date”.

4.4 Application guidance
4.4.1 General valuation principles
The fair value concept as defined above and the fair value guidance throughout this policy document reflect an ‘exit price’ approach.
To calculate a fair value, information must be obtained, and/or assumptions made, about a range of factors which includes a range of factors including:

- The characteristics, e.g. the condition and location of the asset
- Which market a sale of the asset would take place in
- Who would buy the asset and what they would take into account
- What is the highest and best use for the asset and
- Which costs are to be taken into account (e.g., transaction costs are not to be included)

The data used for the fair value calculation must reflect the information and assumptions that market participants would use when pricing the asset, not necessarily how the HEALTH ENTITY currently uses, or intends to use, the asset.

**Market and market participants**

Fair value measurement assumes that the transactions are taking place in either the principal market or, in the absence of a principal market, the most advantageous market for the asset. The HEALTH ENTITY must have access to the relevant market at the measurement date.

There may be situations where specific markets and/or market participants are not readily available. In such circumstances, the HEALTH ENTITY should consider:

- What the asset can be used for
- Who would use it for those purposes
- What would those market participants take into account in determining a price to pay for the asset

The HEALTH ENTITY should ensure they have given appropriate consideration to the existence of available observable inputs – refer 4.4.4 below.

**4.4.2 Highest and best use**

The fair value of all non-current physical assets is required to be measured based on its highest and best use from a market participant’s perspective, regardless of how the asset is currently used or the HEALTH ENTITY’s present intention to use the asset.

The highest and best use takes into account the asset’s use that is:

- Physically possible – the physical characteristics that market participants would consider (for example, property location or size)
- Legally permissible – takes into account the legal restrictions on the asset’s use that market participants would consider (e.g., planning or zoning requirements)
- Financially feasible – takes into account whether an asset’s use generates adequate income or cash flows to produce an investment return that market participants would require.

Fair value takes account any restrictions on the sale or use of an asset, if those restrictions relate to the asset rather than to the holder of the asset and a market participant would take those restrictions into account in determining the market price that they are determined to pay.

**Impact of restrictions on highest and best use**
NSW Health is subject to restrictions resulting from mandates imposed by NSW Government which would require health services to be provided to the public. This imposes restrictions on the sale or use of most government assets since the HEALTH ENTITY is not able to sell or change the use of the asset. As a result, restrictions imposed by the government regarding the use and disposal of assets in the public sector are a characteristic of the asset. In addition, most of the land held by the HEALTH ENTITY (such as the land under the hospitals) as the HEALTH ENTITY may be mandated to continue to provide services for the benefit of the public. Hence the land may be subject to restrictions imposed by the government which may substantially eliminate alternative uses of the asset. Such restrictions mean that alternative uses are not available and therefore should not be taken into account in valuing particular assets, especially with respect to infrastructure assets and the land under them given the specialised nature of these assets.

The highest and best use must take account of the characteristics of the asset being measured which include the mandated restrictions imposed by government on the use or disposal of assets and the risk that the Government may not permit the sale or alternative use of the land or the assets on the land.

Under the above circumstances, a market participant would price these assets based on its current restricted use. In limited circumstances however, a higher restricted alternative use is available such as in the rare circumstances where there is the expectation that the previously mandated service is no longer required or mandated.

**Current restricted use (or existing use):**

Restrictions imposed by government substantially eliminate alternative uses in the land as noted above. Such restrictions mean that alternative uses are not legally permissible and therefore should not be taken into account in valuing particular assets, especially with respect to specialised infrastructure assets (specialised hospital buildings) and the land beneath these assets. Therefore the highest and best use for these assets is their current restricted use (or existing use) as NSW Health is mandated to continue to deliver health services in that particular location.

**Higher restricted alternative use:**

An asset may have higher restricted feasible alternative use in limited circumstances (such as land under a historic or heritage building located within the hospital grounds). The historical building could be used for housing a foundation museum or other purposes – in such cases, the highest and best use is the higher of the current use and any restricted alternative uses.

**Higher unrestricted alternative use:**

There are limited circumstances where the highest and best use of an asset will be the higher of the current use and any higher unrestricted alternative use. For example, a hospital may no longer be required in that location because of consolidation of the delivery of health services for strategic and efficiency reasons. Generally this would be supported by a government decision that the asset is a surplus asset. Under this circumstances, the fair value measurement can assume a different zoning if market participants would do so. This would incorporate the cost to convert the asset (including demolition costs) and in obtaining the different zoning permission.
Example 4.1: Restrictions on the use of an asset

A donor contributes land in an otherwise developed residential area to a not for profit association. The land is currently used as a playground. The donor specifies that the land must continue to be used by the not for profit as a playground in perpetuity. Upon review of relevant documentation, the association determined that the fiduciary responsibility to meet the donor’s restriction would not be transferred to market participants if the association sold the asset, since the donor restriction is specific to the association. Furthermore, the association is not restricted from selling the land. Without the restriction on the use of land by the association, the land could be used as a site for residential development. In addition, the land is subject to an easement (a legal right that enables a utility to run power lines across the land).

How to account for the above restriction under the higher and best use:

The donor restriction on the use of land is specific to the association and hence the restriction is not transferred to market participants. The fair value of the land would be the higher of its fair value used as a playground and its fair value as a site for residential development, regardless of the restriction on the use of the land by the association.

The easement for utility lines is specific to the land and hence would be transferred to the market participant with the land. Hence the fair value measurement of the land would take into account the effect of easement, regardless of whether the higher and best use is as a playground or as a site for residential development.

Consideration of unit of account

The unit of account is the level of disaggregation at which an asset is measured and accounted for e.g. the level an asset is recognised and disclosed at.

The unit of account is important when the HEALTH ENTITY measures the fair value of an asset subsequent to initial recognition because fair value is measured for each particular asset. Although each particular asset is measured separately, its fair value is determined with reference to assumptions about whether its highest and best use is as a stand-alone asset or as part of a group. Whether an asset is a stand-alone asset or part a group will depend on its unit of account. The following should be taken into consideration when determining the use of accounts:

- How the business is managed which may be evidenced by:
  - How management assesses and monitors performance
  - Whether the business is managed on an individual, functional or geographical or total entity basis
  - Whether it business is managed on the basis of a cash generating unit
  - Regulatory approach adopted by regulators in respect of the HEALTH ENTITY’s economic and operational activities

- What is an operating asset:
  - Whether an item can be operated on its own or only when operating in conjunction with other items of PP&E (ie whether the components work together as an integrated whole to provide a service or bundle of related services to the end customer)
  - What items of PP&E would be aggregated to constitute an asset for the purposes of disposal as evidenced by observable market transactions
Accounting for the high and best use on a standalone or group basis

The fair value measurement is affected by the unit of account used for the asset. The HEALTH ENTITY should apply professional judgement to determine the unit of account for measurement based on the specific circumstances taking into account the highest and best use of the asset, how the asset is managed and used, and the availability and quality of relevant observable data.

Where the unit of account is based on the group of assets then:

- It is assumed that the asset would be used within such a group and that the other assets and liabilities would be available to market participants
- Assumptions about highest and best use should be consistent for all assets classed within a group

Fair value measurement assumes that the asset is sold consistent with the unit of account, and not as a group because it is assumed the market participant is assumed to have those other assets.

Synergies associated with the asset group may be factored into the fair value of the individual assets. For example, if NSW Health has a specialised building with different components (a parking bay, the hospital wing and the bridge connected to the hospital ground) and the highest and best use of the specialised building is achieved in combination, then the valuation for the different components of these assets is achieved in combination, then the valuation of any one of these assets (e.g the hospital wing) is valued on the assumption that the market participant (such as a private health operator) already hold the other two assets (the hospital bridge and the parking bays).

4.4.3 Valuation techniques

Where a price for an identical asset is not observable, an entity measures fair value using another valuation technique that maximises the use of relevant observable inputs and minimises the use of unobservable inputs. The below are three different types of valuation technique:

1) Market approach
2) Cost approach
3) Income approach

Market approach

The market approach is defined as a valuation technique that uses prices and other relevant information generated by market transactions involving identical or comparable (ie similar) assets, liabilities or a group of assets and liabilities, such as a business. Example where the market approach would be appropriate is land with references to prices achieved in sales of comparable properties. Where buildings are specialised (such as the hospital building), it is unlikely that a market price would capture the value that the specialised assets contributes to the business, since these assets are rarely traded and reliable comparisons with similar assets can rarely be made due to the specialised features. Under this scenario, the income or cost approach may be most appropriate.

Cost approach

Valuation technique that reflects the amount that would be required currently to replace the service capacity of an asset (referred to as the replacement cost of a modern equivalent asset). This assumes that fair value is the cost to acquire or construct a substitute asset of comparable. The cost approach would only be used when other approaches are not available or produced unreasonable
Valuation of physical non-current assets at fair value

results and would be most appropriate to use where the assets are specialised since these are rarely traded.

With respect to public sector entities such as NSW Health, the cost approach may be the most appropriate approach since:

1) The Health entities within NSW Health do not operate with the objective to generate a profit, and the cost in the delivery of health services is subsidised by the government in the form of grants. As a result, the income approach is normally not relevant

2) The market approach will generally not be relevant, because identical or similar assets are rarely traded and the specialised features of the assets (such as hospital buildings) would rarely allow relevant comparisons with the prices of similar assets

3) The cost approach will be more widely relevant given the specialised nature of the infrastructure assets.

**Income approach**

The income approach is defined as the valuation technique that covert future amounts (such as cash flows or income and expenses) to a single current amount. The fair value measurement is determined on the basis of the value indicated by current market expectations about those future amounts. Examples of income approach includes:

- Present value techniques (discounted cash flow method)
- Multi period excess earnings method

The HEALTH ENTITY should aim to choose a valuation technique which would maximise the use of relevant observable data inputs and minimise the use of unobservable inputs. Once a valuation technique has been selected, it should be applied consistently to assets within that class. An example is the Land which is valued based on the market approach.

The income approach will generally be appropriate to for-profit entities or cash generating units of not-for-profit entities with respect to specialised assets. Given the objectives of NSW Health (NSW Health does not operate for a profit), the following policy choice is applied with respect to the valuation techniques for the following classes of assets:

<table>
<thead>
<tr>
<th>Class of assets</th>
<th>Valuation Approach</th>
</tr>
</thead>
<tbody>
<tr>
<td>Land</td>
<td>Market approach</td>
</tr>
<tr>
<td>Specialised buildings</td>
<td>Cost approach</td>
</tr>
<tr>
<td>Non specialised buildings</td>
<td>Market approach</td>
</tr>
<tr>
<td>Infrastructure systems</td>
<td>Cost approach</td>
</tr>
</tbody>
</table>

**4.4.4 Inputs to valuation techniques**

Fair value measurement is based on a hierarchy of inputs ranked from highest to lowest priority where the highest priority is given to level 1 inputs while level 3 inputs is ranked the lowest priority.

- Level 1 inputs – quoted prices in active markets for identical assets
- Level 2 inputs – inputs other than quoted prices observable for the asset, either directly or indirectly
- Level 3 inputs – unobservable inputs
Inputs are defined as the assumptions that market participants would use when pricing the asset. Including assumptions about risk, such as the risk inherent in a particular valuation technique and the risk inherent in the inputs to the valuation technique.

Management should assess the significant unobservable inputs by:

- Considering the sensitivity of the asset’s overall value to changes in the data
- Re-assess the likelihood of variability in the data over the life of the asset

### Examples of inputs

<table>
<thead>
<tr>
<th>Inputs</th>
<th>Example</th>
</tr>
</thead>
<tbody>
<tr>
<td>Level 1 input</td>
<td>• Share price of shares traded on the stock exchange</td>
</tr>
<tr>
<td>Level 2 input</td>
<td>• For a building held and used – the price per square metre for the building (a valuation multiple) derived from observable market data</td>
</tr>
<tr>
<td></td>
<td>• for a cash generating unit – multiple of earnings or similar performance measure derived from observable market data involving similar businesses</td>
</tr>
<tr>
<td>Level 3 input</td>
<td>• Use of financial forecasts for measuring the fair value of a cash generating unit</td>
</tr>
<tr>
<td></td>
<td>• Use of replacement cost for Hospital Improvement.</td>
</tr>
</tbody>
</table>

### Transfers between levels

From year to year, the HEALTH ENTITY must review the fair value levels assigned to their assets in light of changed asset characteristics (e.g. age, condition etc.), changes in market conditions and/or valuation techniques and changes in the nature/quality and significance of data inputs used in determining fair value. Transfers of asset values between fair value levels are otherwise expected by the HEALTH ENTITY to be rare.

Any necessary transfers of asset values between fair value levels are to take effect in conjunction with the recognition of the associated revaluations.
4.4.5 Application of fair value measurement for specific assets

1) Valuation of land

Highest and best use

Highest and best use is qualified by the asset’s characteristics including any restrictions on the use and disposal of land, as well as the risk that any alternative use will not be approved.

Most hospitals are mandated by the ministerial directives or legal requirements to continue to provide the services that the land assists them in providing. Land assets where there are no feasible alternative use may include land under specialised buildings or infrastructure assets that are restricted in use as a result of mandates for service delivery. The highest and best use may be assessed in a group of assets (such as specialised buildings or infrastructure on the land).

In contrast, other land may not be restricted in use and can be valued based on any higher feasible alternative use. In such cases, the highest and best use may be either stand alone or in combination with any building or structure on the land.

Valuation technique

Land will usually be measured using the market approach based on a market selling price. Market approach will usually be available even where land has no feasible alternative use.

Fair value hierarchy

Land valuations are likely to be assessed at level 2 or level 3 of the fair value hierarchy, depending on the market conditions and whether similar types of land are actively traded.

Low level of fair value hierarchy may be more likely where the use of the land are restricted as there may be less market evidence available.

Example 4.2: Land used for operational purposes

NSW Health controls a property in a regional suburb in NSW from which it is planned to build a hospital carpark on that land. There is an active market for property in that suburb (and surrounding locality) with sufficient available information about sales of commercial land over the past year. The highest and best use of the land is considered to be for commercial/retail activities. Therefore a market approach is appropriate.

The valuer compares the property with comparable properties with similar characteristics (e.g. land area, street frontage and access, etc) sold over the past year. This approach is based on the comparable recent land sales, and so entails some professional judgement based on observable market data. The process also reflects how a commercial investor would determine an appropriate amount to pay for that land. The resulting valuation is categorised into level 2 of the fair value hierarchy.
Example 4.3: Vacant land

NSW Health controls a large parcel of vacant land in a regional town. It was previously intended that a new hospital will be constructed on that land, but a recent change in service delivery strategy with respect to the hospital network resulted in a decision to abandon that plan. NSW Health has no other foreseeable use for the land, and there are no legislative restrictions on the land that prevent certain uses. The land is surrounded by well-established and profitable orchards, so the highest and best use of the land is considered to be for farming purposes. Sales of farms in the area are rare. The relevant market evidence available is sales of nearby orchards over a number of years. A market approach is used.

The valuer applies a moderate amount of professional judgement to compare the sale price for the orchards, taking into account current market conditions in that area, as well as any costs that would be incurred to prepare the land for farming purposes. The judgements made by the valuer reflect the valuer’s assessment of how a potential farmer (a market participant) would “price” the land, including any assumptions a potential farmer would make in that process. The resulting valuation is categorised into level 2 of the fair value hierarchy.

Example 4.4: Reserve land

The HEALTH ENTITY administers vacant land reserve land on behalf of the Crown. Under the Crown Lands Act 1989, such reserve land is dedicated by the Minister for community purposes. The Minister can remove this usage restriction by way of approval as required by the Health Services Act 1997. Such removal of the restriction and conversion of the land to freehold title must be undertaken prior to the sale of such land. A similar local government town planning restriction also exists over the land.

A directly observable market and market participants are not available for reserve land while it is subject to the Minister’s restriction. However there is an active market for vacant land in that local government area, where such land is subject solely to town planning restrictions. Hence recent data on such land sales is a reliable starting point to estimate the fair value of the land. A direct comparison (ie a market approach) is used for valuation purposes.

The fact that the Minister would need to remove the reserve restriction prior to sale is a key assumption in the valuation process. The valuer gives particular consideration to those recent land sales where the land is of a similar topography or in similar circumstances to the land.

Highest and best use is limited by the town planning restrictions. The valuer uses significant professional judgement (i.e unobservable inputs) in extrapolating from the recent land sales, taking into account the town planning restrictions and any significant differences between the agency’s land and the land recently sold. The resulting valuation is categorised into level 3 of the fair value hierarchy.

2) Valuation of buildings (specialised)

Highest and best use

Highest and best use is qualified by any restrictions on the use and disposal of the building as well as the risk that any alternative use will not be approved.

Specialised buildings are designed for a specific limited purpose such as buildings in hospitals and emergency services for ambulances. Such buildings
have no feasible alternative use since the HEALTH ENTITY is mandated to continue to provide the services as the building permits.

In contrast, specialised buildings may not be restricted in use in which the services can be moved to another location or are no longer required. In such circumstances, management should take into consideration as to whether the highest and best use may be achieved by demolishing the building and selling the land underneath it as a vacant site. The highest and best use should take into account demolition costs and other costs of conversion.

**Valuation technique**

Specialised buildings would generally be measured using the cost approach, or if part of a cash generating unit, the income approach.

**Fair value hierarchy**

Specialised buildings are likely to be assessed at level 3 of the fair value hierarchy due to lack of market evidence being available.

**Example 4.5: Aged care facility centre built on hospital grounds**

The aged care facility centre has been in operation for 10 years and is expected to be continued to be used in the foreseeable future. The facilities' records indicate that the average occupancy of the facility over its useful life is 62% and has never exceeded 80% at any given time. The population and demographics in the surrounding has remained stable over the last 10 years and there are no local developments which is expected to have a significant impact in the foreseeable future. Property sales in the area are very infrequent. The internal design of the aged care facilities has limit the building’s potential for other uses, so the present use is considered to represent the highest and best use. Therefore a cost approach is used.

Estimated costs are determined for each element of the facility, using a combination of historical records of construction costs (labour and materials) of aged care facilities built in other regions in the past five years (adjusted for design differences), and published construction rates for various standard components of buildings. Given the history of less than full occupation of the facility, costs are estimated to reproduce a facility of only 80% of the current capacity (as a market participant would not place any value on the excess capacity). The valuer also uses significant judgements to assess the remaining service potential of the building, given local climatic and environmental conditions. The remaining service potential is reflected in the valuation of the building. The judgement is based on the records of the current condition of the facility, along with local experience with other buildings within the community. The methodology used reflects the valuer’s expectations about how a potential private operator would determine the maximum amount they are prepared to pay for the facility. The resulting valuation is categorised into level 3 of the fair value hierarchy.

**3) Valuation of buildings (non-specialised)**

**Highest and best use**

For non-specialised buildings, the valuation should be based on existing use or any higher feasible alternative use. This will be measured in combination with the land on which it is built. Consideration would need to be given to whether the highest and best use in combination with the land is achieved through selling the land as a vacant site. The building and the land under the building must be valued consistently.
Valuation technique

Non-specialised buildings should be measured using the market approach (if part of a cash generating unit) or the income approach (based on market rental income scheme).

Fair value hierarchy

Non-specialised buildings are likely to be assessed on level 2 or level 3 of the fair value hierarchy, depending on market conditions. Where the building is actively traded on the real estate market, fair value may be classified as level 2 (such as price per square metre), depending on the significance of adjustments to observable data. In inactive or less transparent markets (or where significant adjustments is required to be made on observable data), it may be classified as level 3.

4) Valuation of infrastructure assets

Highest and best use

Infrastructure assets include assets which are highly specialised and by nature they are designed for a specific limited purpose. In most cases, such specialised assets and the land under them have no feasible alternative use, as the government mandates that assets continue to be used to provide the services which the infrastructure is used to provide. Under these circumstances, the infrastructure assets will be measured in combination with the land on which it is built.

Valuation technique

Infrastructure assets would generally be measured using the cost approach, or if part of a cash generating unit, the income approach.

Fair value hierarchy

Infrastructure assets are likely to be assessed at level 3 of the fair value hierarchy due to lack of market evidence being available.
**Fair value measurement – Summary**

<table>
<thead>
<tr>
<th>Asset class/category</th>
<th>Examples of types of assets</th>
<th>Expected fair value level</th>
<th>Likely valuation approach</th>
<th>Net vs gross revaluation method</th>
</tr>
</thead>
</table>
| Land                 | In areas where there is an active market:  
  - vacant land  
  - land not subjected to restriction to use or sale                                                                                                                                                                     | Level 2                   | Market or income approach                       | N/A – as land is not depreciated |
| Land                 | Land subject to restrictions as to use and/or sale  
Land in areas where there is not an active market                                                                                                                                                                          | Level 3                   | Market or income approach                       | N/A – as land is not depreciated |
| Buildings – non specialised | General office/commercial buildings                                                                                                                                                                                               | Level 2 or 3, according to significance of adjustments using unobservable data/judgements                                                                                   | Market or income approach     | Net method                      |
| Buildings - specialised | Specialised buildings with limited alternative uses and/or substantial customisation e.g. hospitals                                                                                                                         | Level 3                   | Cost approach                                  | Gross method                   |
| Infrastructure       | Any type                                                                                                                                                                                                                   | Level 3                   | Cost approach                                  | Gross method                   |
| Infrastructure       | Any type where highest and best use would be to generate net cash inflows                                                                                                                                                     | Level 3                   | Income approach                                | Net method                     |
| Major plant and equipment | Non-specialised                                                                                                                                                                                                            | Level 2 or 3, according to significance of adjustments using unobservable data/judgements                                                                                   | Market or income approach     | Net method                     |
Valuation of physical non-current assets at fair value

<table>
<thead>
<tr>
<th>Asset class/category</th>
<th>Examples of types of assets</th>
<th>Expected fair value level</th>
<th>Likely valuation approach</th>
<th>Net vs gross revaluation method</th>
</tr>
</thead>
<tbody>
<tr>
<td>Major plant and equipment</td>
<td>Specialised items with limited alternative uses and/or substantial customisation</td>
<td>Level 3</td>
<td>Cost approach</td>
<td>Gross method</td>
</tr>
<tr>
<td>Intangibles</td>
<td>Where there is an active market for that intangible (otherwise intangibles must not be revalued)</td>
<td>Level 2</td>
<td>Market approach</td>
<td>Net method</td>
</tr>
</tbody>
</table>

**4.4.6 Conduct of revaluation**

*Frequency and types of revaluations*

AASB 116 provides that:
- Revaluations should be made with sufficient regularity to ensure that the carrying amount does not differ materially from that which would be determined using fair value at the end of the reporting period (AASB 116, para 31)
- Some items of property, plant and equipment experience significant and volatile changes in fair value which necessitates annual revaluation (AASB 116, para 34)
- If an item of PP&E is revalued then the entire class of PP&E to which the asset belongs must be revalued
- Items within a class of property, plant and equipment are revalued simultaneously to avoid selective revaluation, but a class may be revalued on a rolling basis provided revaluation of the class is completed within a short period and provided revaluations are kept up to date (AASB 116, para 38)

Consistent with the above, the HEALTH ENTITY must assess at each reporting date, where there is any indication that an asset’s carrying amount differs materially from fair value. Where any indication exists, the entities’ asset (and class) must be revalued. This requires consideration of external and internal sources of information, including consideration of relevant price indices.

The useful life and residual value of the asset must also be reviewed by the HEALTH ENTITY at the end of each annual reporting period. The HEALTH ENTITY should also document the annual assessment of fair value, useful lives and residual values including reasons why the HEALTH ENTITY concluded carrying value is not materially different to fair value.

If an item of property, plant and equipment is revalued then the entire class of property, plant and equipment to which the asset belongs must be revalued.

*Comprehensive revaluation*

Comprehensive revaluation must be conducted using externally professionally qualified valuers either to conduct the revaluation or to review the revaluation. The frequency of comprehensive revaluation for each class is as follow:

AASB 116, para 31-38
Valuation of physical non-current assets at fair value

<table>
<thead>
<tr>
<th>Asset class/category</th>
<th>Frequency of revaluation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Land and buildings (except infrastructure and land under infrastructure)</td>
<td>Where the market or income approach is used, the land and buildings should be revalued at least every 3 years</td>
</tr>
<tr>
<td>Property plant and equipment</td>
<td>At least every 3 years</td>
</tr>
</tbody>
</table>

The above guidance will ensure that the assets are revalued frequently enough to ensure the carrying amount of the asset does not differ materially from fair value (AASB 116, para 31).

Land and buildings (excluding infrastructure) are valued using the market approach and are more likely to experience material changes in fair value from period to period, compared to other non-current physical assets, hence the requirement to perform more frequent revaluations for certain land and buildings.

**Desktop revaluations**

Desktop (or interim) revaluations are less detailed than a comprehensive revaluation.

The HEALTH ENTITY is required to conduct interim revaluations between comprehensive revaluations where cumulative changes to indicators/indices suggest fair value may differ materially from carrying value and should be carried out under the following circumstances:

- Where cumulative increases/decreases in indicators/indices are generally less than or equal to 10-20%, interim revaluation will involve the use of management (or internal) expertise by applying the relevant indexation factors to the carrying amount.

- Where cumulative increase/decrease in indicators/indices greater than 20%, interim formal revaluations should be conducted and involve external professional qualified valuers.

- Where there is a movement to indicators greater than 20%, consideration must be given as to whether comprehensive revaluation is required to be performed more frequently. This decision must be made in conjunction with or subject to the review of an external professionally qualified valuer.

If appropriate market or other fair value indicators are not available (eg for specialised assets), selection of appropriate indicators must be made in conjunction with or be subject to the review of external professionally qualified valuers.

The flowchart provides guidance as to whether a formal valuation is required as a result of changes in indices and whether indices should be applied as material.
Following the assessment above, any changes on the fair value should be reflected on the asset’s carrying amount at each reporting date.

**Qualifications of valuers**

This policy requires that comprehensive revaluations and interim formal revaluations be conducted using external professionally qualified valuers (either to conduct the revaluation or to review the revaluation).

The decision as to whether a valuation is conducted rather than reviewed by an external valuer requires consideration of the below:
- The expertise required to value the assets
- The availability of in house expertise and whether it would be more appropriate to use staff for their core duties and
- The objectivity of in house staff

An approach that combines the local knowledge and expertise of in-house staff with the expertise of external valuer will be the most effective strategy. The involvement of an external valuer will help ensure independence of the revaluation process.

**Recognition date of revaluations**

Revalued assets must be depreciated based on the revalued amounts from the day after the date of revaluation.

At reporting date, the HEALTH ENTITY must assess whether there is any indication that an asset’s carrying amount differs materially from fair value. Where there is an indication the carrying amount differs materially from fair value, the HEALTH ENTITY must update the asset value by using relevant indices to roll forward the balances to year end.
**Management of an asset revaluation**

Management must assign responsibility within the HEALTH ENTITY to either undertake or oversee the revaluation process, regardless of whether it is comprehensive or interim revaluation.

The HEALTH ENTITY must ensure the valuation approach is sufficiently documented and supported/reviewed by senior management through preparation of a valuation plan. This could include documentation of the following:

- The proposed valuation cycle
- The data sources
- The scope of the valuation
- How the valuation process is managed and who is responsible for managing it

Specific items that must be documented includes:

- How the HEALTH ENTITY has ensured that the fair values are not materially misstated at the reporting date
- How the HEALTH ENTITY determines when it will undertake a comprehensive or interim revaluation
- The basis and annual assessment for any indices applied
- How the HEALTH ENTITY chose the valuation approach and how the approach complies with the accounting standards
- The key assumptions used in the valuation approach and the evidence to support the assumptions

When working with external valuers, the HEALTH ENTITY must instruct the valuation to be made in accordance with TPP14-01 Accounting Policy: Valuation of Physical Non-Current Assets at Fair Value. The HEALTH ENTITY must provide written instructions as follow:

- Date and purpose of revaluation (i.e. for financial reporting purposes under Australian Accounting Standards and Treasury’s Asset Valuation Policy)
- Unit of account issues (refer to 4.4.2 above)
- Whether the highest and best use is the existing use or a feasible alternative use (refer to 4.4.2 above)
- Reference market (refer to 4.4.1 above)
- Characteristics of assets to be taken into account, including existence of any contamination/damage to property including areas where there is a legal or constructive obligation (refer to 4.4.1 above)
- Timing of any major inspection costs
- Different categories of assets to be valued, and the quantity and quality of information available
- When valuation is required

The valuer should provide a confirmation letter to confirm the scope of their work and should include the following statements:

- The valuation is made or reviewed in accordance with AASB 13, AASB 116 and AASB 140 (where relevant) and the TPP14-01 Accounting Policy: Valuation of Physical Non-Current Assets at Fair Value
- The method used in determining fair values for each class of assets and
- The reason for the method used
5 Asset held for sale and discontinued operations

5.1 Scope

5.1.1 Applicability

This Policy applies to the accounting for assets held for sale, and the presentation and disclosure of discontinued operations within the NSW Ministry of Health (the Ministry).

It should be noted that these are rare scenarios and not very common for Health entities.

5.1.2 Relevant guidance

This Policy should be read in conjunction with the following guidance:

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

5.2 Overview and purpose

The purpose of this document is to provide Health entities with illustrative guidance on accounting for non-current assets that are held for sale under AASB 5 Non-current Assets Held-for-Sale and Discontinued Operations ("AASB 5").

This guidance and AASB 5 excludes from its scope:

- Restructuring of administrative arrangements
- Restructuring of administered activities of government departments

However, if a government discontinues one of its department’s administered activity, that government may constitute a discontinued operation.

5.3 Policy statement

This policy requires all physical non-current assets to be reclassified as held for sale where they meet the held for sale criteria in AASB 5.

5.4 Application guidance

5.4.1 Criteria for classification as HFS

Non-current assets are classified as held for sale if their carrying amount will be recovered principally through sale rather than through continuing use.

Held for sale classification is only achieved where:

- the asset is available for immediate sale in its present condition; and
- and the sale is highly probable.
The following criteria must be met for a sale to be highly probable:

- Appropriate level of management is committed to sell the asset
- There is an active program to locate a buyer and complete the plan
- The asset is actively marketed for a reasonable sale price in relation to its current fair value
- Sale is expected to complete within one year of classification
- It is unlikely that any significant changes will be made to the plan or that it will be withdrawn.

The held-for-sale criteria apply to non-current assets or disposals groups that will be recovered through sale rather than through continuing use and must be met at the balance sheet date. The criteria do not apply to assets that are being scrapped, wound down, or abandoned.

**Example 5.1: Negotiations for sale fall through post year end**

In May, the HEALTH ENTITY (which has a June year-end) decides to sell a portion of land. Management begins to actively market the land and negotiate with potential buyers. At 30 June, management considers it highly probable that the sale will be completed within 12 months. However in August, negotiations fall through and the HEALTH ENTITY decides to retain the land to open up a community centre instead of selling it.

**How should the land be accounted for?**

The land meets the criteria to be classified as held for sale at the year end. The decision to keep the land does not affect the conditions that existed at the year end, and management should not use hindsight when classifying the land. However, after August, the held for sale classification would no longer apply and in the subsequent period, the land should be reclassified as part of PP&E. However management should make appropriate subsequent events disclosure regarding the change in circumstances, if it has happened before the annual accounts are signed.

**Example 5.2: Transfer from Property, plant and equipment to Assets Held for Sale**

Land and Buildings at Facility X met the recognition criteria of Assets Held for Sale on 31 March 2018 and the Ministry of Health approved of the transaction being processed at 30 April 2018.

The current written down value as of 30 April 2018 of the Land was $725,000 and Buildings was $2,204,887.

In preparation for the sale, a valuation was performed and the valuer valued the land at 30 April 2018 at $725,000 and Buildings at $125,000.

**How to account the transfer of assets from PPE to HFS?**

**Journal Entry 1**

At 30 April 2018, immediately before being classified as held for sale, the asset is to be measured at the lower of its carrying amount and fair value less costs to sell. If the fair value less costs to sell is lower than its carrying amount the following entry will need to be processed before being classified as held for sale:

<table>
<thead>
<tr>
<th>Account Description</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dr. Inc/Dec Building Revaluations</td>
<td>2,079,887.49</td>
</tr>
<tr>
<td>Cr. Building revaluations</td>
<td>2,079,887.49</td>
</tr>
</tbody>
</table>
Asset held for sale and discontinued operations

Note - Fixed Asset Register (FAR) Amendment and Journals

- Immediately before being classified as held for sale, the asset should be retired from FAR
- Reverse the system posted retirement journal in GL
- Move the asset to asset held for sale account as shown below in journal No:2

Journal Entry 2

The assets are now measured at the lower of its carrying amount and fair value less costs to sell.

The following journal is processed to transfer to Non-Current Assets Held for Sale which will move them to a separate note in the Statutory Financial Statements:

| Dr. Land Held for Sale       | 725,000.00 |
| Cr. Land Held for Sale Transfer | 725,000.00 |

| Dr. Building Held for Sale   | 125,000.00 |
| Dr. Building Accm. Depr. Held for Sale | 36,103,512.52 |
| Cr. Building Held for Sale Transfer | 36,228,512.52 |

Journal Entry 3

To complete the transaction when the assets have been sold for $900,000, the gain on Sale is $50,000.

The journal entry required to recognise the sale of the Non-Current Assets held for Sale is as follows:

| Dr. Debtor Capital Sale Proceeds | 900,000.00 |
| Cr. Land Held for Sale Proceeds | 900,000.00 |

| Dr. Gain/loss on Disposal Asset HFS | 850,000.00 |
| Cr. Building HFS Disposal | 125,000.00 |
| Cr. Land HFS Disposal | 725,000.00 |

Journal Entry 4

Only when the asset is sold, any value against the Asset Revaluation Reserve (ARR) will need to be transferred to a retained earnings account.

| Dr. Asset Reval. Trf. Land | 50,000.00 |
| Dr. Asset Reval. Trf. Building | 10,000.00 |
| Cr. Accm. Funds Assets Reval Trf | 60,000.00 |

5.4.2 Definition of a disposal group

A disposal group is a group of assets to be disposed of, by sale or otherwise, together as a group in a single transaction, and liabilities directly associated with those assets that will be transferred in the transaction.

5.4.3 Measurement at classification date

Under AASB 5, a non-current asset held for sale is measured at the lower of its:

- carrying amount; and
- fair value less costs to sell.

However, given the carrying amount of HEALTH ENTITY Property, Plant and Equipment is measured by its fair value, a non-current HEALTH ENTITY’s asset held for sale will already be measured by fair value less costs to sell.
An impairment loss is recognised if the fair value less costs to sell is lower than the carrying value of the non-current asset or disposal group. The impairment loss forms part of continuing operations, unless the non-current asset or disposal group is a discontinued operation. Depreciation of these assets ceases and they are presented separately in the Statement of Financial Position.

**Impairment considerations**

Where the impairment loss is identified, the impairment should be allocated in the following order:

1) Reduce the carrying amount of any goodwill of the disposal group
2) The impairment is allocated to the other assets of the disposal group on a pro rata basis
3) A reversal of impairment is allocated on the same basis, except that impairment of goodwill cannot be reversed

**5.4.4 Subsequent measurement**

The measurement of assets or disposal groups that meet the held for sale criteria are updated as of each reporting date until disposal, or until the criteria are no longer met. Non-current assets (or disposal groups) classified as held for sale are:

- measure the carrying amounts of current assets, current liabilities, non-current assets and non-current liabilities outside the measurement scope of AASB 5, in accordance with the relevant AAS; and
- measure the fair value less cost to dispose of the disposal group

The HEALTH ENTITY should monitor the conditions in para 7 to 9 of AASB 5 to determine whether the held for sale criteria has been met as of each reporting date. If an asset or disposal group held for sale no longer meets the held for sale criteria, the HEALTH ENTITY should cease to classify such an asset as held for sale.

**Extension of the period to complete the sale beyond one year**

The conditions for whether an asset or disposal group meets the held for sale criteria are not re-assessed as if the asset or disposal group were nearly qualified at each assessment date. It means re-assessing the time period as it applied at the date of initial classification as held for sale. Additional criteria is required to be met where the period to complete the sale is beyond one year.

The period to complete the sale might be extended beyond one year. The asset could remain as held for sale if:

- the delay is caused by events and circumstances beyond the HEALTH ENTITY’s control and
- there is sufficient evidence that the HEALTH ENTITY remains committed to the plan to sell the asset

The exception to the one year requirement applies if one of the following criteria is met:

- The HEALTH ENTITY reasonably expects, at the date when it comments itself to the sale plan, that a party other than the buyer will impose conditions on the sale that will extend it beyond one year and:
  - Actions necessary to respond to those conditions can only be initiated after a firm purchase commitment is obtained and
  - A firm purchase commitment is highly probably within one year
Asset held for sale and discontinued operations

- A non-current asset was already held for sale and, as a result of obtaining a firm purchase commitment, a buyer or another party unexpectedly imposes conditions that extend the sale beyond one year and
  - Timely actions to respond to the conditions have been taken; and
  - The delaying factors are expected to be favourably resolved
- A non-current asset was already held for sale, and circumstances that were previously considered unlikely to arise cause the asset to not be sold in the initial one-year period, and:
  - The entity took the necessary actions to respond to the circumstances during the initial period
  - The non-current asset is being actively marketed to a reasonable price, given the change in circumstances
  - The highly probable criteria in AASB 5, para 7 and 8 are met.

The event that occurs must not prevent the asset from being sold in its present condition, once the HEALTH ENTITY has taken action to respond to the event; otherwise the held for sale criteria are not met.

Example 5.3: Regulatory approval required for sale

The HEALTH ENTITY is committed to a plan to sell one of their public hospitals to a private operator. The sale requires regulatory approval, which could extend the period required to complete the sale beyond one year. Actions necessary to obtain that approval cannot be initiated until after a buyer is known and a firm purchase commitment is obtained. However, a firm purchase commitment is highly probable within one year. In this instance, the conditions for an exception to the one-year requirement under AASB 5 are met.

In this situation, at the time of initial classification, the HEALTH ENTITY expected to meet all of the conditions set out in AASB 5, para 7 and 8; however when a firm purchase agreement is entered into within a year of classification as held for sale, the buyer or another party imposes conditions.

How should the above be accounted for?
The HEALTH ENTITY can retain the original classification, provided that it has taken action to respond to the conditions and it expects that it will be able to meet them and the sale will be successful.

Example 5.4: Environmental damage identified after sale agreement entered into

The HEALTH ENTITY is committed to a plan to sell a land in its present condition, and it classifies the land as held for sale at that date. After a firm purchase commitment is obtained, the buyer’s inspection of the land identifies environmental damage that was not previously known to exist.

The HEALTH ENTITY is required by the buyer to make good the damage, which will extend beyond one year the period required to complete the sale. The HEALTH ENTITY has initiated actions to make good the damage, and satisfactory rectification of the damage is highly probably?

How should the above be accounted for?
The additional conditions for the exception to the one-year requirement has been met and the land can continue to be recognised as held for sale.
5.4.5 Definition of discontinued operations

A discontinued operation is a component a department or an agency that can be distinguished operationally and financially for financial reporting purposes from the rest of the entity and:

- represents a separate major line of business or geographical area of operation;
- is part of a single co-ordinated plan to dispose of a separate major line of business or major geographical area of operation; or
- is a subsidiary acquired exclusively with a view for resale.

Health entities normally have a number of distinguishable operations, eg aged care, mental health, community health, surgery etc. The operation may also be distinguished by geographical location such as Northern Sydney, Central Coast and Southern NSW.

5.4.6 Disclosures in relation to discontinued operations

An operation is classified as discontinued only at the date on which the operation meets the criteria to be classified as held for sale or when the entity has disposed of the operation. Although balance sheet information is neither restated nor remeasured for discontinued operations, the statement of comprehensive income information does have to be restated for the comparative period.

Discontinued operations are presented separately in the income statement and the cash flow statement. There are additional disclosure requirements in relation to discontinued operations.

The date of disposal of a subsidiary or disposal group is the date on which control passes. The consolidated income statement includes the results of a subsidiary or disposal group up to the date of disposal; the gain or loss on disposal is the difference between (a) the carrying amount of the net assets plus any attributable goodwill and amounts accumulated in other comprehensive income (for example, foreign translation adjustments and available-for-sale reserves); and (b) the proceeds of sale.
5.4.7 Summary diagram

Measurement for non-current asset and disposal group

There are three measurement steps for a non-current asset and four measurement steps for a disposal group once the HEALTH ENTITY makes a decision to sell or dispose. Refer to the flowchart below for the measurement approach.
Classification of discontinued operation

Do the operations being discontinued form a component of an entity (that is, single CGU or collection of CGUs)?

Is the component a separate major line of business or geographical area of operations?

Is the component part of a single plan to dispose of a separate major line of business or geographical area of operations?

Is the component a subsidiary acquired exclusively with a view to resale?

Continuing operations

Meets criteria of held for sale?

Has the component already been disposed of, closed, abandoned or terminated?

Discontinued operations
6 Related party transactions

6.1 Scope

6.1.1 Applicability
This Policy applies to the identification and required disclosure as a consequence of related parties or related party transactions within NSW Ministry of Health ("the Ministry").

6.1.2 Relevant guidance
This Policy should be read in conjunction with the following guidance:
- AASB 124 Related Parties
- TC16-12 Related party disclosures

6.2 Overview and purpose
The purpose of this document is to provide the Health Entities with illustrative guidance on:
- Identification of related parties
- Related party transactions
- Disclosures pertaining to related parties
- Key Management Personnel ("KMP")

The identification and disclosure of related parties must meet the accounting guidelines as described in NSW Treasury's Circular TC 16-12 Related Parties which is based on Australian equivalents to International Financial Reporting Standards (AIFRS).

6.3 Policy statement
This policy requires management to consider qualitative and quantitative aspects in determining whether a related party transaction is material for disclosure. For practical reasons this policy has determined certain transactions are unlikely to be material.

6.4 Application guidance
6.4.1 Identifying related parties
A related party is a person or entity that is related to the entity that is preparing its financial statements. The definition of the related party includes
- A person or a close family member of that person who:
  - Has control, joint control or significant influence over the reporting entity
  - Is a KMP of the reporting entity or
  - Is a KMP of a parent of the reporting entity
- An entity (government or non-government) is related to a reporting entity if it is:
  - A member of the same group (ie parent, subsidiary and fellow subsidiaries
Related party transactions

- An associate or joint venture of the reporting entity or of a member of a group of which the reporting entity is a member
- A fellow joint venture of the same third party
- A fellow associate of the same third party
- A post-employment benefit plan for the benefits of the employees of the reporting entity or an entity related to the reporting entity
- Controlled or jointly controlled by a person (or close family member of that person who:
  a) Has control or joint control of the reporting entity
  b) Has significant influence over the reporting entity or
  c) Is a KMP of the reporting entity or the parent of the reporting entity
- Providing KMP services to the reporting entity, or to the parent of the reporting entity, or is a member of a group providing such services

### Key Definitions:

<table>
<thead>
<tr>
<th>Terminology</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>Control</td>
<td>Control has the same meaning as “An investor controls an investee when it is exposed, or has rights, to variable returns from its involvement with the investee and has the ability to affect those returns through its power over the investee. “Power” in this context is the current ability to direct the activities that significantly influence returns</td>
</tr>
<tr>
<td>Joint Control</td>
<td>Joint control is the contractually agreed sharing of control of an arrangement, which exists only when decisions about the relevant activities require the unanimous consent of the parties sharing control</td>
</tr>
<tr>
<td>Significant influence</td>
<td>The power to participate in the financial and operating policy decisions of an entity, but is not control or joint control of those policies.</td>
</tr>
<tr>
<td>Close family members</td>
<td>Close family members of a person are those family members who might be expected to influence or be influenced by, that person in their dealings with the entity. They include:</td>
</tr>
</tbody>
</table>
  - The person’s children and spouse or domestic partner
  - Children of the person’s spouse or domestic partner
  - Dependants of the person or the person’s spouse or domestic partner |
Related party transactions

The below diagram summarises the identification of the related parties as follow:

An updated list of government related entities will be circulated to Heath Entities on an annual basis. Refer to Appendix A for FY17/18 related party list.
Related party transactions

6.4.2 Related party transactions

Related party transaction is a transfer of resources, services or obligations between a reporting entity and a related party, regardless of whether a price is charged.

Examples of related party transactions:

- Purchases or sale of goods, property and other assets
- Rendering or receiving of services
- Leases
- Transfers of research and development
- Transfers under licence agreements and finance arrangements
- Provision of guarantees or collateral
- Commitments and executory contracts
- Settlement of liabilities on behalf of the entity or by the entity on behalf of that related party

Example 6.1: Identification of related parties and related party transactions

Mr L is the Minister of NSW Health. Mrs L is Mr L’s wife and is the sole director of Entity A. Entity A is an external consulting firm that provides employment resources to public sector entities.

NSW Health had entered into an annual recurring contract with Entity A for the provision of temporary staff. The annual fee payable to Entity A is between $90,000 and $120,000. The contract with the Department represents 50% of Entity A’s annual revenue.

What Related party considerations are there from this situation?

Mr L is the Minister of NSW Health and therefore should be regarded as a KMP as the Minister has the authority and responsibility for planning, directing and controlling the activities of NSW Health. MR L’s role is akin to that of a director in a company as he discharges his role and responsibilities regarding the Department and is ultimately responsible for the performance of the Department.

Mrs L is the Minister’s wife and should be regarded as a close family member of the KMP.

Entity A is a related party as the Minister’s wife is the sole director of Entity A and can therefore be assumed that she has control of entity A.

The related party transaction is identified as the provision of $90k to $120k of employment resources by Entity A to NSW Health since there is a transfer of services and resources between NSW Health and Entity A.

As this is a recurring contract, the total contract value could be worth more than $120k and the following consideration should be made:

- Whether the transaction is an arm’s length transaction
- If awarding of the contract was subject to an open tender process
- Closeness of the relation – however given husband and wife, this would be considered as qualitatively material

Disclosure requirements:

The partial disclosure exemptions does not apply to KMP (as they are individuals), their CFM (as they are individuals) or to related parties and hence the following should be disclosed (refer to 5.8.3 below):

- Name and nature of the relationship with Entity A
- Details of balances due to Entity A at balance sheet date, including any provision for bad and doubtful debts

AASB 124, para 9
6.4.3 Related party disclosures

The Ministry must disclose all material transactions and outstanding balances with related parties during the reporting period. Hence, all material related party transactions should be disclosed irrespective of whether a price is charged. Further a transaction might be regarded as immaterial to the Ministry but material to the related party. The Ministry should therefore disclose related party transactions that are material to either the Ministry or the related party or both.

Small transactions entered into by a KMP (refer to section below) should be aggregated to determine whether they are material from the KMP’s point of view. They should be disclosed if they are material when aggregated.

Materiality considerations
Disclosure of related party transactions is required only if the transactions are material
- Qualitative vs quantitative disclosures
- Judgement is required to determine whether transactions are material
- Immateral transactions which are a result of public service provider/tax paper relationship are excluded from disclosures
- For government-related entities, judgement is required to determine individually significant transactions v collectively significant transactions
- Level of aggregation

Materiality considerations for government-related entities (in determining if transaction is individually significant):
Factors to consider when determining if the transaction is individually significant:
- Closeness of related party relationship
- Significant in terms of size
- Carried out on non-market terms
- Outside normal day-to-day business operations
- Disclosed to regulatory or supervisory authorities
- Reported to senior management
- Subject to shareholder approval

Disclosure requirements
The disclosure requirements differ between related party transactions with non-government related entities, and related party transactions with government related entities.

Related party transactions and outstanding balances, including commitments, are exempt from disclosure where they are with:
- A government that has control, joint control or significant influence over the reporting entity and
- Another entity that is a related party because the same government has control, joint control or significant influence over both the reporting entity and the other entity

“Government” is defined as “government, government agencies and similar bodies whether local, national or international”. Government-related entities are those that are controlled, jointly controlled or significantly influenced by a government.
The disclosure requirements are outlined as follows:

<table>
<thead>
<tr>
<th>Disclosure requirements</th>
<th>Non-Government entities</th>
<th>Government related entities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Name of the related party</td>
<td>Yes</td>
<td>Yes — name of the government</td>
</tr>
<tr>
<td>Nature of the related party relationship</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>Amount of the transaction</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>Amount of outstanding balances including commitments and:</td>
<td>Yes</td>
<td>Yes — the nature and amount of each individually significant transactions; and for other transactions that are collectively, but not individually significant, a qualitative or quantitative indication of their extent</td>
</tr>
<tr>
<td>- Their terms and conditions including whether they are</td>
<td></td>
<td></td>
</tr>
<tr>
<td>secured, and the nature of the consideration to be</td>
<td></td>
<td></td>
</tr>
<tr>
<td>provided in settlement and</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Details of any guarantees given or received</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Provisions for doubtful debts related to the amount of</td>
<td>Yes</td>
<td>No</td>
</tr>
<tr>
<td>outstanding balances</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Expense recognised during the period in respect of bad or</td>
<td>Yes</td>
<td>No</td>
</tr>
<tr>
<td>doubtful debts due from related parties</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Relationship between parent and subsidiaries regardless of</td>
<td>Yes</td>
<td>No</td>
</tr>
<tr>
<td>whether there have been transactions between them</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Name of reporting entity’s parent</td>
<td>Yes</td>
<td>No</td>
</tr>
<tr>
<td>Name of reporting entity’s ultimate controlling party (ie</td>
<td>Yes</td>
<td>No</td>
</tr>
<tr>
<td>NSW Government)</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
The above disclosures should be made separately for each of the following categories:

- The parent
- Entities with joint control of, or significant influence over the entity
- Subsidiaries
- Associates
- Joint ventures in which the entity is a joint venturer
- Key management personnel of the entity or its parent and
- Other related parties

Disclosure requirements – transactions that are in common with the general public

Transactions that are in common with the general public in the course of delivering an entity’s public service objectives and that are entered into under the same terms and conditions as a public citizen are unlikely to require disclosure. Examples of these include:

- Paying taxes, stamp duty, levies, fines or any other statutory charges
- Receiving tax refunds or rebates
- Using public services (such as public swimming pools, schools, hospitals, transport etc)
- Payments for electricity, water and utility services
- Renewing licences and registrations

Due to the nature of related party transactions, more weight is given to qualitative factors of the transactions such as the closeness of the related party relationship in establishing the level of significance of the transaction.

**Example 6.2: Transactions which are common with the public or trivial in nature**

Which of the following transactions are common with the public or trivial in nature?

- Grant of licence to private health facilities
- Sale of a property to NSW Government
- Medicare rebates
- Payment of water rates
- Maternity leave compensation paid to the Chief Executive for a local health district

**How should the above be accounted for in the identification of related parties?**

The grant of licence to private health facilities is regarded as a transaction which is available to the general public and no disclosure is required. The sale of a property to NSW Government may require disclosure and consideration need to be made as to whether the transaction occurred on terms and conditions applying to the general public (ie was it available to all and whether the consideration paid was at market value?) If not, then this would be considered material in nature and a related party transaction which should be disclosed.

Payment of water rates is not required to be disclosed as the transaction is available to the general public.

The payment of maternity leave to the Chief Executive is a related party transaction and should be disclosed in the financial statements in accordance with the KMP compensation requirements. (refer to 6.4.4 below)
6.4.4 *Key Management Personnel*

A KMP is a person who has the authority and responsibility for planning, directing and controlling the activities of the reporting entity, directly or indirectly, including any director (whether executive or otherwise).

Director means a person who is a director under the Corporations Act 2001; and in the case of entities governed by bodies not called a board of directors, a person who, regardless of the name that is given to the position, is appointed to the position of a member of the governing body, council, commission or authority.

The Secretary of NSW Health, and the Chief Executives of local health districts, specialty networks, statutory health corporation and the Health Administration Corporation are considered to the KMP. In most circumstances, the Health Portfolio Ministers are likely to be a KMP of the entities within their portfolio. Entities with more than one responsible Minister will need to assess the facts and circumstances to determine whether both Ministers are KMP of that entity.

These are explored further as follow:

<table>
<thead>
<tr>
<th>Related parties in the NSW public sector</th>
<th>Considerations</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chief Executives</td>
<td>The day to day activities of departments and statutory departments managed by the Chief Executive, or the NSW Health executive team would be considered KMP of their respective local health districts, specialty networks, or statutory health corporations as they have direct authority and responsibility to plan, direct and control the activities.</td>
</tr>
<tr>
<td></td>
<td>The Ministry will need to assess on a case by case basis whether these department heads’ authority extends to other agencies within the Health cluster.</td>
</tr>
<tr>
<td>Minister</td>
<td>The Portfolio Minister is likely to be a KMP of agencies that are controlled by the NSW government within their portfolio. This is because they usually have the authority and responsibility for planning, directing and controlling, directly or indirectly the activities of Specialty Health Networks, Board-governed organisations and Chief Executive-governed organisations. Some agencies may have more than one responsible Minister – in such cases, those agencies will need to assess the facts and circumstances to determine whether one, both or neither Ministers are KMP of their agency</td>
</tr>
<tr>
<td>Related parties in the NSW public sector</td>
<td>Considerations</td>
</tr>
<tr>
<td>------------------------------------------</td>
<td>----------------</td>
</tr>
<tr>
<td>The Premier</td>
<td>Although the Premier has the power to allocate agency portfolios to Ministers and appoint and remove Ministers, it is the Health Ministers who have the overall responsibility to make decisions in relation to their agencies under legislation. Ministers’ powers arise from legislation rather than delegation from the Premier. Therefore Health Ministers are considered principal decision makers over their responsive portfolio and the Premier is not considered to be a KMP of agencies outside of their portfolio.</td>
</tr>
<tr>
<td>Cabinet Members</td>
<td>NSW Cabinet’s role is to direct overall government policy and make decisions about State issues. NSW Cabinet as a group, comprising of all NSW Ministers and the Attorney General, makes decisions collectively. Having regards to NSW Cabinet’s powers and structure, all members are considered KMP of the State. Cabinet members are related parties of every State-controlled entity (ie including NSW Ministry of Health).</td>
</tr>
<tr>
<td>Expenditure Review Committee</td>
<td>The role of the Expenditure Review Committee (“ERC”) is to assist the Cabinet and the Treasurer in:</td>
</tr>
<tr>
<td></td>
<td>- Framing the fiscal strategy and the Budget for Cabinet’s consideration</td>
</tr>
<tr>
<td></td>
<td>- Driving expenditure controls within agencies and monitoring financial performance</td>
</tr>
<tr>
<td></td>
<td>- Considering proposals with financial implications brought forward by Ministers.</td>
</tr>
<tr>
<td></td>
<td>ERC does not have final decision making authority and hence its members are not considered to be a KMP</td>
</tr>
</tbody>
</table>
KMP Compensation – Disclosure Requirements

The Ministry is required to disclose the KMP compensation in aggregate for each of the following categories:

- Short-term employee benefits
- Post-employment benefits
- Other long-term benefits
- Termination benefits
- Share-based payment

KMP compensation includes all forms of consideration paid, payable or provided by the entity, or on behalf of the entity, in exchange for services rendered to the entity. If a person became a KMP of a reporting entity during a reporting period, no disclosure is required for any remuneration paid to that person before that person’s appointment as KMP. If a person ceases to be a KMP during a reporting period, the entity is required to disclose that person’s compensation for the period until cessation.

Short term employee benefits includes monetary (such as salaries and wages) and non-monetary benefits. Examples of non-monetary benefits are private health insurance, housing, cards, and free or subsidised goods or services. Reimbursement of business related expenses is not compensation. For example
– flights and travel expenses to attend a business meeting is not a compensation, however a benefit provided to a KMP that is personal in nature is considered compensation. In cases of defined benefit superannuation plans, the defined benefit expense relating to KMP should be disclosed as part of post-employment benefits. This could be calculated as the proportion of the defined benefit obligation assigned to KMP as a percentage of the total defined benefit obligation, applied to the expense recognised for the period.

Other long-term benefits include long service leave, in accordance with AASB 119.

Examples of KMP compensation and categories:

<table>
<thead>
<tr>
<th>Category</th>
<th>Examples</th>
</tr>
</thead>
<tbody>
<tr>
<td>Short-term employee benefits</td>
<td>• Directors’ fees</td>
</tr>
<tr>
<td></td>
<td>• Cash salaries of the KMP</td>
</tr>
<tr>
<td></td>
<td>• Visiting Medical Officer and Staff Specialist Payments</td>
</tr>
<tr>
<td></td>
<td>• Bonuses, profit share, commission, incentive payments (payable within 12 months of reporting period end)</td>
</tr>
<tr>
<td></td>
<td>• Payment for consulting services not related to the management of the group</td>
</tr>
<tr>
<td></td>
<td>• Club membership fees (unless business expenses)</td>
</tr>
<tr>
<td></td>
<td>• Private insurance premiums paid, including indemnity insurance (during employment)</td>
</tr>
<tr>
<td></td>
<td>• Use of entity services or property for private purposes</td>
</tr>
<tr>
<td></td>
<td>• Staff Specialists’ Training, Education and Study Leave (TESL) payments</td>
</tr>
<tr>
<td></td>
<td>• Expatriate package cost</td>
</tr>
<tr>
<td></td>
<td>• Goods and services provided</td>
</tr>
<tr>
<td></td>
<td>• Annual and sick leave entitlements</td>
</tr>
<tr>
<td></td>
<td>• Motor vehicle provided for private use</td>
</tr>
<tr>
<td></td>
<td>• Personal expense payments</td>
</tr>
<tr>
<td>Post-employment benefits</td>
<td>• Private insurance premiums paid, including indemnity insurance (post-employment)</td>
</tr>
<tr>
<td></td>
<td>• Long service leave, sabbatical, jubilee, disability</td>
</tr>
<tr>
<td></td>
<td>• Expense associated with superannuation benefits</td>
</tr>
<tr>
<td></td>
<td>• Payments made by a superannuation fund</td>
</tr>
<tr>
<td></td>
<td>• Other retirement benefits</td>
</tr>
<tr>
<td></td>
<td>• Payment of retirement benefits previously disclosed when accrued</td>
</tr>
<tr>
<td>Other long-term benefits</td>
<td>• Bonuses, profit share, commission, incentive payments (payable later than 12 months after reporting period)</td>
</tr>
<tr>
<td>Termination benefits</td>
<td>• Redundancy payments</td>
</tr>
<tr>
<td></td>
<td>• Ex-gratia payments</td>
</tr>
<tr>
<td></td>
<td>• Any compensation for loss of office</td>
</tr>
<tr>
<td>Share-based payments</td>
<td>• Share options issued to KMP in respect of services to the entity</td>
</tr>
</tbody>
</table>

**Close family members of KMP**

A close family member of KMP of the entity or of a parent of the entity or of any person that controls, or has joint control or significant influence over the entity is a related party of the entity.
Close family members include:
- That person’s children and spouse or domestic partner;
- Children of that person’s spouse or domestic partner; and
- Dependents of that person or that person’s spouse or domestic partner

The above is not exhaustive and it is necessary to consider whether there are any other family members who may be expected to influence or be influenced by the person in their dealings with the entity.

Example 6.3: Identification of close family members

The Chief Executive of a local health district is a key management personnel. The Chief Executive’s family comprises of his sibling, partner (not co-habiting), ex-wife (co parenting and receiving support payments), grown up children who are financially independent, cousins, parents of his partners and in-laws that live in a house owned by the Chief Executive, as well as children who are minors.

What Related party considerations are there from this situation?

The sibling is not regarded as a close family member unless the sibling is expected to influence or be influenced by the KMP in their dealings with the entity. Partner and ex-wife may be regarded as a close family member if they are regarded as being financially dependent on the Chief Executive. Both the grown up children, and the children who are regarded as minors are regarded as close family members. The parents of the Chief Executive partner and the Chief Executive’s cousins are unlikely to be regarded as a close family member – unless they are financially dependent on the Chief Executive. The in-laws that live in a house owned by the Chief Executive may possibly be regarded as a close family member if they are financially dependent.

The below factors are relevant in considering whether the person are regarded as a close family member of the KMP:

- Does the person live under the same roof as the KMP
- Is the person financially dependent on the KMP
- Does the person engage in business relations with the KMP
- Does the relationship between the person and the KMP lend itself to either party having influence over each other
7 Conceptual framework

7.1 Scope

7.1.1 Applicability

This Policy provides the Ministry with the guidance on the objective of the financial statements, the qualitative characteristics that determine the usefulness of information in financial statements and the definition, recognition and measurement of the elements from which financial statements are constructed, as well as providing concepts of capital and capital maintenance.

7.1.2 Relevant guidance

This Policy should be read in conjunction with the following guidance:

- Framework for the Preparation and Presentation of Financial Statements (AASB)

7.2 Overview and purpose

The purpose of this document is to provide the NSW Ministry of Health (the “Ministry” with illustrative guidance on the framework with respect to the objective and preparation of the financial statements.

The framework must meet the guidelines as set out in Framework for the Preparation and Presentation of Financial Statements as compiled by the Australian Accounting Standards Board. The policy provides guidance on classifying cash and cash equivalents in the period and classifying these as arising from operating, investing or financing cash flows.

7.3 Policy statement

Financial statements portray the financial effects of transactions and other events by grouping them into broad classes according to their economic characteristics. These broad classes are termed the elements of financial statements. The elements directly related to the measurement of financial position in the Statement of Financial Position are assets, liabilities and equity. The elements directly related to the measurement of performance in the income statement are income and expenses. The cash flow statement usually reflects income statement elements and changes in balance sheet elements.

7.4 Application guidance

7.4.1 Objective of general purpose financial reporting

The objective of general purpose financial reporting is to provide financial information about the reporting entity that is useful to existing and potential resource providers (such as government bodies, existing lenders and other creditors), recipients of goods and services (such as members of the community) and parties performing a review or oversight function on behalf of other users (such as advisors and members of parliament). Such users may make resource allocation decisions with respect to the Ministry of Health. An example of these decisions include
• Parliament deciding whether to fund particular programmes conducted by the departments of the Ministry by way of appropriations
• Donors may decide whether to donate resources to the Ministry or their departments

With respect to users of the financial statements, these users would be concerned with the ability of the Ministry to achieve its objectives, which in turn may depend, at least in part on the Ministry’s prospects for future net cash flows. In order to assess the Ministry’s prospects for future net cash inflows, the users of the financial statements would need information about the resources of the entity, claims against the entity, and how efficiently and effectively the entity’s management and chief executives have discharged their responsibilities to use the entity’s resources.

The Framework establishes the concepts that underlie those estimates, judgements and models in which the financial report are based on.

7.4.2 Information about a reporting entity’s economic resources, claims against the entity and changes in resources and claims

General purpose financial reports provide information about the financial position of a reporting entity (the Ministry), which is information about the Ministry’s economic resources and claims against the Ministry. The report also provide information about the effects of transactions and other events that change a reporting entity’s economic resources and claims.

Changes in a reporting entity’s economic resources and claims result from that of the entity’s financial performance as disclosed in the statement of comprehensive income, as well as from other events or transactions such as the contribution or distribution by/to owners of wholly owned public sector entities. To properly assess the prospects for future cash flow from the reporting entity, users need to be able to distinguish between both of these changes.

Information about the Ministry’s financial performance helps users to understand the return that the Ministry has produced on its economic resources and how well management has discharged its responsibilities to make efficient and effective use of the Ministry’s resources.

Financial performance reflected by accrual accounting

Accrual accounting depicts the effects of transactions and other events and circumstances on the Ministry’s economic resources and claims in the periods in which those effects occur, even if the resulting cash receipts and payments occur in a different period. The accrual basis of accounting provides a better basis for assessing the Ministry’s past and future performance rather than information prepared solely on cash accounting basis during the period.

Information about the Ministry’s financial performance during a period, reflected by changes in its economic resources and claims is useful in assessing the Ministry’s past and future ability to generate net cash inflows, through its operations rather than by obtaining additional resources directly from creditors. This in turn, is useful for users to assess whether income from donors or parliament or other sources was sufficient, and is likely to remain sufficient to meet the cost of a given volume and quality of goods and services to which the Ministry provides.
7.4.3 Qualitative characteristics of useful financial information

If financial information is to be useful, it must be relevant and faithfully represent what it purports to represent. The usefulness of financial information is enhanced if it is comparable, verifiable, timely and understandable.

Relevance

Financial information is regarded as relevant if it is capable of making a difference in the decisions made by the users. These would be relevant if it has predictive value (financial information can be used as an input to processes employed by users to predict future outcomes) or confirmatory value (where information provides feedback about previous evaluations).

Faithful representation

For information to be useful, financial information must not only be relevant, but it must also faithfully represent what it purposes to represent. The financial information should be complete, neutral and free of error. A complete depiction may require explanations of significant facts about the quality and nature of the items, factors and circumstances that might affect their quality and nature, and the process used to determine the amount recognised.

7.4.4 Statement of financial position

The financial position includes assets, liabilities and equity which are defined as follow:

- An asset is a resource controlled by the entity as a result of past events and from which future economic benefits are expected to flow to the entity. In the instance of the Ministry of Health which is a not-for-profit in the public sector, the asset provides a means for the Ministry to achieve their objective in providing goods and services that has the capacity to satisfy the needs of the community. This would be in the form of future economic benefits or service potential
- A liability is a present obligation of the entity arising from past events, the settlement of which is expected to result in an outflow from the entity of resources embodying economic benefits
- Equity is the residual interest in the asset of the entity after deducting all its liabilities.

In assessing whether an item meets the definition of an asset, liability or equity, the Ministry should assess the underlying substance and economic reality and not only its legal form. An example in the case of finance leases, the substance and economic reality is that the lessee acquires the economic benefit for the use of the leased asset for the major part of its useful life, in return for entering into an obligation to pay for that right an amount approximating to the fair value of the asset and the related finance charge. Hence the finance lease is recognised as an asset and a liability in the lessee’s Statement of Financial Position (refer to Chapter 14 of the policy document).

Assets

Assets may result from past transactions or other past events. The Ministry would normally obtain assets by purchasing or constructing them (such as infrastructure assets), or receiving the assets from a government body.

Further, while there is a close association between incurring expenditure and generating assets, the two do not necessarily coincide. Hence, when the
Ministry incurs expenditure, this may provide evidence that economic benefits were sought, however may not satisfy the definition of an asset. Refer to Chapter 3 of the policy document with respect to the capitalization of assets.

**Assets employed to satisfy the objective of the Ministry**

An entity usually employs its assets to produce goods or services capable of satisfying the wants or needs of customers. The provision of goods and services by the Ministry may not result in net cash inflows to the Ministry as the recipients of the goods and services may not transfer cash or other benefits to the Ministry in exchange. The fact that the provision of health services were not charged fully to the beneficiaries does not deprive those assets of value.

**Form of assets**

Many assets, for example property, plant and equipment have a physical form. However physical form is not essential to the existence of an asset. These can have an intangible form (such as intangible assets per Chapter 16 of the policy document).

**Liabilities**

An essential characteristic of a liability is that the entity has a present obligation which would result from past transactions or past events. An obligation is a duty or responsibility to act or perform in a certain way. These may be legally enforceable as a consequence of a binding contract or statutory requirement. Obligations also arise, from normal business practice, and a desire to maintain good relations or act in an equitable manner.

The Ministry should also assess whether there is a present obligation vs a future commitment. A decision by the Ministry to acquire assets in the future does not give rise to a present obligation. An obligation normally arises only when the asset is delivered or the Ministry enters into an irrevocable agreement to acquire the asset.

**Equity**

Equity is defined as a residual, however is sub-classified in the Statement of Financial Position of the Ministry between accumulated funds and an asset revaluation surplus. The movement in the accumulated fund will result from contributions arising from the transfer of assets or liabilities from/to another wholly owned public sector entity. Refer to Chapter 23 of this policy document with respect to contributions by owners made to wholly-owned public sector entity. The accumulated fund will also increase/decrease based on the net result arising from the profit or loss of the Ministry during the year.

The revaluation of assets, carried at fair value will also result in an increase or decrease in the asset revaluation fund. Refer to Chapter 4 of this policy document with respect to the valuation of physical non-current assets.

**7.4.5 Statement of comprehensive income**

The statement of comprehensive income includes elements of income and expenses which are defined as follow:

- Income is increases in economic benefits during the accounting period in the form of inflows or enhancements of assets or decreases of liabilities that result in increases in equity, other than those relating to contributions from owners of wholly owned public sector entities
expenses are decreases in economic benefits during the accounting period in the form of outflows or depletion of assets or incurrences of liabilities that result in decreases in equity, other than those relating to distributions to owners of wholly owned-public sector entities

Income
The definition of income includes both revenue and gain. Revenue arises from the course of ordinary activities of the Ministry and includes parliamentary appropriations, sale of goods and services such as patient fees, grants and contributions and reimbursements by the Crown Entity with respect to employee benefits. Gains represent other items that meet the definition of income and may or may not arise in the course of ordinary activities of the Ministry. When gains are recognised in the income statement, they are usually disclosed separately because knowledge of them is useful for the users to make economic decisions. Gains are often reported net of related expenses.

Expenses
The definition of expenses encompasses losses as well as those expenses that arise in the course of ordinary activities of the entity. Expenses that arise in the ordinary activities of the Ministry includes grants and contributions made to other organisations, cost of drug supplies, wages and depreciation. They usually take the form of an outflow of depletion of assets such as cash and cash equivalents, inventory, property, plant and equipment.

Losses represent other items that meet the definition of expenses and may or may not arise in the course of ordinary activities of the Ministry. The losses may include those resulting from disasters such as fire and flood, as well as those arising from the disposal of non-current assets. When losses are recognised in the income statement, they are usually shown separately because knowledge of them is useful for the purpose of making economic decisions by the users. Losses are often reported net of related income.
7.4.6 Recognition of the elements of financial statements

Recognition is the process of incorporating in the Statement of Financial Position or income statement an item that meets the definition of an element and satisfies the criteria for recognition.

The criteria for recognition is as follow:

a) it is probable that any future economic benefit associated with the item will flow to or from the entity and

b) the item has a cost or value that can be measured with reliability. If the item fails to meet this criteria, the item may qualify for recognition at a later date as a result of subsequent circumstances or events.

An item that possesses the essential characteristics of an element but fails to meet the criteria for recognition may warrant disclosure in the notes or in supplementary schedules. This is appropriate when knowledge of the item is considered to be relevant in the evaluation of the financial statements by users of the financial statements.

Recognition of assets

An asset is recognised in the Statement of Financial Position when it is probable that the future economic benefits by way of increasing service potential will flow to the Ministry and the asset has a cost or value that can be measured reliably.

An asset is not recognised when expenditure has been incurred for which it is considered improbable that economic benefits will flow to the Ministry beyond the current reporting period. Instead, this transaction should be recognised as an expense in the income statement.

Recognition of liabilities

A liability is recognised in the Statement of Financial Position when it is probable that an outflow of resources embodying economic benefits will result from the settlement of a present obligation and the amount at which the settlement will take place can be measured reliably.

In practice, obligations under contracts that are equally proportionately unperformed *such as liabilities for inventories ordered but not received) are generally not recognised as liabilities. However such obligations may meet the definition of liabilities (provided the above criteria is met). In such circumstances, recognition of liabilities entails recognition of related assets or expenses.

Recognition of income

Income is recognised in the income statement when an increase in future economic benefits related to an increase in an asset or a decrease of a liability has arose which can be measured reliably. The recognition of income occurs simultaneously with the recognition of increases in assets or decreases in liabilities.

Recognition of expenses

Expenses are recognised in the income statement when a decrease in future economic benefits related to a decrease in an asset or an increase of a liability has arose which can be measured reliably. The recognition of expenses occur simultaneously with the recognition of an increase in liabilities or a decrease in asset.

Expenses are recognised in the income statement on the basis of a direct association between the costs incurred and the earning of specific items of income. This is referred to as matching of costs and revenues. An example of this is the simultaneous recognition of revenue generated from sale of prescription drugs and the cost of those prescription drugs sold.
When economic benefits are expected to arise over more than one accounting period, the expenses are recognised in the income statement on the basis of systematic and rational allocation procedures. An example of this is with property, plant and equipment in which the associated depreciation is recognised on a straight line basis in the income statement.

Other than the above circumstances, an expense is recognised immediately in the income statement when an expenditure produces no future economic benefits or when, to the extent that future economic benefits do not qualify, or cease to qualify, for recognition in the Statement of Financial Position as an asset. An expense is also recognised when a liability is incurred without the recognition of an asset.
8  Accounting policies, accounting estimates and errors

8.1  Scope

8.1.1  Applicability

This Policy prescribes the criteria for selecting and applying accounting policies, and addresses the accounting treatment and disclosure requirements of changes in accounting policies and accounting estimates and correction of prior period errors.

8.1.2  Relevant guidance

This Policy should be read in conjunction with the following guidance:

- AASB 108 Accounting Policies, Changes in Accounting, Estimates and Errors

8.2  Overview and purpose

Accounting policies are the specific principles, bases, conventions, rules and practices that an entity applies when preparing and presenting financial statements. The Ministry should select its accounting policies in accordance with the Australian International Financial Reporting Standards (AIFRS) which the AASB develops and reviews. The Ministry should also refer to this policy document with respect to the accounting policies.
8.3 Selecting and applying accounting policies

Entities do not need to apply accounting policies contained in AIFRS where the effect of applying them is immaterial.

When considering materiality, the Ministry needs to understand the characteristics of the users of the financial statements and how it reasonably expects them to influence such users economic decisions.

The Ministry should also apply the accounting policies consistently unless permitted under the guidelines of this accounting policies (an example of this would be different accounting policies to different categories of PP&E as noted in Chapter 4 of this document). The consistency principle also applies from one accounting period to the next.

8.4 Changes in accounting policies

The Ministry should change its accounting policy only if:

- a standard or an interpretation requires the change or
- the change will result in the financial statements providing reliable and more relevant information about the effects of transactions, other events or conditions on the entity’s financial position, financial performance or cash flows.

It is not a change in accounting policy where the Ministry introduces an accounting policy to account for transactions or events that are different in substance from those previously occurring. Further, adopting an accounting policy for events or transactions that previously did not occur, or were immaterial, is not a change of accounting policy.

A change in accounting policy that is made on the initial application of an AASB standard (including early adoption) should be accounted for in accordance with the specific transitional provisions of that standard or interpretation, if any. New or revised standards often includes specific transitional provisions to allow prospective, rather than retrospective application of the standard. Early adoption of a new standard is not treated as a voluntary change and hence any specific transitional provisions in the new standard should be applied.

Voluntary changes to accounting policy

The Ministry should retrospectively apply voluntary changes to the new accounting standards or accounting policies where there are no specific transitional rules, including changes in presentation to the extent that it is impracticable. All comparative amounts should be adjusted to show the results and financial position of prior periods as if the new accounting policy had always applied.

The Ministry should report the adjustment to all periods prior to those presented as an adjustment to the opening balance of each affected component of equity for the earliest period presented.
Changes in accounting estimates

Estimates involve judgements based on the latest available, reliable information. Examples of estimates include:

- Determining an allowance for doubtful debts
- Provision for slow-moving or obsolete inventory
- Useful lives of property, plant and equipment and intangible assets
- Fair values of non-current physical assets

A change in accounting estimates refer to an adjustment of the carrying amount of an asset or a liability, or the amount of the periodic consumption of an asset, that results from the assessment of the present status of, and expected future benefits and obligations associated with assets and liabilities.

Changes in accounting estimates do not, by their nature relate to prior periods and are not corrections of errors. Therefore the accounting treatment for changes to accounting estimates differ from accounting policies. Changes in accounting estimates result from new information or developments and therefore are not correction of errors.

The Ministry should recognise the effect of a change in accounting estimate prospectively (ie from date of change) by including it in profit or loss in:

- The period of the change, if the change affects that prior period only or
- The period of the change and future periods, if the change affects both

Where the change affects the asset or liabilities, or relates to an equity item instead of profit or loss, the Ministry should recognise such changes by adjusting the carrying amount of the related assets and liabilities or the equity item in the period of change. Change in estimate would generally adjust the difference to profit or loss where the corresponding adjustments to an asset, a liability or an equity item are not equal.

Example 8.1 Changes in accounting estimates

An amount of $50,000 was initially expensed as it was assessed not probable that future economic benefits would result, based on information available at the time. This expenditure was incurred in connection with the development of a new vaccine.

New information has subsequently come to light to change that assessment, where the development of the vaccine is determined to be feasible and the probability criterion for the economic benefits is determined to be met. An asset should be recognised for the subsequent expenditure on intellectual property. $150,000 was subsequently spent on further developing the intellectual property and the $150,000 was expensed but not the previous $50,000.

How should the above be accounted for?

Expenditure that was expensed in the prior period must not be reversed and capitalised as part of the cost of the asset, as this is not a correction of an error, rather it is similar to a revision of an accounting estimate.
8.6 **Prior period errors**

Material errors may relate to one or more periods for which financial statements have already been issued. These errors are corrected by adjusting the comparative information for the periods affected that are included in the current period’s financial statements.

The term prior period errors refers to omissions from, and misstatements in the entity’s financial statements for one or more prior periods arising from a failure to use, or misuse of reliable information that:

- was available when financial statements for those periods were authorised for issue and
- could reasonably be expected to have been obtained and taken into account in the preparation and presentation of those financial statements

Such errors include the effects of mathematical mistakes, mistakes in applying accounting policies, oversights or misinterpretations of facts and fraud.

Determining whether or not there has been an error in the prior period requires consideration of whether there was reliable information available that could have been reasonably been obtained at the time when the error was made. If the information was determined to be available at the time yet the information was disregarded or misused, then this would require a correction or error rather than a change in the accounting estimate.

The Ministry should correct material prior period errors retrospectively, by amending comparatives and restating retained earnings at the beginning of the earliest period presented in the first set of financial statements authorised for issue after their discovery. The following restatement would be required:

- Restating comparative amounts for the prior period presented in which the error occurred or
- If the error occurred before the earliest prior period presented in the financial statements, restating the opening balances of assets, liabilities and equity for the earliest prior period presented.

**Example 8.2 Correction of prior period error – Recognition of previous unrecognised building**

The HEALTH ENTITY conducted a physical verification of buildings in June 2014. It was found that one building had not previously been recorded in the asset register. Upon investigation it was revealed that the building was transferred to the HEALTH ENTITY when one of the health corporations had dissolved under a legislative amendment on 1 July 2011. At July 2011 the building had a fair value of $1,000,000 and accumulated depreciation of $100,000. The building has a useful life of 50 years and as at 1 July 2011, a remaining useful life of 45 years. It is depreciated on a straight line basis at $20,000 per year.
How should the above be accounted for?

As the error occurred before the earliest period presented in the financial statements, the HEALTH ENTITY would need to make the following entry to the opening balances of the earliest period presented in its financial report (i.e., in 2012 to 2013) to correct the omission.

June 2014:
Dr Buildings $1,000,000
Cr Accumulated Depreciation $100,000
Cr Contributed equity $900,000

To record asset at its original transfer value against contributed equity as it results from a transfer of the building from another health corporation.

Dr Accumulated surplus $40,000
Cr Accumulated depreciation $40,000

To record prior period depreciation from 2011 to 2012 of $20,000 and from 2012 to 2013 of $20,000.

Dr Depreciation expense $20,000
Cr Accumulated depreciation $20,000

To record current year depreciation from 2013 to 2014.

8.7 Impracticality of retrospective application or restatement

In limited circumstances, full retrospective application or restatement might not be practicable. Full retrospective application or restatement is not required to the extent that it is impracticable to determine either the period-specific effects or the cumulative effects of changing an accounting policy or the correction of material prior period errors.

The Ministry may consider it be impracticable to apply a change in accounting policy or correct a prior period retrospectively where:

1. The effects of the retrospective application or retrospective restatement are not determinable
2. The retrospective application or restatement requires assumptions about what management’s intention would have been in that period or
3. The retrospective application or restatement requires significant estimates of amounts, and it is impossible to distinguish objective information about those estimates that
   • provides evidence of circumstances that existed on the date at which those amounts are to be recognised, measured or disclosed and
   • would have been available when the financial statements for that prior period were authorised for issue, from other information
8.8 **Disclosures – changes in accounting policies, accounting estimates and correction of prior period errors**

Where the Ministry has retrospectively applied an accounting policy, or restated or reclassified items in its financial statements, and this has a material effect on the information in the balance sheet at the beginning of the preceding period, it presents that balance sheet. The additional balance sheet is given as at the beginning of the preceding period. The Ministry is not required to disclose the notes related to the additional balance sheet.

Where there is a change in the accounting estimate, the Ministry should disclose the nature and amount of change in an accounting estimate that has an effect in the current period or is expected to have an effect in future period, except for the disclosure of the effect on future periods when it is impracticable to estimate that effect.
9 Presentation of the financial statements and other disclosures

9.1 Scope

9.1.1 Applicability
This Policy prescribes the basis for presentation of general purpose financial statements to ensure comparability both with the Ministry’s financial statements of previous periods and with the financial statements of other agencies. The policy sets out the guidance on presentation of financial statements and guidelines for their structure and minimum requirements for their content.

9.1.2 Relevant guidance
This Policy should be read in conjunction with the following guidance:
- AASB 101 Presentation of financial statements.
- TC17-04 Mandates of options and major policy decisions under Australian Accounting Standards

9.2 Overview and purpose
The purpose of this document is to provide the Health Entities with illustrative guidance presenting their financial statements as required under the accounting standards AASB 101 Presentation of financial statements for general purpose financial reporting.
9.3 **Policy statement**

General purpose financial statements are defined as those financial statements intended to meet the needs of users who are not in a position to require an entity to prepare reports tailored to their particular information needs.

9.4 **Application guidance**

9.4.1 **Financial statements**

Financial statements are a structured representation of the financial position and financial performance of an entity. The objective of financial statements is to provide information about the financial position, financial performance and cash flows of an entity that is useful to a wide range of users in making economic decisions. The financial statements provide information about the entity's:

- assets
- liabilities
- equity
- income and expenses, including gains and losses
- contributions and distributions to owners of wholly-owned public sector entities and
- cash flows

The above information, along with other information in the notes, assists users of financial statements in predicting the entity's future cash flows and in particular, their timing and certainty.

A complete set of financial statements comprises

- a statement of financial position as at the end of the year
- a statement of comprehensive income for the year
- a statement of changes in equity for the year
- a statement of cash flows for the year
- notes, comprising significant accounting policies and other explanatory information
- comparative information in respect of the preceding year

As per the Treasury Circular TC17-04 *Mandates of options and major policy decisions under Australian Accounting Standards*, the Ministry should prepare a single statement of comprehensive income.

9.4.2 **General features of financial statements**

**Going concern**

The Ministry should prepare financial statements on a going concern basis, unless there is an administrative restructure. When management is aware, in making its assessment of material uncertainties related to events or conditions that may cast significant doubt on the Ministry’s ability to continue as a going concern, the Ministry shall disclose those uncertainties. When the Ministry does not prepare financial statements on a going concern basis, it shall disclose that fact, together with the basis on which it prepared the financial statements and the reason why it is not regarded as a going concern.

**Accrual basis of accounting**

The Ministry should also prepare the financial statements, except for cash flow information, an on accrual basis of accounting.
Materiality and aggregation

The Ministry should present separately each material class of similar items. Items of a dissimilar nature should be presented separately unless they are immaterial.

Omissions or misstatements are material if they could, individually or collectively influence users’ economic decisions. The materiality depends on the size and nature of the omission or misstatement, judged in the surrounding circumstances.

Offsetting/netting

The Ministry is not permitted to offset or net assets and liabilities or income and expenses, except where expressly required or permitted by the Australian Accounting Standards. Items that are not considered offsetting of assets and liabilities include accumulated depreciation and amortisation, provisions against inventory and impairment provisions.

Frequency of reporting

Financial statements should be prepared by the Ministry on an annual basis.

Comparative information

The Ministry should present comparative information in respect of the preceding period for all amounts reported in the current period's financial statements. This should include comparative information for narrative and descriptive information if it is relevant to understanding the current period’s financial statements. As a minimum, two financial statements (statement of financial position, statement of comprehensive income, statement of changes in equity and statement of cash flows should be prepared to present the current period and the comparative period.

Where the Ministry changes the accounting policies retrospectively, or makes retrospective restatements (refer to Chapter 8 of the policy document), an opening statement of financial position should be prepared.

Where it is impractical to restate comparative figures when it changes the presentation or classification of items in the financial statements, the Ministry should disclose the reason for not restating and the nature of the adjustments that would have been made if it had been practical to do so. It is ‘impracticable’ to apply a requirement if it cannot be applied after making every reasonable effort to do so.

Consistency of presentation

The Ministry should retain the presentation and classification of items in the financial statements from one period to the next unless:

1) It is apparent, following a significant change in the nature of the Ministry’s operations or a review of its financial statements, that another presentation or classification provides relevant and more reliable information

2) A change in the Australian Accounting Standards require a change in presentation

The Ministry should only change the presentation where it is likely to continue to be used in future periods.
9.4.3 Structure and content

Financial statements should be identified and distinguished from other information presented in the same annual report.

As part of the annual report, the Ministry should clearly identify each financial statement and the notes and the following information should be displayed prominently:
1) the entity’s name and any change in it since the previous period end
2) whether the financial statements are of an individual entity or a group of entities
3) the date at the end of the reporting period or the period covered by the financial statements or notes
4) the presentation currency
5) the level of rounding used

9.4.4 Statement of financial position

The statement of financial position should include line items which present the following amounts:

- property, plant and equipment
- investment property
- intangible assets
- financial assets at fair value, separately disclosing derivatives, TCorp Hour-Glass investment facilities (other than the Hour-Glass cash facility which is included as cash assets), shares and other major categories.
- Other financial assets, separately disclosing other loans and deposits, advances receivable and other major categories of investment
- inventories
- trade and other receivables
- cash and cash equivalents
- the total of assets classified as held for sale
- trade and other payables
- accrued salaries, wages and on-costs, creditors and other major categories
- provisions, separately disclosing employee benefits and related on costs, and other provisions
- financial liabilities and borrowings, separately disclosing bank overdrafts, NSW Treasury advances repayable, TCorp borrowings, other loans and deposits, finance leases and other major categories
- other liabilities, separately disclosing liability to Consolidated Fund, unearned revenue and other major categories of other liabilities
- liabilities included in disposal groups classified as held for sale
- equity reserves attributable to owners of wholly-owned public sector entities

The Ministry is required to disclose separately, the current and non-current assets and liabilities on the face of the statement of financial position as mandated through the Treasury Circular TC17-04 Mandates of options and major policy decisions under Australian Accounting Standards. The Ministry is also required to make additional disclosures in respect of each asset and liability line item that combines amounts expected to be recovered or settled within 12 months with those expected to be recovered or settled after more than 12 months.
Current assets
An asset is a current asset if:
1) the Ministry expects to realise the asset, or intends to sell or consume it in its normal operating cycle (per the Treasury Circular, the 12 month operating cycle should be adopted for NSW Health)
2) it is held primarily for the purpose of trading
3) the Ministry expects to realise the asset within 12 months after the reporting period or
4) it is a cash or a cash equivalent, unless the asset is restricted from being exchanged or used to settle a liability for at least 12 months after the reporting period

All other assets are non-current.

Current liabilities
A current liability is:
1) a liability which the Ministry expects to settle in its normal operating cycle
2) a liability held primarily for the purpose of trading
3) a liability due to be settled within 12 months after the reporting period
4) a liability whose settlement the Ministry does not have an unconditional right to defer for at least 12 months after the reporting period.

All other liabilities are non-current.

Information to be presented either in the statement of financial position or in the notes
The Ministry should disclose, either in the statement of financial position or in the notes, further sub classifications of the line items presented, classified in a manner appropriate to the entity’s operations.

The Ministry should also disclose the following, either in the statement of financial position or the statement of changes in equity or in the notes, a description of the nature of purpose of each reserve within equity. The Ministry should also disclose changes during the period in each category of equity interest.

9.4.5 Statement of other comprehensive income
The statement of comprehensive income should present the following sections:
- profit or loss
- total other comprehensive income
- comprehensive income for the period, being the total of profit or loss and other comprehensive income

The profit or loss and the comprehensive income should be split between non-controlling interests and owners of the parent.
The profit or loss line item should present the following line items for the period:
- revenue, presenting separately interest revenue calculating using the effective interest method
- finance costs
- impairment losses
- share of the profit or loss of associates and joint ventures accounted for using the equity method
- if a financial asset is reclassified out of the amortised cost measurement category so that it is measured at fair value through profit or loss, any gain or loss arising from a difference between the previous amortised cost of the financial asset and its fair value at reclassification
if a financial asset is measured at fair value through profit or loss, any cumulative gain or loss previously recognised in other comprehensive income that is reclassified to profit or loss.

As mandated through the Treasury Circular TC17-04 Mandates of options and major policy decisions under Australian Accounting Standards, the following transactions should be disclosed separately where material:

- employee related expenses: salaries and wages (including annual leave), superannuation – defined benefit plans, superannuation – defined contribution plans, long service leave, workers compensation insurance, payroll tax and fringe benefits tax and other major categories
- auditor’s remuneration, cost of sales, costs of inventories held for distribution, operating lease rental expenses, maintenance, insurance, consultants, other contractors, research and development and other major categories of operating expenses
- nature and amount of major categories of grant and subsidy expenses
- investment revenue (including interest income, dividends, rents and royalties)
- major categories of other revenue, including forgiveness of liabilities and fee income

The Treasury Circular also mandates that the expenses within the profit or loss section should be presented on the basis of their nature as oppose to the function of the Ministry.

The other comprehensive income section should present the following items:

- items of other comprehensive income classified by nature and grouped into those that:
  a) will not be reclassified subsequently to profit or loss and
  b) will be reclassified subsequently to profit or loss when specific conditions are met

The above should also separately disclose the share of other comprehensive income of associates and joint ventures accounted for using the equity method.

9.4.6 Statement of changes in equity

The statement of changes in equity should present the following information:

- Total comprehensive income for the period
- For each components of equity, the effects of retrospective application or retrospective restatement recognised as per Chapter 8 of this policy document
- For each component of equity, a reconciliation between the carrying amount at the beginning and the end of the period, separately (as a minimum) disclosing changes from:
  i) Profit or loss
  ii) Other comprehensive income and
  iii) Transactions with owners of wholly-owned public sector entity, showing separately contributions by and distributions to owners

9.4.7 Statement of cash flows

Refer to Chapter 7 of this policy document with respect to the requirements for the presentation and disclosure of cash flow information.
9.4.8 Notes to the financial statements

The notes to the financial statements should:
- present information about the basis of preparation of the financial statements and the specific accounting policies used
- disclose the information required by Australian Accounting Standards that is not presented elsewhere in the financial statements and
- provide information that is not presented elsewhere in the financial statements, but is relevant to an understanding of them

The Ministry should present notes in a systematic manner, by cross referencing each item in the statement of financial position, statement of comprehensive income, statement of changes in equity and statement of cash flows to any related information in the notes.

The Ministry should disclose its significant accounting policies which comprises:
- the measurement basis (or bases) used in preparing the financial statements and
- the other accounting policies used that are relevant to an understanding of the statements

In addition to the significant accounting policies, the Ministry should disclose the judgements that management has made in the process of applying the Ministry’s accounting policies and that have the most significant effect on the amounts recognised in the financial statements.

Sources of estimation uncertainty

The Ministry should disclose information about the assumptions it makes about the future, and other major sources of estimation uncertainty at the end of the reporting period that has a significant risk of resulting in a material adjustment to the carrying amounts of assets and liabilities within the next financial year. In respect of these assets and liabilities, the notes should include details of:
- their nature; and
- their carrying amount as at the end of the reporting period.
10 Cash flow statements

10.1 Scope

10.1.1 Applicability

This Policy provides the accounting guidance to prepare a statement of cash flow as an integral part of the Ministry’s financial statements and prescribes the criteria for classifying cash and cash equivalents in the period, classifying these as arising from operating, investing or financing cash flows.

10.1.2 Relevant guidance

This Policy should be read in conjunction with the following guidance:
- AASB 107 Statement of cash flows
- Treasury Circular TC17-04 Mandates of options and major policy decisions under Australian Accounting Standards.

10.2 Overview and purpose

The purpose of this document is to provide the NSW Ministry of Health (the “Ministry” with illustrative guidance on the accounting and reporting requirements with respect to the preparation of the statement of cash flows.

The accounting treatment for inventories must meet the guidelines as set out in AASB 107 Statement of cash flows. The policy provides guidance on classifying cash and cash equivalents in the period and classifying these as arising from operating, investing or financing cash flows.

10.3 Policy Statement

Cash flows are defined as “inflows and outflows of cash and cash equivalents”. The statement of cash flows reports changes in the cash and cash equivalents in the period, classifying these as arising from operating, investing or financing activities. The statement of cash flows should focus on identifying the cash effects of transactions with parties that are external to the reporting entity and their impact on its cash position.

10.4 Application guidance

10.4.1 Cash and cash equivalents

Cash is defined as being cash on hand and demand deposits and cash equivalents are defined as short-term, highly liquid investments that are readily convertible to known amounts of cash and which are subject to an insignificant risk of changes in value.

In order to be a cash equivalent, an investment will normally have a short maturity which would be a period of three months or less, commencing from the investment's acquisition date. Further, for a security to be a cash equivalent, it should be readily convertible, with a short maturity and the Ministry should
Cash flow statements

consider it as a means for settling liabilities and not as an investment or for any other purpose.

**Bank overdrafts**

Bank overdrafts that are repayable on demand and that are integral to the Ministry’s cash management should be included as a component of cash and cash equivalents. A characteristic of such banking arrangements is that the bank balance often fluctuates from being positive to overdrawn.

**10.4.2 Format of statement of cash flows**

The format of the statement of cash flows should be classified and reported according to the activity which give rise to them as follow:

- operating activities
- investing activities
- financing activities

**Operating cash flows**

Operating activities are defined as the principal revenue-producing activities of the entity and other activities that are not investing or financing activities.

Cash flows from operating activities will represent the movements in cash and cash equivalents resulting from the operations shown in the statement of comprehensive income in arriving at profit or loss. The following are examples of operating cash flows:

- receipts from the sale of goods and the rendering of services
- receipts from grants and contributions
- receipts from parliamentary appropriations
- payments to suppliers for goods and services
- payments for grants and subsidies
- reimbursements from the Crown Entity
- payments to and on behalf of employees
- payments and refunds of income taxes
- interest paid and received and dividends received (as mandated by TC17-04)

The Ministry should report the operating cash flows using the direct method in accordance with Treasury Circular TC17-04 *Mandates of options and major policy decisions under Australian Accounting Standards*.

The direct method reports the major classes of gross operating cash receipts and gross operating cash payments. These gross operating cash flows are aggregated to produce the entity’s net operating cash flows.

**Investing activities**

Investing activities is defined as the acquisition and disposal of long-term assets and other investments not included in cash equivalents. Hence, cash flows from investing activities include the cash effects of transactions relating to the acquisition and disposal of any long-term asset or current asset investment (other than those regarded as cash equivalents).

The following are examples of cash flows classed as investing activities:

- Payments to acquire long-term assets (including property, plant and equipment, intangibles and payments relating to capitalised development cost and infrastructure assets)
- Receipts from sale of long-term assets
- Payments to acquire equity or debt instruments of other entities
- Advances and loans made to other parties (other than those made by a financial institution)
- Receipts from the repayment of advances and loans made to other parties (other than those received by a financial institution)

**Financing activities**

Financing activities are defined as activities that result in changes in the size and composition of the contributed equity and the borrowings of the entity. Therefore, cash flows from financing activities generally comprise receipts or payments in relation to the obtaining, servicing and repayment or redemption of debt and equity sources of finance. This applies except to bank overdrafts and where borrowings are classified as cash and cash equivalents (ie short-term borrowings of three months or less).

The following are examples of cash flows from financing activities:
- Repayments of amounts borrowed
- Proceeds of amounts borrowed
- Capital element of finance lease repayments

### 10.4.3 Gross or net cash flows

The standard requires the major classes of gross receipts and payments to be presented separately on the face of the cash flow statement. However, the standard also allows certain cash flows to be reported on a net basis in limited circumstances as follow:

- cash receipts and payments on behalf of customers when the cash flows reflect the activities of the customer rather than those of the entity and
- cash receipts and payments for items in which the turnover is quick, the amounts are large, and the maturities are short

Under TC17-04 *Mandates of options and major policy decisions under Australian Accounting Standards*, the Treasury Circular mandates that the Ministry should report the relevant cash flows on a net basis under the limited circumstances as noted above. Cash flows must be reported gross in all other circumstances.
11 Events after balance sheet date

11.1 Scope

11.1.1 Applicability
This Policy applies to the accounting and disclosure of events that happen between the balance sheet date and the date when the financial statements are authorised for issue.

11.1.2 Relevant guidance
This Policy should be read in conjunction with the following guidance:
- AASB 110 Events after the Balance Sheet Date

11.2 Overview and purpose
The purpose of this document is to provide Health entities with illustrative guidance on the accounting and the disclosure of events that happen between the balance sheet date and the date when the financial statements are authorised for issue under the accounting standard AASB 110 Events After The Balance Sheet Date for general purpose financial reporting.

11.3 Policy Statement
This policy requires the Ministry to distinguish between events that require changes in the amounts to be included in the financial statements as an adjusting event, and events that only require disclosure as a non-adjusting event in accordance with AASB 110 Events After the Balance Sheet Date.

11.4 Application Guidance
11.4.1 Adjusting event
A material post balance sheet event requires changes in the amounts to be included in the financial statements where either of the following applies:

- It is an adjusting event (that is, an event that provides additional evidence relating to conditions that existed at the balance sheet date)
- The event indicates that it is not appropriate to apply the going concern basis of accounting

Examples of adjusting events include the following:
- The settlement of a court case after the balance sheet date which confirms that the entity had a present obligation at the balance sheet date. The Ministry should adjust for any existing provision for the obligation or create a new provision under this circumstance (refer to Chapter 15 of this policy document)
- The receipt of information after the balance sheet date, indicating that an asset was impaired as at the balance sheet date (e.g. costs pertaining to a feasibility study with respect to infrastructure assets which was
capitalised due to the probability criterion being met, is no longer seen as satisfying the probability criterion after the balance sheet date).

- The determination after the balance sheet date, of the consideration for assets sold or purchased before the balance sheet date
- The discovery of fraud or errors that show that the financial statements are incorrect

Going concern basis

The Secretary should assess the Ministry’s ability to continue as a going concern at the time of preparing the financial statements. This assessment must cover the Ministry’s prospects for at least 12 months from the balance sheet date. The Ministry should not prepare its financial statements on the going concern basis if it is determined after the reporting period that operations will cease as a result of an administrative restructure.

11.4.2 Non-adjusting event

A non-adjusting event is an event that arises after the balance sheet date that is indicative of conditions that arose after the balance sheet date. Adjustments to amounts recognised in the financial statements are not made for material non-adjusting post balance sheet events. They are however, disclosed in the notes to the financial statements if they are material.

The Ministry should disclose the nature of the event, and an estimate of its financial effect for each material category of non-adjusting event. If it is not possible to make an estimate of an event’s financial effect, the Ministry must disclose that fact.

Examples of non-adjusting post balance sheet events include the following:
- Administrative restructure imposed under legislation after the balance sheet date
- Major purchases of assets, classification of assets held for sale as per Chapter 5 of this policy document and other disposal of assets.
- The destruction of a specialised building by fire after the balance sheet date
- Announcing or commencing a major restructuring
- Commencing major litigation arising solely out of events that occurred after the balance sheet date.

Non-adjusting event – Administrative restructure

Administrative restructure that are made after the balance sheet date are usually non-adjusting post balance sheet events that require only disclosure on financial statements. Where operations ceased to exist post balance sheet date as a result of an administrative restructure, this may provide evidence of impairment (as per Chapter 17 of this policy document).

Non-adjusting event – Held for sale

As per Chapter 5 of this policy document, the Ministry cannot classify a non-current asset or disposal group as held for sale if it only meets the criteria to be classified as held for sale after the balance sheet date. However, if the criteria are met between the balance sheet date and the date when the financial statements are authorised, the Ministry should disclose
- A description of the non-current asset or disposal group
- A description of the facts and circumstances of the sale, or those leading to an expected disposal, and the expected method and timing of the disposal
Example 11.1 Asset sales near the period end (conditional)
The Ministry intends to sell a property adjacent to the hospital grounds. The sale of the property is conditional on planning permission being granted. Planning permission is granted and the sale is complete, with both these events occurring after the balance sheet date but before the financial statements are authorised for issue.

How should the above be accounted for?
The receipt of planning permission does not permit the sale to be recognised at period end, because there is no existing condition at the balance sheet date, for which the grant of planning permission provides additional evidence. Instead the sale is recognised in the period in which planning permission is granted (that is, in the period in which the sale becomes unconditional).

Example 11.2 Asset sales near the period end (unconditional)
The property as noted in example 11.1 above is sold unconditionally before the period end, and the amount of the consideration is dependent on whether or not planning permission is obtained.

How should the above be accounted for?
The probability of planning permission being obtained is taken into account in determining the fair value of the receivable at the balance sheet date as per Chapter 4 of this policy document. The granting or refusal of planning permission after the balance sheet date is a non-adjusting event. The difference between the receivable’s value at balance sheet date and the amount received subsequently is recognised in the period when the planning permission is granted or refused.

11.4.3 Date of authorisation of financial statements for issue
The Ministry is required to disclose both the date on which the financial statements are authorised for issue and who gives that authorisation. If the Secretary have the power to amend the financial statements after issue, that fact should also be disclosed.
12 Revenue

12.1 Scope

12.1.1 Applicability
This Policy provides the accounting guidance for the treatment of revenue arising from the ordinary activities of the Ministry of Health and the Local Health Districts.

12.1.2 Relevant Guidance
This Policy should be read in conjunction with the following guidance:

- AASB 118 Revenue

12.2 Overview and purpose
The purpose of this document is to provide Health entities with illustrative guidance on the following transactions and events:

- The sale of goods
- The rendering of services
- The use by other entity assets yielding interest, royalties and dividends

Guidance on the treatment of revenue in currently prescribed in AASB 118 Revenue, however a new standard has been published that will apply to all entities from 1 January 2018. AASB 15 Revenue from Contracts with Customers is designed to deal with customer contracts and evolving business models and introduces a new process for recognising revenue that differs from the current standard. This policy provides guidance under the current standard AASB 118 Revenue.

Contributions made by owners to wholly-owned Public Sector Entities are not classified as revenue and therefore are not included in the scope of this Chapter. Guidance on contributions made by owners to wholly-owned public sector entities can be found in Chapter 23 of this policy.

12.3 Policy Statement

Revenues are inflows or other enhancements, or savings of outflows, which arise in the course of ordinary activities of the HEALTH ENTITY that result in an increase in equity. Revenue is referred to by a variety of names including the sale of goods such as prosthesis and pharmacy products, patient and facility fees received for providing services, interest, dividends and royalties.

The HEALTH ENTITY must determine when to recognise revenue. Revenue should be recognised when it is probable that future economic benefits will flow to the entity and those benefits can be reliably measured. The HEALTH ENTITY is required to identify the circumstances in which these criteria will be met to determine whether revenue should be recognised.
12.4 Application Guidance

12.4.1 Recognition criteria

Revenue should be recognised in the income statement when it is probably that the inflow or enhancement, or saving in outflow of future economic benefits has occurred, and the amount of economic benefits can be reliably measured.

Probability that future economic benefits will eventuate

For the HEALTH ENTITY, the majority of revenues will result in the sale of goods and services where transactions involve little uncertainty that the economic flow has occurred, as HEALTH ENTITY will have received cash or an explicit claim against the external party. However there may be transactions where the absence of an exchange will raise doubts about the certainty that future economic benefits will eventuate. If HEALTH ENTITY considers that it is more likely than less likely that the future economic benefit will eventuate, then the probability criteria is met.

Revenue can be measured reliably

In most cases, the amount of revenue received will be clearly evident and will be able to be measured with a high degree of reliability. For example the consideration agreed upon, or the cash received or receivable, for a good or service that HEALTH ENTITY provides will be certain. However, in some cases the recognition of revenue will be the subject of estimates, for example estimating the proportion of total services that HEALTH ENTITY have supplied during a particular period. In these cases, revenue would qualify for recognition only if the inflow or saving in outflow of future economic benefits can be measured reliably.

When goods or services are exchanged or swapped for goods or services which are of a similar nature and value, the exchange is not regarded as a transaction that generates revenue. When goods are sold or services are rendered in exchange for dissimilar goods or services, the exchange is regarded as a transaction that generates revenue.

More specific guidance on recognition is provided in Chapters 12.4.3 Sale of Goods, 12.4.4 Rendering of Services and 12.4.5 Interest, Royalties and Dividends.

12.4.2 Measurement

Revenue is measured at fair value of the consideration received or receivable, taking into account any trade discounts and volume rebates allowed by HEALTH ENTITY. In most cases, revenue will be measured as the amount of cash or cash equivalent received or receivable. However, if the inflow of cash (or equivalent) is deferred the fair value of the consideration receivable is less than the nominal amount of cash (or equivalent) to be received, and discounting is appropriate.

When goods are sold or services are rendered in exchange for dissimilar goods or services, the exchange is regarded as a transaction which generates revenue. The revenue is measured at the fair value of the goods or services received, adjusted by the amount of any cash or cash equivalents transferred. When the fair value of the goods or services received cannot be measured reliably, the revenue is measured at the fair value of the goods or services given up, adjusted by the amount of any cash or cash equivalents transferred.
12.4.3 Sale of Goods

Revenue from the sale of goods is recognised when the following conditions are met:

- HEALTH ENTITY has transferred to the buyer the significant risks and rewards of ownership of the goods.
- HEALTH ENTITY retains neither continuing managerial involvement to the degree usually associated with ownership, nor effective control over the goods sold.
- The amount of revenue can be measured reliably.
- It is probable that the economic benefits associated with the transaction will flow to HEALTH ENTITY.
- The costs (either direct or indirect - such as associated employee costs) incurred or to be incurred in respect of the transaction can be measured reliably and/or have been recognised at the same period.

AASB 118, para 14-28

12.4.4 Rendering of Services

When the outcome of a transaction involving the rendering of services can be estimated reliably, the associated revenue is recognised by determining the stage of completion of the transaction at the end of the reporting period (known as the percentage complete method). The outcome of the transaction can be estimated reliably when the following conditions are satisfied:

- The amount of revenue can be reliably measured.
- It is probable that the economic benefits associated with the transaction will flow to HEALTH ENTITY.
- The stage of completion of the transition at the end of the reporting period can be reliably measured.
- The costs incurred for the transaction and the costs to complete the transaction can be reliably measured.

Under the percentage complete method, HEALTH ENTITY can determine the stage of completion using a variety of methods:

- Surveys of work performed
- Services performed to date as a percentage of total services to be performed
- The proportion of costs to date as a percentage of total estimated costs of the transaction.

Progress payments and advances received from customers do not often reflect the services performed.

When services are performed by and indeterminate number of acts over a specified period of time, revenue is recognised on a straight-line basis over the specified period. However if a specific act is much more significant than any other acts, the recognition of revenue is postponed until the significant act is fulfilled.

When the outcome of the transaction involving the rendering of services cannot be estimated reliably, HEALTH ENTITY will only recognise revenue to the extent of the expenses recognised that are recoverable.
12.4.5 *Interest, Royalties and Dividends*

Revenue arising from the use by other of HEALTH ENTITY assets yielding interest, royalties and dividends is recognised when it is probable that the economic benefits associated with the transaction will flow to HEALTH ENTITY, and the amount of revenue can be reliably measured.

*Interest*

Interest is recognised using the effective interest method as set out in AASB 139, paragraphs 9 and AG5-AG8.

*Royalties*

Royalties are recognised on an accrual basis in accordance with the substance of the relevant agreement.

*Dividends*

Dividends are recognised when the HEALTH ENTITY’s right to receive payment is established.

12.4.6 *Contribution and Grant*

Contributions are generally non-reciprocal transfers of assets to an entity, for example, donations and certain types of grants.

The term "non-reciprocal" refers to transactions where an entity receives assets or services or has liabilities extinguished without directly giving approximately equal value in exchange to the other party. However, it is acknowledged that the donor or grantor may receive an indirect benefit from the transaction.

HEALTH ENTITY frequently receives contributions to acquire assets or provide specific goods and services. In addition, donors or grantors may impose conditions in respect of the manner or timing in which the assets may be used.

Contributions are often in the form of:

1) **Cash**

   An unconditional cash contribution is recognised as revenue when the entity obtains control of the contribution or the right to receive the contribution.

   A conditional cash contribution is recognised as revenue when the conditions are met.

   When an entity fails to meet the specific conditions attached to a cash contribution and the amount is required to be repaid, the entity would need to recognise a liability.

2) **In-kind**

   An in-kind contribution generally means a contribution other than cash. This generally occurs when a commitment has been made by a grantee to commit its resources towards the grant activity or project.

   In-kind contributions may include:

   - labour donated by the grantee, where the project is labour intensive, such as project management and office support
   - donated services or indirect costs provided by the grantee such as the provision of accommodation and the use of personal computers.
Revenue

Recognition criteria

AASB 1004 requires contributions received or receivable to be recognised immediately as revenue when:

(a) the entity obtains control of the contribution or the right to receive the contribution;
(b) it is probable that the economic benefits comprising the contribution will flow to the entity; and
(c) the amount of the contribution can be measured reliably.

In some cases it may be difficult to determine whether the entity has control of a contribution or the right to receive a contribution. One such case could be economic benefits expected to be received under a multi-year public policy agreement. The entity does not obtain control of a contribution under such an agreement until it has met conditions or provided services or facilities that make it eligible to receive a contribution. On this basis, under multi-year public policy agreements, income would be recognised only in relation to contributions received or receivable under policy agreements. Another example is where a donor pledges a donation to an entity. If the pledge is not enforceable against the donor, the entity does not control the contribution.

Specifically for grant, these are assistance in the form of transfers of resources to an entity in return for past or future compliance with certain conditions relating to the operating activities of the entity. As such AASB 120 requires grants to be recognised as income on a systematic basis over the periods necessary to match them with the related costs which they are intended to compensate or by deducting the grant in arriving at the carrying amount of the asset when there is reasonable assurance that:

(a) the entity will comply with the conditions attaching to them; and
(b) the grants will be received.

Based on above principles:

Revenue

Revenue would be recognised when the grant funds are received or receivable; for example, where the controls of the future economic benefits have been obtained and agreement is enforceable. This would arise for:

- Non-conditional grants, when the grant funds are received or when the grant agreement becomes enforceable; for example, the grantee is formally advised that the grant application has been approved or the contract or agreement is executed. The journal entry would be Credit Revenue and Debit Cash at Bank / Receivables.
- Conditional grants, when the grantee meets the enforceable conditions. Enforceable conditions generally mean “hard” conditions, and will trigger a repayment if these conditions are not met

Where conditional grant funds are received in:

- Advance: a liability would be recognised until the conditions are met. The journal entry would be Credit Revenue Received in Advance and Debit Cash at Bank.
- Arrears: revenue would be recognised once the conditions are met. The journal entry would be Credit Revenue and Debit Receivables until receipt.

Expense

An expense would be recognised when the grant funds are paid or payable; that is, there is an obligation to pay. This would arise for:

- Non-conditional grants, when the grant is paid or when the grant agreement becomes enforceable; for example, the grantor has advised the grantee that their application has been approved or the contract or
agreement has been executed. The journal entry would be Debit Expense and Credit Cash at Bank / Payables.

- Conditional grants, when the grantee meets the enforceable conditions. Enforceable conditions generally mean “hard” conditions, and will trigger a repayment by the grantee to the grantor if these conditions are not met.

Where conditional grant funds are paid in:
- Advance: a prepayment would be recognised until the conditions are met.
  The journal entry would be Debit Prepayment and Credit Cash at Bank.
- Arrears: an expense would be recognised upon the conditions being met.
  The journal entry would be Debit Expense and Credit Payables.

Measurement
Income shall be measured at the fair value (see AASB 13 Fair Value Measurement) of the contributions received or receivable.

12.4.7 Disclosures
HEALTH ENTITY disclosure requirement in relation to revenue include:

- The accounting policies adopted for the recognition of revenue including the methods adopted to determine the stage of completion of transactions involving the rendering of services
- The amount of each significant category of revenue arising from:
  - The sale of goods
  - The rendering of services
  - Interest
  - Royalties
  - Dividends
  - Grants
- The amount of revenue arising from exchanges of goods or services included in each significant category of revenue.

AASB 118, para 35
13 Employee benefits

13.1 Scope

13.1.1 Applicability
This Policy applies to the accounting treatment for short term, long term and post-employment benefits.

13.1.2 Relevant guidance
This Policy should be read in conjunction with the following guidance:
- AASB 119 Employee benefits
- Treasury Circular TC15-09 Accounting for Long Service Leave and Annual Leave
- Treasury Circular TC17-07 Accounting for Superannuation

13.2 Overview and purpose
The purpose of this document is to provide Health entities with illustrative guidance on bringing all lease assets and liabilities onto the balance sheet as required under the accounting standards AASB 119 Employee Benefits for general purpose financial reporting.

The accounting treatment for employee benefits must meet the guidelines as described in NSW Treasury Circular 17-07 (“Accounting for Superannuation”) and Treasury Circular 15-09 (“Accounting for Long Service Leave and Annual Leave”) which is based on Australian equivalents to International Financial Reporting Standards (AIFRS).

13.3 Policy statement
Employee benefits are all forms of considerations given by the Ministry in exchange for service rendered by employees or for termination of employment. Employee benefits include:

- short-term benefits, including wages, salaries, holiday pay, sick leave, RDO and bonuses expected to be settled within 12 months of the balance sheet date
- Post-employment benefits, such as pensions and post-retirement medical insurance
- Long-term benefits such as long-term incentive plans, long-service awards, holiday pay, bonuses expected to be settled more than 12 months after the balance sheet date
- Termination benefits such as redundancy payments

13.4 Application guidance

13.4.1 Recognition
For an employee benefit liability to be recognised, it must be probable that settlement will be required and that the liability can be measured reliably. All entitlements that vest in an employee satisfy the definitions of expenses and liabilities and should be measured and reported. Non-vesting employee benefits may satisfy the definition of expenses or liabilities but they may not meet the
recognition criteria as it may not be possible to reliably measure the liability or expense.

13.4.2 Short term employee benefits – sick leave

A present obligation in respect of employee’s accumulated sick leave entitlements arises only when it is probable that the sick leave to be taken by employees in any future reporting period will be greater than the entitlements that will be accumulated in that future period.

Where expense indicates that, on average, sick leave taken each reporting period is less than or equal to the entitlement accruing in that period and this trend is expected to recur in future periods, it is unlikely that existing accumulated entitlements will be used by employees. Accordingly, no liability for unused sick leave entitlements should be recognised.

13.4.3 Short term employee benefits – annual leave and allocated day off (ADO)

Annual leave

Annual leave can only be recognised as a short-term employee benefit where these benefits are expected to be settled wholly before 12 months after the end of the annual reporting period in which the employees render the related service. Short term annual leave is measured on an undiscounted basis using remuneration rates expected to be paid when the obligation is settled.

Given that it is unlikely the annual leave benefit will be settled wholly before 12 months after the end of the annual reporting period in NSW Health, annual leave is likely to be a long-term benefit in which the present value of the estimated future cash flows to be made to employees for services provided.

However in practice, the impact of measuring annual leave as a short term (undiscounted) employee benefit rather than a long term employee benefit (present value) may be immaterial. As per TC15-09 Accounting for long service leave and annual leave, the view is that the net impact of salary inflation, promotional increases and discounting to present value is likely to be immaterial to annual leave.

The Ministry should assess if there is a high proportion of annual leave balances significantly in excess of 40 days. Where there are annual leave balances in excess of 40 days, they should consider projecting future cash outflows, expected to be made to employees and discounting the annual leave to its present value. This should be assessed annually by the Ministry. The Ministry should also assess whether there is likely to be any material difference between the present value and undiscounted basis.

Annual leave – on-costs

The on-costs associated with annual leave (i.e. payroll tax, workers compensation insurance, long service leave and superannuation), are recognised as expenses and liabilities (and revenue where assumed by the Crown), when employees have rendered related service to the entity.

Given that the long service leave and defined benefit superannuation (State Authorities Superannuation Scheme and State Superannuation Scheme) are assumed by the Crown entity, the on-costs associated with these should be recognised as non-monetary revenue and disclosed as ‘Acceptance by the Crown Entity of Employee Benefits’.

AASB 119, para 11
The defined benefit superannuation on-cost on annual leave
The defined benefit superannuation on-cost factor to be applied to the present value of annual leave balances is calculated as:

\[
\text{Accruing defined benefit superannuation cost} = \text{Proportion of annual leave liability attributed to defined benefit superannuation members} \times \text{Proportion of annual leave that is taken in service} \times \text{Accruing defined benefit superannuation costs}
\]

The accruing defined benefit superannuation cost on annual leave taken in service is 14%.

Where defined benefit superannuation is assumed by the Crown, any additional superannuation liability accruing on the annual leave liability as an on-cost is also assumed by the Crown and is recognised as an expense and revenue.

The Ministry must report the defined benefit on-cost on annual leave assumed by the Crown in the Crown Data Return. This must be done annually as part of the requirement of the Treasury Circular "Financial Accounting Arrangements for the Crown Entity".

Example 13.1 Calculation of defined benefit superannuation on-cost on annual leave
The Ministry has 30% of its annual leave liability which is attributed to defined benefit superannuation members. 90% of annual leave is taken in service. The present value of the annual leave balance is $1,079,000.

How should the above be accounted for?
The on-cost factor is calculated as 3.78% should be applied to annual leave. The on-cost associated with the defined benefit superannuation should be calculated as follow:

\[
30\% \times 90\% \times 14\% = 3.78\%
\]

The on-cost associated with the defined benefit superannuation is calculated as follow:

\[
$1,079,000 \times 3.78\% = $40,786
\]

Given that the defined benefit superannuation is assumed by the Crown, the on-cost of $40,786 should be recorded as a debit to expense and a credit to non-monetary revenue.

Defined contribution superannuation on-cost on annual leave
The defined contribution superannuation on-cost factor to be applied to the present value of the annual leave balances is calculated as:

\[
\text{Accruing defined contribution superannuation rate} = \text{Proportion of annual leave liability attributed to defined contribution superannuation members} \times \text{Proportion of annual leave that is taken in service} \times \text{Accruing defined contribution rate applying in the year following the balance date.}
\]

With respect to the accruing defined contribution superannuation rate, the Ministry should refer to the year following the balance date on the ATO website (www.ato.gov.au).
The defined contribution superannuation on-cost is not assumed by the Crown and hence the Ministry should recognise this on-cost as an expense and liability in their financial statements.

**Example 13.2: Calculation of defined contribution superannuation on-cost factor**
For the year ended 30 June 2015, the Ministry has 70% of its annual leave liability attributed to defined contribution superannuation members. 90% of annual leave is taken in service. The accruing defined contribution rate for the year is 9.5%. The present value of the annual leave balance is $1,079,000.

**How should the above be accounted for?**
The defined contribution superannuation on-cost factor to be applied to the present value of annual leave balances is calculated as follows:
\[ 70\% \times 90\% \times 9.5\% = 5.99\% \]

The on-cost associated with the defined contribution superannuation is calculated as follows:
\[ $1,079,000 \times 5.99\% = $64,632 \]

Given that the defined contribution superannuation is not assumed by the Crown, the on-cost of $64,632 should be recorded as a debit to expense and a credit to liability.

**On-cost of accruing LSL on annual leave**
Given that long service leave is assumed by the Crown, the accruing cost in annual leave is also assumed by the Crown. The on-cost pertaining to the long service leave accruing on the annual leave should be recognised as an expense and revenue. This on-cost factor to be applied is 2.1% which assumes 90% of annual leave is taken in service. Where it is assessed that there is a material difference from 90% annual leave taken in service, the Ministry can scale the factor by % annual leave taken in service/90% x 2.1%.

**Example 13.3 Calculation on long service leave on-cost accruing on annual leave**
The Ministry has a $1,079,000 annual leave present value balance at year end. The on-cost factor of accruing long service leave is 2.1% based on 90% of annual leave is taken in service. The long service leave is funded by the Crown.

**How should the above be accounted for?**
The on-cost of accruing long service leave on cost on annual leave is calculated as follow:
\[ $1,079,000 \times 2.1\% = $22,659 \]

Given that the long service leave is funded by the Crown, the on-cost of $22,659 should be recognised as a debit to the expense and a credit to non-monetary revenue.

**Allocated day off (ADO)**
Similar to annual leave, ADO need to be accrued and recognised as a short-term employee benefit where these benefits are expected to be settled wholly before 12 months after the end of the annual reporting period in which the employees render the related service. ADO is measured on an undiscounted basis using remuneration rates expected to be paid when the obligation is settled plus on-costs.
13.4.4 Long term employee benefits – long service leave

Employees reach an unconditional legal entitlement to long service leave after a qualifying period of service. For shorter service periods, long service leave may be payable on exit in some circumstances.

Long service leave liability is recognised even though a legal entitlement may not have yet arisen and should be measured as the present value of the estimated future cash outflows to be made by the Ministry for services provided by employees up to the reporting date. The discount rate used must be determined by the market yields on government bonds, consistent with the estimated term of the obligation.

The Crown assumes the long service liability for the Ministry. As such, the long service leave liability is not recognised in the Ministry’s Statement of Financial Position. Instead the long service leave should be recognised as a debit to the expense and a credit to non-monetary revenue to represent the liabilities assumed by the Crown as and when the employees have rendered related services to the entity during the reporting period.

Long service leave on-costs

The long service leave on-costs is assumed by the Crown where it relates to the defined benefits superannuation on-costs, and hence the on-cost associated with the defined benefit superannuation on-cost should be recognised as a debit to the expense and a credit to non-monetary revenue. All other long service leave on-costs is not assumed by the Crown and should be recognised as a debit to an expense with a corresponding credit to the liability in the Ministry’s Statement of Financial Position.

For the breakdown of on-costs assumed and not assumed by the Crown, and the on-cost factor to be applied refer to the table below:

<table>
<thead>
<tr>
<th>On-costs on long service leave</th>
<th>Assumed by the Crown</th>
<th>On-costs factor</th>
</tr>
</thead>
<tbody>
<tr>
<td>Superannuation – defined benefits</td>
<td>Yes</td>
<td>1.2% of present value of the total long service leave liability</td>
</tr>
<tr>
<td>Superannuation – defined contribution</td>
<td>No</td>
<td>3.8% of present value of the total long service leave liability</td>
</tr>
<tr>
<td>Annual leave accrued while on long service leave taken in service</td>
<td>No</td>
<td>4.2% of present value of the total long service leave liability</td>
</tr>
<tr>
<td>Workers Compensation Insurance</td>
<td>No</td>
<td>1% of present value of the total long service leave liability</td>
</tr>
<tr>
<td>Payroll Tax</td>
<td>No</td>
<td>Nil</td>
</tr>
</tbody>
</table>

The above on-cost rate is currently effective based on the actuarial valuation of LSL performed by Treasury’s actuary. Any changes to the on-costs are to be treated in the current year as a change in estimate in accordance with Chapter 8 of this policy document.

The same factors are applied to both the current and non-current portion of the long service leave liability.
13.4.5 Post-employment benefits – Defined benefit superannuation

Defined benefit plans are defined as plans other than defined contribution plans. These benefits include the State Authorities Superannuation Scheme and State Superannuation Scheme.

In defined benefit schemes the formula for calculating the benefit is generally specified in terms of years of service or membership of the fund and final salary or final average salary (over the last three years of service). The future benefits accruing to a member of a defined benefit scheme are the same regardless of the performance of the scheme’s invested assets. If investment returns are low, or if gross liabilities increase as a consequence of changes in underlying assumptions in an annual review or an actuarial triennial valuation, the employer may need to increase its superannuation contribution to allow the fund to meet its required benefits.

As a result, a superannuation liability (i.e. excess of gross superannuation liability over the scheme’s assets) or prepaid superannuation asset (i.e. excess of scheme’s assets over the gross liability) must be recognised by the Crown.

The Crown assumes the defined benefit superannuation benefit/funding responsibility. The Ministry as a result do not recognise a superannuation asset in the Statement of Financial Position since these are recognised by the Crown. The Ministry is therefore required to recognise a debit to the notional superannuation expense with a corresponding credit to non-monetary revenue for the assumption of the liability by the Crown.

Factors for the defined benefit schemes
The following formula must be used to calculate the superannuation expense and equivalent revenue for the defined benefit schemes to be recognised through profit or loss in the Ministry’s Statement of Comprehensive Income. The superannuation expense for the reporting period is calculated as a multiple of the employee’s superannuation contribution. The factors/multiple shown in the table below were reviewed by the actuary and reflect the results of the 2017 Annual Review of the four superannuation schemes.

**State Superannuation Scheme**
Actual employee contributions paid to Mercer Administration Services in respect of the financial year x 1.0

**State Authorities Superannuation Scheme**
Actual employee contributions paid to Mercer Administration Services in respect of the financial year x 1.9

Any change in the above factors as compared to the previous financial year should be treated prospectively, consistent with Chapter 8 of this policy document.

**Payroll tax on superannuation contributions**
Payroll tax applies to the payment of employer superannuation contributions in respect of services rendered. Where the Crown assumes the superannuation liability, the Crown also assumes the cost of the associated payroll tax. The Ministry is still required to recognise the payroll tax expense with a corresponding credit to non-monetary revenue for the assumption of the payroll tax liability, by multiplying the superannuation expense by the payroll tax rate for the year.
13.4.6 Post-employment benefit – defined contribution scheme

Defined contribution plans/schemes is defined where the employer pays fixed contributions (e.g. the superannuation guarantee charge) into a separate entity (a fund). The employer has no legal or constructive obligation to pay any additional contributions. The employer’s expense equals its contributions and the employer’s liability is restricted to any outstanding contributions at the end of the financial reporting period.

With respect to NSW Health, any employees who are not members of the defined benefit plans above, are mostly members of the First State Superannuation Scheme which is a defined contribution scheme.

The defined contribution is the responsibility of the Ministry. In NSW Health, the First State Superannuation Scheme is the default defined contribution scheme.

The accounting treatment for defined contribution is outlined below.

Superannuation liability/asset
An asset or liability for a defined contribution scheme is only recognised in the Statement of Financial Position at the end of the reporting period, where there are:
- Prepaid contributions that will result in a reduction in future payments or cash refund or;
- Outstanding contributions for that period

Superannuation expense
An expense must be recognised for the contribution payable to the defined contribution scheme, for service provided by an employee, except to the extent the amount forms part of the cost of an asset.

For the First State Superannuation Scheme, the superannuation expense is represented by the amount of the superannuation guarantee contribution, which is based on a specified portion of the employee’s ordinary time earnings. The superannuation guarantee contribution is 9.5% and is expected to increase progressively to 12% over a number of years. The superannuation expense for the reporting period is calculated as a percentage (9.5%) of the employee’s salary.

13.4.7 Post-employment benefits – termination benefits

Termination benefits result from either:
- an entity’s decision to terminate an employee’s employment (compulsory termination benefits)
- an employee’s decision to accept an offer of voluntary redundancy in exchange for those benefits (voluntary termination benefits)

Termination benefits do not include employee benefits resulting from the voluntary departure of the employee without an offer from the entity, or as a result of mandatory retirement requirements. Further, an employee benefit is provided in exchange for services, rather than termination if the benefit is conditional on future services being provided or the benefit is provided in accordance with the terms of an employee benefit plan.
Accounting for termination benefits

The Ministry should recognise a liability and expense for termination benefits at the earlier of the following dates:

- when the Ministry can no longer withdraw the offer of those benefits and
- when the Ministry recognises costs for a restructuring that is within the scope Chapter 15 of this policy document with respect to provisions.

For voluntary benefits, the point in time when the Ministry can no longer withdraw the offer is the earlier of:

- when the employee accepts the offer and
- when a restriction (for example, a legal, regulatory or contractual requirement or other restriction) on the Ministry’s ability to withdraw the offer takes effect. This would be when the offer is made, if the restriction existed at the time of the offer.

For compulsory termination benefits, the Ministry can no longer withdraw the offer of termination benefits once it has communicated to the affected employees a plan of termination that meets all of the following criteria:

- actions required to complete the plan indicate that it is unlikely the significant changes to the plans will be made
- the plan identifies the number of employees whose employment is to be terminated, their job classifications or functions and their locations (but the plan need not identify each individual employee) and the expected completion date
- the plan establishes the termination benefits that employees will receive in sufficient detail that employees can determine the type and amount of benefits that they will receive when their employment is terminated.

If the termination benefits are expected to be settled wholly before 12 months after the end of the annual reporting period in which the termination benefit is recognised, the Ministry should apply the requirements for short term employee benefits (with respect to not discounting and accounting for as a current liability or provision). If the termination benefits are not expected to be settled wholly before 12 months after the end of the annual reporting period, discounting to the net present value should be applied and the portion expected to be settled beyond 12 months should be recognised as part of non-current liabilities or provision.

Example 13.4: Voluntary redundancy payment with a time limit

The HEALTH ENTITY plans to restructure its operations. The HEALTH ENTITY aims to reduce the staff numbers by 100 in February 2014. Also in December 2013, management had communicated an offer of $5,000 for voluntary redundancy to be accepted by the end of January 2014. The offer for any remaining employees can be withdrawn at any time. If sufficient staff do not accept the offer, management will terminate the employment of additional staff to reach the target of 100. Each employees whose employment is terminated involuntarily are entitled to a termination payment of $4,000 each.

As of 31 December 2013, 60 employees have accepted the voluntary termination offer.

How should the above be accounted for?

At 31 December 2013, 60 employees have accepted the voluntary termination offer amounting to $300,000 (60 employees x $5,000). A further $160,000 (40 employees x $4,000) is recognised as an additional liability, because management is committed to the plan to terminate 100 staff. A contingent liability of $40,000 for the additional amount that would be payable if the maximum number of employees accepted the termination voluntarily should also be disclosed.
13.4.8 Employee benefits under various assignments

There are various types of assignments within the NSW Health Entities. Some of the assignment could be permanent and some could be temporary. These have created instances of employees being employed by different Health Entity from its Legal Employer.

Under such arrangement, employee costs should be borne by the entity to which the employee is performing services to (costed entity) and employee benefits provisions should be reflected in the balance sheet of the employer that will settle/pay the liability (legal employer).

Refer to table below for details of the current practice of employee’s leave entitlement calculation for each type of assignment.

<table>
<thead>
<tr>
<th>Type of assignment</th>
<th>Annual Leave expense incurred to be recorded by:</th>
<th>Annual Leave Provision to be recorded by:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Executive Service Staff (CEs)</td>
<td>Costed entity</td>
<td>Costed entity</td>
</tr>
<tr>
<td>Split Costing</td>
<td>Expense to be split by both entities for their share of service rendered.</td>
<td>Legal employer</td>
</tr>
<tr>
<td>Internal secondment - Formal Recruitment Arrangement</td>
<td>Costed entity</td>
<td>Legal employer</td>
</tr>
<tr>
<td>Internal secondment - Informal Secondment Arrangement</td>
<td>Costed entity</td>
<td>Legal employer</td>
</tr>
<tr>
<td>Rotations</td>
<td>Costed entity</td>
<td>Legal employer</td>
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</tbody>
</table>
14 Lease accounting (other than infrastructure assets)

14.1 Scope

14.1.1 Applicability

This Policy applies to the accounting treatment for lease accounting other than infrastructure assets (which have been covered under a separate section, see Chapter 2), including recognition of assets and determination of their carrying amounts.

14.1.2 Relevant guidance

This Policy should be read in conjunction with the following guidance:

- AASB 16 Leases
- NSW Treasury policy – Guidance for AASB 16 Leases

14.2 Overview and purpose

The purpose of this document is to provide Health entities with illustrative guidance on bringing all lease assets and liabilities onto the balance sheet as required under the new accounting standards AASB 16 Leases for general purpose financial reporting.

The accounting treatment for leases must meet the guidelines as described in NSW Treasury accounting policy ("Guidance for AASB 16 Leases") which is based on Australian equivalents to International Financial Reporting Standards (AIFRS). Policy statement

Lease is defined as a contract, or part of a contract, that conveys the right to use an asset (the underlying asset) for a period of time in exchange for consideration.

This policy requires the Ministry to adopt the new accounting standard under AASB 16 leases which is effective for NSW public sector agencies from FY19-20. This policy requires recognition of all leases on the balance sheet with some exceptions. The accounting by lessors under the new standard is substantially unchanged and lessors will continue to classify all leases using existing principles in distinguishing between operating and finance leases.
14.3 **Application Guidance**

### 14.3.1 Identifying a lease

At inception of a contract, the Ministry should assess whether the contract is or contains a lease. A contract is a lease if the contract conveys the right to control the use of an identified asset for a period of time in exchange for a consideration.

For the Ministry to assess whether a contract conveys the right to control the use of an identified asset, the Ministry should assess, throughout the period of use whether the following exists:

- the right to obtain substantially all of the economic benefits from use of the identified asset and
- the right to direct the use of the identified asset

If the customer has the right to control the use of an identified asset for only a portion of the term of the contract, the contract contains a lease for that portion of the term.

**Identified asset**

An asset is typically identified by being explicitly specified in a contract. However, an asset can also be identified by being implicitly specified at the time that the asset is made available for use by the customer.

**Right to obtain economic benefits**

To control the use of an identified asset, a customer is required to have the right to obtain substantially all of the economic benefits from use of the asset throughout the period of use. Economic benefits from use of an asset include its primary output and by-products and other economic benefits from using the asset that could be realised from a commercial transaction with a third party.

**Right to direct the use of the identified asset**

This right arises when either:

- the customer has the right to direct how and for what purpose the asset is used throughout the period of use or
- relevant decisions about how and for what purpose the asset is used are predetermined in the contract and either
  - the customer has the right to operate the asset (or to direct others to operate the asset in a manner it determines) throughout the period of use, without the supplier having the right to change those operating instructions; or
  - the customer designed the asset (or specific aspects of the asset) in a way that predetermines how and for what purpose the asset will be used throughout the period of use

A customer has the right to direct how and for what purpose the asset is used if, within the scope of its right of use defined in the contract, it can change how and for what purpose the asset is used throughout the period of use. In making this assessment, the Ministry should consider the decision making rights that are most relevant to changing how and for what purpose the asset is used throughout the period of use. The decision making rights are relevant when they affect the economic benefits to be derived from use.
Examples of decision making rights include:
- rights to change the type of output that is produced by the asset (example to decide upon the mix of products sold from the retail space of a hospital)
- rights to change when the output is produced (for example, to decide when the new operating theatre will be used)
- rights to change where the output is produced (for example, to decide upon the destination for a patient carpark or to decide where an item of medical equipment is used) and
- rights to change whether the output is produced, and the quantity of that output (for example, to decide whether to service additional hospital beds in a particular hospital wing, and how many extra hospital beds are required to service the additional patients)

Examples of decision making rights that do not grant the right to change how and for what purpose the asset is used include rights that are limited to operating or maintaining the asset since they are often dependent on the decision about how and for what purpose the asset is used.

Substantive substitution rights
If the supplier has substantive rights to substitute the asset then the customer has no right to direct the use of an identified asset and therefore there is no lease. This is the case where the supplier has the practical ability to substitute the underlying asset and would benefit economically from doing so.

Example 14.1: Lease vs service
The HEALTH ENTITY had entered into a fixed three year contract with a private landlord (supplier) to use a space in the vacant building to set up an information kiosk. The contract states the amount of space and that the space may be located at any one of the several entrances of the building. The supplier has the right to change the location of the space allocated to the HEALTH ENTITY at any time. There are minimal costs to the Supplier associated with changing the space. The HEALTH ENTITY uses a kiosk which they own to provide information to the wider community and the kiosk can be moved easily. There are many areas in the building that are available and would meet the specification for the space in the contract.

How should the above be accounted for?
The contract does not contain a lease because there is no identified asset. The HEALTH ENTITY controls its own kiosk. The contract is for space in the building and this space can be changed at the discretion of the Supplier. The Supplier has the substantive right to substitute the space which the HEALTH ENTITY used because:
- the supplier has the practical ability to change the space used at any time without the HEALTH ENTITY’s approval
- the Supplier would benefit economically from substituting the space.

14.3.2 Separating lease and non-lease components
Under the new leases standard, lessee accounting for the two elements of the contract will change because leases will have to be recognised on the balance sheet.

The Ministry should assess whether a contract contains a lease for each potential separate lease component.

Both lessees and lessors are required to separate lease components from non-lease components in their contract if both of the following criteria are met:
Lease accounting (other than infrastructure assets)

a) the lessee can benefit from use of the underlying asset either on its own or together with other resources that are readily available to the lessee. Readily available resources are goods or services that are sold or leased separately (by the lessor or other suppliers) or resources that the lessee has already obtained (from the lessor or from other transactions or events) and

b) the underlying asset is neither highly dependent on, nor highly interrelated with, the other underlying assets in the contract.

Each lease component within a contract shall be accounted for as a lease separately from non-lease components.

After the identification of lease and non-lease components, payments should be allocated as follow:

- Lessor should apply the guidance as set out in Chapter 12 of this policy document when allocating the transaction price to separate components. Allocation is based on relative standalone selling prices (SSP). If no observable information is available, the Ministry (as the lessor) are required to estimate the SSP. Refer to Chapter 12 of this policy document
- Lessees should separate lease components from non-lease components. Activities that do not transfer a good or service to the lessee are not components in a contract. Allocation of payments should be similar to lessors as described above. The Ministry can elect (as the lessee) to not separate non-lease component from a lease component for a class of an underlying asset. In such cases, the whole contract is accounted for as a lease.

Example 14.2: Separating lease components
The HEALTH ENTITY enters into a 10-year contract for the right to use a magnetic resonance imaging (MRI) device and maintenance services. The HEALTH ENTITY makes all of the decisions about the use of the MRI device. The HEALTH ENTITY concluded that the contract contains a lease.

How should the above be accounted for?
The agreement consist of the lease of the MRI device and maintenance services. The observable standalone prices can be determined based on the amounts for similar lease contracts and maintenance contracts entered into separately. If no observable inputs are available, the HEALTH ENTITY has to estimate the standalone prices of both components.

14.3.3 Lease term

In determining the lease term and assessing the length of the non-cancellable period of a lease, the Ministry shall apply the definition of a contract and determine the period for which the contract is enforceable. A lease is no longer enforceable when the lessee and the lessor each has the right to terminate the lease without permission from the other party with no more than an insignificant penalty.

If only the lessee has the right to terminate a lease, that right is considered to be an option to terminate the lease available to the lessee that an entity considers when determining the lease term. If only a lessor has the right to terminate the lease, the non-cancellable period of the lease includes the period covered by the option to terminate the lease.
The lease term begins at the commencement date and includes any rent-free periods provided to the lessee by the lessor.

**Option to extend the lease**

At commencement date, the Ministry should assess whether the lessee is reasonably certain to exercise an option to extend the lease or to purchase the underlying asset, or not to exercise an option to terminate the lease. Factors to consider include the following:

- Contractual terms and conditions for the optional periods compared with market rates such as:
  - The amount of payments for the lease in any optional period
  - The amount of any variable payments for the lease or other contingent payments, such as payments resulting from termination penalties and residual value guarantees; and
  - The terms and conditions of any options that are exercisable after initial optional periods
- Significant leasehold improvements undertaken (or expected to be undertaken) over the term of the contract that are expected to have significant economic benefit for the lessee when the option to extend or terminate the lease, or to purchase the underlying asset, becomes exercisable
- Costs relating to the termination of the lease, such as negotiation costs, relocation costs, costs of identifying another underlying asset suitable for the lessee’s needs, costs of integrating a new asset into the lessee’s operations or termination penalties and similar costs, including costs associated with returning the underlying asset in a contractually specified condition or to a contractually specified location
- The importance of that underlying asset to the lessee’s operations, considering for example, whether the underlying asset is a specialised asset, the location of the underlying asset and the availability of suitable alternatives
- Conditions associated with exercising the option and the likelihood those conditions will exist

If a material event or significant changes in circumstances that is within the control of the lessee occurs and affects the reasonably certain criteria, the Ministry is required to make another reassessment of the lease term.

### 14.3.4 Lessee vs lessor

Where the Ministry obtains the right to use an underlying asset for a period of time, in exchange for consideration, the Ministry is regarded as the lessee for the purpose of this policy document.

Where the Ministry provides the right to use an underlying asset for a period of time in exchange for consideration, the Ministry is regarded as the lessor for the purpose of this policy document.

### 14.3.5 Accounting for leases by lessee

The distinction between operating and finance leases is eliminated for lessees, and a new lease asset (which represents the right to use the leased item for the lease term) and lease liability (which represent the obligation to pay rentals) are recognised for all leases.
Initial recognition

Lessees should initially recognise a right-of-use asset and lease liability based on the discounted payments required under the lease, taking into account the lease term as defined in Chapter 14.3.3 of this policy document.

Initial measurement for right-of-use asset

For right-of-use asset the following components should be recognised at cost:

a) the amount of the initial measurement of the lease liability
b) any lease payments made at or before the commencement date, less any lease incentives received
c) any initial direct costs incurred by the lessee and
d) an estimate of costs to be incurred by the lessee in dismantling and removing the underlying asset, restoring the site on which it is located or restoring the underlying asset to the condition required by the terms and conditions of the lease.

Initial measurement of lease liability

At commencement date, a lessee should measure the lease liability at the present value of the lease payments that are not paid at that date. The lease payments should be discounted using the interest rate implicit in the lease, if that rate can be readily determined or those determined under the Treasury Circular

The lease liability comprises the following payments:

- fixed payments less any lease incentives receivable
- variable lease payments that depend on an index or rate, initially measured using the index (for example benchmark interest rates, or consumer price index) or rate as at the commencement date
- amounts expected to be payable by the lessee under residual value guarantees
- the exercise price of a purchase option if the lessee is reasonably certain to exercise that option (refer to Chapter 14.3.3 of this policy document)
- payments of penalties for terminating the lease, if the lease term reflects the lessee exercising an option to terminate the lease

Lease incentives

Lease incentives are often given to lessees to incentivise them to sign the lease and may include:

- contributions to relocation or start-up costs
- the assumption of liabilities, such as the rentals under an old lease which would otherwise become vacant property
- the gift of an asset, such as the lessor bearing the directly all of the costs of fitting out the property to the lessee’s specifications and
- giving rent-free or reduced rental periods for an initial period of the lease

The aggregate benefit of incentives should be recognised by the lessee as a lease incentive liability and amortised periodically by reducing the lease expense over the lease term on a straight line basis,

Subsequent measurement of the right-of-use asset

After the commencement date, a lessee should measure the right-of-use asset applying a cost model, unless it applies either of the measurement models. This would be the case where the right-of-use assets relate to a class of property, plant and equipment in which the lessee applies the revaluation model (consistent with Chapter 4 of this policy document).
The lessee should apply the depreciation requirements as set out in Chapter 1 of this policy document. If the lease transfers ownership of the underlying asset to the lessee by the end of the lease term, or if the cost of the right-of-use asset reflects that the lessee will exercise a purchase option, the lessee should depreciate the right-of-use asset from the commencement date to the end of the useful life of the underlying asset.

The lessee should also refer to Chapter 17 of this policy document to determine whether the right-of-use asset is impaired and to account for any impairment loss identified.

**Subsequent measurement of the lease liability**

After the commencement date, a lessee should measure the lease liability by:

- increasing the carrying amount to reflect interest on the lease liability
- reducing the carrying amount to reflect the lease payments made and
- remeasuring the carrying amount to reflect any reassessment of lease modifications or to reflect revised in-substance fixed lease payments

Further, the lessee should recognise the costs within the profit or loss with respect to interest expense on the lease liability and variable lease payments not included in the measurement of the lease liability, in the period in which the event or condition that triggers those payments occurs.

**Example 14.3: Emergency vehicle lease**

NSW Ambulance leases an emergency vehicle for a period of four years starting on 1 Jan 2009. The investment value is $35,845. The lease requires payments of $668 on a monthly basis for the duration of the lease term (ie $8,016 per annum). The annual lease component of the lease payment is $6,672 and the service component is $1,344. The residual value of the emergency vehicle at the end of the lease term is $14,168. There is no option to renew the lease or purchase the emergency vehicle and there is no residual value guarantee. The rate implicit in the lease is 5%. The net present value of the lease payment using a 5% discount rate is $24,192.

**How should the above be accounted for?**

The impact of the lease on the balance sheet and the profit and loss is as follow:

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<td>Lease liability</td>
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<td>(18,580)</td>
<td>(12,697)</td>
<td>(6,498)</td>
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<p>| | | | | | | |</p>
<table>
<thead>
<tr>
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<td>Operating expense -</td>
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<td>1,344</td>
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<td>5,376</td>
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<td>service</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>Depreciation</td>
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<td>24,192</td>
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<tr>
<td>Interest expense</td>
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<td>1,083</td>
<td>797</td>
<td>496</td>
<td>120</td>
<td>2,496</td>
</tr>
<tr>
<td>Net income</td>
<td></td>
<td>(8,475)</td>
<td>(8,189)</td>
<td>(7,888)</td>
<td>(7,512)</td>
<td>(32,064)</td>
</tr>
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</table>

AASB 16, para 5-8
14.3.6 Recognition exemption by lessee

The following is exempted from the requirements of this policy

Leases for which the underlying asset is of low value

Lessees is not required to recognise assets or liabilities for leases of low value assets, such as tablets and personal computers. An amount of less than $10,000 when new as the value of assets would normally qualify for exemption.

Short-term leases

Lessees may elect not to recognise assets and liabilities for leases with a lease term of 12 months or less. In such cases, a lessee recognises the lease payments in profit or loss on a straight-line basis over the lease term. This exemption is required to be applied by class of underlying assets.

In order to apply this exemption, the Ministry need to determine the lease term. Determination of a short-term lease is consistent with the definition of a lease term (ie the option to extend should be taken into account if an entity is reasonably certain to exercise an option to extend or not terminate a lease. Any lease that contains a purchase option is not a short-term lease. Refer to Chapter 14.3.3 of this policy document with respect to the lease term.

Example 14.4: Extension option

HEALTH ENTITY leases a non-specialised building from a real estate company which provides the right of use of the asset for five years with an option to extend it for another five years. The option to extend is at market conditions and there are no specific economic incentives for the HEALTH ENTITY to exercise the option at the commencement of the contract.

How should the above be accounted for?

The lease period at the commencement of the contract is five years.

Example 14.5: Extension option where there is significant leasehold improvement

Further to example 14.4 above, the HEALTH ENTITY undertook a significant investment for a leasehold improvement prior to the commencement of the lease. The economic life of the leasehold improvement is estimated at ten years.

How should the above be accounted for?

HEALTH ENTITY should consider if the leasehold improvement has a significant economic value at the end of the initial five year lease period. If the improvement result in the underlying asset having greater utility to the lessee than alternative assets that could be leased for a similar amount, it can be concluded that the HEALTH ENTITY has a significant economic incentive to exercise the option to extend the lease for another five years.

14.3.7 Accounting for leases – classification of lease by lessor

Classification of lease

The lessor can classify each of its leases as either an operating lease or finance lease. A lease would be classified as a finance lease if it transfers substantially all the risks and rewards incidental to ownership of an underlying asset. A lease is classified as an operating lease if it does not transfer all of the risks and rewards incidental to ownership of an underlying asset.
The following examples, individually or in combination would normally lead to a lease being classified as a finance lease:

- The lease transfers ownership of the asset to the lessee by the end of the lease term
- The lessee has the option to purchase the asset at a price that is expected to be sufficiently lower than the fair value at the date the option becomes exercisable for it to be reasonably certain, at the inception of the lease, that the option will be exercised
- The lease term is for the major part of the economic life of the asset, even if title is not transferred
- At the inception of the lease, the present value of the minimum lease payments amounts to at least substantially all of the fair value of the leased asset
- The leased assets are of a specialised nature such that only the lessee can use them without major modifications being made
- If the lessee can cancel the lease, the lessor’s losses associated with the cancellation are borne by the lessee
- Gains or losses from the fluctuation in the residual’s fair value fall to the lessee
- The lessee has the ability to continue the lease for a secondary period at a rent that is substantially lower than market rent

14.3.8 Accounting for operating leases – by lessor

Accounting for lease income

The lessor should recognise lease payments from operating leases as income on either a straight-line basis or another systematic basis. The lessor should apply another systematic basis if that basis is more representative of the pattern in which benefit from the use of the underlying asset is diminished.

Any costs, including depreciation incurred in earning the lease income should be recognised as an expense.

Carrying amount of underlying asset

Initial direct costs incurred in negotiating and arranging for the operating lease should be added to the carrying amount of the underlying asset. These costs should be recognised as an expense over the lease term on the same basis as the lease income.

Refer to Chapter 1 of this policy document with respect to the depreciation policy to be applied for depreciable underlying assets which is subject to operating leases.

With respect to impairment of the underlying asset, refer to Chapter 17 of this policy document.

14.3.9 Accounting for finance leases – lessor

The amount due from the lessee under a finance lease should be recognised in the lessor’s balance sheet as a receivable at an amount equal to the lessor’s net investment in the lease on commencement of the lease.

The net investment in a lease is a gross investment in the lease, discounted at the interest rate implicit in the lease. The gross investment in the lease is equal to the minimum lease payments, plus any guaranteed residual accruing to the lessor.
At any time during the lease term, the net investment represents the following:

- remaining minimum lease payments (the amounts that the lessor is guaranteed to receive under the lease from either the lessee or third parties)
- less part of the minimum lease payments that is attributable to future gross earnings (ie interest)
- initial direct costs which reduces the amount of income recognised over the lease term

**Initial measurement of minimum lease payments included in the net investment of the lease**

The minimum lease payments comprises of the following payments for the right to use the underlying asset during the lease term:

- fixed payments less any lease incentive payable
- variable lease payments that depend on an index (for example consumer price index) or a rate, initially measured using the index or rate as at the commencement date
- any residual value guarantees provided to the lessor by the lessee, a party related to the lessee or a third party unrelated to the lessor that is financially capable of discharging the obligations under the guarantee
- the exercise price of a purchase option of the lessee is reasonably certain to exercise that option
- payments of penalties for terminating the lease, if the lease term reflects the lessee exercising an option to terminate the lease

**Subsequent measurement**

The lessor should recognise the finance income over the lease term, based on a pattern reflecting a constant periodic rate of return on the lessor’s net investment in the lease.

**Assets under a finance lease classed as held for sale**

Refer to Chapter 5 of this policy document with respect to the accounting treatment for assets under a finance lease which is classed as held for sale.

**14.3.10 Sale and leaseback transaction**

A sale and leaseback transaction arises when an entity (seller-lessee) sells an asset to another entity and simultaneously leases it back from the purchaser (buyer-lessee). The Ministry should assess whether the transfer of the asset is a sale by referring to Chapter 12 of this policy document.
14.3.11 Summary flowchart
Identification of lease in a contract

Is there an identified asset

Yes

Does the customer have the right to obtain substantial economic benefits from using the asset?

Yes

Does the customer, supplier or neither party have the right to direct how and for what purpose the asset is used?

Neither

Does the customer have the right to operate the asset without the supplier having the right to change the operating instructions?

No

Did the customer design the asset in a way that predetermines how and for what purpose the asset will be used?

Yes

Contract contains a lease

No

Contract does not contain a lease
15 Provisions, contingent liabilities and contingent assets

15.1 Scope

15.1.1 Applicability
This Policy applies to the accounting treatment for provisions, contingent liabilities and contingent assets.

15.1.2 Relevant guidance
This Policy should be read in conjunction with the following guidance:
- AASB 137 Provisions, Contingent Liabilities and Contingent Assets.
- Treasury circular TC 11/17 – Determining the present value of a provision

15.2 Overview and purpose
The purpose of this document is to provide Health entities with illustrative guidance on the accounting treatment with respect to provisions, contingent liabilities and contingent assets as required under the accounting standard AASB 137 Provisions, Contingent Liabilities and Contingent Assets for general purpose financial reporting.

15.3 Policy Statement
A provision is defined as a liability of uncertain timing or amount. Provisions differ from other liabilities in the degree of certainty about the amount or the timing of payment.

Contingent is defined as liabilities and assets that are not recognised because their existence will be confirmed only by the occurrence or non-occurrence of one of more uncertain future events that are not wholly within the entity’s control. The term “contingent liability” is also used for liabilities that do not meet the recognition criteria.
Application guidance

Recognition – provisions

Recognition of provision
Provisions should be recognised by the Ministry when the following criteria are met:

- the Ministry has a present obligation (legal or constructive) as a result of a past event
- it is probable that an outflow of resources embodying the economic benefits will be required to settle the obligation and
- a reliable estimate can be made of the amount of the obligation

The above criteria are further explored below

Past event
A liability exists only when something has happened in the past to trigger a present obligation. The past event is known as an obligating event, which is an event that creates a legal or constructive obligation that results in an entity having no realistic alternative to settling that obligation.

No obligation arises from a past event if there is a realistic opportunity that the Ministry can avoid settlement. The Ministry has no realistic alternative to settling an obligation only where:

- the settlement of the obligation can be enforced by law
- the event, in the case of a constructive obligation, creates a valid expectation in others that the Ministry will discharge the obligation.

Constructive obligation
A constructive obligation arises where:

- by an established pattern of past practice, published policies or a sufficiently specific current statement, the entity has indicated to other parties that it will accept certain responsibilities and
- as a result, the entity has created a valid expectation on the part of those other parties that it will disclose those responsibilities.

An example of where a constructive obligation may arise is where a potentially obligating event has taken place, such as environmental damage arising from the construction of an infrastructure asset. The Ministry could create a constructive obligation by making a public statement that the damage will be rectified and there is no realistic alternative but to carry out the rectification work.

Probable outflow of economic benefits
No provision is necessary where the outflow is not probable, but a contingent liability exists and should be disclosed unless the possibility of an outflow is remote. Refer to Chapter 15.4.3 below.

Reliable estimate
Provisions should be based on circumstances at balance sheet date but adjusted to reflect the current best estimate. The current best estimate will be based on information available to the Ministry up to the date when the financial statements are authorised for issue.

Where it is not possible to make a reliable estimate of the obligation, the liability is disclosed as a contingent liability. Refer to Chapter 15.4.3 below.

Reimbursements
Where some or all of the expenditure required to settle a provision is expected to be reimbursed by another party, the reimbursement should be recognised only when it is virtually certain that reimbursement will be received if the Ministry settles the obligation. However, the Ministry typically remains liable for the entire
obligation, and reimbursements are therefore presented separately as assets. The amount recognised should not exceed the amount of the related provision.

Within the statement of comprehensive income, the Ministry may present the expense relating to the provision net of the amount recognised for a reimbursement.

**Example 15.1: Implications of post balance sheet events for the recognition of insurance recoveries**

Legal action was undertaken against a public hospital for a misdiagnosis of a patient. The legal action is in progress at the year end and an outflow is probable. The HEALTH ENTITY is also negotiating a reimbursement with its insurer. The insurer had agreed that reimbursement would be made if the hospital lost the case, although the amount was uncertain until the settlement was agreed.

**How should the above be accounted for?**

An asset for the reimbursement should be recognised, because it is virtually certain at the balance sheet date that reimbursement will be received if the hospital settles the obligation. The post-year end settlement confirms the existence and amount of the liability and the related reimbursement asset. The reimbursement asset cannot exceed the liability. The provision for the obligation and the receivable for the expected recovery are presented gross on the balance sheet, but could be netted in the profit or loss.

### 15.4.2 Recognition – provision associated with a restructure

A restructuring provision is recognised only when an obligating event has arose. The obligation for restructuring is often constructive (refer to Chapter 15.4.1 above). A constructive obligation only arises only when both of the below conditions exist:

a) A detailed formal plan for the restructuring which identifies at least
   - the unit or part of a unit concerned
   - the principal locations affected
   - the location function and approximate number of employees who will be compensated for terminating their services
   - the expenditure that will be undertaken and
   - when the plan will be implemented

b) A valid expectation, in those affected, that the entity will carry out the restructuring by starting to implement that plan or announcing its main features to those affected by it

A constructive obligation will arise from a public announcement only when it raises a valid expectation in employees, patients, suppliers, or others affected by it in a sufficiently specific manner that the Ministry has no alternative but to discharge its responsibilities.

### Costs of restructuring

A restructuring provision should include only the direct expenditures arising from the restructuring which are those that are both:

- necessarily entailed by the restructuring and
- not associated with the ongoing activities of the entity

Retaining or relocating continuing staff or investment in new systems should not be included in a restructuring provision since these represent costs relating to the ongoing activities of the entity.
15.4.3 Measurement – provisions

Provisions are generally estimated using:
- the single most likely outcome; or
- weighted average of all of the possible outcomes (the ‘expected value’ method). This method can be applied to a large population of similar claims, as well as a single obligation with various possible outcomes.

Provisions are measured at the present value of the expected outflow where the effect of the time value of money is material. The discount rate should be a pre-tax rate that reflects the current market assessments of the time value of money and the risks specific to the liability. For the purpose of this policy the discount rate applied should be based on the market yield on Commonwealth government bonds as published by the Reserve Bank of Australia.

The unwinding of the discount associated with a provision over a period of time should be recognised within the profit or loss.

Re-assessment of provisions

Provisions should be re-assessed at the end of each reporting period and adjusted to reflect current best estimates. This re-assessment should include the estimated cash flows and the discount rate. A re-assessment should be undertaken at least once every reporting period. The discount rate should be a current rate at each reporting date.

15.4.4 Recognition – contingent liabilities

Contingent liabilities arise where there is a:
- possible obligation as a result of a past event that might, but will probably not, require an outflow of resources embodying economic benefits or present obligation as a result of a past event
- that probably requires an outflow of resources embodying economic benefits, but where the obligation cannot be measured reliably or that might, but will probably not, require an outflow of resources embodying economic benefits

Contingent liability should not be recognised, however it should be disclosed in the financial statements, unless the possibility of the outflow is remote.

Example 15.2: Uncertainty as to whether a present obligation exists

A public hospital has received a notice from the Medical Liability panel with respect to allegations of clinical negligence. The investigation will only consider whether the medical negligence was incurred by a medical practitioner. Management of the public hospital is unsure whether it has all the information about the entire history of the patients concerned, so neither management can assess whether the public hospital has a present obligation until the investigation is completed.

How should the above be accounted for?

The obligating event is for clinical negligence which has occurred in the past, not the outcome of the future investigation, and management cannot determine whether the obligating event has occurred until the investigation is complete. Management considers all the available evidence, including evidence obtained after the balance sheet date, in assessing whether or not a present obligation exists. Management concludes that the evidence available does not support a conclusion that a present obligation exists, so a provision is not recognised. However a contingent liability for potential penalties and fines that might be imposed if negligence has been proved, should be disclosed.
15.4.5 Recognition – contingent assets

A contingent asset is a possible asset that arises from past events and whose existence will be confirmed only by the occurrence or non-occurrence of one or more uncertain future events not wholly within the control of the entity.

Contingent assets will generally arise from unplanned or other unexpected events that give rise to a possibility of an inflow of resources embodying economic benefits to the entity.

Contingent assets (similar to contingent liabilities above) should be disclosed in the financial statements and recognised, only where the inflow of economic benefits is probable.
16 Intangible assets

16.1 Scope

16.1.1 Applicability
This Policy applies to the accounting treatment for intangible assets, including recognition of assets and determination of their carrying amounts.

16.1.2 Relevant guidance
This Policy should be read in conjunction with the following guidance:
- Treasury Circular TC16-02 – Mandates of Options and Major Policy Decisions
- TPP14-01 Valuation of Physical Non-Current Assets at Fair Value
- AASB 138 Intangible Assets

16.2 Overview and purpose
The purpose of this document is to provide Health entities with illustrative guidance on:
- The initial recognition criteria for intangible assets
- The initial measurement of intangible assets
- The policy for subsequent measurement of intangible assets
- The policy for useful lives with respect to intangible assets

Impairment of intangible assets is addressed in Chapter 17 of this policy document. Fair value measurement is addressed in Chapter 4 of this policy document.

The valuation of intangible assets must meet the valuation guidelines as described in the NSW treasury accounting policy ("Valuation of Physical Non-Current Assets at Fair Value") and as per the Treasury Circular TC16-02 ("Mandates of Options and Major Policy Decisions under Australian Accounting Standards which is based on Australian equivalents to International Financial Reporting Standards (AIFRS). The Treasury Circular mandates intangible assets to be measured at fair value (ie the revaluation model) option and only account for the asset at its cost less any accumulated amortisation and impairment losses where there is no active market.

16.3 Policy statement
Intangible asset is defined as an identifiable non-monetary asset without physical substance.

The HEALTH ENTITY is required to apply judgement as to what constitutes an item intangible asset and is required in applying the recognition criteria based on the HEALTH ENTITY’s specific circumstances.
16.4 **Application Guidance**

16.4.1 **Recognition criteria**

Intangible assets can only be recognised as an asset if it is probable that the HEALTH ENTITY will receive the expected future economic benefits over 12 months and the cost of the intangible asset can be measured reliably.

*Probability that future economic benefits will eventuate*

In determining whether to recognise an intangible asset, the HEALTH ENTITY must consider the degree of uncertainty that attaches to the flow of future economic benefits from the particular asset. If it considers that it is more likely rather than less likely that future economic benefit will arise, then the probability criteria is met.

*Asset can be measured reliably*

The value of assets can usually be measured reliably using a number of methods which may include:

- For intangible assets acquired in a business combination, the value can be derived from its fair value as valued by the independent valuation expert at the acquisition date
- For internally developed assets, the value can be derived using information from labour and other costing systems

16.4.2 **Initial recognition and measurement**

An item should be recognised as an intangible asset if it meets the definition of an intangible asset and it meets the recognition criteria as per 16.4.1.

The key characteristics of an intangible asset is that it:

- Is a resource controlled by the entity from which the entity expects to derive future economic benefits
- Lacks physical substance
- Is identifiable to be distinguished from goodwill

**Acquisition of intangible assets involving a transfer of consideration**

An intangible asset is identifiable when it:

- Is separable (ie it is capable of being separated or divided from the entity and sold, transferred, licensed, rented or exchanged, either individually or together with a related contract, asset or liability); or
- Arises from contractual or other legal rights, regardless of whether the rights are transferable or separable from the entity or from other rights and obligations

The cost of a separately acquired intangible asset can be measured initially at cost. This comprises its purchase price and any attributable costs of preparing the asset for its intended use.

Direct attributable costs may include

- Costs of materials and services used or consumed in generating the intangible assets
- Costs of employee benefits arising from the generation of the intangible asset
Intangible assets

- Fees to register a legal right and
- Amortisation of patents and licences that are used to generate the intangible asset

The following represent examples of costs which can be capitalised and costs which should be expensed. Refer to Chapter 3 for further guidance:

<table>
<thead>
<tr>
<th>Example costs incurred</th>
<th>Treatment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Purchase price (including import duties, non-refundable purchase taxes, minus any</td>
<td>Capitalise – this represents initial cost to acquire the asset</td>
</tr>
<tr>
<td>trade discounts and rebates)</td>
<td></td>
</tr>
<tr>
<td>Material and services in generating the asset</td>
<td>Capitalise – directly attributable in preparing the asset for its intended</td>
</tr>
<tr>
<td>costs incurred in preparing the asset for its intended uses</td>
<td></td>
</tr>
<tr>
<td>Fees to register a legal right</td>
<td>Capitalise – directly attributable in preparing the asset for its intended</td>
</tr>
<tr>
<td>Costs incurred in testing a system in pre-production</td>
<td>Capitalise – this forms part of the development phase</td>
</tr>
<tr>
<td>Systems configuration</td>
<td>Capitalise – this is part of developing the system and is directly</td>
</tr>
<tr>
<td>Costs incurred in examining a viable option for replacing a system</td>
<td>Capitalise – this is part of preparing the system for its intended use</td>
</tr>
<tr>
<td>Training</td>
<td>Expense – investigation undertaken and is part of research phase – unable</td>
</tr>
<tr>
<td>Software user licences</td>
<td>Expense where the individual licences do not meet to recognition threshold</td>
</tr>
<tr>
<td>Costs incurred in documenting policies and guidelines</td>
<td>Expense – these activities are in connection with the development of an</td>
</tr>
<tr>
<td></td>
<td>asset but are not necessary in preparing it for use</td>
</tr>
</tbody>
</table>

**Assets acquired at no cost or for a nominal consideration**

Assets acquired at no cost or for a nominal consideration, other than those acquired through restructuring, must be recognised initially at fair value as at the date of acquisition. Fair value must only be recognised where there is an active market for the asset concerned. Where there is no active market, and a fair value is not available, the cost of the item at the date it is acquired becomes its fair value.

When an intangible asset is acquired free of charge, or for nominal consideration, by way of a government grant, the HEALTH ENTITY is to recognise both the asset and the grant at fair value, in accordance with Chapter 4 of this policy document and with AASB 1004 Contributions.

Government grants are not to be deducted from the carrying amount of the related asset. Government grants related to the asset are to be presented in the Statement of Financial Position as deferred income, recognised as income on a systematic and rational basis over the useful life of the asset.

AASB 138, para 33-67
Internally generated intangible assets

To assess whether an internally generated intangible asset meets the criteria for recognition, the generation of the asset is to be classified into either:

- A research phase or
- A development phase

Recognition – research phase

Research is defined as the original and planned investigation undertaken with the prospect of gaining new scientific or technical knowledge and understanding.

No intangible asset arising from research can be recognised as it cannot be demonstrate that an intangible asset exists that will generate probable future economic benefits.

Any expenditure on research must be recognised as an expense. Expenditure on an intangible item that was initially recognised as an expense cannot be recognised as part of the capitalised cost of an intangible asset at a later date.

Recognition – development phase

An intangible asset arising from development can only be recognised if the HEALTH ENTITY can demonstrate all of the following:

- The technical feasibility completing the intangible asset so that it will be available for use or sale
- The intention to complete the intangible asset and use or sell it
- The ability to use or sell the intangible asset
- How the intangible asset will generate probable future economic benefits (including demonstration of the existence of a market for the output of the intangible asset or the intangible asset itself or, if it is to be used internally, the usefulness of the intangible asset)
- The availability of adequate technical, financial or other resources to complete the development to use or sell the intangible asset, and
- The ability to measure reliably the expenditure attributable to the intangible asset during its development

Example 16.1: Recognition of intangible assets

The HEALTH ENTITY wants implement the new electronic health records (eHRs). This comprises of two systems being the electronic medical records (eMRs) and the Personally Controlled Electronic Health Record (PCEHR). The eMR is a computerised medical record which is part of a secure stand-alone health information system which allows access to the patient’s information to all medical staff within that setting. The PCEHR is a secure electronic subsequent of a person’s total health information which is stored and shared in a network of connected system. In late 2010 a business case was submitted to extend the original eMR functionality to eMR2. During this period, the following is incurred:

- $10,000 in labour costs of service managers in ensuring health care personnel have timely access to paper based and electronic health care records
- $5,000 in labour costs of service managers to monitor the compliance with the policy of the eHRs including health care record audit programs and acting on the audit results
- $20,000 of training costs incurred on health care personnel for use of the eMRs and PCEHR
- $10,000 costs incurred in designing and implementing the health care record forms
Intangible assets

- $30,000 incurred in implementing new eMR functionality such as the ability to document progress notes and mandatory assessments electronically and tailoring it to specific specialties
- $15,000 incurred in labour costs of the software engineer in testing the extended eMR in pre-production phase

What of the above can be capitalised?

The cost of implementing the health care record forms and implementing the new eMR functionality, the cost of which can be reliably measured can be capitalised as these are directly attributable in bringing the asset to its intended use. The training costs and labour costs of service managers to monitor the compliance of the policy associated with the eMR is not a directly attributable costs and should be expensed. Labour costs of service managers in ensuring the health care personnel has timely access to electronic health records should also be expensed as this not directly attributable in preparing the extended eMRs for use. However the labour costs associated with testing the extended eMR should be capitalised as this is directly attributable to bringing the extended eMR to its intended use. The table below sets out the specific costs which can be capitalised.

<table>
<thead>
<tr>
<th>Expenditure</th>
<th>Amount</th>
<th>Capitalise</th>
<th>Expense</th>
</tr>
</thead>
<tbody>
<tr>
<td>Service managers – costs in ensuring health care personnel has timely access to electronic health records</td>
<td>$10,000</td>
<td>X</td>
<td>✓</td>
</tr>
<tr>
<td>Service managers – monitoring compliance with the policy of eHRs</td>
<td>$50,000</td>
<td>X</td>
<td>✓</td>
</tr>
<tr>
<td>Training costs</td>
<td>$20,000</td>
<td>X</td>
<td>✓</td>
</tr>
<tr>
<td>Design costs and implementation of electronic health care forms</td>
<td>$30,000</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>Software engineer – testing of extended eMR pre-production</td>
<td>$15,000</td>
<td>✓</td>
<td>X</td>
</tr>
</tbody>
</table>

16.4.3 Subsequent measurement

Where there is an active market, intangible assets are to be carried at fair value (refer to Chapter 4 of this policy document) which can be determined by reference to an active market. If an active market ceases to exist, such intangibles must be held at cost, with the fair value that was last determined by reference to an active market being deemed to be "cost" from that time until such time as an active market exists.

If an intangible asset (that has never been revalued) in a class of revalued intangible asset cannot be revalued because there is no active market for the asset, the asset is to be carried at its original cost to the entity less any accumulated amortisation or impairment losses.
Intangible assets

If the fair value of a revalued intangible asset can no longer be determined by reference to an active market, the carrying amount of the asset is to be its revalued amount at the date of the last revaluation by reference to the active market, less any subsequent accumulated amortisation and any subsequent impairment losses.

The fact that an active market no longer exists for a revalued intangible asset may indicate that the asset may be impaired and should be tested in accordance with Chapter 17 of this policy document.

Where costs were previously recognised as expensed, these cannot be capitalised nor re-instated on the balance sheet.

Intangible assets, both at cost and fair value, are subject to amortization and impairment testing.

### 16.4.4 Amortisation of intangible assets

The depreciable amount of an intangible asset with a finite useful life is to be amortised on a systematic basis over the useful life of the asset.

An intangible asset with an indefinite useful life is not amortised. The term ‘indefinite’ does not mean ‘infinite’. It is unlikely that the HEALTH ENTITY would have an intangible asset with an infinite useful life. However, the HEALTH ENTITY may have an intangible asset which, at the time it is developed has an indefinite useful life (e.g. the intellectual property associated with a vaccine would not be amortised but would be tested for impairment at each reporting period).

Similar to depreciation, amortisation is usually recognised in profit or loss but may be absorbed into the carrying amount of other assets (e.g. amortisation of intangible assets used in the production process could be included in the carrying amount of inventories).

Also similar to depreciation, the amortisation method for an intangible asset with a finite life is to be reviewed at least at the end of each annual reporting period. The useful life of all intangible assets should be assessed annually (even intangibles with indefinite lives – to confirm they continue to be indefinite).

### 16.4.5 Revaluation

Refer to 1.6 of this policy document for guidance pertaining to the revaluation of intangible assets.

### 16.4.6 Useful lives

Refer to 1.5.1 of this policy document for guidance pertaining to the useful lives of intangible assets.

### 16.4.7 Residual value

Refer to 1.5.2 of this policy document for guidance pertaining to the residual value of intangible assets.
17 Impairment of assets

17.1 Scope

17.1.1 Applicability

This Policy applies to the accounting treatment for the impairment of assets, including indicators of impairment, recoverable amounts, cash generating units and recording an impairment loss.

17.1.2 Relevant guidance

This Policy should be read in conjunction with the following guidance:

- TPP14-01 Valuation of Physical Non-Current Assets at Fair Value
- AASB 136 Impairment of Assets

17.2 Overview and purpose

The purpose of this document is to provide Health entities with illustrative guidance on the accounting and reporting requirements for impairment of assets.

The impairment of physical non-current assets must meet the guidelines as described in the NSW treasury accounting policy (“Valuation of Physical Non-Current Assets at Fair Value”) which is based on Australian equivalents to International Financial Reporting Standards (AIFRS). The TPP14-01 mandates physical non-current assets to be subject to an impairment test as part of AASB 136 Impairment of Assets. The policy provides guidance on how to assess physical non-current assets in the public sector for impairment.

17.3 Policy statement

An impairment is defined as the decline in the future economic benefits or service potential of an asset over and above the use reflected through depreciation.

A review for impairment indicators must be performed and documented annually.

For physical non-current assets and intangible assets. The HEALTH ENTITY should test an asset for impairment if there are indicators of impairment.

17.4 Application Guidance

17.4.1 Indicators of impairment

Health entities must assess every year at reporting date whether there are any indicators that an asset may be impaired. This would apply equally to an individual asset or a cash generating unit. The HEALTH ENTITY is not required to make a formal estimate of recoverable amount of an asset if no indicators of impairment are identified.

In assessing whether there is any indication that an asset might be impaired, the HEALTH ENTITY should consider the following:

External sources of information including:

AASB 136, para 12
Impairment of assets

- Observable indications that the asset’s value has declined during the period significantly more than would be expected as a result of the passage of time or normal use. Changes in market values reflect economic conditions, so a significant fall in value could be a symptom of another more pervasive change.
- Significant adverse changes that have taken place in the technological, market, economic or legal environment in which the entity operates or in its markets.
- Increases in interest rates, or other market rates of return, that might materially affect the discount rate used in calculating the asset’s recoverable amount.
- Where the carrying amount of the entity’s net assets exceeds the entity’s market capitalisation.

Internal sources of information including:

- Obsolescence or physical damage affecting the asset.
- Significant adverse changes that have taken place in the extent to which, or in the way that an asset is used or expected to be used.
- Deterioration in the expected level of the asset’s performance.
- Where management’s own forecasts of future net cash inflows or operating profits show a significant decline from previous budgets or forecasts.

Example 17.1: Demand ceases for services provided by the asset

A hospital closed because of a lack of demand for health services arising from a population shift to other areas. It is not anticipated that this demographic trend affecting the demand for health services will reverse in the foreseeable future.

How should the above be accounted for?

The lack of demand for health services is an indicator of impairment and the carrying value of the hospital should be assessed for impairment.

Example 17.2: Significant long-term changes in the technological environment with an adverse effect on the HEALTH ENTITY

A medical diagnostic equipment is rarely or never used because a newer machine embodying more advanced technology provides more accurate results.

How should the above be accounted for?

The medical diagnostic equipment should be assessed for impairment due to a newer machine being available, this making the existing medical diagnostic equipment idle and obsolete.
17.4.2 Recoverable amount

Recoverable amount is determined as the higher of an asset’s net selling price (fair value less costs to sell) and its value in use

**Fair value less costs to sell**

Fair value less costs to sell is the amount obtainable from the sale of the asset in an arm’s length transaction between knowledgeable, willing parties, less the costs of disposal.

Refer to Chapter 4 of this policy document for guidance on determining fair values.

Costs to sell are incremental costs directly attributable to the disposal of an asset, excluding finance costs and income tax expense. Where the disposal costs are negligible, the recoverable amount of a revalued asset is close to or greater than its revalued amount and under this circumstances, the recoverable amount would not need to be estimated as the revalued asset is unlikely to be impaired.

In most circumstances, it is not expected that such disposal costs would be material and hence impairment of physical non-current assets within the NSW Health sector to be rare. However, where the disposal costs are not negligible, the Health entities should assess whether the asset is impaired. The revalued asset will be impaired if its value in use is less than its revalued amount.

**Value in use**

Value in use is defined as:

- the present value of the future cash flows expected to be derived from an asset or cash generating unit
- depreciated replacement cost where the future economic benefits of an asset are not primarily dependent on the asset’s ability to generate net cash inflows and where the entity would, if deprived of the asset, replace its remaining future economic benefits. This applies to not for profit entities. The future economic benefits of the asset is to provide a service and not to generate a commercial return. For further guidance on the depreciated replacement cost refer to Chapter 4 of this policy document.

Where the value in use is the depreciated replacement cost, then the value in use is the same as fair value (determined using the cost approach) under Chapter 4 of this policy document. As a result, revalued assets are unlikely to be impaired.

However, notwithstanding the above, the Health entities or the Ministry must assess at each reporting date whether there is any indication that an asset or cash-generating unit may be impaired. If such an indication exists, the HEALTH ENTITY must estimate the recoverable amount.

17.4.3 Value in use

Determining the value in use involves estimating the future cash flows that are expected to arise from the asset or CGU being tested for impairment. The cash flows consist of those expected to arise from the continued use of the asset in its current condition, if any expected to result from its ultimate disposal. An appropriate discount rate is then applied to those cash flows, in order to arrive at their present value.
Relevant cash flow forecasts should be made on the basis of reasonable and supportable assumptions that represent management’s best estimate of the economic circumstances that will prevail over the asset of CGU’s remaining life.

The Health entities should examine the causes of any difference between actual cash flows and past projections to assess whether assumptions are reasonable. The current assumptions should be consistent with past actual outcomes, except in the instance where circumstances have changed or subsequent events have occurred which makes the current assumptions inappropriate.

Cash flows should be based on the most up to date budgets and forecasts that have been formally approved by the Ministry, excluding cash inflows and outflows arising from future restructuring or enhancements. If budgets are revised, they should be approved by the Ministry before they can be used in the value in use calculation.

Length of forecast in estimates of future cash flows

The cash flow projections of a CGU with a defined life should be an estimate of the value for that defined life. The cash flows for periods beyond those covered by formal budgets and plans should assume a steady or declining growth rate. This rate should not exceed the long-term average growth rate for the market in which the asset is used.

Value in use – asset in its current condition

The costs and benefits of future expenditure that is intended to improve or enhance the assets should not be included in the cash flow forecasts, since the future cash flows are estimated for assets in their current condition.

Cash outflows for servicing the asset, to maintain its current capability on the other hand are taken into account in the estimates

17.4.4 Identifying cash-generating units

Identifying the cash-generating unit (“CGU”) is the first step in carrying out the impairment review. An impairment test should be done at the lowest level of independent cash inflows.

Once the cash-generating units have been identified, these are to be consistently applied from year to year, unless a change is justified.

The recoverable amount should be calculated for the CGU to which the asset belongs only where the recoverable amount for the individual asset cannot be identified.

An impairment review of a CGU should cover all of its tangible assets and intangible assets. The carrying value of each CGU containing the assets and goodwill being reviewed should be considered with the higher of its value in use and fair value less costs of disposal (ie the recoverable amount).

A cash generating unit is not a separate asset for reporting purposes. A cash-generating unit is used solely for the determination of impairment losses.

Example 17.3: Should an impaired asset be tested as part of a CGU?

A roof of the hospital wing is part of a specialised hospital building. The roof has been damaged but it still operates as normal and there is no intention to scrap or sell the roof. The roof’s recoverable amount cannot be determined, because it
does not generate cash flows independently of the hospital building. The scrap value of the roof would be below its carrying amount. If the recoverable amount of the CGU to which the roof belongs to is above the CGU's carrying amount – no impairment would be recognised with respect to the damaged roof.

17.4.5 Allocating assets and liabilities to CGUs

The carrying amount of a CGU is established by allocating assets and liabilities to individual CGUs. The carrying amount of a CGU consists of:

- assets that are directly and exclusively attributable to the CGU
- An allocation of assets that are indirectly attributable on a reasonable and consistent basis

The assets attributed to CGUs should be consistent with the cash flows that are identified for calculating the recoverable amount. Cash flows prepared for fair value less costs of disposal are prepared on a different basis from those for value in use.

Allocating working capital

Value in use cash flows should exclude working capital cash flows, whereas they will be used in fair value less costs of disposal cash flows. Only movements in working capital can be incorporated as part of the value in use model since this is required to operate the relevant non-current assets and generate the cash flows from those assets.

Allocating financing activities

The cash outflows associated with financing the CGU's operations are excluded from value in use calculations. Carrying amount of the CGU should also exclude liabilities that relate to financing the CGU's operations.

Allocating tax

The cash flows in a value in use calculation should be prepared on a pre-tax basis. Tax assets and liabilities (including deferred tax) should not be included as part of the CGU's carrying value.

17.4.6 Measuring a recoverable amount

The below table sets out the measurement of the recoverable amount under the value in use and the fair value less costs of disposal method

<table>
<thead>
<tr>
<th></th>
<th>Fair value less costs of disposal</th>
<th>Value in use</th>
</tr>
</thead>
<tbody>
<tr>
<td>Whose perspective is considered</td>
<td>Future cash flows based on market participant’s perspective (see Chapter 4 of this policy document)</td>
<td>HEALTH ENTITY’s or the Ministry’s expectation of future cash flows</td>
</tr>
<tr>
<td>What discount rate should be used</td>
<td>An appropriate post-tax discount rate is used</td>
<td>An appropriate pre-tax discount rate is used</td>
</tr>
<tr>
<td>What should be the starting point for cash</td>
<td>Health entities or the Ministry’s own budgets and forecasts can be</td>
<td>Health entities or the Ministry’s own budgets and forecasts can be</td>
</tr>
</tbody>
</table>
**Impairment of assets**

<table>
<thead>
<tr>
<th>Fair value less costs of disposal</th>
<th>Value in use</th>
</tr>
</thead>
<tbody>
<tr>
<td>flows</td>
<td>used. Differences between the market participant’s perspective and the HEALTH ENTITY or the Ministry’s perspective should be justified</td>
</tr>
</tbody>
</table>

**Should deferred and current income taxes be included in the carrying value?**

| Deferred and current income taxes should be included in the carrying value. Tax losses are excluded |
| Deferred and current income taxes should be excluded from carrying value. Tax losses are excluded |

**Should enhancements be included in cash flows?**

| Yes – only if a market participant would reasonably expect such enhancements to take place |
| No – can only be included if they are incurred |

**Should the effects of restructuring which has not yet been recognised be included?**

| Yes – only if a market participant would reasonably expect such restructuring to take place |
| No – unless a related provision has been recognised in accordance with Chapter 15 of this policy document |

### 17.4.7 Recording an impairment loss

An impairment loss is recognised immediately in the profit or loss, unless the asset is carried at a revalued amount. When an asset is measured at a revalued amount, the impairment loss is to be treated in the same way as a revaluation decrement by way of an offset against the asset revaluation surplus to the extent available – refer to Chapter 4 of the policy document for further guidance with respect to recording the revaluation decrement.

An impairment loss on a revalued asset must be offset against a revaluation surplus for the same class of asset.

Following the recognition of an impairment loss, the depreciation/amortisation charge for the asset is to be adjusted in future periods to allocate the asset’s revised carrying amount, less its residual value (if any), on a systematic basis over its remaining useful life.
Impairment of assets

Cash generating unit – allocating an impairment loss

While the impairment loss is determined for a cash-generating unit, the loss is allocated against individual assets. The impairment loss is allocated on a pro-rata basis against the carrying amounts of each asset in the unit.

These reductions are treated and recognised as an impairment loss on individual assets.

In allocating an impairment loss of a cash-generating unit across all assets in the unit, the HEALTH ENTITY must not reduce the carrying amount of an asset below the highest of:

a) its fair value less costs to sell
b) its value in use
c) zero

If the entire amount of an impairment loss cannot be allocated to an individual asset due to the rules above, the remaining impairment loss that would otherwise have been allocated to the asset is allocated pro rata to the other assets of the cash-generating unit.

Allocation of impairment losses based on depreciated replacement cost

For public sector agencies such as NSW Health, it may not be easy to determine the fair value less costs of disposal for some individual assets (such as specialised buildings or infrastructure assets) when allocating an impairment loss. In order to allocate the impairment loss as appropriate, the Health entities may consider using a depreciated replacement cost approach to determine a proxy for fair value less costs of disposal (refer to Chapter 4 of this policy document). Although the depreciated replacement cost is not used when determining the recoverable amount, it would be acceptable to use this measure when allocating an impairment loss.

17.4.8 Reversals of impairment losses

The HEALTH ENTITY should assess at each reporting date, where there is any indication that an impairment loss for an asset either no longer exists or has decreased. If there is any such indication then the HEALTH ENTITY should estimate the recoverable amount – this applies to both individual assets and CGUs.

Health entities should consider whether there have been favourable events or changes in circumstances since the impairment loss was recognised, that would indicate that the impairment loss no longer exists or might have decreased. A reversal of the impairment loss should recognise an increase in the estimated service potential of an asset, either from use or sale, since the last impairment test. These changes are required to be identified by the Health entities. These changes may arise from:

- Change in the basis for recoverable amount (ie whether it is based on fair value less costs of disposal or value in use)
- If recoverable amount was based on value in use, a change in amount or timing of estimated future cash flows or in the discount rate
- If recoverable amount was based on fair value less costs of disposal. A change in the estimate of the fair value less costs of disposal
The reversal of an impairment loss for a revalued asset should be recognised in profit or loss to the extent that the original impairment loss (adjusted for subsequent depreciation) was recognised in profit or loss. Any remaining balance of the reversal should be recognised in other comprehensive income. The increased carrying amount of the asset cannot exceed the original carrying amount of the asset had no impairment been recorded and as adjusted for the depreciation that would have applied.

With respect to allocating the reversal of an impairment loss to assets of a CGU – the asset’s carrying amount should not be increased above the lower of:
- Its recoverable amount and
- The carrying amount that would have been determined if no impairment loss had been recognised previously, adjusted for subsequent depreciation or amortisation

Any surplus reversal which remains should be allocated to the CGU’s remaining assets on a pro rata basis.

**Example 17.4: Reversal of impairment loss on revalued asset**

At 30 June 2011, imaging equipment was purchased for $100,000. Its expected useful economic life is 20 years. Three years later, it was revalued to $136,000. At 30 June 2016, the asset was reviewed for impairment and written down to its recoverable amount at $65,000. As of 30 June 2016, the asset revaluation reserve for that class of assets is at $53,000.

The following table shows the movements in the asset’s book value as actually recognised in the financial statements.

<table>
<thead>
<tr>
<th>Date</th>
<th>Revalued carrying amount</th>
<th>Other comprehensive income</th>
</tr>
</thead>
<tbody>
<tr>
<td>30 June 2011</td>
<td>$100</td>
<td></td>
</tr>
<tr>
<td>Depreciation</td>
<td>(15)</td>
<td></td>
</tr>
<tr>
<td>(3 years)</td>
<td>(100,000/20 years x 3 years)</td>
<td></td>
</tr>
<tr>
<td>Revaluation</td>
<td>51</td>
<td></td>
</tr>
<tr>
<td>30 June 2014</td>
<td>$136</td>
<td></td>
</tr>
<tr>
<td>Depreciation</td>
<td>(16)</td>
<td></td>
</tr>
<tr>
<td>(2 years)</td>
<td>(136,000/18 x 2 years)</td>
<td></td>
</tr>
<tr>
<td>30 June 2016</td>
<td>$120</td>
<td>$53</td>
</tr>
<tr>
<td>Impairment loss</td>
<td>(55)</td>
<td></td>
</tr>
<tr>
<td>30 June 2016 (after impairment loss)</td>
<td>$65</td>
<td></td>
</tr>
</tbody>
</table>

For not-for-profit entities, the impairment loss of $55,000 at 30 June 2016 shall be recognised in other comprehensive income to the extent of any credit balance existing in any revaluation surplus in respect of that same class of asset. Hence despite the surplus reserve for the particular asset is only $51,000, but since the whole class of assets have a reserve of $53,000, the excess surplus could be used to offset the impairment loss and any remaining loss to be recognise in the income statement as follow
Impairment of assets

<table>
<thead>
<tr>
<th>Revalued carrying amount</th>
<th>$'000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Impairment loss</td>
<td>2</td>
</tr>
<tr>
<td></td>
<td>55</td>
</tr>
</tbody>
</table>

The impairment loss is charged to other comprehensive income to the extent of the revaluation surplus held in other comprehensive income that relates to the class of asset. As there was a $53,000 credit balance in 30 June 2014 for that class of assets, entities are allowed to use the whole surplus for that particular class of assets which are allowed under the accounting standard, specific for not-for-profit entities. Should the impairment loss is higher than the surplus reserve; remaining loss will be recognised in the income statement.

At 30 June 2018, economic conditions have improved and the asset’s recoverable amount is estimated to be $90,000.

If no impairment loss had been recognised, the carrying value at 30 June 2018 would have been $104,000 ($120,000 as at 30 June 2016, less two years of depreciation of $16,000) which is greater than the recoverable amount of $90,000. Therefore the whole of the increase in the carrying value can be treated as a reversal of the previous impairment loss. If the carrying value had been increased to higher than $104,000, the excess would have been treated as a revaluation and not a reversal of impairment (refer to Chapter 4 of this policy document).

The impairment loss should be reversed as follow:

<table>
<thead>
<tr>
<th>Carrying value</th>
<th>$'000</th>
</tr>
</thead>
<tbody>
<tr>
<td>30 June 2016</td>
<td>65</td>
</tr>
<tr>
<td>Depreciation</td>
<td>(9)</td>
</tr>
<tr>
<td>30 June 2018</td>
<td>56</td>
</tr>
<tr>
<td>Reversal of impairment loss</td>
<td>34</td>
</tr>
<tr>
<td>30 June 2018 after reversal</td>
<td>90</td>
</tr>
</tbody>
</table>

The reversal of the impairment loss of $34,000 is recognised as follow:

<table>
<thead>
<tr>
<th>Revalued carrying amount</th>
<th>$'000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Other comprehensive income</td>
<td>32</td>
</tr>
<tr>
<td>Income statement</td>
<td>2</td>
</tr>
<tr>
<td>Reversal of impairment loss</td>
<td>34</td>
</tr>
</tbody>
</table>
18 Inventories

18.1 Scope

18.1.1 Applicability
This Policy applies to the accounting treatment of inventories, including carrying value of inventories and transactions involving inventory such as inventories on consignment and sale of inventories.

18.1.2 Relevant guidance
This Policy should be read in conjunction with the following guidance:
- AASB 102 Inventories

18.2 Overview and purpose
The purpose of this document is to provide Health entities with illustrative guidance on the accounting and reporting requirements for inventories.

The accounting treatment for inventories must meet the guidelines as set out in AASB 102 Inventories. The policy provides guidance on the amount of cost to be recognised as an asset and carried forward until the related revenue is recognised. Application guidance

18.3 Application Guide

18.3.1 Recognition
The Health entities should initially recognise inventory when it has control of the future economic benefits, and the cost of inventory can be measured reliably. Inventories comprises those assets that are
- held for sale in the ordinary course of business
- In the form of materials or supplies to be consumed by the hospitals in the rendering of services

Spare parts and servicing equipment which do not meet the definition of property, plant and equipment as per Chapter 1 of this policy document are treated as inventory.

18.3.2 Measurement
Initial measurement of inventories should be at cost. After initial recognition, inventories should be measured at the lower of cost and net realisable value. Cost is defined as all costs of purchase, and other costs incurred in bringing the inventories to their present location and condition.

The costs of purchase comprises:
- purchase price
- import duties and other taxes (other taxes which is not recoverable from the tax authorities)
- transport and handling costs
- any other directly attributable costs, less trade discounts, rebates and similar items

AASB 102, para 9
Inventories

The costs of inventories should exclude the following
- storage costs
- administrative overheads that do not contribute to bringing inventories to their present location and condition
- selling costs

Costs should be assigned to particular items of inventory using the weighted average cost method. This method assigns weighted average costs arrived at by means of a continuous calculation, a periodic calculation or a moving periodic calculation.

The Health entities should segregate between those inventory items held for resale and those held for consumption by the hospitals.

Items in stores held for the hospitals own consumption should be valued at weighted average cost and should be expensed as consumed, rather than when purchased.

**Inventories acquired at no cost**

In respect of not-for-profit entities, where inventories are acquired at no cost, or for nominal consideration, the cost shall be the current replacement cost as at the date of acquisition.

**Net realisable value**

Inventories are measured at the lower of cost and net realisable value. If there is no reasonable expectation of sufficient future revenue or service potential to cover the cost incurred, the irrecoverable cost should be charged as an expense. As such, any weighted average cost assigned to the inventory should be adjusted for any loss of service potential to reflect the net realisable value.

Situations in which the net realisable value is likely to be less than cost includes:
- physical deterioration of inventories
- obsolescence of products
- an error in purchasing of the products

The write-down of inventory to net realisable value is normally made on an individual item basis. However it may be more appropriate to make the write-down by reference to groups of similar or related items. This would be the case where the products have a similar purpose or end use, are used in the same hospital and cannot practicably be distinguished from other items in that product line. However it is not appropriate to group items for this purpose by reference to general categories or classifications of inventory, such as finished goods.

After a write-down has been made, net realisable value should be re-assessed in each subsequent period. If the circumstances that caused the write-down cease to exist, such that all or part of the write-down is no longer needed, it should be reversed to that extent. The new carrying value of the inventory therefore would be at the lower of cost and the revised net realisable value.

Write down of inventories to net realisable value result in the amount of the inventory being written down to be recognised as an expense in the period in which the write-down occurs. If and when a write-down is reversed, the reversal should be recognised in the profit or loss when the reversal occurs, and the amount of inventories is increased accordingly. The reversal is offset against the amount of inventories recognised as an expense in the period.
18.3.3 De-recognition of inventory and recognition as an expense

The inventory should be de-recognised as and when they are used (such as prescription drugs) or sold. At that point they are recognised as an expense in the profit or loss, in the same period in which the service has been rendered (for example, a surgeon operating on a patient would consume the surgical supplies initially capitalised as inventory is then recognised as an expense when the service of performing the surgery has been rendered).

Similarly, the HEALTH ENTITY should also de-recognise inventory when it has no future economic value (for example obsolete inventory).

18.3.4 Inventory on consignment

There may be some instances where there is an arrangement between the HEALTH ENTITY and the manufacturer with respect to consignment inventory. Arrangement where goods are supplied from a manufacturer to the hospital on consignment basis is generally not recorded as inventory in the books of the Ministry. This is due to the title of the consignment inventory generally being retained by the manufacturer until these inventory are consumed by the hospital in the rendering of a service. The date which the title transfers is generally sometime after the inventory item is physically transferred to the hospital.

Example 18.1 Manufacturer supplies goods to the hospital on a consignment basis

A hospital purchases medical supplies from a medical manufacturer on extended credit and stores the medical supplies in their hospital unit until these medical supplies are used on a patient. Legal title of the goods passes to the hospital when the hospital receives them. The hospital does not have to pay for the goods until it receives payment from the health fund and/or the patient. If the medical supplies are not used within the three month period, the hospital can either return them to the medical manufacturer or pay for them and keep them.

How should the above be accounted for

Until it is known that the goods has been used, the goods should be treated as the manufacturer’s inventory (that is, consignment inventory) and is excluded from the HEALTH ENTITY’s balance sheet.
19 Consolidation

19.1 Scope

19.1.1 Applicability

This Policy sets out the principles around the concept of group and consolidated financial statements and the guidelines with respect to the control assessment for not for profit entities.

19.1.2 Relevant Guidance

This Policy should be read in conjunction with the following guidance:

- AASB 10 Consolidated Financial Statements
- AASB 1049 Whole of Government and General Government Sector Financial Reporting

19.2 Overview and purpose

The purpose of this document is to provide Health entities with illustrative guidance on the accounting and reporting requirements on consolidations.

The consolidation procedures must meet the guidelines as described in the AASB 10 Consolidated Financial Statements and AASB 1049 Whole of Government and General Government Sector Financial Reporting. The policy provides guidance on how to assess whether the Ministry has control over an agency and should be consolidated for reporting purposes.

19.3 Policy statement

Control is defined where an investor is exposed or has rights to variable returns from its involvement with the investee and has the ability to affect those returns through its power over the investee.

For the Ministry, this power will often arise through rights resulting from administrative arrangements or statutory requirements rather than ownership of equity.

The investor is generally regarded as a reporting entity that has interest in another entity by way of contractual and non-contractual involvement which exposes an entity to variability of returns from the performance of the other entity.
19.4 **Application Guidance**

19.4.1 **Assessment of control**

An investor assesses whether it has control over an investee. Where control is established, the investor will be a parent and that investee will be its subsidiary.

The factors that the Ministry (as the investor) should consider during its assessment of control over an investee are:

- the investee’s purpose and design
- what the relevant activities are
- how decisions about those relevant activities are made
- whether the rights of the investor give it the current ability to direct the relevant activities
- whether the investor is exposed, or has rights to variable returns from its involvement with the investee and
- whether the investor has the ability to use its power over the investee to affect the amount of the investor’s return

Where two or more investors collectively control an investee in the instance where they are required to act together to direct the relevant activities, then each investor would account for its interest in the investee. Refer to Chapter 21 of this policy document – associates and joint arrangements.

19.4.2 **Power to direct relevant activities**

Relevant activities is defined as those activities of the investee that significantly affect the investee’s returns.

The Ministry should identify what the relevant activities of an investee are, since this will help the Ministry understand whether they are involved in decision-making activities that significantly affect those activities. Examples of relevant activities include:

- establishing budgets and making key decisions about relevant activities
- selling and purchasing goods and services
- managing financial assets during their life
- selecting, acquiring or disposing of assets
- researching and developing products or processes
- obtaining funding by way of government grant
- appointing/terminating and remunerating key management personnel

(Refer to Chapter 6 of this policy document).

**Example 19.1: Ability to set the specified conditions in form of government grants**

An affiliated health organisation currently receives funding from the Ministry in the form of government grants for capital construction. In order to receive the government grant, specified conditions are required to be met.

**How should the above be accounted for?**

The Ministry may not have the current ability to direct the relevant activities of the private hospital since the governing body of the private hospital has the discretion with respect to whether they will accept resources from the Ministry or the manner in which their resources are to be deployed. This would be the case even if government grants provided to the affiliated health organisational requires them to comply with specified conditions.
The Ministry is deemed to have power over an investee when the Ministry has existing rights which gives it the current ability to direct the relevant activities of the investee, being those activities that significantly affect the investee’s return. This power will often arise through rights resulting from administrative arrangements or statutory requirements rather than ownership of equity. The statutory requirements from an enabling legislation may specify the investor’s rights to direct the relevant activities.

Examples of rights can give an investor power may include the following:
- Rights to give policy directions to the governing body of the investee that give the holder the ability to direct the relevant activities of the investee and
- Rights to approve or veto operating and capital budgets relating to the relevant activities of the investee

Rights are divided into the following:
- Substantive rights
- Protective rights

**Substantive rights**
Substantive rights are those that confer power on an investor and are typically exercisable without cause. In assessing whether there are substantive rights, the Ministry should consider whether there are any barriers that restrict their practical ability to exercise them. These could be in the form of legal restrictions, cultural or social in nature which may make the exercise of such rights difficult. However, if the Ministry chooses to exercise the rights despite such barriers, then the rights are still considered substantive.

In addition to the barriers or restrictions, the below factors are also relevant in determining whether the rights are considered substantive
- Whether practical mechanisms exist to exercise rights and whether agreement requires more than one investor – lack of such mechanism is an indicator that the rights are not substantive
- Whether the investor benefits from the exercise of the rights that it holds – if holder of the right benefits from the exercise then there is a greater incentive to obtain rights to give it power and hence more likely it will have power over the investee

Substantive rights also needs to be exercisable when decisions about relevant activities are being made. These may commonly arise as a result of current statutory arrangements however future rights expected to arise from substantively enacted legislation may still be considered substantive if they will be exercisable when decisions about relevant activities are made.

**Protective rights**
Protective rights do not confer power on an investor and are usually designed to protect an investor’s holdings.

Rights that restrict rather than direct the way another entity operates or that become exercisable only under specific circumstances such as non-compliance or non-performance are typically classified as protective rights.

**Example 19.2: Protective rights**
One of the main objectives of a not for profit cancer institute which operates as a statutory health corporation is to undertake research for the advancement of knowledge and benefit and well-being of patients affected by the condition. The institute therefore establishes a research trust and appoints a trustee. The trustee is responsible for making decisions about the financing and operating activities of the trust in accordance with the trust deed. The trustee is
remunerated commensurate for its services. The objective of the trust is to undertake research and the NFP Institute can only replace the trustee for misconduct.

**How should the above be accounted for?**

The trustee is deemed to have power over the trust as it has existing rights that give it the current ability to direct the relevant activities of the trust. The Institute itself is not deemed to have power over the trust as it cannot remove the trustee other than for misconduct.

The institute’s ability to remove the trustee only for misconduct would be considered a protective right and would not be deemed to give rise to power over the research trust.

**19.4.3 Exposure or rights to variable returns from an investee**

An investor must be exposed or have the rights to variable returns from an investee, regardless of whether they are direct or indirect. In the instance of the Ministry, this would encompass non-financial returns. Such returns can include the achievement of the Ministry’s objectives or furtherance of its social policy objectives (such as provision of health services to the community). Such returns to the Ministry would reflect factors such as the efficiency and effectiveness for the delivery of health services and changes in the outcomes for the wider community.

**Example 19.3: Exposure to variable returns**

Further to the example set above in example 19.2, one of the main objectives of a not for profit cancer institute is to undertake research for the advancement of knowledge and benefit and well-being of patients affected by the condition. As the trust works towards achieving its own specific research objectives it also assists the institute to achieve its overall objectives in furthering its knowledge for the benefit of their patients and the wider community. As a result, the institute would be deemed to be exposed to the variable returns from the trust. On the other hand, the trustee would not be deemed to have sufficient exposure or rights to variable returns from its involvement in the trust as the trustee’s remuneration is consistent with what a trustee would receive for providing such services and the returns are not significant in relation to the total returns from the trust.

**19.4.4 Link between power and returns**

An investor must also have the ability to exercise its power to affect the amount of its return from the investee. When making this assessment, it is important for an investor with decision-making rights to determine whether they are a principal acting in their own right or an agent with delegated power.

An agent is one who is primarily engaged to make decisions on behalf of a principal. In these situations the powers held by the agent are attributed to the principal when determining the existence of control.

The below factors are relevant in determining whether the investor (with decision making rights) is acting as an agent with delegated power:

- The scope of its decision-making authority over the investee
- The rights held by other parties
- The decision maker’s exposure to variability of returns from other interests that it holds in the investee

AASB 10, para B55-B57
An agent does not consolidate the investee, since the necessary link between power and returns is not present. In contrast, the principal can control the relevant activities of an investee (which may be carried out by an agent) and might be exposed to variable returns and hence would be required to consolidate the investee as its subsidiary.

Scope of its decision-making authority over the investee
The scope of its decision-making authority of the Ministry should take into consideration of the following:

- The activities that are permitted by the decision-making agreement and by law, and whether these are relevant activities
- The level of discretion that the Ministry has in directing the relevant activities

If the Ministry's authority as the decision maker is limited by legislation or an administrative arrangement, it is not always considered an agent. The Ministry may still have power over an investee if it has the ability to direct its relevant activities, even if these are restricted.

Rights held by other parties
Parties other than the Ministry may have other rights over the investee. These can prevent the Ministry as the decision maker from exercising power on its own behalf. Such rights held by other parties may be substantive (refer to Chapter 19.4.2 of this policy document above). The Ministry should assess whether such substantive rights give the other parties the practical ability to prevent the decision maker from directing the investee's relevant activities.

If a single investor holds the substantive right to remove the decision maker without cause, the decision maker is an agent. However, where the agreement of more than one party is required to remove a decision maker, then consideration of number of parties involved and whether there is a mechanism in place. The greater number of parties required to agree, then the less weight is placed on the substantive right.

Exposure to variability of returns
The greater the magnitude and variability associated with the Ministry's interests in the investee, taking into consideration the non-financial benefits (achievement of its social policy objectives), the more likely it is that the Ministry is a principal.

Example 19.4: Principal vs agent
In example 19.2 and 19.3 above, the trustee would be deemed to have power over the trust as it has the current ability to direct the relevant activities of the trust, The fact that the trustee must act in accordance with the trust deed and for the benefit of the beneficiaries does not prevent the trustee from having power. However, while the trustee has power to affect the returns of the trust (being the non-financial for the provision of cancer research), it does not have sufficient exposure or rights to variable returns from its involvement in the trust as the trustee's remuneration is consistent with what a trustee would receive for providing such services and the returns are not significant in relation to the total returns of the trust. On this basis the trustee does not control the trust.

While the trust is carrying out activities which would result in the furtherance of the Institute's objectives, it is the trustee and not the institute which has power over the activities that most significantly affect the returns of the trust. The institute has no power over the trust as it cannot remove the trustee. The ability to remove the trustee only for misconduct is a protective right and not a substantive right.

On the other hand, if the institute could replace the trustee at its discretion, the trustee would be considered to be acting as an agent of the institute. In this
case, it would be deemed that the institute would have power over the trust on the basis that it has power over the trustee and is exposed to variable returns to the extent to which its research objectives are achieved or furthered through the activities of the trust.

Consideration of principle vs agency arrangement with respect to the Ministry

The Ministry acts in relation to an investee only as an agent of the responsible Minister when the Ministry or an official of the Ministry is merely authorised by the Minister to act on the Minister’s behalf. An example of this is with respect to the affiliated health organisation which provides health services and recognised as part of the public health system under the Health Services Act 1997. The Secretary of the Ministry is appointed by the Minister to determine the functions and activities of the affiliated health organisation however consultation is required with the relevant organisation. In this instance, the Ministry is determined to be acting as an agent and hence the affiliated health organisations are not consolidated and not deemed to be controlled by the Ministry. The Ministry’s activities in relation to the investee would be reflected in its reporting under AASB 1050 Administered Items.

Alternatively, the Ministry would be acting as a principal under a delegation of powers from the Minister as the department or an official of the department exercises their own discretion, not subject to specific direction by the Minister. In this instance, the Ministry should report its activities in relation to the investee as its own transactions. The Ministry would need to assess whether the delegated powers give it the current ability to direct the relevant activities of the investee and whether the other control criteria are satisfied in deciding whether the department controls the investee and should consolidate it. An example of this are statutory health corporations. For chief executive governed statutory health corporation (“SHC”) as an example, the chief executive is subject to the control and direction of the Secretary of NSW Health. The day to day relevant activities are managed and controlled by the Chief Executive. In this instance, the chief executive governed statutory health corporation is consolidated as the Ministry is deemed to have control over the SHC.

Example 19.5: Statutory authority established under the health legislation

A statutory authority is established under the Health Services Act 1997. The statutory authority has a governing council that oversees the authority’s operations and is responsible for its day to day operations. The Minister of Health appoints the authority’s governing council and, subject to the Minister’s approval, the authority’s governing council appoints the chief executive of the authority.

The Ministry of Health in this instance acts as a manager for the NSW public health system. This role includes:

- Strategic leadership, such as the development of State-wide health service plans
- Directions for the delivery of health services, such as entering into service agreements, capital works approval and management of State-wide industrial relations, including employment terms and conditions for the authority’s employees and
- Monitoring of performance of the authority and taking remedial action when performance does not meet specified performance measures

The Minister’s approval is specifically required for the following major decisions:

- Entering into service agreements with the authority
- Issuing binding health service directives
- Finalisation of state-wide health service plans and capital works
- Employment and remuneration of the authority’s executive staff
How should the above be accounted for?
The Ministry in this instance is acting as an agent of the State Health Minister in relation to the statutory authority. This is evident from the restricted decision-making authority held by the Ministry. The Ministry does not control the statutory authority.

As the State Health Minister appoints the statutory authority’s governing council and approves the major decisions affecting the authority’s activities, the Minister has the power to direct the relevant activities of the authority. Assuming that the other control criteria (variable returns and link between power and returns) are satisfied, as would be expected, then the Minister would control the statutory authority. As a result, the statutory authority would not be consolidated by the Minister, but would be consolidated directly into the whole of government general purpose financial statements.

Example 19.6: Delegation of power by the Minister
Assuming the facts are the same as in Example 19.5 above except that
- The Minister has delegated the power to appoint members of the statutory authority’s governing council to the Secretary of the Ministry of Health
- The appointment of the authority’s chief executive by the governing council does not require Ministerial approval
- The Minister has delegated the power to approve the major decisions to the Secretary of the Ministry of Health and
- Assessments of the Ministry’s performance encompass the performance of the statutory authority

How should the above be accounted for?
In this example, the scope of the decision-making authority held by the Ministry has increased significantly as a result of the delegations by the Minister to the Secretary of the Ministry of Health. As the Ministry acts as a principal under the delegations, the Ministry has the current ability to direct the relevant activities of the authority so as to achieve the health service objectives of the Ministry. As the Ministry also has the ability to use its power over the authority to affect the nature and amount of the Ministry’s returns, the Ministry controls the statutory authority.

The Ministry would consolidate the statutory authority into its consolidated financial statements. The Ministry’s consolidated financial statements would then be consolidated into the whole of government financial statements.

19.4.5 Consolidated financial statements
The Ministry prepares consolidated financial statements since it meets the definition of a group.

The group is defined as a parent and its subsidiaries under AASB 10. The annual report of the Ministry should be presented as a single economic entity. The consolidation process involves the parents and its subsidiaries being combined, using uniform accounting policies for similar transactions and by adding together like items of assets, liabilities, equity, income and expenses.
19.4.6 Loss of control

An investor loses control of an investee (the subsidiary) when it no longer has the power to direct the investee’s relevant activities and hence loses the ability to vary its returns. The Ministry may lose control where an entity was dissolved under legislation.

In the instance where there is a loss of control, the Ministry would be required to de-consolidate the investee from the date when it loses control. The Ministry is required to continuously assess whether it has control over its investees.

Accounting for loss of control

A subsidiary’s income and expenses should be included in the consolidated financial statements until the Ministry ceases to control the subsidiary. When an entity ceases to be a subsidiary, the Ministry may retain an ownership interest and the entity might still be treated as an associate or be subject to a joint arrangement. For the accounting of this refer to Chapter 21 of this policy document.

The loss of control of a subsidiary results in recognising a gain or loss on the sale of the subsidiary.

Where the Ministry loses control of a subsidiary it:

- De-recognises any assets and liabilities of the subsidiary at their carrying amounts at the date when control is lost
- De-recognises the carrying amount of any non-controlling interest at the date when control is lost (including any components of accumulated other comprehensive income attributable to it).
- Recognises any investment retained in the former subsidiary at its fair value at the date when control is lost
- Reclassifies to income or transfers directly to retained earnings, the amounts recognised in other comprehensive income in relation to that subsidiary
- Recognises any resulting difference as a gain or loss in the income statement attributable to the parent

If the Ministry expects that it will sell or lose control of a subsidiary, then this will trigger the need to test the subsidiary’s assets for impairment. If the assets are impaired, the impairment loss should be recognised in the income statement. Refer to Chapter 17 of this policy document.
20 Associates and joint arrangements

20.1 Scope

20.1.1 Applicability
This Policy provides guidance on applying the equity method when accounting for investments in associates and joint ventures.

20.1.2 Relevant guidance
This policy should be read in conjunction with the following guidance:

- AASB 128 Investments in Associates and Joint Ventures
- AASB 5 Non-current Assets Held for Sale and Discontinuing Operations
- AASB 139 Financial Instruments: Recognition and Measurement

20.2 Overview and purpose
The purpose of this document is to provide Health entities with illustrative guidance on accounting for investments in an associate or joint venture.

20.3 Policy Statement
An associate is an entity in which the HEALTH ENTITY has invested in and has significant influence over. Generally, if the HEALTH ENTITY holds 20 per cent or more of the voting power of the investee it is presumed to have significant influence. However, significant influence by the HEALTH ENTITY may also be evidenced by:

- Representation on the board of directors (or equivalent governing body) of the investee
- Participation in policy-making processes, including participation in decisions about dividend or other distributions
- Material transactions between the HEALTH ENTITY and its investee
- Interchange of managerial personnel
- Provision of essential technical information.

A joint venture is a joint arrangement whereby the parties that have joint control of the arrangement have rights to the net assets of the arrangement.

Under AASB 128 there are exemptions from applying the equity method, however NSW Treasury mandates the equity method must be used to account for an HEALTH ENTITY investment in an associate or joint venture (TC16-02).

20.4 Application guidance
20.4.1 Recognition under the equity method
On initial recognition the investment in an associate or a joint venture is recognised at cost, and the carrying amount is increased or decreased to recognise the HEALTH ENTITY’s share of the profit or loss of the investee after the date of acquisition. This share of the profit or loss of the investee is recognised in the HEALTH ENTITY’s profit or loss.
Distributions received from an investee reduce the carrying amount of the investment. Adjustments to the carrying amount may also be necessary for changes in the HEALTH ENTITY’s proportionate interest in the investee arising from changes in the investee’s other comprehensive income, for example the revaluation of property, plant and equipment or from foreign exchange translation differences.

Comprehensive equity method procedures are detailed in AASB 128 paragraphs 26-39.

The investment in an associate or joint venture is classified as a non-current asset, unless the investment or portion of the investment is classified as held for sale. See Chapter 20.4.2 for guidance on investments classified as held for sale.

**20.4.2 Classification as held for sale**

HEALTH ENTITIES will also apply AASB 5 to an investment, or portion of an investment, in an associate or joint venture that meets the criteria to be classified as held for sale under paragraphs 6-14. We note that this is not very common for Health entities.

Any retained portion of an investment or joint venture is accounted for using the equity method until disposal of that portion takes place. After disposal takes place, the HEALTH ENTITY will account for any retained interest in the associate or joint venture in accordance with AASB 9, unless the retained interest continues to be an associate or joint venture. In which case the HEALTH ENTITY uses the equity method.

If an investment, or portion of investment, in an associate or joint venture previously classified as held for sale no longer meets the criteria in AASB 5 paragraphs 6-14, the HEALTH ENTITY will account for the investment using the equity method retrospectively as from the date of its classification as held for sale.

**20.4.3 Discontinuing the use of the equity method**

The HEALTH ENTITY discontinues the use of the equity method from the date its investment ceases to be an associate or joint venture, i.e. the HEALTH ENTITY no longer has an investment or significant influence over the associate or joint venture.

- If the investment becomes a subsidiary, the HEALTH ENTITY accounts for its investment in accordance with AASB 3 and AASB 10.
- If the retained interest in the former associate or joint venture is a financial asset, the HEALTH ENTITY measures the retained interest at fair value in accordance with AASB 9.

**20.4.4 Impairment losses**

After the application of the equity method, the HEALTH ENTITY must determine whether there is any objective evidence that the net investment in the associate or joint venture is impaired. Objective evidence that the net investment is impaired includes observable data that comes to the attention of the HEALTH ENTITY about the following loss events:

- significant financial difficulty of the associate or joint venture
- a breach of contract, such as a default or delinquency in payments by the associate or joint venture
Associates and joint arrangements

- the HEALTH ENTITY, for economic or legal reasons relating to its associate’s or joint venture’s financial difficulty, granting to the associate or joint venture a concession that the entity would not otherwise consider
- it becoming probable that the associate or joint venture will enter bankruptcy or other financial reorganisation
- the disappearance of an active market for the net investment because of financial difficulties of the associate or joint venture

The HEALTH ENTITY will apply AASB 128 paragraphs 41A-41C to determine evidence of impairment. If evidence of impairment exists, the impairment guidance in AASB 139 *Financial Instruments: Recognition and Measurement* is applied. The impairment guidance in AASB 139 applies not only to net investments in associates, such as equity investments, but also to any loans, trade receivables and other financial assets in the associate the HEALTH ENTITY might hold and account for separately.
21 Financial instruments

21.1 Scope

21.1.1 Applicability

This Policy provides guidance on the accounting treatment of financial assets and financial liabilities, equity instruments, derivatives, hedge accounting and disclosing information about financial instruments.

21.1.2 Relevant Guidance

This policy should be read in conjunction with the following guidance:

- AASB 139 Financial Instruments: Measurement and Recognition
- AASB 132 Financial Instruments: Presentation
- AASB 7 Financial Instruments: Disclosures
- TPP08-01: Accounting for Financial Instruments

21.2 Overview and purpose

The purpose of this document is to provide Health entities with illustrative guidance on the following transactions and events:

- General requirements for the recognition and measurement of financial instruments
- NSW Treasury’s mandates
- Guidance on the impairment of Financial Instruments
- Guidance on derivatives and hedge accounting
- Reporting to NSW Treasury

21.3 Policy Statement

A financial instrument is any contract that gives rise to a financial asset of one entity and a financial liability or equity instrument of another entity.

A financial asset is any asset that is:

- Cash
- An equity instrument in another entity, e.g. shares
- A contractual right to receive cash or another financial asset from another entity, e.g. accounts receivable
- A contractual right to exchange financial assets or financial liabilities with another entity under conditions that are potentially favourable to the HEALTH ENTITY.
- Please refer to AASB 132 paragraph 11 for a definition of financial assets that involve equity instruments.

A financial liability is any liability that is:

- A contractual obligation for the HEALTH ENTITY to deliver cash or another financial asset to another entity, e.g. accounts payable.
A contractual obligation for the HEALTH ENTITY to exchange financial assets or financial liabilities with another entity under conditions that are potentially unfavourable to HEALTH ENTITY.

Please refer to AASB 132 paragraph 11 for a definition of financial liabilities that involve equity instruments.

An equity instrument is any contract that evidences a residual interest in the assets of the HEALTH ENTITY after deducting all of its liabilities.

Financial assets and financial instruments are recognised in the HEALTH ENTITY's statement of financial position when the HEALTH ENTITY becomes a party to the contractual provisions of the instrument. Subsequent to initial recognition, financial instruments are classified into categories outlined in AASB 139, or derecognised depending on certain criteria.

21.4 Application Guidance

21.4.1 General requirements

Initial Measurement

Financial instruments should be recognised when the HEALTH ENTITY becomes a party to the contractual provisions of the instrument. AASB 139 requires the initial measurement of financial instruments at fair value. Costs directly attributable to the transaction are recognised through profit or loss, except for a financial asset or financial liability not at fair value through profit and loss, in which case the costs are included in the measurement of the financial instrument.

Subsequent Measurement of Financial Instruments

Subsequent to initial recognition, the HEALTH ENTITY must classify, recognise and measure financial instruments into one of the categories specified by AASB 139, based on the criteria in paragraph 9. Below is a list of these categories and their corresponding measurement:

<table>
<thead>
<tr>
<th>Category</th>
<th>Measurement</th>
<th>Further Guidance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Financial Assets at fair value through profit or loss (restricted, Treasury mandates section)</td>
<td>Fair value – changes in fair value recognised in profit or loss</td>
<td>TPP08-01, para 5</td>
</tr>
<tr>
<td></td>
<td></td>
<td>AASB 139, para 55</td>
</tr>
<tr>
<td>Held-to-maturity investments (restricted, Treasury mandates section)</td>
<td>Amortised cost using the effective interest method</td>
<td>TPP08-01, para 4</td>
</tr>
<tr>
<td></td>
<td></td>
<td>AASB 139, para 46, 56</td>
</tr>
<tr>
<td>Loans and receivables</td>
<td>Amortised cost using the effective interest method</td>
<td>TPP08-01, para 3</td>
</tr>
<tr>
<td></td>
<td></td>
<td>AASB 139, para 46, 56</td>
</tr>
<tr>
<td>Available-for-sale financial assets (restricted, Treasury mandates section)</td>
<td>Fair value – changes in fair value recognised in other comprehensive income</td>
<td>TPP08-01, para 6</td>
</tr>
<tr>
<td></td>
<td></td>
<td>AASB 139, para 46, 55</td>
</tr>
<tr>
<td>Category</td>
<td>Measurement</td>
<td></td>
</tr>
<tr>
<td>---------------------------------</td>
<td>-----------------------------------------------------------------------------</td>
<td></td>
</tr>
<tr>
<td>Financial liabilities</td>
<td>Amortised cost using the effective interest method, except for those which are held for trading or designated at FVTPL</td>
<td></td>
</tr>
<tr>
<td></td>
<td>TPP08-01, para 7 AASB 139, para 47, 56</td>
<td></td>
</tr>
<tr>
<td>Financial Guarantee Contracts</td>
<td>After initial recognition, an issuer of such a contract must measure it at the higher of:</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- the amount determined in accordance with AASB 137 Provisions, Contingent Liabilities and Contingent Assets, and</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- the amount initially recognised (i.e. fair value) les, when appropriate, cumulative amortisation recognised in accordance with AASB 118 Revenue.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>TPP08-01, para 10 AASB 139 para 9</td>
<td></td>
</tr>
<tr>
<td>Derivatives (non-hedging)</td>
<td>Fair value – changes in fair value recognised in profit or loss</td>
<td></td>
</tr>
<tr>
<td></td>
<td>AASB 139, para 46</td>
<td></td>
</tr>
<tr>
<td>Derivatives that are designated and effective hedging instruments</td>
<td>Fair value hedge - Gain or loss is recognised in profit or loss for both the hedged item and hedging instrument.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Cash flow hedge - Gain or loss on the effective portion of the hedging instrument is recognised in other comprehensive income and any ineffective portion in profit or loss (AASB 139 para 95).</td>
<td></td>
</tr>
<tr>
<td></td>
<td>TPP08-01, para 8 AASB 139, paras 88-102</td>
<td></td>
</tr>
</tbody>
</table>

### 21.4.2 Treasury mandates

While AASB 139 includes various options for the treatment of Financial Instruments, NSW Treasury has mandated the following:

- The NSW Treasury Corporation Hour-Glass Investment Facilities are designated at ‘fair value through profit or loss’. This is because as they are managed and evaluated on a fair value basis in accordance with a documented risk management or investment strategy (AASB 139 para 9(b)(ii)). NSW Treasury’s view on measuring these investments is outlined in TPP08-01 section 5.4.
- The use of the following three categories of financial instruments is restricted:
  - ‘held-to-maturity’ investments
Financial instruments

- fair value designation option, except for Hour-Glass Investment Facilities as stipulated above
- ‘available-for-sale’ designation option

To use the above categories, the HEALTH ENTITY must obtain written approval from NSW Treasury (except that written approval is not required for TCorp HourGlass Investment Facilities). To obtain approval, the HEALTH ENTITY will need to demonstrate the basis and reasons for the classification or designation.

21.4.3 Impairment

Impairment losses are incurred if there is objective evidence of impairment arising from past events that impact on the future cash flows of the financial assets or group of financial assets. AASB 139 para 59 provides a number of examples of objective evidence of impairment, including but not limited to:

- National or local economic conditions that correlate with defaults on the asset/s
- Adverse changes in the payment status of borrowers
- Where there has been a breach of contract

All financial assets, except those measured at fair value through profit and loss, must be subject to an annual impairment review in line with AASB 139 para 58-70 and AG84-AG93.

Impairment for amortised cost financial assets

The amount of any impairment loss is calculated as the difference between the carrying amount and the present value of estimated future cash flows discounted at the financial asset’s original effective interest rate (AASB 139 para 63). Where there is an impairment loss, the carrying amount of the asset must be reduced either directly or through the use of an allowance account. The impairment loss is recognised in profit or loss.

Impairment for available-for-sale financial assets

Impairment of an available-for-sale financial asset is considered based on a significant and prolonged decline in value. For available-for-sale financial assets, any fair value gains or losses must be recognised directly in equity. However as the available-for-sale classification for financial assets is restricted, further guidance has been excluded from this Policy.

21.4.4 Derivatives and hedge accounting

Derivatives

A derivative is a financial instrument with the following characteristics:

- Its value changes in response to a change of, or index on, a specific underlying financial or non-financial item or other variable
- It requires no or comparatively little initial net investment
- It is to be settled at a future date

Derivative financial instruments must be classified as ‘held for trading’ (AASB 139 para 9) and measured at fair value through profit or loss, except for:

- designated and effective hedging instruments, which are subject to hedge accounting (refer below) and
Financial instruments

- financial guarantee contracts, where they satisfy the relevant definition (AASB 139.9), which are subject to separate measurement requirements (AASB 139 para 47)

**Hedge Accounting**

A hedged item is an asset, liability, firm commitment, highly probable forecast transaction or net investment in a foreign operation that:

- Exposes the entity to risk of changes in fair value or future cash flows; and
- Is designated as being hedged

A hedge instrument is a designated financial instrument whose fair value or cash flows are expected to offset changes in the fair value or cash flows of a designated hedged item. There are three types of hedging relationships:

- Fair value hedge: A hedge of the exposure to changes in fair value of a recognised asset or liability or an unrecognised firm commitment that is attributable to a particular risk that could affect profit or loss
- Cash flow hedge: A hedge of exposure to variability in cash flows that:
  - Is attributable to a particular risk associated with a recognised asset or liability or a highly probably forecast transaction, and
  - Could affect profit or loss
- Hedge of a net investment in a foreign operation as defined in AASB 121

To qualify for hedge accounting, strict criteria must be satisfied including designation, documentation and effectiveness requirements. The criteria for each type of hedge and the specific accounting treatments are outlined in AASB 139, paras 88-102. The HEALTH ENTITY does not require NSW Treasury’s approval to apply hedge accounting where the AASB 139 criterion is satisfied.
22 Foreign currencies

22.1 Scope

22.1.1 Applicability
This Policy applies to the accounting treatment for transactions and balances in foreign currencies and provides guidance on translating the Ministry's results and financial position into a presentation currency.

22.1.2 Relevant guidance
This Policy should be read in conjunction with the following guidance:
- AASB 121 Foreign Currencies
- Treasury circular TC 17-04 – Mandates of options and major policy decisions under Australian Accounting Standards

22.2 Overview and purpose
The purpose of this document is to provide Health entities with illustrative guidance on the following as required under the accounting standard AASB 121 Foreign Currencies for general purpose financial reporting:
- Accounting for transactions and balances in foreign currencies
- Translating the Ministry's results and financial position into a presentation currency

22.3 Policy statement
Foreign currency is defined as a currency other than the functional currency. Under the requirements of this policy, the Ministry is required to determine its functional currency and measure its results and financial position in that currency.

22.4 Application guidance

22.4.1 Functional currency
The Ministry is required to determine its functional currency and measure its results and financial position in that currency. With respect to the consolidated accounts, the functional currency is determined at the level of each entity within a group. It follows that different entities within a group could have different functional currencies.
The following indicators would need to be considered by the Ministry in determining its functional currency:

<table>
<thead>
<tr>
<th>Primary indicators</th>
<th>Factors to be considered by the Ministry in determining the functional currency</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sales and cash inflows</td>
<td>a) The currency that mainly influence the sales price for its goods and services. This will often be the currency in which sales price for goods and services are denominated and settled.</td>
</tr>
<tr>
<td></td>
<td>b) The currency of the country whose regulations mainly determine the sales prices of its goods and services. Where sales prices of the entity’s products are determined by local government regulations, then the currency of the country of operation is likely to be the functional currency</td>
</tr>
<tr>
<td>Expenses and cash outflows</td>
<td>The currency that mainly influences labour, material and other costs of providing goods and services. This is often the currency in which such costs are denominated and settled</td>
</tr>
</tbody>
</table>

Secondary indicators of functional currency

<table>
<thead>
<tr>
<th>Secondary indicators</th>
<th>Factors to be considered by the Ministry in determining the functional currency</th>
</tr>
</thead>
<tbody>
<tr>
<td>Financing activities</td>
<td>The currency in which funds from financing activities are generated.</td>
</tr>
<tr>
<td>Retention of operating income</td>
<td>The currency in which receipts from operating activities are usually retained. This is the currency in which the entity maintains its working capital balance</td>
</tr>
</tbody>
</table>

Taking into consideration the above indicators, the Ministry’s functional currency is the currency of the primary economic environment in which the entity operates. Given that the Ministry and its controlled entities operates in the Australian economic environment, the functional currency will be in Australian dollars.

Given that the Ministry does not have a foreign operation, no additional factors are considered necessary in determining the functional currency and whether it is the same as that of the reporting entity (the Ministry).

Once the functional currency of the Ministry is determined, it should be used consistently, unless changes in economic facts, events and conditions indicate that the functional currency has changed.

A change in functional currency should be accounted for prospectively from the date of change. In the rare instance where there is a change in functional
currency, the Ministry should translate all items (including balance sheet, income statement and statement of comprehensive income items) into the new functional currency, using the exchange rate at the date of change. As all items are translated using the exchange rate at the date of change, the resulting translated amounts for non-monetary items are treated as their historical cost.

**22.4.2 Foreign currency transactions – initial recognition**

A foreign currency transaction is recorded, on initial recognition, at the spot exchange rate between the functional currency and the foreign currency at the date of the transaction. This process is known as ‘translation’.

The date of transaction is the date on which the transaction first qualifies for recognition in accordance with AIFRS. For revenues, expenses, gains and losses, the spot exchange rate at the dates on which those elements are recognised should be used. However where this is not practical, the Ministry may use a rate that approximates to the actual rate (such as an average rate).

**22.4.3 Foreign currency transactions – subsequent measurement**

A foreign currency transaction might give rise to assets and liabilities that are denominated in a foreign currency. The procedure for translating such assets and liabilities into the functional currency of AUD at each balance sheet date will depend on whether they are monetary or non-monetary.

**Translation of monetary items**

Monetary items are units of currency held, and assets and liabilities to be received or paid in a fixed, determinable number of units of currency. Examples of monetary items include the following:

- financial assets, such as cash, bank balances and receivables
- financial liabilities such as debt
- provisions that are settled in cash
- pension and other employee benefits to be paid in cash

The Ministry is required to translate foreign currency monetary items outstanding at the end of the balance sheet date using the closing rate. The closing rate is the spot exchange rate at the balance sheet date. An exchange rate that is fixed under the terms of the relevant contract cannot be used to translate monetary assets and liabilities.

**Translation of non-monetary items**

Non-monetary items are all items other than monetary items. The right to receive (or an obligation to deliver) a fixed or determinable number of units of currency is absent in a non-monetary item. Examples of these include the following:

- intangible assets
- property, plant and equipment
- inventories
- amounts prepaid for goods and services
- provisions that are to be settled by the delivery of a non-monetary asset

For assets measured at fair value such as specialised assets or infrastructure assets, these assets are translated using the exchange rates at the date when the fair value was determined. Changes in fair value include foreign exchange differences arising on the re-translation of the opening foreign currency fair value,
Recognition of exchange differences – monetary items
Exchange differences arising on the settlement of monetary items, or on translating monetary items at rates different from those at which they were translated on initial recognition during the period or in previous financial statements, are recognised in profit or loss in the period in which they arise.

Recognition of exchange differences – non-monetary items
When a gain or loss on a non-monetary item is recognised directly in other comprehensive income, any exchange component of that gain or loss is recognised directly in other comprehensive income. This would apply to non-current assets measured at fair value as per Chapter 4 of this policy document.

When a gain or loss on a non-monetary item is recognised in profit or loss, any exchange difference is recognised in the profit or loss.

22.4.4 Presentation currency
As per the Treasury Circular TC17-04 Mandates of options and major policy decisions under Australian Accounting Standards, it is a requirement for the Ministry to prepare the financial statements using the Australian Dollars as the presentation currency. Given that the functional currency of the Ministry and its controlled entities is in Australian dollars (as per Chapter 23.4.1 of this policy document), no additional translation methodology would apply in translating from a different functional currency to the presentation currency.
23 Contributions by owners made to wholly-owned Public Sector Entities

23.1 Scope

23.1.1 Applicability
This Policy applies to the transfer of assets and/or liabilities between wholly-owned public sector entities. It establishes the criteria for determining whether transfers satisfy the definition of 'contributions by owners.'

23.1.2 Relevant guidance
This Policy should be read in conjunction with the following guidance:
- TPP09-3 Contributions by owners made to wholly-owned Public Sector Entities.
- AASB 1004 Contributions by owners
- AASB 1058 Income of Not-for-profit entities

23.2 Overview and purpose
Contributions by owner is defined in AASB 1058 as future economic benefits that have been contributed to the entity by parties external to the entity, other than those which result in liabilities of the entity, that give rise to a financial interest in the net assets of the entity which:

a) conveys entitlement both to distributions of future economic benefits by the entity during its life, such distributions being at the discretion of the ownership group or its representatives and to distributions of any excess of assets over liabilities in the event of the entity being wound up; and/or

b) can be sold, transferred or redeemed

Entities considered to be 'wholly owned' by the Ministry are those that are 'controlled' by the Ministry for financial reporting purposes. For an understanding of the concept of control, refer to Chapter 19 of this policy document.

Contributions by owners is separate to other contributions. For other contributions refer to Chapter 12 of this policy document.

This policy is consistent with TPP09-3 Contributions by owners made to wholly-owned Public Sector Entities.

Entities controlled by the Ministry in scope

Non-reciprocal transfers between those entities controlled by the Ministry are to be accounted for as contributions by/distributions to owners by the transferor and the recipient.

For the purpose of this policy document the following entities are considered to be controlled by the entity
Contributions by owners made to wholly-owned Public Sector Entities

- Local health districts
- Sydney Children's Hospital Network
- Justice Health and Forensic Mental Health Network
- Clinical Excellence Commission
- Bureau of Health Information
- Agency for Clinical Innovation
- Health Education and Training Institute
- Cancer Institute NSW
- Albury Base Hospital
- Albury Wodonga Health Employment Division
- Graythwaite Trust
- Health Administration Corporation

It should be noted that the affiliated health organisations are not controlled by the Ministry and as such, any transactions between the Ministry and the affiliated health organisations are considered to be, and are accounted for, as transactions with a party external to the Ministry and hence does not fall within the scope of this chapter.

23.3 Policy Statement
This policy requires the Ministry to apply judgement as to whether the transfer of assets or liabilities from another agency results in a contribution by owners or distribution to owners and whether these meet the pre-approved designation. Where the designation could not be determined, the Ministry is required to obtain approval from NSW Treasury prior to the date of transfer.

23.4 Application Guidance
23.4.1 Transfer of assets or liabilities
Transfers of assets and/or liabilities are either reciprocal or non-reciprocal. A non-reciprocal transfer is where a recipient and transferor directly assume/transfer assets and/or liabilities without giving/receiving approximately equal value in exchange. Asset and/or liability transfers as a consequence of machinery of Government changes are examples of non-reciprocal transfers.

Whether a transfer of an asset is voluntary (ie at the discretion of the Ministry) or involuntary (arising from a machinery of Government change), is irrelevant when determining the appropriate accounting treatment.

Transfers of assets and/or liabilities are contributions by owners and distributions to owners and are accounted for against equity. Refer to Chapter 23.4.2 below for the accounting treatment.

23.4.2 Criteria for transfers to be adjusted within equity
Any non-reciprocal transfer of assets and/or liabilities (including a net liability position) to another wholly-owned NSW Health entity is to be treated as a contribution by owners and accounted for directly against equity only if the following criteria are met:

- The Government has made a deliberate policy decision to either increase or decrease the financial resources of a public sector entity; and
- The transaction is undertaken at other than fair value consideration; and
- The transfer of assets/liabilities are formally designated in terms of AASB Interpretation 1038, in the following circumstances:
  - Transfers effected by Public Sector Employment and Management Orders
  - Corporatisations
  - Establishment of new statutory bodies
Contributions by owners made to wholly-owned Public Sector Entities

- Transfers of assets/liabilities associated with parts of programs/functions due to reassessment of use by the Government
- Other transfers with a Government controlled parent entity.

If the Ministry is of the view that other contributions (not pre-designated above) are in the nature of a contribution by owners, or is unclear whether a transfer falls into one of the pre-designated categories above, the Ministry should approach NSW Treasury for designation on a case by case basis before the transfer.

- the approval/designation clearly states that the transfer is a capital distribution and/or capital contribution which is adjusted against the transferor's and recipient's equity (which constitute the formal designation required under AASB Interpretation 1038). This approval/designation must specify which component or equity (Contributed Equity, Accumulated Surplus and/or available reserves) are to be adjusted by the agency making the distribution to owners. The approval/designation should specify that the agency receiving the contribution by owners must account for the transfer against Contributed Equity; and
- the approval/designation is obtained at or before the time of the transfer

Further details on the designation outlined below:

<table>
<thead>
<tr>
<th>Designation</th>
<th>Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Transfers effected by Public Sector Employment and Management Orders</td>
<td>Refers to restructure of entities that are effected by way of Public Sector Employment and Management Order. These orders are used to transfer functions between entities, establish or abolish entities or remove or add branches to entities.</td>
</tr>
<tr>
<td>Corporatisations</td>
<td>Corporatisations are authorised by an Act of Parliament. They may involve the transfer of an entire business undertaking to a new statutory State Owned Corporation (SOC) or some segments of the transfferor entity’s operations may remain while other segments are transferred to one or more new SOCs.</td>
</tr>
<tr>
<td>Establishment of new statutory bodies</td>
<td>The establishment of a new statutory body is usually authorised by an act of Parliament and generally arises from a restructuring/reallocation of functions between statutory bodies or departments.</td>
</tr>
<tr>
<td>Transfers of programs/functions between entities</td>
<td>This refers to transfers of individual programs/functions between public sector entities mandated by the Government that are not included under any of the preceding categories.</td>
</tr>
<tr>
<td>Transfers of assets/liabilities associated with parts of programs/functions due to reassessment of use by the Government</td>
<td>The Government may mandate the transfer of assets/liabilities between public sector entities due to reassessment of the use of those assets/liabilities by the Government. Such transfers include transfers of parts of programs or functions.</td>
</tr>
</tbody>
</table>
Contributions by owners made to wholly-owned Public Sector Entities

<table>
<thead>
<tr>
<th>Designation</th>
<th>Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Other transfers with a Government controlled parent entity</td>
<td>This refers to transfers that take place with a Government controlled parent entity, where the transferee is wholly owned by their controlling government. A Government controlled parent entity may decide to transfer assets between its subsidiaries/controlled entities other than at fair value consideration. These types of transfers typically involve controlled entities of statutory bodies and SOCs and represent a policy decision by a parent entity to reallocate equity within its ownership group.</td>
</tr>
</tbody>
</table>

Other Contributions

All other contributions not required by AASB 1004 to be accounted for as contributions by owners and that are not designated above must be recognised as revenue, unless NSW Treasury provides approval to the contrary. Refer to Chapter 12 of this policy document for further guidance.

23.4.3 Restructure of administrative arrangement

A restructure of administrative arrangements is defined as the reallocation or reorganisation of assets, liabilities, activities and responsibilities amongst the entities that the government controls that occurs as a consequence of a rearrangement in the way in which activities and responsibilities as prescribed under legislation or other authority are allocated between the government's controlled entities.

The scope of the requirements relating to restructures of administrative arrangements is limited to the transfer of a business. The requirements do not apply to a transfer of an individual asset or a group of assets that is not a business.

A business is defined as an integrated set of activities and assets conducted and managed for the purpose of providing:

a) a return to investors

b) lower costs or other economic benefits directly and proportionally to policyholders or participants.

A transfer involving government controlled not-for-profit entities may still be accounted for as a contribution by owners, even where the definition for a restructure of administrative arrangement is not satisfied - however this would occur where the transfer is designated as a contribution by owners under Chapter 23.4.2 above. The accounting measurement for the restructure of administrative arrangement should be at fair value (consistent with Chapter 23.4.4 below).

23.4.4 Accounting treatment

Contributions by owners

Contributions by owners can occur upon establishment of the entity or at a subsequent stage of the entity's existence. Contributions by owners can be in the form of cash, nonmonetary assets such as property, plant and equipment or the provision of services.
Contributions by owners made to wholly-owned Public Sector Entities

Assets and/or liabilities transferred for no consideration, or for nominal consideration should generally be transferred at the amounts at which they were recognised by the transferor immediately prior to the transfer. This means, in relation to property, plant and equipment, the gross value, accumulated depreciation and accumulated impairment loss if any, may be recognised by the recipient at its carrying value. Refer to Chapter 4 of this policy document for further guidance.

Contributions by owners is accounted for as an increase in Accumulated Funds.

**Distribution to owners**
Distribution to owners is accounted for as a reduction in Accumulated Funds. The distribution to owners can be in the form of a transfer of assets, a rendering of services or an increase in liabilities.

**Measurement principle**
Contributions by owners and distributions to owners are required to be measured at fair value at the date of transfer. Any unrealised gain or loss must be recognised by the transferor.

The fair value approach requires the transferred assets and liabilities to be recognised by both the transferor and transferee at fair value to the transferee.

In most cases, the carrying amounts of the transferor's assets and liabilities will not be materially different from the fair value to the transferee, where the existing use is the same. This is due to fair value being adopted as the basis of valuation of physical non-current assets as noted in Chapter 4 of this policy document.

Where the existing use of physical assets is different between the two entities, the transferor's fair value prior to the transfer is likely to be different to the fair value of the asset recognised by the transferee. This would be the case where the fair value must be measured based on existing use, where there is no feasible alternative use - under this circumstance, the difference in value between the carrying amount previously recognised by the transferor and the fair value to be recognised by the transferee must be recognised by the transferor in its financial report immediately prior to the transfer. Any balance remaining in the asset revaluation reserve of the transferor in respect of those assets transferred must be moved to accumulated funds.

**Transfer of intangibles**
For intangibles acquired by way of an equity transfer, the transferee will not recognise the contributed asset at fair value in the following circumstances:

- Where the transferor entity has recognised an intangible asset at amortised cost because there is no active market. The transferee must recognise that transferred intangible asset at the transferor's carrying amount
- Where the transferor entity does not recognise an internally generated intangible, the transferee must not recognise that asset

**Recognition of adjustment to equity**
The Ministry must recognise any contributions by/distributions to owners as an adjustment to Accumulated Funds.

The entity making the transfer of assets and/or liabilities should record a decrease in its assets and/or liabilities with a corresponding decrease/increase in Accumulated Funds. Conversely, the receiving entity should recognise a matching increase in assets/liabilities with a corresponding adjustment to Accumulated Funds.
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Appendix A  Related parties

This list is compiled by NSW Treasury for assisting agencies in government-related entities’ disclosures under AASB 124.

- Aboriginal Housing Office
- Alpha Distribution Ministerial Holding Corporation
- Agricultural Scientific Collections Trust
- Aquaculture Trust Fund
- Art Gallery of New South Wales Foundation
- Art Gallery of New South Wales Trust
- Art Gallery of NSW Trust Staff Agency
- Audit Office of New South Wales
- Ausgrid
- Australian Museum Trust
- Australian Museum Trust Staff Agency
- Australian Technology Park Sydney Limited
- Barangaroo Delivery Authority
- Barangaroo Delivery Authority Staff Agency
- Belgenny Farm Agricultural Heritage Centre Trust
- Biamanga National Park Board of Management
- Biodiversity Conservation Trust
- Border Fence Maintenance Board
- Building Insurers’ Guarantee Corporation
- Building Professionals Board
- Bureau of Health Information
- C. B. Alexander Foundation
- Cancer Institute NSW
- Cemeteries and Crematoria NSW
- Centennial Park and Moore Park Trust
- Central Coast Local Health District
- Central Coast Regional Development Corporation
- Charter Fishing Trust Fund
- Chief Investigator of the Office of Transport Safety Investigations
- City West Housing Pty Ltd
- Clinical Excellence Commission
- Coal Innovation Fund
- Cobbora Coal Mine Pty Limited
- Cobbora Holding Company Pty Ltd
- Cobbora Rail Company Pty Limited
- Cobbora Unincorporated Joint Venture
- Combat Sports Authority of New South Wales
- Commercial Fishing Trust Fund
- Cooks Cove Development Corporation
- Corporation Sole ’Minister Administering the Environmental Planning and Assessment Act 1979’ (a corporation)
- Corporation Sole ’Minister Administering the Heritage Act, 1977
- Crown Entity, including the Consolidated Fund and Crown Finance Entity
- Crown Solicitor’s Office
- Dams Safety NSW
- Delta Electricity
- Department of Education
- Department of Family and Community Services
- Department of Finance, Service and Innovation
- Department of Justice
- Department of Planning and Environment
- Department of Premier and Cabinet
- Department of Industry
- Transport for NSW
- Destination NSW
- Destination NSW Staff Agency
- Electricity Assets Ministerial Holding Corporation
- Electricity Retained Interest Corporation
- Electricity Transmission Ministerial Holding Corporation
- Emergency Services Levy Insurance Monitor
- Endeavour Energy
- Energy Corporation of New South Wales
- Environment Protection Authority
- Environment Protection Authority Staff Agency
- Environmental Trust
- Essential Energy
- Exhibited Animals Advisory Committee
- Fair Trading Administration Corporation
- Far West Local Health District
- Financial Counselling Trust Fund
- Fire and Rescue NSW
- First Australian National Mortgage Acceptance Corporation (FANMAC) Trusts
- Fish Conservation Trust Fund
- Fisheries Administration Ministerial Corporation
- Forestry Corporation of New South Wales
- Foundation for the Historic Houses Trust of New South Wales
- Foundation for the Historic Houses Trust of New South Wales Limited
- WCX Corporation M4 Pty Ltd
- WCX M5 Pty Limited
- WCXM5 PHT Pty Ltd
- WCXM5 AHT Pty Ltd
- WCXM5 PT Pty Ltd
- WCXM5 AT Pty Ltd
- WCXM5 Finco Pty Ltd
- Wentworth Park Sporting Complex Trust
- WestConnex Delivery Authority
- Western NSW Local Health District
- Western Sydney Busses
- Western Sydney Local Health District
- Western Sydney Parklands Trust
- Worimi Board of Management
- WorkCover Authority
- Workers’ Compensation (Dust Diseases) Authority
- Workers Compensation Commission of New South Wales
- Zoological Parks Board of New South Wales
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None
Version Control

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