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### FOUNDATIONS OF GOVERNMENTAL ACCOUNTING- PART 1 GOVERNMENT FINANCE OFFICERS ASSOCIATION - PENNSYLVANIA

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#### Sources

- GFOA, Governmental Accounting, Auditing, and Financial Reporting, 2024 edition
- PPC, Guide to Preparing Governmental Financial Statements
- ☐ GASB Standards, Interpretations, and Implementation Guides



#### Agenda

- What is a governmental unit?
- What rules are you to follow and where do you find them?
- Are you required to have an audit?
- What is a fund and what do I record in it?
- What is basis of accounting?
- How is fund balance reported?
- What is the basic accounting equation?
- Part 2 session: What are some of the complicated entries to complete your financial statements?



#### What Is A Governmental Unit?

- AICPA Audit and Accounting Guide
  - Public corporations and bodies corporate and political
  - Other entities if they have one or more of the following:
    - Popular election of officers or appointment (or approval) of control for a majority of the members of the organization's governing body by officials of one or more state or local governments
    - The potential for unilateral dissolution by a government with the net position reverting to a government; or
    - The power to enact and enforce a tax levy



#### What Is A Governmental Unit?

- Related Organizations
  - Component Units
    - Units for which the primary government is financially accountable
    - Units that must be included to keep the financial statements from being misleading because of the nature or significance of their relationships with the primary government





- Who is GASB (Government Accounting Standards Board)?
  - Organized in 1984 to establish standards of financial accounting for state and local government entities
  - GASB.org
  - 102 standards
  - 6 interpretations
  - Implementation guides



☐ GASB

- Standards must be followed by governmental entities
- Auditors ensure that standards are followed
- Guides presentation of external financial reports
- Covers all governments, school districts, authorities......

Who is GFOA (Government Finance Officers Association)?

To provide leadership to the government finance profession through research, education, and recommended practices





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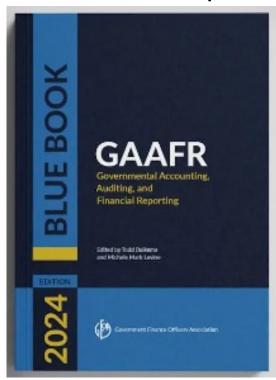
- GFOA Recommended Practices
  - Financial Policies
  - Accounting & Financial Reporting
  - Budgeting & Financial Planning
  - Capital Planning/Infrastructure
  - Debt Management
  - Financial Management
  - Pension & Benefit Administration
  - Technology
  - Treasury and Investment Management



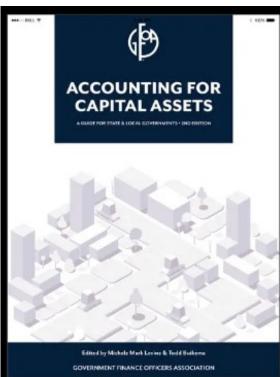
- GFOA Some recommended best practice examples per https://www.gfoa.org/best-practices :
  - Administering Grants Effectively
  - Fund Balance Guidelines for the General Fund
  - Establishing an Effective Grants Policy
  - Using Fund Accounting Effectively
  - Determining the Estimated Useful Lives of Capital Assets
  - Establishing Capitalization Thresholds for Capital Assets
  - Documenting Accounting Policies and Procedures
  - Maintaining Control over Items that are Not Capitalized
  - Purchasing Card Programs
  - Accounting for Leases
  - Accounting and Financial Reporting for Fiduciary Activities



 GFOA – Governmental Accounting, Auditing, and Financial Reporting (GAAFR)







DCED-CLGS-30 (9-09)

Received by DCED: 02/14/2024 Approved by DCED: Department of Community & Economic Development Governor's Center for Local Government Services Commonwealth Keystone Building 400 North Street, 4th Floor Harrisburg, PA 17120-0225 Ph: 888-223-6837 | fax: 717-783-1402

## Who Creates the Rules?

Who is DCED (Pennsylvania Department of Community and Economic Development)?

#### 2023 MUNICIPAL ANNUAL AUDIT AND FINANCIAL REPORT



#### **BALANCE SHEET**

DCED-CLGS-30 (09-09)

#### BALANCE SHEET

December 31, 2020

			Governme	ntal Funds		Proprieta	ary Funds	Fid. Fund	Account	Total	
		General Fund	Special Revenue (Including State Liquid Fuels)	Capital Projects	Debt Service	Enterprise	Internal Service	Trust and Agency	General Fixed Assets	General Long Term Debt	Memorandum Only
/	Assets and Other Debits										
100-120	Cash and Investments	9,255,816	351,850	3,242,792		18,385,740		42,704,379			73,940,577
140-144	Tax Receivable	2,718,345									2,718,345
121-129, 145-149	Accounts Receivable (excluding taxes)	925,241		13,799		1,881,105		28,539			2,848,684
130.00	Due From Other Funds	133,240									133,240
131-139, 150-159	Other Current Assets					90,612					90,612
160-169	Fixed Assets					75,577,250			41,547,203		117,124,453
180-189	Other Debits					424,252				23,314,708	23,738,960
Tot	al Assets and Other Debits	13,032,642	351,850	3,256,591		96,358,959		42,732,918	41,547,203	23,314,708	220,594,871
Lia	abilities and Other Credits										
210-229	Payroll Taxes and Other Payroll Withholdings	2,199				288,924					291,123
200-209, 231-239	All Other Current Liabilities	5,360,605		449,628		1,798,592		2,047			7,610,872
230.00	Due To Other Funds					133,240					133,240

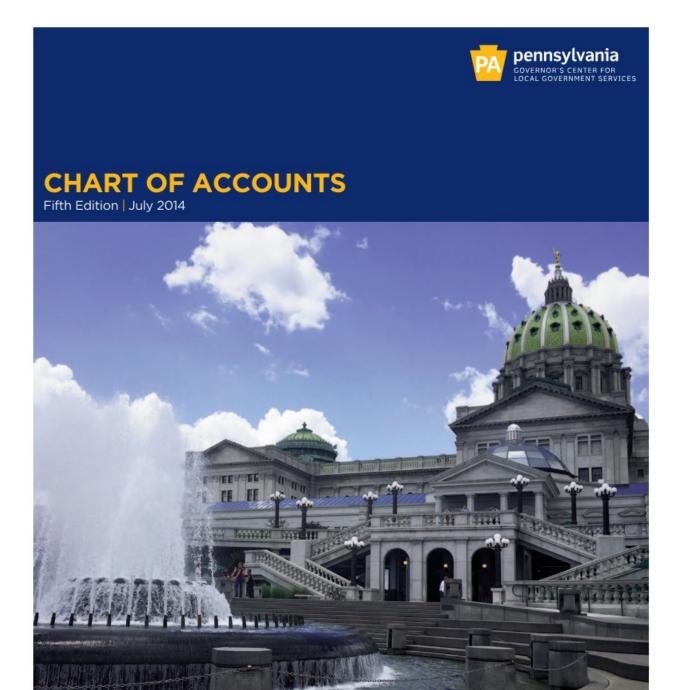
## Who Creates the Rules?

§ Who is DCED (Pennsylvania Department of Community and Economic Development)?



- Who is DCED (Pennsylvania Department of Community and Economic Development)?
  - Governor's Center for Local Government Services
  - Publications
    - Chart of Accounts
    - Debt Management Handbook
    - Financial Monitoring Workbook
    - Fiscal Management
    - Municipal Authorities in Pennsylvania
    - Municipal Pension Handbook

Who is DCED (Pennsylvania Department of Community and Economic Development)?





#### DCED

- Publications can be found at <a href="https://dced.pa.gov/local-government/publications-and-documents/">https://dced.pa.gov/local-government/publications-and-documents/</a>
- Training opportunities at <u>https://www.patraininghub.org/</u>
   <sub>OPATH</sub>





## Why Do We Have Audits Done and What Type?

- Why?
  - Pennsylvania Codes
  - Fiduciary responsibility
- What type?
  - Financial statement
  - Yellow book
  - Uniform Guidance (Single Audit)





### Who Can Do A Borough's Audit?

- Elected auditors
- Controllers
- Appointed auditors
  - 2/3 vote of Council
  - Certified public accountant, a firm of certified public accountants, a competent public accountant or a competent firm of public accountants
  - Appointed annually by resolution
  - Elected auditors and controllers position abolished



## Who Can Do A First Class Township's Audit?

- Elected auditors
- Controllers
- Appointed auditors
  - By ordinance
  - Certified public accountant, a firm of certified public accountants, a competent public accountant or a competent firm of public accountants
  - Appointed annually by resolution



## Who Can Do A Second Class Township's Audit?

Elected auditors

- Appointed auditors
  - Resolution to replace elected auditors
  - Certified public accountant, a firm of certified public accountants, a competent public accountant or a competent firm of public accountants
  - Appointed annually by resolution



## What About A Municipal Authority Audit?

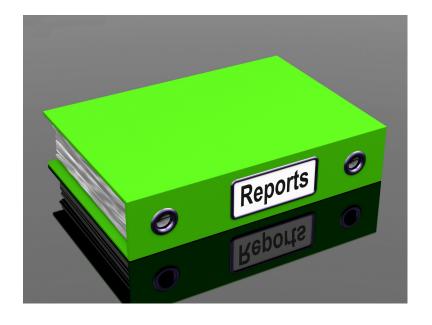
- Audit required
- Certified Public Accountant



# Who is primarily responsible for a government's accounting? (GAAFR Chapter 1 question)



- A. The governing body
- B. The independent auditor
- c. Management



# What determines the content and format of internal financial reports? (GAAFR Chapter 1 question)



- A. Generally accepted accounting principles
- B. Management's needs and preferences
- c. Both A and B



# What typically determines the content and format of general purpose external financial reports? (GAAFR Chapter 1 question)



- A. Generally accepted accounting principles
- B. Management's needs and preferences
- c. Both A and B



# Who is ultimately responsible for a government's financial reporting? (GAAFR Chapter 1 question)



- A. The independent auditor
- B. Management
- c. The governing body





#### GAAFR

- Fiscal and accounting entity with a self-balancing set of accounts recording cash and other financial resources, together with all related liabilities and residual equities or balances, and changes therein, that are segregated for the purpose of carrying on specific activities or attaining certain objectives in accordance with special regulations, restrictions or limitations.
- No limit on the number of funds; however, only minimum should be established





	General	Capital Projects	Other Governmental Funds	Total Governmental Funds
Assets				
Cash and cash equivalents	\$ 42,246,684	\$ 1,200,129	\$ 3,823,240	\$ 47,270,053
Investments - restricted	-	6,008,729	-	6,008,729
Receivables:				
Taxes	12,790,697	-	-	12,790,697
Loans	138,600	-	5,893,024	6,031,624
Accounts	2,448,313	421,981	113,395	2,983,689
Grants	693,342	3,495,783	1,339,616	5,528,741
Utility system concession lease	23,300,000	-	-	23,300,000
Interest	-	-	5,749	5,749
Due from pension trust funds	25,157	-	-	25,157
Due from other funds	6,533,130	1,806,840	258,568	8,598,538
Total Assets	\$88,175,923	\$12,933,462	\$ 11,433,592	\$ 112,542,977



			Total				
	Liquid Fuels	Community Development Block Grant	Revolving Loan	Trexler	E-911	Debt Service	Nonmajor Governmental Funds
Assets							
Cash and cash equivalents	\$ 1,549,676	\$ 501,900	\$ 16,337	\$ -	\$ 1,755,327	\$ -	\$ 3,823,240
Receivables:							
Loans	-	4,580,466	1,312,558	-	-	-	5,893,024
Grants	-	577,826	-	761,790	-	-	1,339,616
Accounts	-	-	-	-	113,395	-	113,395
Interest	-	-	-	5,749	-	-	5,749
Due from other funds				113,342	145,226		258,568
Total Assets	\$ 1,549,676	\$ 5,660,192	\$ 1,328,895	\$ 880,881	\$ 2,013,948	\$ -	\$11,433,592



				Special	Rever	me		Capital Projects		Total		
		General		Liquid Fuels		Offenders Supervision		onstruction Loan Fund	Other Governmental Funds			Total overnmental Funds
Assets  Cash and cash equivalents	_ \$	362,913	\$	357,089	\$	304,257	\$	317,180	\$	1,443,209	\$	2,784,648
Total Assets	\$	362,913	\$	357,089	\$	304,257	\$	317,180	\$	1,443,209	\$	2,784,648



	Special Revenue														
			nergency												
			Planning		Children				Record		Clean and			911	
	Domestic			and		Services		Counseling		Improvement		Green		Wireless	
	Re	lations	Response			Grants		Fee		Funds		Fund		Fund	
Assets															
Cash and cash equivalents	\$	88,124	\$	52,944	\$	162,801	\$	2,577	\$	51,723	\$	33,989	\$	30,135	
Total Assets	\$	88,124	\$	52,944	\$	162,801	\$	2,577	\$	51,723	\$	33,989	\$	30,135	

		Special Revenue												
		Hote1											H	luman
	Automation		Excise		911		General		Election		Planning		Services	
	Funds		Tax Fund		Fund		County Fund			Fund	Office		Department	
Assets														
Cash and cash equivalents	\$	94,125	\$	1,287	\$	66,255	\$	_	\$	51,198	\$	41,641	\$	77,909
Total Assets	\$	94,125	\$	1,287	\$	66,255	\$		\$	51,198	\$	41,641	\$	77,909



	Special Revenue													
		DUI	DTF	DTF Housing		Task Force		District		PFA				Marcellus -
	Task Force Author			thority	rity Recovery			Attorney		Court	Recycling		Shale	
		Fund		Fund		Grant		ARD Fund		Fund	Fund		Fund	
Assets	_													
Cash and cash equivalents	\$	1,471	\$	648	\$	1	\$	20,939		318	\$	242,118	\$	210,255
Total Assets	\$	1,471	\$	648	\$	1	\$	20,939		318	\$	242,118	\$	210,255
										Debt				
		Special 1	Revenue	e	Capital Projects						Service			Total
	Co	oroner's	To	ta1			C	apital		Total	D	Omestic		Other
	Offic	e Act 122	•	Special Special		Contingency		eserve		Capital	R	Celations	Governmental	
		Fund	Rev	enue		Fund		Fund		Projects	Co	nstruction	Funds	
Assets	_													
Cash and cash equivalents	\$	17,763	\$ 1,24	18,221	\$	2,387	\$	181,484	\$	183,871	\$	11,117	\$	1,443,209
Total Assets	\$	17,763	\$ 1,24	18,221	\$	2,387	\$	181,484	\$	183,871	\$	11,117	\$	1,443,209



- ☐ 11 fund types grouped into 3 categories
  - Governmental Funds
    - General Fund

"to account for all financial resources not accounted for in some other fund."

- •Report activity in General Fund unless compelling reason not to:
- 1.GAAP requirement
- 2.Legal requirement
- 3. Sound financial administration



- ☐ 11 fund types grouped into 3 categories
  - Governmental Funds
    - Special Revenue Funds
       "to account for the proceeds of specific revenue sources that are restricted or committed to expenditure for specified purposes other than debt service or capital projects."
      - Typically permitted rather than required
      - Required if enabling legislation requires permanent investment



- 11 fund types grouped into 3 categories
  - Governmental Funds
    - Debt Service Funds
      - "to account for the accumulation of resources for, and the payment of, general long-term debt principal and interest."
      - Normally permitted rather than required
      - Required if:
        - ✓ Use of a debt service fund is legally mandated
        - ✓ If financial resources are being accumulated for principal and interest payments maturing in future years



- ☐ 11 fund types grouped into 3 categories
  - Governmental Funds
    - Capital Projects Funds
      - "to account for and report financial resources that are restricted, committed, or assigned to expenditure for capital outlays including the acquisition or construction of capital facilities and other capital assets."
      - Unless there is a legal requirement, permitted rather than required



- 11 fund types grouped into 3 categories
  - Governmental Funds
    - Permanent Funds

"to report resources that are legally restricted to the extent that only earnings, and not principal, may be used for purposes that support the reporting government's programs, that is, for the benefit of the government or its citizenry."





	Genera	Imp	on-Utility Capital provements Fund	Other Nonmajor Government Funds		Total Governmental Funds	
Revenues: Taxes	£ 24.5	44.085 \$		\$	<b>C</b>	24 544 095	
Licenses and permits		44,085 \$ 19,303	-	\$	- \$	34,544,085 2,819,303	
Intergovernmental revenues		53,039	844,046	5,129,668		12,626,753	
Fines and forfeitures		55,041	-	-		455,041	
Departmental earnings		75,745	_	-		7,075,745	
Other charges	1,1	38,367	_	566,00	04	1,704,371	
Municipal recreation		53,111	-	-		453,111	
Investment income		13,703	6,021	33,26	58	52,992	
Host fee		74,998	-		-	9,574,998	
Other	7:	93,442	1,514	57,15		852,111	
Total revenues	63,5	20,834	851,581	5,786,09	5,786,095		
		Community					
		Developmen	t Liquid	De	ebt		
•		Block Grant	Fuels	Serv	vice		
	911 Fund	Fund	Fund	Fu	nd	Total	
Revenues:							
Intergovernmental revenues	\$ 1,671,254	\$ 2,048,434	\$ 1,409,	980 \$	-	\$ 5,129,668	
Other charges	566,004	-		-	-	566,004	
Investment income	-	31,322	1,9	946	-	33,268	
Other		57,155				57,155	
Total revenues	2,237,258	2,136,911	1,411,	926	_	5,786,095	
1 otal levellaes	2,237,236	2,130,911				3,760,09.	



- □ 11 fund types grouped into 3 categories
  - Proprietary Funds
    - Enterprise Funds
      - May be used to report any activity for which a fee is charged to external users for goods or services
      - sources meet any of the following criteria:
        - Debt backed solely by fees and charges.
        - ✓ Legal requirement to recover cost.
        - ✓ Policy decision to recover cost.



- 11 fund types grouped into 3 categories
  - Proprietary Funds
    - Internal Service Funds

"to report any activity that provides goods or services to other funds, departments, or agencies of the primary government and its component units, or to other governments, on a cost-reimbursement basis."

- Never required.
- Should be to measure the full cost of providing goods or services for the purpose of fully recovering that cost through fees or charges.



- ☐ 11 fund types grouped into 3 categories
  - Fiduciary Funds
    - Resources held in trustee (or similar arrangement) or in custodial capacity for the benefit of specific individuals or organizations



- 11 fund types grouped into 3 categories
  - Fiduciary Funds
    - Pension (and Other Employee Benefit) Trust Funds
      - Contributions made to the trust by employers (or other contributing entities) must be irrevocable;
      - Plan assets may only be used to provide benefits to plan members in accordance with the plan's benefit terms; and
      - Plan assets are legally protected from creditors of the employers, plan sponsors, other contributing entities, and, in the case of defined benefit plans, from creditors of the plan's members
      - IRC Section 457 should be reported if meet the definition of a pension plan, which is:
        - ✓ Implies an employer contribution or guarantee
        - Assets dedicated are accumulated and managed
        - ✓ Benefits are paid as they come due



- 11 fund types grouped into 3 categories
  - Fiduciary Funds
    - Investment Trust Funds
      - Required to report any external investment pool that it sponsors
    - Private-Purpose Trust Funds
      - Should be used to report all fiduciary activities that:
        - ✓ Are not required to be reporting in pension (and OPEB) trust funds or investment trust funds and
        - ✓ Are held in a trust that meets the criteria of GASB 84
      - Used to report arrangements where use of principal and earnings is restricted, and beneficiaries are outside the government



- 11 fund types grouped into 3 categories
  - Fiduciary Funds
    - Custodial Funds (formally 'Agency Funds' prior to GASB No. 84)
      - Should be used to report fiduciary activities that are not required to be reported in one of the other three trust funds.
      - Required to account for debt service transactions involving special assessment debt for which the government is not obligated in any manner.
      - Business-type activities that manage assets in a fiduciary role and hold those assets more than three months should also use the custodial fund for reporting for reporting those fiduciary activities.

# Which of the following is a fund category? (GAAFR Chapter 4 question)



- A. Internal service funds
- B. Business-type activities
- c. Fiduciary funds
- D. All of the above



# Which of the following best describes the "number of funds principle? (GAAFR Chapter 4 question)



- A. Use separate funds for separate activities
- B. Funds in the financial statements should mirror funds in the accounting system
- c. Use as many funds as bank accounts
- D. Use only as many funds as necessary





### For Discussion

- What are the fund type options for reporting the following scenarios and why?
  - A. The Mayor of City X has decided to provide any employee that moves into the City limits with down payment assistance. There is no specific revenue source to fund this expenditures.
  - B. The Township charges for collection of trash. There is no debt associated with trash collection and no requirement to cover costs.
  - C. The Borough has a motor pool, where all vehicles of the Borough are serviced. Costs of the motor pool are then charged to the various departments/funds of the Borough based on the number of vehicles used by each department/fund.



### What Are Activities?

### Government-wide financial statements

- Governmental Activities = governmental funds
- Business-type Activities =enterprise funds
- No fiduciary funds
- Internal service funds go with predominant user





### What Are Activities?

	Governmen Activitie		Business-Type Activities		Total Primary Government	
Assets						_
Current assets:						
Cash and cash equivalents	\$ 14,373,	147	\$ 5,29	95,465	\$	19,668,612
Investments	93,	183		_		93,183
Receivables (net of allowance for uncollectibles):						
Taxes	3,581,	553		-		3,581,553
Accounts	685,	428	7,28	33,472		7,968,900
Pledges		_		_		-
Other	747,	239		-		747,239
Accrued interest		-		8,042		8,042
Due from component unit	131,	250	-		131,250	
Due from other governments	6,811,	009	-		6,811,009	
Internal balances	290,	783	(29	90,783)		-
Inventories		-	27	72,065		272,065
Prepaid expenses						
Total current assets	26,713,	592	12,50	58,261		39,281,853



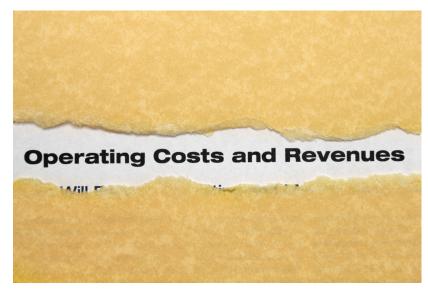
Accrual basis (economic resources measurement focus)

Revenues when earned, expenses when incurred

- Government-wide activities
- Proprietary funds
- Fiduciary funds

### **Terminology**

- Expenses
- Net Position





- Modified accrual basis (current financial resources measurement focus)
   Revenues when earned, to the degree that they are available to finance expenditures of the fiscal period, expenses when incurred, except for debt service payments and other specific liabilities that are recognized when due
  - Governmental funds

### **Terminology**

- Expenditures
- Other Financing Sources/Uses
- Fund Balance
- Other comprehensive basis of accounting



- Modified accrual basis

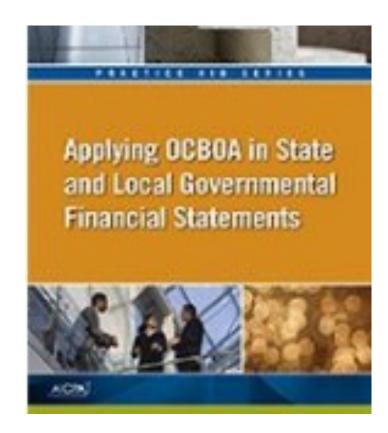
#### Other Financing Sources

- The issuance of long-term debt (face amount and premium/discount)
- The inception of a lease
- Sales of capital assets
- Insurance recoveries
- Transfers

### Other Financing Uses

- Original issue discount on debt
- Payments to advance refunding escrow agent
- Transfers

- Other comprehensive basis of accounting
  - AICPA publication

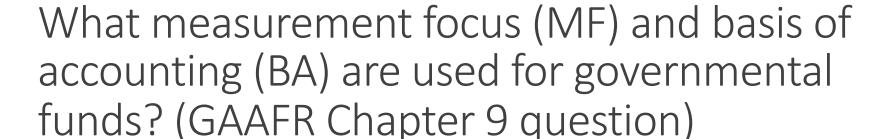


Other comprehensive basis of accounting

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- A. Economic resources MF/accrual BA
- B. Economic resources MF/modified accrual BA
- c. Current financial resources MF/accrual BA
- D. Current financial resources MF/modified accrual BA

Which of the following assets, if present, should be included on a statement of financial position, regardless of measurement focus? (GAAFR Chapter 7 question)



- A. Prepaids
- B. Capital assets
- c. Receivables
- D. All of the above



Which of the following would not appear in a statement of resource flows prepared using the economic resources measurement focus? (GAAFR Chapter 7 question)



- A. Revenues
- B. Expenses
- c. Expenditures
- D. None of the above



# Which of the following would not appear in a statement of resource flows prepared using the current financial resources measurement focus? (GAAFR Chapter 7 question)



- A. Revenues
- B. Expenses
- c. Expenditures
- D. None of the above





### How is Fund Balance Reported?

- Assets plus Deferred Outflows of Resources less Liabilities less Deferred Inflows of Resources reported in Governmental Fund Types
  - "The extent to which the government is bound to honor constraints on the specific purposes for which amounts in those funds can be spent" (GASB #54, Para 5)





# Components of Fund Balance

- Five categories
  - Nonspendable
  - Spendable
    - Restricted
    - Committed
    - Assigned
    - Unassigned
- Not all will always be present





### Nonspendable Fund Balance

Not in spendable form

- Cannot ever be spent
- Cannot currently be spent



■ Legally or contractually required to be maintained intact



### Spending Constraints

- Three categories
  - Restricted fund balance
  - Committed fund balance
  - Assigned fund balance
- No requirement that constraint be narrower than the purpose of the fund



### Restricted Fund Balance

- Constraints enforceable by outside parties
  - Creditors
  - Grantors and contributors
  - Law or regulations of other governments
  - Constitutional provisions/enabling legislation







### Committed Fund Balance

- Constraints imposed by government itself
  - Formal action to impose and remove
  - Highest level of decision-making authority
  - Action must be taken prior to the end of the reporting period





### Assigned Fund Balance

- Intent to use for a specific purpose
  - Body or official delegated by governing body or governing body itself
  - Governing body's intentions not management's
  - Action taken before issuance of financial statements
- Never in excess of total fund balance less other components



### Unassigned Fund Balance

- Residual balance reported in general fund
  - The use of some other fund type presumes that all of the resources reported in that fund are either restricted, committed, or assigned
- Positive balance only in general fund

Deficit possible in any governmental fund



# Summary of Fund Balance Components

Nonspendable

Form or legal limitation

Restricted

Externally enforceable

limitations

Committed

Self-imposed limitations

Assigned

Intended use

Unassigned

Residual



# What is the Basic Accounting Equation?

 □ Assets + Deferred Outflows of Resources = Liabilities + Deferred Inflows of Resources + Net Position (Fund Balance for governmental funds)



- Deferred outflows of resources:
  - Consumption of fund balance by the government that is applicable to a future reporting period
- Deferred inflows of resources:
  - Acquisition of fund balance by the government that is applicable to a future reporting period.



### Deferred Inflows of Resources

- Nonexchange Transactions
  - Imposed Nonexchange Transactions result from assessments imposed on nongovernmental entities, including individuals, other than assessments on exchange transactions (for example, property taxes and fines)
    - Deferred inflows of resources when received or reported as receivable before:
      - The period for which property taxes are levied
      - The period when resources are required to be used or when use is first permitted for all other imposed nonexchange revenues in which the enabling legislation includes time requirements



### Deferred Inflows of Resources

- Nonexchange Transactions
  - Government Mandated and Voluntary Nonexchange Transactions occur when a government at one level provides resources to a
    government at another level and requires the recipient to use the
    resources for a specific purpose (for example, federal programs that
    state or local governments are mandated to perform) or result from
    legislative or contractual agreements, other than exchanges, entered
    into willingly by the parties to the agreement (for example, certain
    grants and private donations)
    - Resources received before eligibility requirements are met (excluding time requirements) should be reported as assets by the provider and as liabilities by the recipient
    - Resources received before time requirements are met (but all eligibility requirements met) should be reported as deferred outflows of resources by the provider and deferred inflows of resources by the recipient



### Deferred Inflows of Resources

- Revenue Recognition in Governmental Funds
  - When an asset is recorded in governmental fund financial statements but the revenue is not available, the government should report a deferred inflow of resources until such time as the revenue becomes available.
- "Deferred" should be limited to items reports as deferred outflows of resources or deferred inflows of resources – use terms such as unearned or advances





### **Questions? Contact Me!**



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