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MRS JS/IPSAS Transakcija koje nisu transakcije razmene – na primeru konsolidovanih finansijskih izveštaja Švajcarske konfederacije

Rezime: Međunarodni računovodstveni standardi u javnom sektoru (IPSAS) klasifikuju transakcije u dve glavne kategorije: razmenske transakcije, gde subjekti direktno trguju vrednošću, i nerazmenske transakcije, gde jedan entitet daje ili prima vrednost bez ekvivalentnog povrata.

Razmenske transakcije uključuju direktan reciprocitet, kao što je kupovina robe ili usluga. Ne-razmenske transakcije uključuju poreze, novčane kazne, grantove i donacije, koje ne uključuju direktnu razmenu vrednosti. Subjekti javnog sektora uglavnom se finansiraju putem ne-razmenskih transakcija, kao što su plaćanja poreza i državni transferi. Neke transakcije kombinuju elemente obe kategorije, zahtevajući detaljnu procenu da bi se utvrdila njihova priroda. Standardi zahtevaju objavljivanje prihoda, imovine i obaveza koje proizilaze iz nerazmenskih transakcija. Primer takvog obelodanjivanja ilustrovan je prikazom iz konsolidovanih finansijskih izveštaja Švajcarske Konfederacije za 2024. godinu. Klasifikacija i priznavanje ovih transakcija utiču na finansijsko izveštavanje i donošenje odluka u javnom sektoru.

KLjučne reči: računovodstvo u javnom sektoru, finansijsko izveštavanje u javnom sektoru, priznavanje prihoda u javnom sektoru

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Međunarodni standardi finansijskog izveštavanja za javni sektor (MRS JS/IPSAS⁴) klasifikuju transakcije u dve kategorije, (1) transakcije razmene i (2) transakcije koje nisu transakcije razmene, tj. transakcije bez razmene. (4) Transakcije razmene su transakcije u kojima jedan entitet prima imovinu ili usluge, ili izmiruje obaveze, i direktno daje približno jednaku vrednost (prvenstveno u obliku gotovine, robe, usluga ili upotrebe sredstava) drugom entitetu u zamenu. Drugim rečima, transakcija je transakcija razmene, ako u njoj postoji direktna zamena protivvrednosti – na primer, kupovina robe ili usluga, gde jedna strana plaća, a druga pruža konkretan proizvod ili uslugu. Transakcije bez razmene su transakcije u kojima entitet prima vrednost od drugog entiteta bez direktnog davanja približno jednake vrednosti u zamenu, ili daje vrednost drugom entitetu bez direktnog primanja približno jednake vrednosti u zamenu. Transakcije koje nisu transakcije razmene uključuju prihode nastale bez razmene eksplicitne protivvrednosti – na primer, porezi, carine i kazne koje država naplaćuje građanima i kompanijama, kao i grantovi i donacije koje institucije primaju bez obaveze davanja nečega zauzvrat. Ovde se želi naglasiti da prihodi iz suverenih ovlašćenja (kao što su porezi i kazne) ne predstavljaju razmenu, jer obveznici nemaju direktnu protivvrednost za ono što plaćaju. Slično tome, grantovi i donacije takođe spadaju u kategoriju transakcija bez razmene, jer institucija prima sredstva bez obaveze da zauzvrat pruži određenu uslugu ili proizvod. (3)

Transakcije bez razmene uobičajene su u javnom sektoru. Plaćanje poreza je zakonski propisano, obavezno, i predstavlja transakciju koja nije transakcija razmene između pojedinaca ili entiteta i vlasti. Iako će vlasti oporezivanjem obezbediti sredstva za finansiranje raznih javnih usluga poreskim obveznicima, to nema uticaja na obavezu plaćanje poreza. Nivo i kvalitet usluga koje prima pojedinac ili grupa pojedinaca obično nije direktno povezan sa iznosom poreza koji plaćaju. Ponekad će pojedinac ili grupa možda morati da plati neku malu naknade i/ili je možda morao da da određene doprinos za pristup određenim uslugama. Međutim, takve transakcije su generalno, nerazmenske prirode, jer iznos koji pojedinac ili grupa pojedinaca dobija u beneficijama najčešće neće ni biti jednake iznosu bilo koje plaćene naknade ili doprinosa pojedinca ili grupe. Međunarodni subjekti javnog sektora uglavnom se finansiraju transferima iz nacionalnih, regionalnih i državnih vlada. Takvo finansiranje može biti regulisano ugovorima i konvencijama ili može biti na dobrovoljnoj osnovi.

Postoje transakcije za koje nije odmah jasno da li su transakcije sa razmenom ili bez razmene transakcije. U takvim slučajevima potrebno je ispitati suštinu transakcije da bi se utvrdilo da li je priroda transakcije razmenska ili nerazmenska. Na primer, prodaja robe se obično klasifikuje kao razmenska transakcija. Ako se, međutim, transakcija sprovodi

⁴ MRS JS je skraćenica od punog naziva „Međunarodni računovodstveni standardi za javni sektor“ i prevod je skraćenice IPSAS koja se odnosi na „International public sector accounting standards“. Do ne tako davne prošlosti, bilo je uobičajeno da se sve skraćenice prevode na srpski jezik. U savremenom globalnom okruženju, postaje uobičajeno da , zbog preciznije komunikacije, skraćenice ne prevode. Primer toga je i skraćenica IFRS od „International financial reporting standards“ koja se koristi u najnovijem prevodu „Međunarodnih standarda finansijskog izveštavanja“ na srpski jezik. U ranijim prevodima, korišćena je skraćenica MSFI.

po subvencionisanoj ceni, odnosno ceni koja ni približno nije jednaka poštenoj/fer vrednosti prodate robe, ta transakcija spada u nerazmenske transakcije. Popusti, količinski popusti ili druga smanjenja navedene cene imovine iz različitih razloga ne moraju nužno značiti da je transakcija nerazmenske prirode. Pri utvrđivanju da li je suština transakcije razmenska ili nerazmenska, koristi se profesionalna procena.

Postoji još jedna grupa kombinacije nerazmenskih i razmenskih transakcija u kojima entitet može da obezbedi određenu naknadu direktno u zamenu za primljene resurse. U ovim slučajevima, entitet utvrđuje komponente kombinacije razmenskih i nerazmenskih transakcija, od kojih se svaka komponenta priznaje odvojeno. Na primer, entitet dobija sredstva od 6 miliona novčanih jedinica (NJ) od multilateralne razvojne agencije. Sporazumom je predviđeno da entitet mora da otplati 5 miliona NJ primljenih sredstava u periodu od 10 godina, uz kamatu od 5%. Tržišna kamatna stopa za slične zajmove iznosi 11%. Entitet je efektivno u vidu nerazmenskih transakcija primio 1 miliona NJ (6 milion NJ manje 5 miliona NJ duga na otplatu) i povlašćenu kamatnu stopu na dug od 5 miliona NJ. Primljen zajam koji će se otplaćivati u narednom periodu i pripadajuća kamata su razmenske transakcije. (3)

Priroda nerazmenskih transakcija može imati uticaja na to kako se te transakcije priznaju, mere, i prikazuju od strane učesnika u transakciji. Na primer, zalihe se mogu preneti na entitet putem nerazmenske transakcije. MRS JA/IPSAS 12 Zalihe zahteva da ako se zalihe steknu putem nerazmenske transakcije, nabavna vrednost tih zaliha meri po poštenoj/fer vrednosti na dan sticanja (1). Isto tako, prema i MRS JS/PSAS 17 Nekretnina, postrojenja i oprema, ako je sredstvo nekretnine, postrojenja i opreme stečeno putem nerazmenske transakcije, nabavna vrednost te imovine meri se po poštenoj/fer vrednosti na dan sticanja (2).

Standardi uređuju i obelodanjivanje prihoda, imovine i obaveza koji su nastali u transakcijama koje nisu transakcije razmene. U samim finansijskim izveštajima prikazuju se glavne klase prihoda, na primer, porezi i transferi, kao i potraživanja i obaveze iz nerazmenskim transakcijama. U okviru napomena uz finansijske izveštaje opšte namene, obelodanjuju se

1. Računovodstvene politike priznavanje prihoda od nerazmenskih transakcija;
2. Glavne klase prihoda od nerazmenskih transakcija, i osnova na kojoj je merena poštena/fer vrednost primljenih resursa;
3. Za glavne klase prihoda od poreza koje entitet ne može realno izmeriti tokom perioda u kojem se oporezivi događaj javlja, informacije o njihovoj prirodi; I
4. Priroda i tip većih iznosa zaostavštine, poklona i donacija, pokazujući odvojeno glavne klase dobara primljenih u naturi.

PRIMER OBELODANJIVANJA NERAZMENSKIH TRANSAKCIJA – KONSOLIDOVANI FINANSIJSKI IZVEŠTAJI OPŠTE NAMENE ŠVAJCARSKE KONFEDERACIJE

Federalni konsolidovani finansijski izveštaji Švajcarke konfederacije za 2024. godinu sadrže nekoliko napomena o računovodstvenim politikama za transakcije koje nisu transakcije razmene. U Napomeni 1 navedena je računovodstvena politika priznavanja prihoda (5, p. 46).

Priznavanje prihoda

Ako ne postoji ni razmenska transakcija ni obaveza usluge ili otplate, kao što je to obično slučaj sa grantovima, prihod se priznaje u potpunosti u izvještaju o finansijskom rezultatu u godini koja se razmatra.

Svaki priliv sredstava entiteta procenjuje se kako bi se utvrdilo da li predstavlja priliv iz transakcija razmene (IPSAS 9) ili priliv iz transakcija bez razmene (IPSAS 23).

U slučaju transakcije bez razmene, entitet ili prima vrednost od drugog entiteta bez direktnog davanja približno jednake vrednosti zauzvrat ili daje vrednost drugom entitetu bez direktnog primanja približno jednake vrednosti zauzvrat.

Ako transakcija razmene postoji, prihod se generalno priznaje u trenutku isporuke i pružanja usluga. Kod projektnih ugovora, neispunjena obaveza izvođenja se evidentira kao obaveza. Prihod se knjiži i prikazuje u skladu sa fazom realizacije projekta.

U slučaju transakcije bez razmene, potrebno je utvrditi da li postoji obaveza pružanja usluge ili vraćanja sredstava. Ako takva obaveza postoji, odgovarajući iznos se priznaje kao obaveza u trenutku zaključenja ugovora, a prihod se priznaje u skladu sa napretkom projekta.

Ako ne postoji ni transakcija razmene ni obaveza pružanja usluge ili vraćanja sredstava, kao što je obično slučaj sa grantovima, prihod se priznaje u celosti u izveštaju o finansijskom rezultatu za godinu koja je predmet analize.

Struktura prihoda je sledeća:

- **Poreski prihodi.** Za priznanje direktnog federalnog poreza koristi se računovodstvo zasnovano na obračunskoj osnovi. Kantoni obično podnose zahtev za svoj deo od poreza tek u narednoj godini. Izuzetno, ako se fakturisanje obavi tokom poreske godine, prihod se evidentira na obračunskoj osnovi. Avansna plaćanja se priznaju kao obaveze. Zbog vremenskog okvira izveštavanja koji kantoni primenjuju, postoji jednomesečno kašnjenje pre nego što se prihod prizna u federalnim finansijskim izveštajima.

Prihodi od poreza na dodatu vrednost (PDV) obračunavaju se na osnovu potraživanja i obaveza iz poravnanja (uključujući dodatna poravnanja, kreditne obaveštenja, itd.) tokom fiskalne godine. Potraživanja iz procena nastala zbog nepodnošenja

PDV prijava priznaju se kao prihod samo u iznosu od 20%, zasnovanom na empirijskim podacima, zbog niske verovatnoće priliva sredstava.

Udeo kantona u poreskim prihodima priznaje se zasebno kao rashod.

- **Prihodi od usluga i proizvodnje.** Prihodi od usluga priznaju se linearno tokom trajanja ugovora ili u trenutku pružanja usluge. Prihodi od prodaje proizvoda priznaju se u izveštaju o finansijskom rezultatu kada se rizici i mogućnosti vlasništva nad proizvodima prenesu kupcu.
- **Prihodi od socijalnog osiguranja.** Doprinosi poslodavaca i osiguranih lica (lični doprinosi i doprinosi na zaradu) zasnivaju se na trenutnim stopama doprinosa. Oni se evidentiraju na gotovinskoj osnovi.
- **Ostali prihodi.** Neki prihodi, kao što su prihodi od izdavanja zgrada u zakup, evidentiraju se srazmerno vremenu. Druge vrste ostalih prihoda, poput raspodele dobiti Švajcarske narodne banke, priznaju se kada nastane pravni osnov za isplatu.

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IPSAS: Non-Exchange Transactions – The Case of the Consolidated Financial Statements of the Swiss Confederation

Summary: *The International Public Sector Accounting Standards (IPSAS) classify transactions into two main categories: exchange transactions, where entities directly trade value, and non-exchange transactions, where one entity provides or receives value without an equivalent return.*

Exchange transactions involve direct reciprocity, such as the purchase of goods or services. Non-exchange transactions include taxes, fines, grants, and donations, which do not entail a direct exchange of value. Public sector entities are predominantly financed through non-exchange transactions, such as tax payments and government transfers. Some transactions combine elements of both categories, requiring a detailed assessment to determine their nature. Standards require the disclosure of revenue, assets, and liabilities arising from non-exchange transactions. An example of such disclosure is illustrated through the consolidated financial statements of the Swiss Confederation for the year 2024. The classification and recognition of these transactions affect financial reporting and decision-making in the public sector.

Keywords: *Public sector accounting, public sector financial reporting, public sector revenue recognition*

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International Public Sector Accounting Standards (IPSAS⁴) classify transactions into two categories: (1) exchange transactions and (2) non-exchange transactions (4). Exchange transactions are those in which one entity receives assets or services, or settles liabilities, and directly gives approximately equal value (primarily in the form of cash, goods, services, or the use of assets) to another entity in return. In other words, a transaction is considered an exchange transaction if it involves a direct transfer of equivalent value – for example, the purchase of goods or services, where one party pays and the other delivers a specific product or service. Non-exchange transactions are transactions in which an entity receives value from another entity without directly giving approximately equal value in return, or gives value to another entity without directly receiving such value in return. Non-exchange transactions include revenue that arises without an explicit reciprocal value – for example, taxes, customs duties, and fines that the government collects from citizens and companies, as well as grants and donations received by institutions without any obligation to provide something in return. It is important to emphasize that revenue derived from sovereign authority (such as taxes and fines) does not represent an exchange, as payers do not receive a direct equivalent value for what they pay. Similarly, grants and donations also fall into the category of non-exchange transactions, since the institution receives funds without the obligation to deliver a specific service or product in return (3).

Non-exchange transactions are common in the public sector. The payment of taxes is legally mandated, compulsory, and represents a non-exchange transaction between individuals or entities and the authorities. Although governments use taxes to finance various public services for taxpayers, this has no effect on the obligation to pay taxes. The level and quality of services received by an individual or group of individuals is generally not directly linked to the amount of taxes paid. Occasionally, individuals or groups may be required to pay a small fee and/or make a certain contribution in order to access specific services. However, such transactions are generally non-exchange in nature, as the benefits received by the individual or group are often not equal in value to the fees or contributions paid. International public sector entities are mainly financed through transfers from national, regional, and federal governments. Such financing may be governed by contracts and conventions or provided on a voluntary basis.

There are transactions for which it is not immediately clear whether they are exchange or non-exchange in nature. In such cases, it is necessary to examine the substance of the transaction in order to determine whether it should be classified as exchange or non-exchange. For example, the sale of goods is usually classified as an exchange transaction.

⁴ IPSAS is the abbreviation of the full title “International Public Sector Accounting Standards” and is the English equivalent of the Serbian abbreviation MRS JS, which stands for “Međunarodni računovodstveni standardi za javni sektor.” Until not so long ago, it was common practice to translate all abbreviations into Serbian. In today’s global environment, however, it has become standard practice not to translate abbreviations, in order to ensure more precise communication. An example of this is the abbreviation IFRS, for “International Financial Reporting Standards,” which is now used in the most recent Serbian translations of these standards. In earlier translations, the abbreviation MSFI was used.

However, if the transaction is carried out at a subsidized price, i.e., a price significantly below the fair value of the goods sold, it is considered a non-exchange transaction. Discounts, quantity discounts, or other reductions in stated asset prices for various reasons do not necessarily mean that the transaction is non-exchange in nature. In determining whether the substance of a transaction is exchange or non-exchange, professional judgment is applied.

There is another category of combined transactions, where an entity may provide some consideration directly in exchange for the resources received. In such cases, the entity identifies the components of the exchange and non-exchange transaction mix, with each component recognized separately. For example, an entity receives 6 million monetary units (MU) from a multilateral development agency. Under the agreement, the entity is required to repay 5 million MU over a period of 10 years, with an interest rate of 5%. The market interest rate for similar loans is 11%. The entity effectively receives 1 million MU (6 million MU minus 5 million MU repayment liability) as a non-exchange transaction, along with a concessional interest rate on the 5 million MU loan. The loan to be repaid and the associated interest constitute exchange transactions (3).

The nature of non-exchange transactions may affect how such transactions are recognized, measured, and presented by the entities involved. For example, inventories may be transferred to an entity through a non-exchange transaction. IPSAS 12 – Inventories – requires that if inventories are acquired through a non-exchange transaction, their cost should be measured at fair value on the acquisition date (1). Similarly, under IPSAS 17 – Property, Plant, and Equipment, iabi item of property, plant, and equipment is acquired through a non-exchange transaction, its cost should also be measured at fair value on the acquisition date (2).

The standards also govern the disclosure of revenue, assets, and liabilities arising from non-exchange transactions. The financial statements present the main classes of revenue – for example, taxes and transfers – as well as receivables and liabilities from non-exchange transactions. The notes to the general purpose financial statements disclose:

1. The accounting policies for recognizing revenue from non-exchange transactions;
2. The main classes of revenue from non-exchange transactions and the basis on which the fair value of the received resources was measured;
3. For major classes of tax revenue that the entity cannot reasonably measure during the period in which the taxable event occurs, information on their nature; and
4. The nature and type of significant bequests, gifts, and donations, showing separately the main classes of goods received in-kind.

EXAMPLE OF NON-EXCHANGE TRANSACTION DISCLOSURE – GENERAL PURPOSE CONSOLIDATED FINANCIAL STATEMENTS OF THE SWISS CONFEDERATION

The federal consolidated financial statements of the Swiss Confederation for the year 2024 contain several notes regarding accounting policies for non-exchange transactions. Note 1 outlines the accounting policy for revenue recognition (5, p. 46).

Revenue recognition

If there is neither an exchange transaction nor an obligation to provide a service or repayment – as is typically the case with grants – revenue is fully recognized in the statement of financial performance for the year under review.

Each inflow of funds to the entity is assessed to determine whether it constitutes an inflow from an exchange transaction (IPSAS 9) or from a non-exchange transaction (IPSAS 23).

In a non-exchange transaction, the entity either receives value from another entity without directly giving approximately equal value in return, or provides value to another entity without directly receiving approximately equal value in return.

If the transaction is an exchange, revenue is generally recognized at the time of delivery or service provision. For project contracts, any unfulfilled performance obligation is recognized as a liability. Revenue is recorded and presented according to the stage of project completion.

In the case of a non-exchange transaction, it must be determined whether there is an obligation to provide a service or to repay funds. If such an obligation exists, the corresponding amount is recognized as a liability when the agreement is signed, and revenue is recognized in accordance with project progress.

If there is neither an exchange transaction nor an obligation to provide a service or repay funds – as is typically the case with grants – revenue is recognized in full in the statement of financial performance for the year under review.

Structure of revenue:

- Tax revenue. Accrual-based accounting is used for recognizing federal direct tax. Cantons usually submit claims for their share of tax revenue only in the following year. Exceptionally, if invoicing takes place during the tax year, the revenue is recorded on an accrual basis. Advance payments are recognized as liabilities. Due to the reporting timeframes applied by the cantons, there is a one-month delay before the revenue is recognized in the federal financial statements. Value-added tax (VAT) revenue is accounted for based on receivables and liabilities arising from settlements (including additional settlements, credit notes, etc.) during the fiscal year. Receivables from estimates due to non-submission of VAT returns are

recognized as revenue only in the amount of 20%, based on empirical data, due to the low probability of cash inflows.

The cantons' share of tax revenue is recognized separately as an expense.

- **Revenue from services and production.** Revenue from services is recognized on a straight-line basis over the term of the contract or at the time the service is provided. Revenue from the sale of products is recognized in the statement of financial performance when the risks and rewards of ownership are transferred to the customer.
- **Social insurance revenue.** Employer and insured person contributions (individual and payroll contributions) are based on current contribution rates. They are recorded on a cash basis.
- **Other revenue. Some** revenue, such as rental income from leasing buildings, is recognized on a time-proportionate basis. Other types of revenue, such as profit distributions from the Swiss National Bank, are recognized when the legal entitlement to payment arises.

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