



Tier 2 GPFS Framework

Project summary

The Australian Accounting Standard Board (Board) issued a new, separate disclosure Standard, *AASB 1060 General Purpose Financial Statements – Simplified Disclosures for For-Profit and Not-for-Profit Tier 2 Entities*, to replace the current Australian Accounting Standards (AAS) – Reduced Disclosure Requirements (RDR) framework.

AASB 1060 was developed in conjunction with AASB 2020-2 *Amendments to Australian Accounting Standards – Removal of Special Purpose Financial Statements for Certain For-Profit Private Sector Entities* to

(a) provide Tier 2 reporting requirements for those for-profit entities that will be prohibited from preparing special purpose financial statements (SPFS) when AASB 2020-2 becomes operative, that appropriately balance the needs of users with the costs of moving from SPFS to Tier 2; and

(b) reduce the reporting burden of for-profit and not-for-profit entities using the current Tier 2 reporting requirements for preparing general purpose financial statements.

Project contact

Tom Liassis
Technical Associate
tliassis@asb.gov.au

Kathy Xu
Project Manager
kxu@asb.gov.au

Meina Rose
Senior Project Manager
mrose@asb.gov.au

Project priority: High

Issued consultation documents

- [Exposure Draft \(ED 295\)](#)
- [Consultation Paper \(ITC 39\)](#)
- [ED 277 Reduced Disclosure Requirements for Tier 2 Entities](#)
- ED 277 – [Staff analysis](#)

AASB outreach

- Roundtables on ED 295 – [slide pack and summary](#) (November 2019)
- Webinar on ED 295 – [slide pack & recording](#) (November 2019)
- Roundtables on ITC 39 – [slide pack & summary](#) [September 2018]

Project status

- Implementation support

Board deliberations

- AASB Action Alert Update and Board Papers

Other

- [Summary of key facts](#)
- ED 295 – [Staff analysis \(NFP Modification\)](#)
- ED 295 – [Staff analysis \(RDR Comparison\)](#)
- ED 295 – [Staff analysis \(IFRS for SMEs R&M Comparison\)](#)
- IASB Project Page – [Subsidiaries that are SMEs](#)
- [AASB Staff Paper: Comparison of Standards for Smaller Entities](#)

AASB communications

- [News Alert](#) ‘New simplified disclosure standard for For-Profit and Not-for-Profit Tier 2 entities’

The staff of the AASB have prepared this summary for information purposes only. The Board decisions described are tentative and do not change current accounting pronouncements unless otherwise indicated. Official positions of the AASB are determined only after extensive due process and deliberations. While this summary is regularly updated, it does not provide a comprehensive review or statement of events and should not be treated as such.

- Webinar on ITC 39 – [slide pack](#) & [recording](#) [June 2018]
- [Comment letters](#) on ED 295
- [Comment letters](#) on ITC 39
- [Comment letters](#) on ED 277

Project news

Date	News
5-6 March 2020	March 2020 Action Alert
21 November 2019	November 2019 Action Alert
17-18 September 2019	September 2019 Action Alert
15 June 2019	June 2019 Action Alert
19 February 2019	February 2019 Action Alert
16 August 2017	August 2017 Action Alert
3 May 2017	May 2017 Action Alert

AASB Action Alert Update and Board Papers

Meeting Date	Update
March 2020	<p>A revised Tier 2 general purpose financial statements (GPFS) framework, Australian Accounting Standards – Simplified Disclosures (SDS), will replace the current Reduced Disclosures Requirements framework (RDR) with the same effective date. Affected entities no longer able to prepare SPFS and those not-for-profit entities in both the private and public sector currently preparing GPFS in accordance with the RDR framework will transition to SDS. Transitional relief from restating comparative information is available only if an entity chooses to apply the requirements early. Not-for-profit entities that prepare SPFS are not affected, but their continued ability to prepare SPFS will be considered as part of the forthcoming Australian Financial Reporting Framework project for not-for-profit private sector entities.</p> <p>A few minor amendments were agreed at the Board meeting, including:</p> <ul style="list-style-type: none"> • aligning the presentation and disclosure requirements for assets and liabilities classified as held for sale or in a discontinued operation with those required under full Australian Accounting Standards; • removing disclosures that are not required under full IFRS and that had been removed from full IFRS since the original IFRS for SMEs Standard had been finalised; • adding the disclosure of a numerical tax reconciliation consistent with the requirements in AASB 112 Income Taxes as the Board considered income tax a matter of major public interest; • adding the disclosure of imputation credits in line with paragraphs 12-15 AASB 1054 on the basis that this is an Australian specific issue; and • retaining specific transition disclosures where an entity has selected a transition option under another Standard which has specific transition disclosure requirements.

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	<p>While stakeholders had suggested deferring the mandatory date of the standard for not-for-profit entities possibly until the not-for-profit and public sector financial reporting frameworks have been finalised, the Board decided against different application dates to avoid the confusion for users that would come from having two Tier 2 reporting frameworks in operation at the same time. Instead, the AASB will provide education material to make adoption of AASB 1060 easier for any entities that are currently reporting under the Reduced Disclosure Framework.</p> <p>3.1 Summary of responses to ED 297 and ED 295 and next steps to finalise</p> <p>3.3 [Pre Ballot Draft] AASB 10XX New Accounting Standard: <i>General Purpose Financial Statements – Simplified Disclosures for For-Profit and Not-for-Profit Tier 2 Entities</i></p> <p>3.5 Summary of NFP private and public sector specific issues raised in relation to ED 295 and staff recommendations</p>
<p>November 2019</p>	<p>The Board noted approximately 90% of participants agreed that the proposed Simplified Disclosure Standard should replace Reduced Disclosure Requirements (RDR) and preferred a stand-alone Standard. Although all participants in the roundtables and the webinar held to date welcomed the reduction in disclosures proposed in ED 295 General Purpose Financial Statements – Simplified Disclosures for For-Profit and Not-for-Profit Tier 2 Entities, there were mixed views on the following issues:</p> <ul style="list-style-type: none"> • the proposed option not to include a statement of changes in equity; • the proposed removal of a mandatory reconciliation between income tax expense and the product of accounting profit multiplied by the applicable tax rate; and • whether there should be a requirement to disclose a maturity analysis for all financial liabilities or only for lease liabilities. <p>The majority of the participants further thought that additional disclosures above and beyond those required under full IFRS should be removed.</p> <p>The proposals in the ED and the feedback will be further considered by the Board at the next meeting.</p> <p>11.1 Roundtable Summary ED 295 <i>Simplified Disclosure for Tier 2 Entities For Profit and Not-for-Profit Sessions</i></p>
<p>September 2019</p>	<p>The Board agreed to extend the comment period for ED 295 <i>Simplified Disclosure for For-Profit and Not-for-Profit Tier 2 Entities</i> by two weeks from 15 November 2019 to 30 November 2019 in response to stakeholders’ feedback.</p> <p>17.1 Staff Paper feedback on ED 297 and ED 295 comment period</p>
<p>June 2019</p>	<p>The Board confirmed its proposals for both for-profit and not-for profit Tier 2 entities, including:</p> <p>(a) a new framework titled Australian Accounting Standards – Simplified Disclosures, which will replace the current Reduced Disclosure Requirements (RDR) framework in AASB 1053 Application of Tiers of Australian Accounting Standards;</p> <p>(b) a new set of principles and methodology to be used in determining Tier 2 disclosures necessary for user needs, based on the disclosures in IFRS for SMEs; and</p>

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	<p>(c) Tier 2 disclosures located in a separate disclosure standard, rather than shading in each standard.</p> <p>The ED does not change which entities are permitted to apply Tier 2 reporting requirements and retains the same recognition and measurement requirements as for Tier 1 entities. The proposals in the ED address feedback received on ITC 39 Applying the IASB’s Revised Conceptual Framework and Solving the Reporting Entity and Special Purpose Financial Statement Problems and will help reduce compliance cost for entities that are expected to be affected by the AASB’s proposal to remove the ability for certain for-profit private sector entities to prepare special purpose financial statements (SPFS; see below).</p> <p>As the proposals reduce the disclosure required under current RDR, although there may be future changes to the NFP reporting framework as a result of ongoing AASB consultations with other NFP regulators, the proposals will provide some immediate relief for not-for-profit entities that are currently reporting under RDR.</p> <p>The IFRS for SMEs disclosures have been adapted for differences in recognition and measurement requirements between AAS and IFRS for SMEs, and to accommodate not-for-profit specific circumstances. The ED is expected to be issued in July with a comment period closing mid November 2019.</p>
	<p>3.0 Cover Memo</p> <p>3.1 [Pre Ballot Draft] Exposure Draft 2XX New Accounting Standard: General Purpose Financial Statements – Simplified Disclosures for Tier 2 Entities</p> <p>3.2 Staff Analysis: Detailed comparison of R&M requirements in IFRS for SMEs Standard and full IFRS and analysis of impact on disclosures (For for-profit entities)</p> <p>3.3 Staff Analysis: Extent of NFP modification required</p> <p>3.4 Staff Analysis: AASB Standards coverage in the new Tier 2 Standard</p> <p>3.5 Staff Analysis: AASB Interpretations coverage in the new Tier 2 Standard</p> <p>3.6 Staff Analysis: Detailed comparison with SDR and RDR</p>
February 2019	<p>The Board decided to progress developing a separate <i>IFRS for SMEs</i>-based disclosure Standard. This would be a new Tier 2 disclosure Standard available for for-profit entities that are not publicly accountable, while retaining the full recognition and measurement requirements of AAS.</p>
	<p>7.1 Staff Paper <i>IFRS for SMEs</i> disclosures – new Tier 2 framework</p> <p>7.2 (WORKING DRAFT) Detailed comparison of R&M requirements in <i>IFRS for SMEs</i> Standard and full IFRS and analysis on impact of disclosures</p> <p>7.3 (WORKING DRAFT) Draft ED 2XX – For noting only</p>
August 2017	<p>The Board tentatively decided after considering the feedback on Exposure Draft ED 277 <i>Reduced Disclosure Requirements for Tier 2 Entities</i> to:</p> <p>(a) progress the project in conjunction with the New Zealand Accounting Standards Board;</p>

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	<ul style="list-style-type: none"> (b) conduct further outreach regarding the key disclosure areas as the base for identifying required disclosures. A wider range of users and preparers of Tier 2 financial statements in the for-profit and not-for-profit sectors will be consulted; (c) conduct further outreach regarding the method of presenting the reduced disclosure requirements in AASB Standards, focussing on preparers; and (d) consider Specific Matters for Comment 4, 5 and 6 – the approaches to accounting policy requirements, guidance paragraphs and cross-referencing – after a decision is made on the presentation method, as these are directly linked.
	<ul style="list-style-type: none"> 7.1 Collation of Comments on ED 277 7.2 Collation of responses listed by Specific Matter for Comment
May 2017	<p>Staff updated the Board on the recent roundtable discussions held in Melbourne, Sydney and Canberra. The Board requested Staff to obtain additional feedback from preparers of Tier 2 financial statements through targeted outreach.</p>
December 2016	<p>The Board made the following decisions regarding its draft Exposure Draft ED 2XX <i>Reduced Disclosure Requirements for Tier 2 Entities</i> and draft Analysis Document for determining Tier 2 disclosure requirements:</p> <ul style="list-style-type: none"> (a) issue the ED late January 2017; (b) a comment period of 120 days, with comments due around the end of May 2017; (c) include the proposed <i>Policy for Determining RDR for Tier 2 Entities in Australia and Tier 2 For-profit Entities in New Zealand</i>, which would replace the Board’s current approach for determining Tier 2 disclosures; (d) propose an appendix for each Standard that includes disclosure requirements. The appendix would contain the Tier 2 disclosures for that Standard. This approach would replace the Board’s current approach of shading disclosures within the Standard that Tier 2 entities are not required to provide; (e) a proposed effective date of annual periods beginning on or after 1 January 2019; (f) permit early application of the amended Tier 2 disclosures for annual periods beginning on or after 1 January 2018, with: <ul style="list-style-type: none"> (i) AASB 101 <i>Presentation of Financial Statements</i>, AASB 107 <i>Statement of Cash Flows</i> and AASB 108 <i>Accounting Policies, Changes in Accounting Estimates and Errors</i> as revised through this ED applied at the same time an entity first applies a Standard that is revised by this ED; and (ii) early adoption of the amended Tier 2 disclosures in AASB 140 <i>Investment Properties</i> permitted only when the entity also applies AASB 16 <i>Leases</i> (as AASB 16 amended AASB 140); and (g) the Analysis Document to be publicly available with the ED. <p>The ED proposals are to amend the Tier 2 disclosures. The ED would not change which entities are permitted to report in accordance with Tier 2 accounting requirements and would not change the recognition and measurement requirements applying to Tier 2 entities.</p>
	<ul style="list-style-type: none"> 4.0 Addendum to 4.0 Cover Memo 4.0 Cover Memo: Reduced Disclosure Requirements

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	<p>4.1 Draft ED 2XX Reduced Disclosure Requirements for Tier 2 Entities</p> <p>4.2 Draft analysis of standards and interpretations to determine disclosure requirements for Tier 2 entities (for information only)</p>
June 2016	<p>The Board agreed the draft joint Australian and New Zealand Policy Statement for Determining RDR for Tier 2 Entities be finalised for comments provided by joint RDR Subcommittee members.</p> <p>The Board also noted the progress in the preparation of the analysis of AASB Standards based on the RDR Decision Making Framework and asked AASB staff to prepare an Exposure Draft of Reduced Disclosure Requirements for consideration at a future meeting.</p>
	<p>11 Cover memo – Reduced Disclosure Requirements</p> <p>11.1 Policy document Reduced Disclosure Requirements (RDR)</p>
April 2016	<p>The Board:</p> <ul style="list-style-type: none"> (a) agreed the RDR project should continue as a joint project with the New Zealand Accounting Standards Board (NZASB); (b) reconfirmed its previous tentative decision to rely on AASB 101 <i>Presentation of Financial Statements</i> and AASB 108 <i>Accounting Policies, Changes in Accounting Estimates and Errors</i> for accounting policy disclosures; and (c) agreed, where the NZASB approach to RDR is different from Board’s tentative decisions, an appendix will illustrate the differences using two standards. <p>The Board tentatively decided to:</p> <ul style="list-style-type: none"> (a) reconfirm its previous tentative decision to develop, with the NZASB, one policy document that sets out Tier 2 principles and identifies any differences in those principles; (b) add material to the decision-making framework to explain how the presumption that the benefits of a disclosure would exceed the costs can be rebutted; and (c) not rely on AASB 101 and AASB 108 for disclosures of significant estimates and judgements specific to a transaction or event. <p>It is planned to bring the ED for voting at the August 2016 meeting.</p>
	<p>3 Memorandum: Reduced Disclosure Requirements</p> <p>3.1 Staff Paper: Progressing the AASB/NZASB joint RDR project</p> <p>3.2 Draft ED Preface and Basis for Conclusions</p>
February 2016	<p>The Board tentatively decided to:</p> <ul style="list-style-type: none"> (a) retain paragraphs that provide guidance on disclosures for Tier 2 entities; (b) specifically seek feedback on a new approach of identifying Tier 2 disclosures in an appendix for each Standard; (c) when a Standard does not have separate sections for disclosure and presentation requirements, include both presentation and disclosure requirements in the Tier 2 appendix. Feedback will be sought on this proposal; and

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	<p>(d) reduce disclosures in a Standard relating to accounting policies on recognition or measurement because the disclosure requirements in AASB 101 & AASB 108 are sufficient.</p> <p>The Board noted:</p> <p>(a) the reduction of significant estimates and judgements disclosures specific to a transaction or event because the disclosure requirements of AASB 101 & AASB 108 are sufficient needs to be reconsidered;</p> <p>(b) the post-implementation review of the current reduced disclosure requirements for Tier 2 entities will be included in the ED; and</p> <p>(c) notwithstanding the RDR project is a joint project with the NZASB, a joint ED would not be issued. The Board noted the only difference is the NZASB does not intend to use the appendix approach to presenting disclosures for Tier 2 entities.</p> <p>The Board expects to vote on an ED at the April 2016 meeting.</p> <p>Staff will develop illustrative examples to explain these tentative decisions.</p>
	<p>3 Memorandum re RDR Deliberations</p> <p>3.1 Staff Paper: RDR Appendices</p> <p>3.2 Staff Paper: RDR Supporting Analysis</p>
<p>October 2015</p>	<p>The Board tentatively decided:</p> <p>(a) to propose the effective date of the revised RDR framework to be annual reporting periods beginning on or after 1 January 2018;</p> <p>(b) that disclosure concessions may apply for AASB 101 <i>Presentation of Financial Statements</i>, AASB 107 <i>Statement of Cash Flows</i> and AASB 108 <i>Accounting Policies, Changes in Accounting Estimates and Errors</i> to Tier 2 entities. The Board also noted that this tentative decision may result in less disclosure than for special purpose financial statements for these standards;</p> <p>(c) Tier 1 and Tier 2 entities should have the same presentation requirements in relation to the face of the primary financial statements;</p> <p>(d) to amend the description of presentation in the Tier 2 Disclosure Principles to better distinguish presentation from disclosure;</p> <p>(e) the paragraph proposed to be at the beginning of the RDR Appendix of each Standard addressing accounting policies, significant judgements and sources of estimation and uncertainty that are addressed in AASB 101 and AASB 108 should specifically note that, notwithstanding the disclosure concessions in the Standard, entities will still need to consider the application of AASB 101 and AASB 108 in regard to paragraphs in Standards addressing these issues;</p> <p>(f) that, in principle, early application of the revised RDR framework be permitted, and AASB 101, AASB 107 and AASB 108 be applied at the same time an entity first applies a revised RDR Standard; and</p> <p>(g) to not include any transitional provisions in the ED, but to ask a specific question in relation to this issue in the ED.</p>
	<p>15.0 Memorandum: RDR Tier 2 Principles</p> <p>15.1 Staff paper: Sweep Issues – Presentation of Financial Statements</p>

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	<p>15.2 Staff paper: Sweep Issues – Effective date, Early Application and Transitional Requirements</p>
September 2015	<p>The Board refined the Reduced Disclosure Requirements (RDR) decision-making framework:</p> <ul style="list-style-type: none"> (a) to articulate a frame of reference for the overarching principles of user needs and cost-benefit; (b) for the Supporting Disclosure Areas (SDAs) removing the rebuttable presumption that costs exceed benefits and clarifying that SDAs need to provide a user with a basic level of understanding of significant transactions and events; (c) to include an additional category of disclosure areas – Other Disclosure Areas (ODAs). ODAs would be subjected to a rebuttable presumption that the benefits of disclosure do not exceed the costs; and (d) to articulate the principle that the disclosures in relation to significant judgements and estimates and accounting policies required for Tier 2 entities are located in <i>AASB 101 Presentation of Financial Statements</i> and <i>AASB 108 Accounting Policies, Changes in Accounting Estimates and Errors</i>, and that staff should use this principle to evaluate the need to retain for Tier 2 entities similar disclosures in other Standards. <p>The Board tentatively decided that the refined RDR decision-making framework be applied by:</p> <ul style="list-style-type: none"> (a) starting with the disclosures required for Tier 1 entities and reduce them to identify the disclosures that Tier 2 entities are required to make; and (b) presenting Tier 2 in an appendix to each Standard that identifies, for that Standard, the disclosures required for Tier 2 entities. <p>The Board directed staff to bring back to the October Board meeting:</p> <ul style="list-style-type: none"> (a) consideration of how the framework should be applied to AASBs 101, <i>AASB 107 Statement of Cash Flows</i> and <i>AASB 108</i>, including whether the statements of financial performance, financial position and cash flow be the same for Tiers 1 and 2; and (b) sweep issues, including the proposed application date.
	<p>4.1 Memorandum from Vanessa Sealy-Fisher (NZASB), Mark Shying and Lisa Panetta (AASB) dated 18 August 2015 re Reduced Disclosure Requirements</p> <p>4.2 Staff Issues Paper: RDR Process</p> <p>4.3 Staff Issues Paper: Application of RDR Framework</p> <p>4.4 Staff Issues Paper: RDR – Identifying Disclosure Requirements</p>
July 2015	<p>The Board tentatively decided to establish a Reduced Disclosure Requirements (RDR) decision-making framework (RDR Framework) for use in determining the minimum disclosures required of all Tier 2 entities.</p> <p>The Board tentatively decided the essential features of its RDR Framework are:</p> <ul style="list-style-type: none"> (a) the overarching principles of user needs and cost-benefit; (b) disclosure of financial performance, financial position and cash flows; (c) to meet user needs there are two key disclosure areas (KDAs):

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	<ul style="list-style-type: none"> (i) current liquidity at an entity level and solvency (or funding position if a public sector entity) and associated key risks; and (ii) transactions and other events significant or material to understanding the entity's operations as represented by financial performance, financial position and cash flows including: <ul style="list-style-type: none"> CORE DISCLOSURE AREAS <ul style="list-style-type: none"> (a) commitments and contingencies; (b) impairment; (c) related parties; and (d) subsequent events; SUPPORTING DISCLOSURE AREAS <ul style="list-style-type: none"> (a) nature of transaction or event; (b) accounting policy on when to recognise and how to measure; (c) significant estimates and judgements specific to a transaction or event; and (d) associated key risks specific to a transaction or event; and (d) some guidance to be developed to complement the RDR Framework to assist Tier 2 entities in applying the disclosure requirements, including consideration of materiality when determining the transactions and other events to disclose. The Board did not decide the format of the guidance at this meeting (e.g., whether application guidance or part of the Standard). <p>The Board noted that the RDR Framework would establish a minimum but that just as for Tier 1 entities there may need to be additional disclosures to provide a true and fair view. In addition, Tier 2 disclosures should always be a subset of Tier 1 disclosures. The Board directed staff to apply the RDR decision-making Framework to a number of Standards for discussion at the September Board meeting.</p> <p>6.1 Memorandum from Mark Shying and Vanessa Sealy-Fisher dated 23 June 2015 re Reduced Disclosure Requirements (Tier 2) Principles</p> <p>6.2 Staff Issues Paper: Principle for RDR Disclosure</p> <p>6.3 Staff Issues Paper: Analysis of RDR Disclosures</p> <p>6.4 Staff Paper Trans-Tasman Financial Reporting Outcomes</p>
<p>May 2015</p>	<p>The Board tentatively decided that there is a need to change the existing RDR principles, given feedback on the take-up of RDR and the challenges in implementing the principles. The Board discussed proposed replacement principles for determining RDR, their use and how they might be improved. The Board noted that in the context of identifying disclosures that satisfy user needs, the following disclosures are likely to be relevant for all types of users:</p> <ul style="list-style-type: none"> (a) financial performance, financial position and cash flows [this could be achieved by presenting the relevant statements]; (b) liquidity (ability to meet current obligations) and solvency (ability to meet obligations over the long term) [could be achieved by providing information about short-term cash flows and obligations, debt repayment terms, commitments and contingencies, whether or not recognised as liabilities, including tax obligations]. In

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	<p>an NFP entity, the emphasis for liquidity disclosures is more likely to be on funding than debt levels;</p> <p>(c) the entity’s accounting policy choices and any changes in those policies;</p> <p>(d) transactions and other events that are significant to the entity in its operations, including subsequent events that significantly affect assessments of future cash flows; and</p> <p>(e) risks to which the entity is exposed (for example, related party transactions, assets used as security for debt, impairments and estimates and judgements).</p> <p>The Board also noted that accountability should be incorporated as a key disclosure. The Board tentatively decided that some general principles should be developed to precede the key disclosure areas.</p> <p>The Board tentatively decided that the key principles and key disclosure areas should be combined with relevant specified disclosures. Application of the principles and specified disclosures should be subject to materiality considerations.</p> <p>The Board decided that the methodology used should be flexible enough to accommodate the deletion for Tier 2 entities of disclosures required of Tier 1 entities and any future decisions by the Board to rewrite disclosure requirements for Tier 2 entities. The Board considered it was premature for it to determine how this would be achieved.</p> <p>The Board decided that, in future, an ED proposing RDR requirements for a new standard will be based on the final International Financial Reporting Standard, rather than the ED preceding the Standard.</p> <p>The Board decided to progress the RDR project as a joint project with the New Zealand Accounting Standards Board, noting the policy requirement of the Joint Statement of Intent: Single Economic Market Outcomes signed by the Prime Ministers of Australia and New Zealand.</p>
	<p><u>12.1</u> Memorandum from Vanessa Sealy-Fisher (NZASB) and Mark Shying dated 12 May 2015 re Reduced Disclosure Requirements</p> <p><u>12.2</u> AASB/NZASB staff issues paper: Reduced Disclosure Requirements – Proposed Principles</p> <p><u>12.3</u> AASB/NZASB staff issues paper: Reduced Disclosure Requirements – Method of Communicating RDR</p>