

Today's speakers



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What we will cover

Important fiduciary activities implementation considerations under GASB Statement No. 84, *Fiduciary Activities* (GASB 84) including:

- · Criteria used in determining fiduciary activities
- Impact on financial reporting including net position and flows statements
- · Custodial fund considerations
- · Recent GASB developments



Termino	logy	and	ahhre	eviations
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вта	Business-Type Activities	IG	GASB Implementation Guide
CU	Component Unit	NFP	Not-for-Profit Entity
DB	Defined Benefit	OPEB	Other Post Employment Benefits
DIR	Deferred Inflows of Resources	PG	Primary Government
DOR	Deferred Outflows of Resources	TQA	AICPA Technical Questions & Answers
FNP	Fiduciary Net Position		
GASB	Governmental Accounting Standards Board		

GASB 84 - Setting the Stage

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GASB 84

Effective for reporting periods beginning after December 15, 2018 (i.e., first effective for December 31, 2019, year ends!)

- Establishes criteria for *identifying* fiduciary activities and guidance on reporting those activities
- Establishing reporting standards for fiduciary activities
- Clarifies that stand-alone BTAs should report fiduciary activities

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GASB 84

- Changes the definition of a fiduciary activity this is a biggie!
- Provides in-depth framework to analyze various activities
- Changes how we think about fiduciary activities
- Provides reporting guidance for those activities that are considered fiduciary
- Redefines the various fiduciary fund types
- Changes terminology of AGENCY funds to CUSTODIAL funds
- Requires a statement of changes (flows statement) for all custodial funds
- Custodial funds no longer would necessarily be reporting liabilities equal to their assets

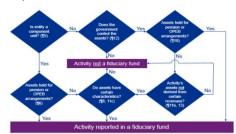


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Identifying Fiduciary Activities

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Fiduciary activities flowchart (paragraph references to GASB 84)



Path of fiduciary activities

Fiduciary
activities

Fiduciary
activities

Fiduciary
activities

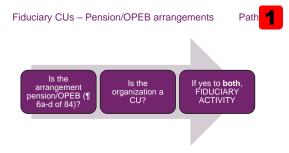
Other fiduciary
activities

Other fiduciary
activities

Other fiduciary
activities

Other fiduciary
activities

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Pension/OPEB arrangements

Pension/OPEB arrangements

Pension/OPEB administered through trusts

Irrevocable contributions
Plan assets dedicated to providing benefits

Plan assets legally protected from creditors

Component Unit Determination

Legally separate?

Voting majority?

Ves Financial benefit/burden OR Imposition of will will a component Unit Determination

Component Unit Determination

Legally separate?

Component Unit Determination

Component Unit Determination

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Component unit considerations

- GASB Statement No. 14, The Financial Reporting Entity, as amended (GASB 14)
- GASB 84
- Paragraph 7 financial burden
- IG 2019-2, Fiduciary Activities
- Exposure Draft, Implementation Guidance Update 2020 (Draft 2020 IG Update)



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We interrupt this programming for BREAKING NEWS...

Fiduciary CUs – Pension/OPEB arrangements Path	1	
Legally separate		
Pension/OPEB administered through trusts under GASB Statement No. 67. Figure in Properties for Page in Place (CASB Statement)	•	
No. 67, Financial Reporting for Pension Plans / GASB Statement No. 74, Financial Reporting for Postemployment Benefit Plans Other Than Pension Plans, <u>are legally separate</u>	•	
Applicable IG 2019-2 Questions: 4.1- 4.2		
Applicable to 2010 2 questione. 4.1 4.2		
	16	
16	•	
Fiduciary CUs – Pension/OPEB arrangements Path	1	_
Board Composition		
Retirement benefits administered through trusts may not have a traditional board.	_	
traditional board - What do you do if there is no board?		
Applicable IG 2019-2 Question: 4.5	•	
	17	
17		
Fiduciary CUs – Pension/OPEB arrangements Path	4	
Financial burden	•	
 PG considered to have financial burden if legally obligated or otherwise assumed obligation to make contributions to pension or OPEB plan 		
Applicable IG 2019-2 Question: 4.7	•	
	18	
18		

Fiduciary	CUs –	Pension/OPE	B arrangeme	nts

Path 1

Imposition of Will

- PG has ability to impose will if it can significantly influence programs, projects, activities or level of services performed or provided
- · Existence of any ONE of the following meets this criteria:
 - Ability to remove appointed members of the organization's governing board at will
 - o The ability to modify or approve the budget of the organization
 - o The ability to modify or approve rate or fee changes affecting revenues
 - $\circ\,$ The ability to veto, overrule or modify other decisions of the organization's governing body
 - The ability to appoint, hire, reassign or dismiss management of the organization

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Fiduciary CUs - Pension/OPEB arrangements



Fiscal Dependency

- Approve the organization's budget
- Approve organization's levy, rates, taxes or other charges; OR
- Approve organization's issuance of bonded debt

Draft 2020 IG Update Applicable Questions: 4.1 and 4.2

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Panel discussion – Can you discuss considerations for entities with December 31, 2019, year ends, given the breaking news discussed earlier on the potential change in treatment of defined contribution plans and the timing of GASB's related work?



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Fiduciary CUs – Pension/OPEB arrangements Path	
Example 1a: Single Employer DB Pension Plan	
• 5 member board	
- 3 serve ex-officio	
 1 elected by active plan members 	
1 elected by retired plan members	
Plan assets are held in a qualifying trust	
Employees and employer both contribute to the plan	
 No approval of the plan's budget or contribution requirements by the PG 	
22	
22	
_	
Fiduciary CUs – Pension/OPEB arrangements Path	
Example 1a: Single Employer DB Pension Plan	
Example 1a. Single Employer DB Pension Flan	
 Is this plan considered to be a CU? 	
 Legally separate? Yes 	
 Majority appointment? Yes – 3 out of 5 	
 Financial benefit/burden AND fiscal dependency 	
 Financial benefit/burden – Yes, employer makes contributions 	
Fiscal dependency - No	
Conclusion: Fiduciary activity	
22	
23	
Fiducian Clas Dancies/ODFD eventures	
Fiduciary CUs – Pension/OPEB arrangements Path	
Example 1b: Single Employer DB Pension Plan	
5 member board	
- 2 serve ex-officio	
 2 elected by active plan members 	
 1 elected by retired plan members 	
Plan assets are held in a qualifying trust	
Employees and employer both contribute to the plan	
No approval of the plan's budget or contribution requirements by	
the PG 24	
24	

Fiduciary CUs – Pension/OPEB arrangements Path	
Example 1b: Single Employer DB Pension Plan	
Is this plan considered to be a CU?	
Legally separate? Yes	
 Majority appointment? No – active/retired membership appoint majority 	
 Financial benefit/burden AND fiscal dependency 	
Financial benefit/burden – Yes, employer makes contributions	
Fiscal dependency - No Conclusion: Not a fiduciary activity; exclude from PG financial statements	
25	
25	
23	
_	
Fiduciary CUs – Pension/OPEB arrangements Path	
Example 2: Single Employer DB OPEB Plan	
Primary government established single employer DB	
OPEB plan for the benefit of their employees	
No specific board has been created oversee the plan	
Assets in qualifying trust held by 3 rd party	
 Employer makes contributions of 3% of payroll required by bargaining agreements 	
26	
26	
_	
Fiduciary CUs – Pension/OPEB arrangements Path	
Example 2: Single Employer DB OPEB Plan	
Is this plan considered to be a CU?	
- Legally separate? Yes	
 Majority appointment? No board – see IG 2019-2, Question 4.5 Financial benefit/burden 	
Financial benefit/burden – Yes, employer makes contributions	
Conclusion: Fiduciary activity	
27	
27	

	Fiduci	ary CUs – Pension/OPEB arrangements	Path 1	
		e 3: Cost-Sharing Pension Plan- participating er perspective		
	• Sta	te establishes a cost sharing DB pension plan for the b	penefit	
		Ill the governments within the State sets in qualifying trust; held by the cost-sharing pension	n nlan	
		n has an independent board, not appointed by the emp		
	 Boa 	ard alone has authority to establish budget, and determ	nine	
	con	tribution requirements.		
			28	
28				
	Fiduci	ary CUs – Pension/OPEB arrangements	Path	
	Exampl	e 3: Cost Sharing Pension Plan – participating employer		
		is plan considered to be a CU?		
		Legally separate? Yes		
		Majority appointment? No		
		Financial benefit/burden – Yes, employer makes contributions to	plan	
		Fiscal dependency – No, employer does not determine plan's bu	idget or	
		plan's contribution requirements onclusion: Not a fiduciary CU; not reported in the emplo	oyer's	
		financial statements	29	
29				
	Fiduci	ary CUs – Other CUs Path	h	
		CUs are fiduciary activities if they meet one of the follo		
	charac	teristics: Assets are administered through a trust		
		a) Government itself is not a beneficiary b) Assets are dedicated to providing benefits		
	2)	c) Assets are legally protected from creditors Assets are for the benefit of individuals		
	,	Government does not have administrative or direct financial involve with the assets		
	2)	Assets are not derived from the government's provision of goods or set those individuals	rvices to	
	3)	Assets are for the benefit of organizations or other governments a) Beneficiary is not part of the reporting entity		
		 Assets are not derived from the government's provision of goods or set those organizations or governments 	rvices to 30	

Identifying	fiduciary	activities
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Pension/OPEB plans not considered CUs

- Non CU pension and OPEB plans are considered fiduciary activities if both:
 - 1) Government entity controls the assets
 - Administered through a qualifying trust **or** held for entities that are not part of your reporting entity for pensions or OPEB outside of a trust

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Identifying fiduciary activities



Control is defined as EITHER:

Holding the asset

Ability to direct use, exchange or employment of assets, providing benefits to specified recipients

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Panel discussion – What does it mean to have the ability to direct the use, exchange or employment of assets?



Pension/OPEB plans not considered CUs Path 3		
Example 1 – Government holding OPEB assets for other local units		
Government "A" holds OPEB assets for the benefit of other local units. The assets are not held in a trust.		
Each government that has invested in the OPEB pool has created their own separate single employer OPEB plan		
Government "A" does not administer the plan provisions; when asked, they disburse funds back to the local unit for OPEB use		
Government "A" is not a CU of any of the local units		
	34	
34		
Pension/OPEB plans not considered CUs Path	3	
Example 1 – Government holding OPEB assets for other local units		
Is this a fiduciary activity from the perspective of Government "A"?		
 Control of the assets? Yes Administered through qualifying trust? No Held for entities not part of your reporting entity? Yes 		
Conclusion: Fiduciary Activity		
25	35	
35		
Denoise /ODED plane not considered Clie Deth	ī	
Pension/OPEB plans not considered CUs Path Example 2 – Government Sponsor of a OPEB Defined		
Contribution Plan The OPEB defined contribution plan does not meet the definition		
of a component unit		
 The OPEB plan is administered through a trust that meets the criteria in paragraph 3 of GASB 74 		
OPEB plan assets are held by a separate administrator		
 The sponsoring government selects a menu of investment options for the participants in the plan; participants must make 		
investment decisions	36	
36		

Pe	ension/OPEB plans not	considered CUs	Path 3		
		t Sponsor of a OPEB Defined bution Plan			
Is		he sponsoring government?			
•	Control of the assets? No Administered through qua Held for entities not part o	lifying trust? Yes			
	Conclusion: N	Not a Fiduciary Activity Applicable Question: 4.31			
			37		
37					
Ide	entifying fiduciary activ	ities Par	th 4		
	her Fiduciary Activities				
/	Must meet ALL of the following criteria: Assets controlled by government	Assets held in a qualifying trust in who beneficiary, legally protected and de providing benefits to recipients OR	nich gov't is not dicated to		
V	Assets not derived from own source revenues	Assets held for the benefit of individu government having administrative or involvement OR		-	
/	Assets not derived from government mandated or	Assets held for the benefit of outside part of the government's reporting en	e organizations not ntity		
	voluntary nonexchange transactions		38		
38					
Ide	entifying fiduciary activ	ities Pai	th 4	-	
•	Own-source reve	nue			
	 Defined as revenue entity itself. Include 	e generated by the governes changes or services, in	nment terest		
	earnings, income t	axes, property taxes, etc.			

Identify	ing fiduciary activities	Path 4	
	ninistrative or direct financial invo		
	lonitoring secondary recipients for compliance w pecific requirements	ith program-	
	etermining eligible secondary recipients or proje rantor-established criteria	ects, even if using	
	aving the ability to exercise discretion in how the located.	e funds are	
- F	inancing direct program costs or providing match	hing resources	
		40	
40			
Oth or fi	ali ratom ropati riatoro	Dath	
	duciary activities	Path 4	
	1 – Scholarship Funds		
• Libra for ta	ary was gifted \$10,000 to establish a sci alented students	holarship fund	
• Libra	ary holds the assets		-
 Libra inter 	ary is allowed to spend both the corpus est earnings, but restricted to scholarsh	plus the nips	
• Libra	ary chooses the scholarship recipient		
		41	
41			
41			
	duciary activities	Path 4	
Example	1 – Scholarship Funds		
	rol? Yes		
	derived from own source revenues? Yes		
	derived from government mandated or vexchange transactions? No	voluntary	
	Conclusion: Not fiduciary; report in g	jovernmental funds	
		42	
42			

0	other fiduciary activities	Path	4	
_	cample 2 – Tree fund	i dui		
	Government assesses a fee of \$500 per tree for each	ch tree		
	that developers remove from properties within their	311 1100		
	community. The government pays a local NFP conservancy			
•	organization \$500 for each tree they plant within the)		
	community; the funds come from the tree fund			
			43	-
43				
С	other fiduciary activities	Path	4	
E	xample 2 – Tree Fund			
_	Control? Yes			
	Not derived from own source revenues? No			
	Combined Not Education			
	Conclusion: Not fiduciary; report in govern or enterprise funds	imentai		
			44	
44				
_		Path	4	
	cample 3 – Payroll withholdings			
•	Government withholds federal, state and local taxes its employees' checks.	from		
	Those withheld funds sit in the payroll withholding fu	ınd as		
	a liability until paid.			
			45	
45				

0	ther fiduciary activities Path	4	
	cample 3 – Payroll withholdings		
	Control? Yes Not derived from own source revenues? Yes		
	Not derived from government mandated or voluntary		
	nonexchange transactions? Yes		
•	Held for whose benefit? The benefit of the government	t ,	
	Conclusion: Not fiduciary (IG 2019-2 Question 4.15); report in governmental or enterprise funds		
		46	
46			
	anel discussion – School districts tend to have several		
	udent activity funds; what recommendations do you have evaluating whether these are fiduciary activities or no		
		47	
47			
0	ther fiduciary activities Path	4	
	tample 4a – Band Boosters		
•	Band Boosters at a school holds several fundraising events during the year to fund band related activities		
	Band Boosters holds separate 501(c) 3 status		
•	Schools holds the funds for the band boosters, but not in	a	
	trust Band Booster is not part of the school's financial reporting	,	
	entity	•	
		48	
48			

(Other fiduciary activities	Path 4	
	Example 4a – Band Boosters		
	Control? Yes		
	Not derived from own source revenue? Yes		
	Not derived from government mandated or vo	luntary	
	nonexchange transactions? Yes		
	Key question – are the assets held for the be individuals or an organization?	nefit of	
		49	
49			
(Other fiduciary activities	Path 4	
	Held for the benefit of an individual or organiz	ation?	
	Assets are for the benefit of an organization if		
	 Benefits accrued to the organizations as an institution the individuals that constitute the organization 	rather than to	
	Organization must be LEGALLY SEPARATE		-
	If benefit to individual, administrative or direct finance		
	involvement is key question	Applicable IG 2019-2	
	 No similar requirement if benefit to organization 	Question: 4.16	
		50	
50			
(Other fiduciary activities	Path 4	
	Example 4a – Band Boosters	T dui	
	Control? Yes		
	Not derived from own source revenue? Yes		
•	Not derived from government mandated or voluntary transactions? Yes	nonexchange	
•	Held for individual or organization? Organization		
•	Is organization part of the school's financial reporting	entity? No	
	Conclusion: Fiduciary activity		
_		51	
51			

Ot	her fiduciary activities Path	4	
Exa	ample 4b – Math Club		
·	Math club at a school holds several fundraising events during the year to fund club activities		
	Math club is not a separate legal entity		
•	Schools holds the funds for the math club, but not in a trust		
•	Math club teacher advisor determines club spending during the year, approves all invoices for payment and has	3	
	the ability to modify or reject an invoice for payment	52	
52			
32			
Ot	her fiduciary activities Path	4	
E	xample 4b – Math Club		
•	Control? Yes		
•	Not derived from own source revenue? Yes		
•	Not derived from government mandated or voluntary nonexchange transactions? Yes		
•	Held for individual or organization? Individual		
•	Does the school have administrative or direct financial involvement? Yes		
	Conclusion: Governmental Fund	53	
53			
33			
Ot	her fiduciary activities Path	4	
	ample 5 – Yearbook Club		
•	Students at a school formed a yearbook club		
	Club has fundraising activities to generate revenue to		
	produce the yearbook annually		
•	School matches every dollar raised by the yearbook club		
•	School holds the assets on behalf of the club, but not in a trust		
•	Club is not a legally separate entity	54	
54			

Other Fiduciary Activities	Path 4	
Example 5 – Yearbook Club		
Control? Yes		
Not derived from own source revenue? Yes		
 Not derived from government mandated or volu nonexchange transactions? Yes 	intary	
Held for individual or organization? Individual		
 Does the school have administrative or <u>direct finity involvement?</u> 	<u>nancial</u>	
Conclusion: Governme Applicable IG 2019-2 Qu	action: 4.26	
	55	
55		
Other Fiduciary Activities	Path 4	
Example 6 – County administered investment pool		
Example 6 – County auministered investment poor		
 County administered an investment pool for of government within the county. 	the local units	
 Investments are not held in a trust 		
· investments are not neighbor a trust		
	56	
56		
Other Fiduciary Activities	Path 4	
Example 6 – County administered investment pool	T dill	
Control? Yes		
Not derived from own source revenue? Yes		
Not derived from government mandated or v	voluntary	
nonexchange transactions? Yes		
 Held for individual or organization? Organization? 	zation	
Conclusion: Fiduciary Activity		
	57	
57		

Identifying	fiduciary	activities
IUCI IIII YII IQ	iluuciai y	activities

	Fiduciary	NOT Fiduciary
Payroll clearing accounts		X
Performance deposits		X
Single employer DB pension plans	X	X
Retainages		X
Seized cash/assets prior to adjudication	X	X
Inmate commissary accounts	X	
Property taxes collected for other local units of government	X	
Property tax administration fees		X

Identifying fiduciary activities

Need to continue to monitor the developments happening with defined contribution plans....

- 457 plans
- 403b plans
- 401a plans



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Panel discussion – Where do expect to see the most change related to GASB 84 with your client base?



Materiality considerations

AICPA TQA on materiality issued in December 2019

- Q&A Section 6950.23-24
- <u>Auditor Assessment of a Special-Purpose</u>
 <u>Government's Only Immaterial Fiduciary Fund</u>

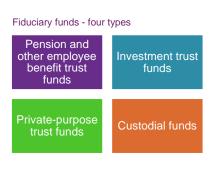
Addresses auditor's consideration of materiality when a BTA elects not to present the only identified fiduciary fund in the financial statements because it considers it to be immaterial

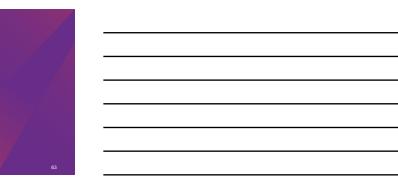


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Reporting Fiduciary Activities

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Fiduciary Funds – four types

Pension and OPEB Trust Funds

Report Pension and OPEB plan activity administered through resources held in fusure for linvestment pools

Private-purpose Trust Funds

Private-purpose Trust Funds

Private-purpose Trust Funds

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Financial statement reporting

- Current reporting for Agency Funds
- Assets/Liabilities
- Assets = Liabilities
- Reporting for custodial funds under GASB 84
- Assets/DOR/Liabilities/DIR/Net Position
- Additions/Deductions
- Assets + DOR Liabilities DIR = Net Position



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GASB 84 - Required financial statements

	Pension and OPEB Trust Funds	Investment Trust Funds	Private purpose Trust Funds	Custodial Funds
Statement of FNP	Assets DOR Liabilities DIR FNP	Assets DOR Liabilities DIR FNP	Assets DOR Liabilities DIR FNP	Assets DOR Liabilities DIR FNP
Statement of Changes in FNP	Additions Deductions	AdditionsDeductions	Additions Deductions	Additions Deductions

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GASB 84: Reporting nuances

Business-Type
Activities

- 3-month exception

- Aggregation for transactions held <3 months

- Uabilities no longer always automatically equal assets - Liabilities to beneficiaries - when event occurs to compel the government to disburse resources

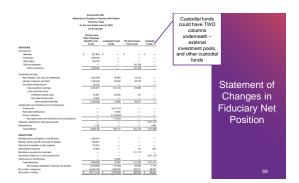
- Demand made OR
- No further action, approval or condition required by beneficiary

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	Government All			
Stur	terment of Fishaciany No	et Position		
	Fiduciary Funds			
	June 30, 20X2			
	(in thousands)			
	Persion (and Other Employee Berefit) Trust Funds	Investment Trust Funds	Private Purpose Trust Funds	Custodial Funds
ASSETS				
Cash and cash equivalents	\$ 184,351	8 840,693	8 104,747	\$ 59,196
Receivables:				
Employee	2,123	_	_	_
Errejoyer	83.004	_	_	_
Taxes for other governments	_	_	_	206,937
Interest and dividends	175,402	12,186	_	_
Sale of investments	30,879			_
Total receivables	291.408	12,186		209.937
Investments at fair value:				
Short-term investments	2,266,960	241.645	61.591	_
Bonds, notes, mortgages, and preferred stock	14,115,391	804,575	187,650	_
Common stock	20.342.440	_	520,195	
Real exists	3,406,145	-		-
International investments	1,723,961	_		_
Mount funds	72.315	178.049	_	_
Pooled investment funds	23.120	_	_	_
Total investments	#1,954,330	1,224,267	769.637	
Securities lending collateral	1.740.544			=
Other essets	13.519	181	81.157	261
Total assets	64,190,112	2,077,307	999,341	285,494
LIABBUTTER				
Accounts payable and other liabilities	100 845	1 361	61.447	1,451
Due to local programments				154.201
Obligations under securities lending	1.345.544			
Other long-term balrifiles	1.617		7.470	
Total lubrities	1,479,007	1,361	69.317	165,652
NET POSITION				
Reprinted for				
Pennings	29 897 802	_	_	_
Posterolographi benefits other than persions	12 813 343			_
Post participants	12,910,040	2.075.040		
Pool participants. Individuals, organizations, and other governments.	_	2,075,946	885.024	99.842
Total net position	A 42.711.145	S 2.075.545	A AM1 (174	8 99.842

Fiduciary Fund Statement of Net Position

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Implementation Is Here – What Should You be Doing?

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Key takeaways

- Activities that previously were fiduciary could now be governmental or proprietary
- Activities that previously were governmental or proprietary could now meet the definition of a fiduciary activity
- Some activities may come out of the government's financial statements
- Some activities never reported previously may now come in
 Financial systems will need to change
- Tracking of additions and deductions within custodial funds.
 Consider changes in activity classifications
- Budgetary impacts
 Impact on internal controls
- BTA-only reporters that now have to report fiduciary funds

This standard could have considerable impact that you need to understand!

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Key takeaways

- Read GASB 84 and the related GASB IGs
- Monitor the status of the GASB's considerations around defined contribution plans
- Identify population of activities that require analysis under GASB 84

 Start with last year's financial statements to identify potential fiduciary activities

 Analyze activities under GASB 84 guidance; make a determination as to
- whether or not they are fiduciary funds
- Identify items currently in a fiduciary fund that no longer will meet the definition of fiduciary
- Identify items NOT currently in fiduciary funds that will meet the definition going forward
- Identify and implement changes in the financial system
 New accounts needed to track activities differently

 - New accounts for additions/deletions for custodial funds Impact on budgeting (movement in/out of governmental funds)

Biggest	imp	lement	ation	tip
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Panel discussion – What do you generally see your clients struggling with as it relates to implementing GASB 84? Any advice for how to overcome those challenges?



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