

The Honorable Eric R. Papenfuse, Mayor  
and Honorable Members of City Council  
City of Harrisburg, Pennsylvania

In planning and performing our audit of the financial statements of the governmental activities, the business-type activities, the aggregate discretely presented component units, each major fund, and the aggregate remaining fund information of the City of Harrisburg (City) as of and for the year ended December 31, 2016, in accordance with auditing standards generally accepted in the United States of America, we considered the City's internal control over financial reporting (internal control) as a basis for designing audit procedures that are appropriate in the circumstances for the purpose of expressing our opinions on the financial statements, but not for the purpose of expressing an opinion on the effectiveness of the City's internal control. Accordingly, we do not express an opinion on the effectiveness of the City's internal control.

We reported on internal controls and their operation to the management of the City in the Independent Auditor's Report on Internal Control over Financial Reporting and on Compliance and Other Matters Based on an Audit of Financial Statements Performed in Accordance with *Government Auditing Standards* dated September 25, 2017, and in the Independent Auditor's Report on Compliance for the Major Program and on Internal Control over Compliance Required by the Uniform Guidance dated September 25, 2017. However, during our audit we became aware of several other matters that are opportunities for strengthening internal controls and operating efficiencies. The memorandum that accompanies this letter summarizes our comments and suggestions regarding these matters. This letter does not affect our report dated September 25, 2017 on the financial statements of the City.

The City's written responses to the internal control issues identified in our audit have not been subjected to the auditing procedures applied in the audit of the financial statements and, accordingly, we express no opinion on them.

We have already discussed these comments and suggestions with various City personnel. We will be pleased to discuss them in further detail at your convenience, to perform any additional study of these matters, or to assist you in implementing the recommendations.

This communication is intended solely for the information and use of the audit committee, management, the Honorable Mayor, Members of City Council, and others within the City, and is not intended to be, and should not be, used by anyone other than these specified parties.

*Maher Duessel*

Harrisburg, Pennsylvania  
September 25, 2017

## **ACCOUNTING FOR ANCILLARY COSTS ASSOCIATED WITH CAPITAL ASSETS CONSTRUCTED BY THE CITY**

As previously noted in the December 31, 2005 through December 31, 2015 audits, Governmental Accounting Standards Board (GASB) Statement No. 34 requires that the City track all capital assets, including infrastructure assets (roads, bridges, traffic signals, etc.). In addition to the hard cost of materials used for the construction of capital assets, the City is to capitalize any internal costs necessary to place the capital asset into its intended use. Therefore, should the City construct capital assets, the cost of labor, benefits, etc., should be included in the capitalized cost of the capital asset. We recommend that the City develop a policy to assist in capturing the ancillary costs for all capital assets constructed or put into place by the City.

**Management's Response:** The City concurs and will endeavor, as staffing resources allow, to develop and implement appropriate procedures needed to capture and capitalize such costs.

## **INVENTORYING CAPITAL ASSETS**

As previously noted in the December 31, 2007 through December 31, 2015 audits, no physical inventory has been taken since 2005. In that year, the accounting department provided each department head with a list of capital assets for their department. The department heads were to review the list for any obsolete assets or assets that were disposed. Further, when infrastructure capital assets are replaced, the replaced assets are not being removed from the capital asset inventory unless the department head completes a disposal form.

In addition, the Accounting Manager is responsible for entering all capital asset additions into the Capital Assets System based on expenditures/expenses recorded in the capital expenditure accounts for the various funds. There is no review or reconciliation of the amounts entered into the Capital Asset System by anyone other than the Accounting Manager.

We recommend that the City inventory its capital assets on an annual basis so that disposals and additions are properly accounted for. The capital assets per the books should reconcile to the inventory of capital assets held by the City's departments. Additionally, the capital asset inventory should periodically be compared to insurance policies, to verify the completeness of the inventory. Finally, we recommend that someone other than the Accounting Manager review the information entered into the Capital Assets System for accuracy.

**Management's Response:** The City concurs and will endeavor, when staffing and resources allow, to develop and implement appropriate procedures in order to inventory its capital assets periodically, so that additions, transfers, and disposals are properly documented and accounted for. The City hopes to begin this process in 2017, using the Park Maintenance Bureau as a pilot program.

## **DEVELOPING FORMAL PROGRAM AND SYSTEM CHANGE CONTROL POLICIES AND PROCEDURES**

As previously noted in the December 31, 2005 through December 31, 2015 audits, Bureau of Information Technology (IT) performs program development, operating system maintenance, and application software maintenance on the City's information technology systems. IT management maintains close oversight over the change control process, but more formalized documentation is recommended to reduce the risk

of unauthorized changes being made to the City's information technology systems. The risk of unauthorized changes being made to information technology systems and programs could result in processing errors and system down-time. We recommend that a comprehensive written policy be developed that outlines all the procedures and documentation required for changes to the City's information technology systems and programs. The policy should follow the system development life cycle methodology to include the following:

- Preparation of written requests.
- Approval of the request by management.
- Required documentation standards.
- Testing of the changes, follow-up of discrepancies, and participation and approval by users.
- Procedures for integrating the changes into the production environment from a separate test environment.

**Management's Response:** The City concurs with the recommendation and will implement a change control process. The process will include written requests from the owner and an approval process of the request by management. As part of the development process, documentation will be required, as well as a formal testing process, with follow-up for defects and discrepancies. The City will institute a deployment process, which will include the procedures for implementing in the production environment. This is a major shift in the legacy operation of the City and its IT department. The City anticipates that this can be done with a combination of internal and vendor staff, and will require support from our leaders to change the common process in use today. It may require external resources, which will likely require approved budgetary funding. The City anticipates a plan for this to be completed by the second quarter of 2018 and implementation of the components of that plan to be completed by the fourth quarter of 2018.

#### **DEVELOPING A POLICY FOR MONITORING NETWORK ACTIVITY**

As previously noted in the December 31, 2005 through December 31, 2015 audits, IT is responsible for monitoring network activity and responding to potentially suspicious activity occurring within the network. There is currently no Intrusion Detection System that would allow monitoring of both internal and external traffic on a real-time basis. IT would not know if the network is being used maliciously until after a security breach has occurred. We recommend that an Intrusion Detection System be installed to monitor network activity.

**Management's Response:** The City concurs with the recommendation. While the City will be able to author a policy for monitoring network activity, the implementation of the policy will need to leverage external expertise and best practices. The City recommends the use of a third-party tool for monitoring of network activity, along with an internal or external resource for identification and investigation of suspicious activity. The City does not currently license a monitoring tool, nor currently has an internal resource that is trained in the area of security monitoring and investigation. The City recommends that a cost analysis be performed to determine the investment needed to implement this recommendation. This analysis can be documented by the third quarter of 2018.

#### **PROVIDING COMPUTER EMPLOYEE TRAINING**

As previously noted in the December 31, 2005 through December 31, 2015 audits, there is currently limited training scheduled for IT employees. It is extremely important for IT staff to be trained on the hardware and software changes occurring in the City's computer environment. If the IT staff is not trained

properly, this could result in vulnerabilities, poor employee performance, and down-time. We recommend that a training schedule be established for all IT staff as the budget permits.

**Management's Response:** The City concurs with the recommendation. The City will evaluate the current skills of the information technology employees against the current and future needs of the department. These will include technical skills, as well as "soft skills", for each role. The City will document the gaps in skills for the employees, as well as options for training. Training options will include both on-line and classroom based. The training assessment and recommendation document can be completed by the third quarter of 2018. As identified in the recommendation, the training schedule and implementation of the training plan will be dependent on funds available in the budget.

### **DEVELOPING A TECHNOLOGY DISASTER RECOVERY PLAN – NETWORK SERVERS**

As previously noted in the December 31, 2010 through December 31, 2015 audits, an information technology disaster recovery plan describes the procedures necessary to recover from an abnormal disruption in computerized operations. The objectives of disaster recovery are: to ensure that the City's information technology personnel are sufficiently prepared and trained in the event of a disaster; to minimize the effects upon the City's other operations; and to establish an alternate means of restoring normal information technology operations within a short period of time. The scope of a disaster recovery plan should cover the following issues:

- Identification of critical information technology systems relevant to the daily operations of the City
- An assessment of the vulnerability and security of each critical information technology system
- Disaster declaration and notification procedures and assignment of responsibilities to personnel
- Procedures for restoration of critical information technology systems
- Back-up and storage procedures for critical information technology systems
- Any required testing of the plan's disaster recovery procedures to ensure that the plan will function as intended
- An inventory of all critical information technology assets
- A list of employee and vendor contacts

There is no written disaster recovery plan for the City's network servers. In addition, although a written disaster recovery plan exists for the City's mainframe computer systems, the plan has not been tested since November 2009. In addition, in January 2012, the City terminated its "Hot Site" contract which provided a disaster recovery site along with a set amount of time each year to test the mainframe recovery. Even though the contract was terminated, a recovery site is still available to the City, but arrangements would need to be made to utilize the site each time an event occurs.

We recommend that the City prepare a written disaster recovery plan that covers the network servers under the City's control and that the plan for both systems be tested periodically.

**Management's Response:** The City concurs with the auditor's comments and recommendations. Due to the City's severe financial distressed status under provisions of Act 47, the original Act 47 Coordinator's Financial Recover Plan filed in 2011 called for the City to discontinue its contract with its Mainframe disaster recovery services provider and related off-site back-up and storage arrangements until further notice. As such, funding allocated in the 2011 Budget for this purpose was not utilized. Consequently, no funding was requested, nor provided, for the Information Technology Network subsequent to 2011.

The City plans to engage an external Data Center entity to provide redundancy of our existing Data Center. We anticipate that a plan to provide redundancy to be completed by the end of the second quarter of 2018, and full redundancy completed by the end of 2018. We further plan to work with the Data Center entity to relocate our existing Data Center to another location that would be outside of a flood plain and provide world-class services that would help to ensure virtually no downtime to the City's infrastructure and systems by the end of 2019. The implementation of these plans will depend on available funds within the budget.

### **REVIEWING SERVICE ORGANIZATION REPORTS**

As previously noted in the December 31, 2013 through December 31, 2015 audits, the City has a service organization (EZ Pay) that processes receipts on behalf of the City for online and telephone payments. Service organizations may have a Statement on Standards for Attestation Engagements (SSAE) No. 16 report prepared annually. This is a report that provides an evaluation of the organization's internal control over the processing of transactions. In order to monitor the City's service organization, we recommend that the City request and review the SSAE No. 16 report on an annual basis and take appropriate action based on the report's findings, if any.

**Management's Response:** The City concurs and will take the appropriate actions in order to address as is necessary.

### **CONVERTING VACATION CARRYOVER BALANCES FOR FIREFIGHTERS**

As previously noted in the December 31, 2014 and December 31, 2015 audits, based on the City's vacation policy for firefighters, at year-end, accrued vacation is to be converted to holiday pay. During our testing of compensated absences, it was noted that eight firefighters had accrued vacation balances at December 31, 2016 that had not been converted to holiday time. In order to ensure that compensated absences are properly reflected for firefighters, we recommend that the City follow its policy as it relates to accrued vacation for firefighters.

**Management's Response:** In 2014, the vacation leave earning rates for new hires changed from 12 to 8 days, with the implementation of the amendments to the Collective Bargaining Agreement approved in late 2013. However, the leave system calculation program continued to credit the new hires with the prior earning rate. Upon discovering this error, the City was unable to convert the vacation carryover balances until IT was able to make adjustments to the program. Due to lack of appropriate IT staff with knowledge of the legacy business logic, the adjustments were not able to be completed until July of 2017.

### **ESTABLISHING PROPER CUT-OFF PROCEDURES**

As previously noted in the December 31, 2014 and December 31, 2015 audits, expenditures/expenses and related liabilities should be recorded in the period for which they are incurred. During our testing of subsequent disbursements, we noted two disbursements for real estate tax payments related to 2014 and 2015. It was determined, during the year ended December 31, 2016, that the taxes were required to be paid. As a result, accounts payable and expenditures were understated by \$105,644 in the Neighborhood Services Fund for the year ended December 31, 2016. We recommend that the City review its cut-off procedures and ensure that the policies are followed consistently.

**Management's Response:** The City concurs with this recommendation. The Accounting Manager initially looked upon these property taxes as potentially becoming waived based on the City's classification as an exempt entity, and also that a resulting liability would not materialize until becoming reimbursable to the landlord at the time of his payment of these taxes on this property accommodating the City's public works complex. A better understanding of the propriety for this liability as recorded account payable at year-end has been achieved.

#### **ESTABLISHING AN IMPROVEMENTS FUND**

As previously noted in the December 31, 2014 and December 31, 2015 audits, per the acquisition agreement with Senators Partners, LLC, the City is required to establish an Improvements Fund on or before December 1, 2013. On or before December 1, 2013 and on or before December 1 of each calendar year thereafter, the City is to deposit \$25,000 into the Improvements Fund. The Improvements Fund is to be created to ensure that a threshold amount of funds are available to pay for capital improvements for the premises or the stadium. The Improvements Fund was not created as of December 1, 2013 and was not funded during the years ended December 31, 2014, 2015, or 2016. We recommend that the City review the terms of the acquisition agreement regarding the establishment of the Improvements Fund and fund the Improvements Fund as required in the agreement.

**Management's Response:** A City-led legal review which began in 2014 has been completed and the City will comply, commencing with fiscal year 2017.

#### **OBTAINING A SECOND SIGNATURE ON CHECKS**

As previously noted in the December 31, 2015 audit, checks issued by the City are first signed by the Controller and are then forwarded to the Treasurer for second signature. During our testing of cash disbursements, we noted that four of the 32 checks selected for testing did not contain the Treasurer's signature. We recommend that the City follow its policy to ensure that all checks contain two signatures prior to being released to the payee.

**Management's Response:** The City again concurs with this recommendation as the Accounting Manager will further instruct accounts payable staff to confirm that two signatures are present prior to check release. The Accounting Manager will also request the same verification procedure to be performed by the City Treasurer's office prior to the deposit of disbursement checks payable to City Treasurer.

#### **ESTABLISHING REVIEW PROCEDURES FOR SANITATION AND DISPOSAL BILLINGS AND CUSTOMER ACCOUNT ADJUSTMENTS**

During the year ended December 31, 2015, the City hired a Sanitation Billing and Enforcement Coordinator (Coordinator) to manage the billing functions for Sanitation and Disposal. Also during the year ended December 31, 2015, the City purchased new trash and recycling containers and distributed those containers to residential and commercial customers. Billings were changed to a per container basis and will vary based on the frequency of trash pick-up. The Coordinator is responsible for creating new customer accounts, maintaining documentation of the number of containers issued to each customer, updating customer accounts for any changes to the number of containers or the frequency of pick-up, and reviewing the monthly billings reports. Currently, there are no procedures in place for review of the tasks performed by the Coordinator. In addition, there are no procedures in place for follow-up on

delinquent accounts. We recommend that procedures be implemented for review of the tasks performed by the Coordinator and that procedures be implemented to follow up on delinquent accounts.

**Management's Response:** The City concurs with this recommendation and will attempt to implement for future effectiveness.

## **RECONCILING SHARED SERVICES REVENUE AND EXPENSE AND INVOICING OTHER POST-EMPLOYMENT EXPENSES FOR WATER AND SEWER RETIREES**

The City incurred certain revenues and expenditures under the Shared Service Agreement and the Transition Agreement with Capital Region Water (CRW). We noted the following items:

- Per the shared services agreement, within 60 days after the end of each term, the parties are required to reconcile the actual costs for providing services to CRW to the costs in the budget provided pursuant to the shared services schedule. The City and CRW are to then reduce or increase the payments for the services based on actual costs. The City and CRW continue to negotiate the actual costs related to these shares services; however, no such reconciliation occurred for costs incurred during the year ended December 31, 2016 within 60 days of year-end.
- Per the shared services agreement, budgeted expenditures are to be invoiced in advance for the month in which they are incurred; time and material expenditures are to be invoiced after costs are incurred; and other expenses are to be invoiced monthly. During testing of the shared services revenue and expenditures, it was noted that invoices to CRW for street sweeping services were not invoiced timely for the year ended December 31, 2016.
- Per the transition agreement, CRW assumed responsibility for all costs for other post-employment benefit costs for Water and Sewer retirees. Costs are to be invoiced by the City to CRW on a monthly basis and paid within 30 days of receipt of the invoice. During our testing of other post-employment benefit costs, it was noted that invoices to CRW for costs incurred for the years ended December 31, 2014 and 2015, and January through November 2016, were not invoiced until December 2016.

We recommend that the City review the Shared Services Agreement and Transition Agreement and ensure that all items in the agreements are being followed.

**Management's Response:** The City will endeavor to implement suggest recommendations; however, in retrospect, the agreement was a hastily written and poorly articulated document which did not anticipate certain administrative, logistical, financial, and compliance realities of effectuation and its fundamental defects prevent the actualization of the deadlines as delineated.

## **ESTABLISHING A POLICY TO DELETE OLD USERS FROM CITY SYSTEMS**

When an employee separates from the City, IT is notified by Human Resources (HR) and IT changes the employee's password to prevent further access to all City systems. The employee's user ID is not removed until one year later in order to maintain access to the employee's email. During our review of users, it was noted that the user ID for an employee who separated from the City over three years ago was still active in the system. There is no written policy regarding inactivating an employee user ID after one year. We recommend that the City establish a policy for inactivating employee user IDs.

**Management's Response:** The City plans to have a documented policy in place by the end of 2017. The City would then begin a quarterly review of all existing users, to ensure that all old users are removed during that review, if they haven't been already. We plan to begin the reviews during the first quarter of 2018, and thereafter quarterly.

#### **COMPLETING LEAVE REQUEST SHEETS**

Leave request sheets are to be completed by all employees and approved by the employee's supervisor. During our testing of payroll procedures, we noted that an employee's time card contained eight hours of vacation time, but no leave request sheet had been completed. We recommend that the City follow its policy of requiring leave request sheets to ensure that all leave hours are appropriately approved.

**Management's Response:** The City concurs.

#### **CALCULATING THE MINIMUM MUNICIPAL OBLIGATION FOR THE NON-UNIFORM EMPLOYEES' PENSION PLAN**

The 2016 Minimum Municipal Obligation (MMO) for the Non-uniformed Employees', Firefighters', and Police pension plans is calculated based on 2015 projected payroll amounts. During our testing of the pensions and review of the 2016 MMO, it was noted that 2015 projected payroll for the Non-uniformed Employees' plan omitted salaries for certain management employees. The omission did not affect the amount of the MMO for the Non-uniformed Employees' plan. In order to ensure that the MMO is calculated correctly, we recommend that the City implement procedures to ensure that all salaries are included in the calculation.

**Management's Response:** The City concurs and has implemented proper documentation so if there is another unplanned personnel transition which occurs within the Bureau of Financial Management, the new employee is aware of the basis for performing the required calculations.

#### **OBTAINING REQUIRED SIGNATURES ON MANUAL CHECKS**

The City maintains manual checkbooks for the Central Depository, Fire Escrow, and Payroll accounts. These checkbooks are in the custody of the Treasurer's office. Currently, the Treasurer is the only signer for the Central Depository and Fire Escrow accounts. Per Section 1704(a) of the City Code, the City Controller is to countersign all documents authorizing payment of moneys out of the City treasury when satisfied of the legality of the payment. We recommend that the City comply with the City Code and add the Controller as an authorized signer on the Central Depository and Fire Escrow accounts, and that the Controller's office review, approve, and sign all checks written from these accounts.

**Management's Response:** The City has collectively and thoroughly discussed this recommendation among the Bureau of Financial Management, the Office of the City Treasurer, and the Office of the City Controller and will continue to consider a furthering of related internal control.

#### **IMPLEMENTING PROCUREMENT POLICIES**

The Office of Management and Budget (OMB) has issued the Uniform Guidance, which includes a revision of procurement standards related to property and services charged to federal awards. The OMB is allowing a grace period of three fiscal years to implement the procurement standards. The City will be



subject to the procurement standards starting with the fiscal year beginning January 1, 2018. The procurement standards include general standards related to policies and procedures and five methods of procurement. We recommend that the City review the guidance available on the OMB website as soon as possible to ensure compliance with the procurement standards.

**Management's Response:** The City is aware of the new Uniform Guidance, and the Procurement Manager has already reviewed the new guidelines and will take any necessary steps to modify current City purchasing policies and procedures in order to achieve timely compliance.

***GASB STATEMENT NO. 74, "FINANCIAL REPORTING FOR POSTEMPLOYMENT BENEFIT PLANS OTHER THAN PENSION PLANS"***

The objective of this Statement is to improve the usefulness of information about postemployment benefits other than pensions (other postemployment benefits or OPEB) included in the general purpose external financial reports of state and local governmental OPEB plans for making decisions and assessing accountability. This Statement results from a comprehensive review of the effectiveness of existing standards of accounting and financial reporting for all postemployment benefits (pensions and OPEB) with regard to providing decision-useful information, supporting assessments of accountability and interperiod equity, and creating additional transparency.

This Statement replaces Statements No. 43, "*Financial Reporting for Postemployment Benefit Plans Other Than Pension Plans*," as amended, and No. 57, "*OPEB Measurements by Agent Employers and Agent Multiple-Employer Plans*." It also includes requirements for defined contribution OPEB plans that replace the requirements for those OPEB plans in Statement No. 25, "*Financial Reporting for Defined Benefit Pension Plans and Note Disclosures for Defined Contribution Plans*," as amended, Statement No. 43, and Statement No. 50, "*Pension Disclosures*."

Statement No. 75, "*Accounting and Financial Reporting for Postemployment Benefits Other Than Pensions*," establishes new accounting and financial reporting requirements for governments whose employees are provided with OPEB, as well as for certain nonemployer governments that have a legal obligation to provide financial support for OPEB provided to the employees of other entities.

The scope of this Statement includes OPEB plans—defined benefit and defined contribution—administered through trusts that meet the following criteria:

- Contributions from employers and nonemployer contributing entities to the OPEB plan and earnings on those contributions are irrevocable.
- OPEB plan assets are dedicated to providing OPEB to plan members in accordance with the benefit terms.
- OPEB plan assets are legally protected from the creditors of employers, nonemployer contributing entities, and the OPEB plan administrator. If the plan is a defined benefit OPEB plan, plan assets also are legally protected from creditors of the plan members.

This Statement also includes requirements to address financial reporting for assets accumulated for purposes of providing defined benefit OPEB through OPEB plans that are not administered through trusts that meet the specified criteria.

This Statement is effective for financial statements for fiscal years beginning after June 15, 2016. Earlier application is encouraged.

**GASB STATEMENT NO. 75, “ACCOUNTING AND FINANCIAL REPORTING FOR POSTEMPLOYMENT BENEFITS OTHER THAN PENSIONS”**

The primary objective of this Statement is to improve accounting and financial reporting by state and local governments for postemployment benefits other than pensions (other postemployment benefits or OPEB). It also improves information provided by state and local governmental employers about financial support for OPEB that is provided by other entities. This Statement results from a comprehensive review of the effectiveness of existing standards of accounting and financial reporting for all postemployment benefits (pensions and OPEB) with regard to providing decision-useful information, supporting assessments of accountability and interperiod equity, and creating additional transparency.

This Statement replaces the requirements of Statements No. 45, “*Accounting and Financial Reporting by Employers for Postemployment Benefits Other Than Pensions*,” as amended, and No. 57, “*OPEB Measurements by Agent Employers and Agent Multiple-Employer Plans*,” for OPEB. Statement No. 74, “*Financial Reporting for Postemployment Benefit Plans Other Than Pension Plans*,” establishes new accounting and financial reporting requirements for OPEB plans. The scope of this Statement addresses accounting and financial reporting for OPEB that is provided to the employees of state and local governmental employers. This Statement establishes standards for recognizing and measuring liabilities, deferred outflows of resources, deferred inflows of resources, and expense/expenditures. For defined benefit OPEB, this Statement identifies the methods and assumptions that are required to be used to project benefit payments, discount projected benefit payments to their actuarial present value, and attribute that present value to periods of employee service. Note disclosure and required supplementary information requirements about defined benefit OPEB also are addressed.

In addition, this Statement details the recognition and disclosure requirements for employers with payables to defined benefit OPEB plans that are administered through trusts that meet the specified criteria and for employers whose employees are provided with defined contribution OPEB. This Statement also addresses certain circumstances in which a nonemployer entity provides financial support for OPEB of employees of another entity. In this Statement, distinctions are made regarding the particular requirements depending upon whether the OPEB plans through which the benefits are provided are administered through trusts that meet the following criteria:

- Contributions from employers and nonemployer contributing entities to the OPEB plan and earnings on those contributions are irrevocable.
- OPEB plan assets are dedicated to providing OPEB to plan members in accordance with the benefit terms.
- OPEB plan assets are legally protected from the creditors of employers, nonemployer contributing entities, the OPEB plan administrator, and the plan members.

This Statement is effective for fiscal years beginning after June 15, 2017. Earlier application is encouraged.

**GASB STATEMENT NO. 80, “BLENDNG REQUIREMENTS FOR CERTAIN COMPONENT UNITS – AN AMENDMENT OF GASB STATEMENT NO. 14”**

The objective of this Statement is to improve financial reporting by clarifying the financial statement presentation requirements for certain component units. This Statement amends the blending requirements established in paragraph 53 of Statement No. 14, “*The Financial Reporting Entity*,” as amended.

This Statement amends the blending requirements for the financial statement presentation of component units of all state and local governments. The additional criterion requires blending of a component unit incorporated as a not-for-profit corporation in which the primary government is the sole corporate member. The additional criterion does not apply to component units included in the financial reporting entity pursuant to the provisions of Statement No. 39, “*Determining Whether Certain Organizations Are Component Units*.”

The requirements of this Statement are effective for reporting periods beginning after June 15, 2016. Earlier application is encouraged.

**GASB STATEMENT NO. 81, “IRREVOCABLE SPLIT-INTEREST AGREEMENTS”**

The objective of this Statement is to improve accounting and financial reporting for irrevocable split-interest agreements by providing recognition and measurement guidance for situations in which a government is a beneficiary of the agreement.

Split-interest agreements are a type of giving agreement used by donors to provide resources to two or more beneficiaries, including governments. Split-interest agreements can be created through trusts—or other legally enforceable agreements with characteristics that are equivalent to split-interest agreements—in which a donor transfers resources to an intermediary to hold and administer for the benefit of a government and at least one other beneficiary. Examples of these types of agreements include charitable lead trusts, charitable remainder trusts, and life-interests in real estate.

This Statement requires that a government that receives resources pursuant to an irrevocable split-interest agreement recognize assets, liabilities, and deferred inflows of resources at the inception of the agreement. Furthermore, this Statement requires that a government recognize assets representing its beneficial interests in irrevocable split-interest agreements that are administered by a third party, if the government controls the present service capacity of the beneficial interests. This Statement requires that a government recognize revenue when the resources become applicable to the reporting period.

The requirements of this Statement are effective for financial statements for periods beginning after December 15, 2016, and should be applied retroactively. Earlier application is encouraged.

**GASB STATEMENT NO. 82, “PENSION ISSUES – AN AMENDMENT OF GASB STATEMENTS NO. 67, NO. 68, AND NO. 73”**

The objective of this Statement is to address certain issues that have been raised with respect to Statements No. 67, “*Financial Reporting for Pension Plans*,” No. 68, “*Accounting and Financial Reporting for Pensions*,” and No. 73, “*Accounting and Financial Reporting for Pensions and Related Assets That Are Not within the Scope of GASB Statement 68, and Amendments to Certain Provisions of GASB Statements 67 and 68*.” Specifically, this Statement addresses issues regarding: (1) the presentation of payroll-related measures in required supplementary information, (2) the selection of assumptions and

the treatment of deviations from the guidance in an Actuarial Standard of Practice for financial reporting purposes, and (3) the classification of payments made by employers to satisfy employee (plan member) contribution requirements.

Prior to the issuance of Statement No. 82, Statement Nos. 67 and 68 required presentation of covered-employee payroll, which is the payroll of employees that are provided with pensions through the pension plan, and ratios that use that measure, in schedules of required supplementary information. This Statement No. 82 amends Statement Nos. 67 and 68 to instead require the presentation of covered payroll, defined as the payroll on which contributions to a pension plan are based, and ratios that use that measure.

Statement No. 82 clarifies that a deviation, as the term is used in Actuarial Standards of Practice issued by the Actuarial Standards Board, from the guidance in an Actuarial Standard of Practice is not considered to be in conformity with the requirements of Statement Nos. 67, 68, or 73 for the selection of assumptions used in determining the total pension liability and related measures.

Statement No. 82 clarifies that payments that are made by an employer to satisfy contribution requirements that are identified by the pension plan terms as plan member contribution requirements should be classified as plan member contributions for purposes of Statement No. 67 and as employee contributions for purposes of Statement No. 68. It also requires that an employer's expense and expenditures for those amounts be recognized in the period for which the contribution is assessed and classified in the same manner as the employer classifies similar compensation other than pensions (for example, as salaries and wages or as fringe benefits).

The requirements of this Statement are effective for reporting periods beginning after June 15, 2016, except for the requirements of this Statement for the selection of assumptions in a circumstance in which an employer's pension liability is measured as of a date other than the employer's most recent fiscal year-end. In that circumstance, the requirements for the selection of assumptions are effective for that employer in the first reporting period in which the measurement date of the pension liability is on or after June 15, 2017. Earlier application is encouraged.

### **GASB STATEMENT NO. 83, "*CERTAIN ASSET RETIREMENT OBLIGATIONS*"**

This Statement addresses accounting and financial reporting for certain asset retirement obligations (AROs). An ARO is a legally enforceable liability associated with the retirement of a tangible capital asset. A government that has legal obligations to perform future asset retirement activities related to its tangible capital assets should recognize a liability based on the guidance in this Statement.

This Statement establishes criteria for determining the timing and pattern of recognition of a liability and a corresponding deferred outflow of resources for AROs. This Statement requires that recognition occur when the liability is both incurred and reasonably estimable. The determination of when the liability is incurred should be based on the occurrence of external laws, regulations, contracts, or court judgments, together with the occurrence of an internal event that obligates a government to perform asset retirement activities. Laws and regulations may require governments to take specific actions to retire certain tangible capital assets at the end of the useful lives of those capital assets, such as decommissioning nuclear reactors and dismantling and removing sewage treatment plants. Other obligations to retire tangible capital assets may arise from contracts or court judgments. Internal obligating events include the occurrence of contamination, placing into operation a tangible capital asset that is required to be retired,

abandoning a tangible capital asset before it is placed into operation, or acquiring a tangible capital asset that has an existing ARO.

This Statement requires the measurement of an ARO to be based on the best estimate of the current value of outlays expected to be incurred. The best estimate should include probability weighting of all potential outcomes, when such information is available or can be obtained at reasonable cost. If probability weighting is not feasible at reasonable cost, the most likely amount should be used. This Statement requires that a deferred outflow of resources associated with an ARO be measured at the amount of the corresponding liability upon initial measurement.

This Statement requires the current value of a government's AROs to be adjusted for the effects of general inflation or deflation at least annually. In addition, it requires a government to evaluate all relevant factors at least annually to determine whether the effects of one or more of the factors are expected to significantly change the estimated asset retirement outlays. A government should remeasure an ARO only when the result of the evaluation indicates there is a significant change in the estimated outlays. The deferred outflows of resources should be reduced and recognized as outflows of resources (for example, as an expense) in a systematic and rational manner over the estimated useful life of the tangible capital asset.

A government may have a minority share (less than 50 percent) of ownership interest in a jointly owned tangible capital asset in which a nongovernmental entity is the majority owner and reports its ARO in accordance with the guidance of another recognized accounting standards setter. Additionally, a government may have a minority share of ownership interest in a jointly owned tangible capital asset in which no joint owner has a majority ownership, and a nongovernmental joint owner that has operational responsibility for the jointly owned tangible capital asset reports the associated ARO in accordance with the guidance of another recognized accounting standards setter. In both situations, the government's minority share of an ARO should be reported using the measurement produced by the nongovernmental majority owner or the nongovernmental minority owner that has operational responsibility, without adjustment to conform to the liability measurement and recognition requirements of this Statement.

In some cases, governments are legally required to provide funding or other financial assurance for their performance of asset retirement activities. This Statement requires disclosure of how those funding and assurance requirements are being met by a government, as well as the amount of any assets restricted for payment of the government's AROs, if not separately displayed in the financial statements.

This Statement also requires disclosure of information about the nature of a government's AROs, the methods and assumptions used for the estimates of the liabilities, and the estimated remaining useful life of the associated tangible capital assets. If an ARO (or portions thereof) has been incurred by a government but is not yet recognized because it is not reasonably estimable, the government is required to disclose that fact and the reasons therefor. This Statement requires similar disclosures for a government's minority shares of AROs.

The requirements of this Statement are effective for reporting periods beginning after June 15, 2018. Earlier application is encouraged.

### **GASB STATEMENT NO. 84, “*FIDUCIARY ACTIVITIES*”**

The objective of this Statement is to improve guidance regarding the identification of fiduciary activities for accounting and financial reporting purposes and how those activities should be reported.

This Statement establishes criteria for identifying fiduciary activities of all state and local governments. The focus of the criteria generally is on (1) whether a government is controlling the assets of the fiduciary activity and (2) the beneficiaries with whom a fiduciary relationship exists. Separate criteria are included to identify fiduciary component units and postemployment benefit arrangements that are fiduciary activities.

An activity meeting the criteria should be reported in a fiduciary fund in the basic financial statements. Governments with activities meeting the criteria should present a statement of fiduciary net position and a statement of changes in fiduciary net position. An exception to that requirement is provided for a business-type activity that normally expects to hold custodial assets for three months or less.

This Statement describes four fiduciary funds that should be reported, if applicable: (1) pension (and other employee benefit) trust funds, (2) investment trust funds, (3) private-purpose trust funds, and (4) custodial funds. Custodial funds generally should report fiduciary activities that are not held in a trust or equivalent arrangement that meets specific criteria.

A fiduciary component unit, when reported in the fiduciary fund financial statements of a primary government, should combine its information with its component units that are fiduciary component units and aggregate that combined information with the primary government’s fiduciary funds.

This Statement also provides for recognition of a liability to the beneficiaries in a fiduciary fund when an event has occurred that compels the government to disburse fiduciary resources. Events that compel a government to disburse fiduciary resources occur when a demand for the resources has been made or when no further action, approval, or condition is required to be taken or met by the beneficiary to release the assets.

The requirements of this Statement are effective for reporting periods beginning after December 15, 2018. Earlier application is encouraged.

### **GASB STATEMENT NO. 85, “*OMNIBUS 2017*”**

The objective of this Statement is to address practice issues that have been identified during implementation and application of certain GASB Statements. This Statement addresses a variety of topics including issues related to blending component units, goodwill, fair value measurement and application, and post-employment benefits (pensions and other post-employment benefits [OPEB]). Specifically, this Statement addresses the following topics:

- Blending a component unit in circumstances in which the primary government is a business-type activity that reports in a single column for financial statement presentation
- Reporting amounts previously reported as goodwill and “negative” goodwill
- Classifying real estate held by insurance entities
- Measuring certain money market investments and participating interest-earning investment contracts at amortized cost

- Timing of the measurement of pension or OPEB liabilities and expenditures recognized in financial statements prepared using the current financial resources measurement focus
- Recognizing on-behalf payments for pensions or OPEB in employer financial statements
- Presenting payroll-related measures in required supplementary information for purposes of reporting by OPEB plans and employers that provide OPEB
- Classifying employer-paid member contributions for OPEB
- Simplifying certain aspects of the alternative measurement method for OPEB
- Accounting and financial reporting for OPEB provided through certain multiple-employer defined benefit OPEB plans.

The requirements of this Statement are effective for reporting periods beginning after June 15, 2017. Earlier application is encouraged.

### **GASB STATEMENT NO. 86, “CERTAIN DEBT EXTINGUISHMENT ISSUES”**

This Statement improves consistency in accounting and financial reporting for in-substance defeasance of debt by providing guidance for transactions in which cash and other monetary assets acquired with only existing resources—resources other than the proceeds of refunding debt—are placed in an irrevocable trust for the sole purpose of extinguishing debt. This Statement also improves accounting and financial reporting for prepaid insurance on debt that is extinguished and notes to financial statements for debt that is defeased in substance.

GASB Statement No. 7, “*Advance Refundings Resulting in Defeasance of Debt*,” requires that debt be considered defeased in substance when the debtor irrevocably places cash or other monetary assets acquired with refunding debt proceeds in a trust to be used solely for satisfying scheduled payments of both principal and interest of the defeased debt. The trust also is required to meet certain conditions for the transaction to qualify as an in-substance defeasance. This Statement establishes essentially the same requirements for when a government places cash and other monetary assets acquired with only existing resources in an irrevocable trust to extinguish the debt. However, in financial statements using the economic resources measurement focus, governments should recognize any difference between the reacquisition price (the amount required to be placed in the trust) and the net carrying amount of the debt defeased in substance using only existing resources as a separately identified gain or loss in the period of the defeasance. Governments that defease debt using only existing resources should provide a general description of the transaction in the notes to financial statements in the period of the defeasance. In all periods following an in-substance defeasance of debt using only existing resources, the amount of that debt that remains outstanding at period-end should be disclosed.

For governments that extinguish debt, whether through a legal extinguishment or through an in-substance defeasance, this Statement requires that any remaining prepaid insurance related to the extinguished debt be included in the net carrying amount of that debt for the purpose of calculating the difference between the reacquisition price and the net carrying amount of the debt.

One of the criteria for determining an in-substance defeasance is that the trust hold only monetary assets that are essentially risk-free. If the substitution of essentially risk-free monetary assets with monetary assets that are not essentially risk-free is not prohibited, governments should disclose that fact in the period in which the debt is defeased in substance. In subsequent periods, governments should disclose the amount of debt defeased in substance that remains outstanding for which that risk of substitution exists.

The requirements of this Statement are effective for reporting periods beginning after June 15, 2017. Earlier application is encouraged.

### **GASB STATEMENT NO. 87, “LEASES”**

The objective of this Statement is to better meet the information needs of financial statement users by improving accounting and financial reporting for leases by governments. This Statement increases the usefulness of governments' financial statements by requiring recognition of certain lease assets and liabilities for leases that previously were classified as operating leases and recognized as inflows of resources or outflows of resources based on the payment provisions of the contract. It establishes a single model for lease accounting based on the foundational principle that leases are financings of the right to use an underlying asset. Under this Statement, a lessee is required to recognize a lease liability and an intangible right-to-use lease asset, and a lessor is required to recognize a lease receivable and a deferred inflow of resources, thereby enhancing the relevance and consistency of information about governments' leasing activities.

A lease is defined as a contract that conveys control of the right to use another entity's nonfinancial asset (the underlying asset) as specified in the contract for a period of time in an exchange or exchange-like transaction. Examples of nonfinancial assets include buildings, land, vehicles, and equipment. Any contract that meets this definition should be accounted for under the leases guidance, unless specifically excluded in this Statement.

The lease term is defined as the period during which a lessee has a noncancelable right to use an underlying asset, plus the following periods, if applicable:

- a. Periods covered by a lessee's option to extend the lease if it is reasonably certain, based on all relevant factors, that the lessee will exercise that option
- b. Periods covered by a lessee's option to terminate the lease if it is reasonably certain, based on all relevant factors, that the lessee will not exercise that option
- c. Periods covered by a lessor's option to extend the lease if it is reasonably certain, based on all relevant factors, that the lessor will exercise that option
- d. Periods covered by a lessor's option to terminate the lease if it is reasonably certain, based on all relevant factors, that the lessor will not exercise that option.

A fiscal funding or cancellation clause should affect the lease term only when it is reasonably certain that the clause will be exercised.

Lessees and lessors should reassess the lease term only if one or more of the following occur:

- a. The lessee or lessor elects to exercise an option even though it was previously determined that it was reasonably certain that the lessee or lessor would not exercise that option.
- b. The lessee or lessor elects not to exercise an option even though it was previously determined that it was reasonably certain that the lessee or lessor would exercise that option.
- c. An event specified in the lease contract that requires an extension or termination of the lease takes place.



A short-term lease is defined as a lease that, at the commencement of the lease term, has a maximum possible term under the lease contract of 12 months (or less), including any options to extend, regardless of their probability of being exercised. Lessees and lessors should recognize short-term lease payments as outflows of resources or inflows of resources, respectively, based on the payment provisions of the lease contract.

A lessee should recognize a lease liability and a lease asset at the commencement of the lease term, unless the lease is a short-term lease or it transfers ownership of the underlying asset. The lease liability should be measured at the present value of payments expected to be made during the lease term (less any lease incentives). The lease asset should be measured at the amount of the initial measurement of the lease liability, plus any payments made to the lessor at or before the commencement of the lease term and certain direct costs.

A lessee should reduce the lease liability as payments are made and recognize an outflow of resources (for example, expense) for interest on the liability. The lessee should amortize the lease asset in a systematic and rational manner over the shorter of the lease term or the useful life of the underlying asset. The notes to financial statements should include a description of leasing arrangements, the amount of lease assets recognized, and a schedule of future lease payments to be made.

A lessor should recognize a lease receivable and a deferred inflow of resources at the commencement of the lease term, with certain exceptions for leases of assets held as investments, certain regulated leases, short-term leases, and leases that transfer ownership of the underlying asset. A lessor should not derecognize the asset underlying the lease. The lease receivable should be measured at the present value of lease payments expected to be received during the lease term. The deferred inflow of resources should be measured at the value of the lease receivable plus any payments received at or before the commencement of the lease term that relate to future periods.

A lessor should recognize interest revenue on the lease receivable and an inflow of resources (for example, revenue) from the deferred inflows of resources in a systematic and rational manner over the term of the lease. The notes to financial statements should include a description of leasing arrangements and the total amount of inflows of resources recognized from leases.

Generally, a government should account for the lease and nonlease components of a lease as separate contracts. If a lease involves multiple underlying assets, lessees and lessors in certain cases should account for each underlying asset as a separate lease contract. To allocate the contract price to different components, lessees and lessors should use contract prices for individual components as long as they do not appear to be unreasonable based on professional judgment, or use professional judgment to determine their best estimate if there are no stated prices or if stated prices appear to be unreasonable. If determining a best estimate is not practicable, multiple components in a lease contract should be accounted for as a single lease unit. Contracts that are entered into at or near the same time with the same counterparty and that meet certain criteria should be considered part of the same lease contract and should be evaluated in accordance with the guidance for contracts with multiple components.

An amendment to a lease contract should be considered a lease modification, unless the lessee's right to use the underlying asset decreases, in which case it would be a partial or full lease termination. A lease termination should be accounted for by reducing the carrying values of the lease liability and lease asset by a lessee, or the lease receivable and deferred inflows of resources by the lessor, with any difference being recognized as a gain or loss. A lease modification that does not qualify as a separate lease should be

accounted for by remeasuring the lease liability and adjusting the related lease asset by a lessee and remeasuring the lease receivable and adjusting the related deferred inflows of resources by a lessor.

Subleases should be treated as transactions separate from the original lease. The original lessee that becomes the lessor in a sublease should account for the original lease and the sublease as separate transactions, as a lessee and lessor, respectively.

A transaction qualifies for sale-leaseback accounting only if it includes a sale. Otherwise, it is a borrowing. The sale and lease portions of a transaction should be accounted for as separate sale and lease transactions, except that any difference between the carrying value of the capital asset that was sold and the net proceeds from the sale should be reported as a deferred inflow of resources or a deferred outflow of resources and recognized over the term of the lease.

A lease-leaseback transaction should be accounted for as a net transaction. The gross amounts of each portion of the transaction should be disclosed.

The requirements of this Statement are effective for reporting periods beginning after December 15, 2019. Earlier application is encouraged.

Leases should be recognized and measured using the facts and circumstances that exist at the beginning of the period of implementation (or, if applied to earlier periods, the beginning of the earliest period restated). However, lessors should not restate the assets underlying their existing sales-type or direct financing leases. Any residual assets for those leases become the carrying values of the underlying assets.