



Delaware Auditor of Accounts
GASB Entity Determination Analysis Memo
Delaware River and Bay Authority
June 30, 2016

Not an FSF User

Jointly Governed

Governmental Accounting Standards Board (GASB) Statements No. 14, 34, 39, 61, and 80 establish standards for defining and reporting on a government's reporting entity. Management is responsible for determining the reporting entity while preparing the government's financial statements. The Office of Auditor of Accounts (AOA) performed the analysis below to assess the State's reporting entity for audit purposes.

To complete our entity determination analysis, AOA reviewed the following:

- GASB 14, *The Financial Reporting Entity*
- GASB 34, *Basic Financial Statements – and Management's Discussion and Analysis – for State and Local Governments*¹
- GASB 39, *Determining Whether Certain Organizations Are Component Units*
- GASB 61, *The Financial Reporting Entity: Omnibus an amendment of GASB Statements No. 14 and No. 34*
- GASB 80, *Blending Requirements for Certain Component Units, an amendment of GASB Statement No. 14*
- *AICPA Audit and Accounting Guide – State and Local Governments*, Chapter 3: The Financial Reporting Entity
- *GASB 2013-2014 Comprehensive Implementation Guide*, Chapter 4: The Financial Reporting Entity
- *17 Del C.c.17 – The Delaware-New Jersey Compact*

1. The PCU is legally separate. (2100.114)²

According to GASB, an organization has separate legal standing if it is created as a body corporate or a body corporate and politic, or if it otherwise possesses the corporate powers that would distinguish it as being legally separate from the primary government. Generally, corporate powers give an organization the capacity to have a name; the right to sue and be sued in its own name without recourse to a state or local governmental unit; and the right to buy, sell, lease, and mortgage property in its own name. The corporate powers granted to a separate organization are enumerated in its corporate charter or in the legislation authorizing its creation. A special purpose government (or any other organization) that is *not* legally separate should be considered, for financial reporting purposes, part of the primary government that holds the corporate powers.

¹ GASB 34 amended GASB 14, ¶9, 11, ¶12, ¶19, ¶42, ¶44, ¶50 –¶52, ¶54, ¶58, ¶60, ¶63, ¶65, ¶73, ¶74, ¶78, and ¶131 and superseded GASB 14, ¶45–47, 49, 56, and ¶57.

² Paragraph references are from the Codification of Governmental Accounting and Financial Reporting Standards as of June 30, 2014, published by GASB.

NOTE: The format of the flowchart was revised on April 25, 2016,
to more clearly define the Joint Venture/Jointly Governed path.



Delaware Auditor of Accounts
GASB Entity Determination Analysis Memo
Delaware River and Bay Authority
June 30, 2016

Not an FSF User

Jointly Governed

Application to the Delaware River and Bay Authority (the Authority)

The Authority is legally separate from the State of Delaware because it is created as a body politic (17 Del. C. §1701, Article IV).

In addition, the Authority shall not undertake any major project without having first secured such approvals as may be required by legislation of the State in which the project is to be located (17 Del. C. §1701, Article IV). Even though the Authority may acquire, own, hire, or lease real or personal property (17 Del. C. §1701, Article VII (h)), it is subject to the approval of the impacted State.

Code excerpts as follows:

17 Del. C. §1701. Delaware-New Jersey Compact.

The State of Delaware agrees with the State of New Jersey, upon the enactment by the State of New Jersey of legislation having the same effect as this section, to the following Compact:

Article IV: Establishment of Agency; Purposes

The two States agree that there shall be created and they do hereby create a body politic, to be known as "The Delaware River and Bay Authority" (for brevity hereinafter referred to as the "Authority"), which shall constitute an agency of government of the State of Delaware and the State of New Jersey for the following general public purposes, and which shall be deemed to be exercising essential government functions in effectuating such purposes, to wit:

- (a) The planning, financing, development, construction, purchase, lease, maintenance, improvement and operation of crossings between the States of Delaware and New Jersey across the Delaware River or Bay at any location south of the boundary line between the State of Delaware and the Commonwealth of Pennsylvania as extended across the Delaware River to the New Jersey shore of said River, together with such approaches or connections thereto as in the judgment of the Authority are required to make adequate and efficient connections between such crossings and any public highway or other routes in the State of Delaware or in the State of New Jersey; and
- (b) The planning, financing, development, construction, purchase, lease, maintenance, improvement and operation of any transportation or terminal facility within the State of Delaware or the New Jersey counties of Cape May, Cumberland, Gloucester and Salem, which facility, in the judgment of the Authority, is required for the sound economic development of the area; and
- (c) The planning, financing, development, construction, purchase, lease, maintenance, improvement and operation of any commerce facility or development within the State of

NOTE: The format of the flowchart was revised on April 25, 2016,
to more clearly define the Joint Venture/Jointly Governed path.



Delaware Auditor of Accounts
GASB Entity Determination Analysis Memo
Delaware River and Bay Authority
June 30, 2016

Not an FSF User

Jointly Governed

Delaware or the New Jersey counties of Cape May, Cumberland, Gloucester and Salem, which in the judgment of the Authority is required for the sound economic development of the area; and

- (d) The performance of such other functions as may be hereafter entrusted to the Authority by concurrent legislation expressly in implementation hereof.

The Authority shall not undertake any major project or part thereof without having first secured such approvals as may be required by legislation of the State in which the project is to be located.

The Authority shall not undertake any major project, or part thereof to be located in the Delaware River or Bay, including, without limitation, any deep-water port or superport, without having first secured approval thereof by concurrent legislation of the two States expressly in implementation thereof.

The Authority shall not undertake any major project or part thereof without first giving public notice and holding a public hearing, if requested, on any proposed major project, in accordance with the law of the State in which the major project is to be located. Each State shall provide by law for the time and manner for the giving of such public notice, the requesting of a public hearing and the holding of such public hearings.

Article VII: General Powers

For the effectuation of its authorized purposes, the Authority is hereby granted the following powers:

- (h) To acquire (by gift, purchase or condemnation), own, hire, lease, use, operate and dispose of property, whether real, personal or mixed, or of any interest therein, including any rights, franchise and property for any crossing, facility or other project owned by another and which the Authority is authorized to own and operate.

**3. *The PG does not appoint the majority of the PCU's board.
The PG does not have the ability to unilaterally abolish the PCU. (2100.121-.123)***

According to GASB, if a primary government appoints a simple majority of the organization's governing board,³ it usually has a voting majority. However, if financial decisions require the approval of more than a simple majority, the primary government is not accountable for the organization.

³ This also includes situations in which a voting majority of an organization's governing body consists of the primary government's officials *servicing as required by law* (and, thus, technically not *appointed* by the primary government).

NOTE: The format of the flowchart was revised on April 25, 2016, to more clearly define the Joint Venture/Jointly Governed path.



Delaware Auditor of Accounts
GASB Entity Determination Analysis Memo
Delaware River and Bay Authority
June 30, 2016

Not an FSF User

Jointly Governed

For purposes of determining whether accountability exists, a primary government's appointment authority should be substantive. In some cases the appointment authority of a primary government's officials may be limited by a nomination process. For example, state statutes or local ordinances may require a primary government to select its appointees from a slate of candidates provided by one or more individuals or groups other than the primary government's officials or appointees. A primary government's appointment authority is not substantive if the number of candidates is severely limited by the nominating process, for example, if a primary government must select three appointees from a single slate of five candidates. Additionally, a primary government's appointment authority may not be substantive if its responsibility is limited to confirming appointments made by individuals or groups other than the primary government's officials or appointees.

In most instances, legal provisions for appointment of an organization's officials also provide for continuing appointment authority. However, in the absence of continuing appointment authority, the ability of a primary government to unilaterally abolish an organization also provides the basis for ongoing accountability. Thus, a primary government that creates an organization (creation is tantamount to the initial appointment of the governing body) is accountable for the organization if the primary government can unilaterally abolish it. A primary government is considered to be accountable for an organization as long as continuing appointments are made by the primary government, even if those appointments are made by a subsequent administration.

Application to the Authority

The State of Delaware does not appoint a voting majority since Delaware and the State of New Jersey each appoint six governing board members for the Authority (17 Del. C. §1701, Article V). However, the vote of any one or more of the Commissioners from each State shall be subject to cancellation by the Governor of such State at any time within 10 days after the Governor's office receives the certified meeting minutes (17 Del. C. §1701, Article VI).

The Delaware-New Jersey Compact is silent in regards to its termination; however, since the State of Delaware is not the only State involved, it cannot unilaterally abolish the Authority.

Code excerpts are as follows:

17 Del. C. §1701. Delaware-New Jersey Compact.

Article V: Commissioners

The Authority shall consist of twelve Commissioners, six of whom shall be residents of and qualified to vote in and shall be appointed from the State of Delaware, and six of whom shall be residents of and qualified to vote in and shall be appointed from the State of New Jersey; not more than three of the Commissioners of each State shall be of the same political party; the Commissioners for each State shall be appointed in the manner fixed and determined from time to time by the law of each State respectively. Each Commissioner shall hold office for a term of five

NOTE: The format of the flowchart was revised on April 25, 2016,
to more clearly define the Joint Venture/Jointly Governed path.



Delaware Auditor of Accounts
GASB Entity Determination Analysis Memo
Delaware River and Bay Authority
June 30, 2016

Not an FSF User

Jointly Governed

years, and until his successor shall have been appointed and qualified, but the terms of the first Commissioners shall be so designated that the term of at least one Commissioner from each State shall expire each year. All terms shall run to the first day of July. Any vacancy, however created, shall be filled for the unexpired term only. Any Commissioner may be suspended or removed from office as provided by law of the State from which he shall be appointed.

Commissioners shall be entitled to reimbursement for necessary expenses to be paid only from revenues of the Authority and may not receive any other compensation for services to the Authority except such as may from time to time be authorized from such revenues by concurrent legislation.

Article VI: Board Action

The Commissioners shall have charge of the Authority's property and affairs and shall, for the purpose of doing business, constitute a Board, but no action of the Commissioners shall be binding or effective unless taken at a meeting at which at least four Commissioners from each State are present, and unless at least four Commissioners from each State shall vote in favor thereof. The vote of any one or more of the Commissioners from each State shall be subject to cancellation by the Governor of such State at any time within 10 days (Saturdays, Sundays and public holidays in the particular State excepted) after receipt at the Governor's office of a certified copy of the minutes of the meeting at which such vote was taken. Each State may provide by law for the manner of delivery of such minutes and for notification of the action thereon.

4. The PCU does not meet the fiscal dependency or the financial benefit/burden criteria. (2100.120b)

The primary government is financially accountable if an organization is fiscally dependent (2100.115-.117) on *and* there is a potential for the organization to provide specific financial benefits to, or impose specific financial burdens on, the primary government (2100.126-.132) regardless of whether the organization has (1) a separately elected governing board, (2) a governing board appointed by a higher level of government, or (3) a jointly appointed board (2100.133-.137).

Fiscal Dependency (2100.115-.117)

A special-purpose government is fiscally independent if it has the ability to complete certain essential fiscal events without substantive approval by a primary government. A special-purpose government is fiscally independent if it has the authority to do all three of the following:

- a. Determine its budget without another government's having the authority to approve and modify that budget.
- b. Levy taxes or set rates or charges without approval by another government.

NOTE: The format of the flowchart was revised on April 25, 2016, to more clearly define the Joint Venture/Jointly Governed path.



Delaware Auditor of Accounts
GASB Entity Determination Analysis Memo
Delaware River and Bay Authority
June 30, 2016

Not an FSF User

Jointly Governed

- c. Issue bonded debt without approval by another government.

A special-purpose government that is not fiscally independent is fiscally dependent on the primary government that holds one or more of those powers. A special-purpose government may be fiscally dependent on another state or local government regardless of whether it receives financial assistance from that state or local government; fiscal dependency does not necessarily imply that a financial benefit or burden relationship exists.

In determining whether a special-purpose government is fiscally independent, a distinction should be made between substantive approvals and ministerial (or compliance) approvals. Special-purpose governments typically are subject to the general oversight of their respective state governments, and sometimes to the oversight of county or other local governments as well. Often, this general oversight responsibility includes an approval process that is more ministerial or compliance oriented than substantive. Examples of approvals that are likely to be ministerial or compliance oriented in nature rather than substantive are:

- a. A requirement for a state agency to approve local government debt after review for compliance with certain limitations, such as a debt margin calculation based on a percentage of assessed valuation.
- b. A requirement for a state agency, such as a department of education, to review a local government's budget in evaluating qualifications for state funding.
- c. A requirement for a county government official, such as the county clerk, to approve tax rates and levy amounts after review for compliance with tax rate and levy limitations.

A special-purpose government subject to substantive approvals should not be considered a primary government for purposes of this Statement. For example, budgetary approval is substantive if a government has the authority to reduce or modify a special-purpose government's budget. On the other hand, a special purpose government that is statutorily prohibited from incurring debt may be fiscally independent if it possesses the other two powers because the statutory prohibition does not subordinate the special-purpose government to another government for debt approval. It may be necessary to ascertain whether approvals or restrictions have the effect of impairing the special- purpose government's fiscal independence.

Financial Benefit to or Burden on a Primary Government (2100.126-.132)

An organization can provide a financial benefit to, or impose a financial burden on, a primary government in a variety of ways. The benefit or burden may result from legal entitlements or obligations, or it may be less formalized and exist because of decisions made by the primary government or agreements between the primary government and a component unit. If a primary government appoints a voting majority of an organization's officials or if the organization is fiscally dependent on the primary

NOTE: The format of the flowchart was revised on April 25, 2016,
to more clearly define the Joint Venture/Jointly Governed path.



Delaware Auditor of Accounts
GASB Entity Determination Analysis Memo
Delaware River and Bay Authority
June 30, 2016

Not an FSF User

Jointly Governed

government *and* there is a potential for those organizations either to provide specific financial benefits to, or to impose specific financial burdens on, the primary government, the primary government is financially accountable for those organizations. An organization has a financial benefit or burden relationship with the primary government if, for example, *any one* of these conditions exists:

- a. The primary government is legally entitled to or can otherwise access the organization's resources.
- b. The primary government is legally obligated or has otherwise assumed the obligation to finance the deficits of, or provide financial support to, the organization.
- c. The primary government is obligated in some manner for the debt of the organization.

Exchange transactions between organizations and the primary government should not be considered manifestations of a financial benefit or burden relationship. In an exchange transaction, such as a purchase or sale of goods or services, each participant (the government or its employees rather than the citizenry) directly receives and sacrifices value. For example, funding by a primary government for higher education is not equivalent to purchasing educational services and would be considered a manifestation of a financial burden on the primary government.

The effect of the financial benefits or burdens on the primary government can be either direct or indirect. A direct financial benefit or burden occurs when the primary government itself is entitled to the resources or is obligated for the deficits or debts of the organization. An indirect benefit or burden exists if one or more of the primary government's component units is entitled to the resources or is obligated for the deficits or debts of the organization. For purposes of this Statement, a financial benefit or burden relationship exists if the primary government is either directly or indirectly entitled to the resources or is either directly or indirectly obligated for the deficits or debts of an organization.

Legally Entitled to or Can Otherwise Access the Organization's Resources. The ability to access the resources of an organization – not necessarily whether there was an actual transaction during the period—is the important factor for determining when a primary government is entitled to an organization's resources. However, the ability to access the resources of an organization should be judged in light of the organization as a going concern; that is, a residual interest in the net assets of an organization in the event of dissolution is not equivalent to being entitled to its resources. If a primary government appoints a voting majority of an organization's officials *and* is legally entitled to or can otherwise access the organization's resources, the primary government is financially accountable for that organization.

Resources may flow from a component unit to a primary government for several reasons. Some organizations may operate activities, such as off-track betting or lotteries, for the principal purpose of generating net revenues that are accessible to the primary government. These organizations provide financial benefits to the primary government. Other organizations may operate activities (for example, public utilities) for the purpose of providing basic public services and charge rates sufficiently high to also provide a financial benefit to the primary government. These benefits may be characterized as

NOTE: The format of the flowchart was revised on April 25, 2016,
to more clearly define the Joint Venture/Jointly Governed path.



Delaware Auditor of Accounts
GASB Entity Determination Analysis Memo
Delaware River and Bay Authority
June 30, 2016

Not an FSF User

Jointly Governed

“payments in lieu of taxes” or “contributions,” or they may simply be amounts remitted on request of the primary government. These organizations also provide financial benefits to the primary government.

Legally Obligated or Has Otherwise Assumed the Obligation to Finance the Deficits of, or Provide Financial Support to, the Organization. A primary government may be obligated to finance the deficits of, or provide financial support to, an organization in different ways. It could be legally obligated to do so, or it may choose to do so for a variety of reasons. If a primary government appoints a voting majority of an organization’s officials *and* is legally obligated or has otherwise assumed the obligation to finance the deficits of, or provide financial support to, that organization, the primary government is financially accountable for that organization. The following are examples of financial burdens assumed by a primary government in support of certain organizations:

- a. Some organizations provide public services financed by user charges that are not expected to be sufficient to sustain their operations. This situation often results from providing services such as mass transit, higher education, and healthcare. In these cases, public policy may dictate that a state or local government provide financial support to the organization to increase the availability and affordability of the service to a broader segment of the citizenry. Examples of support include annual appropriations to help meet operating expenditures/expenses, periodic capital grants, and direct payment of capital expenditures or debt service.
- b. A primary government may assume an obligation to finance the deficits of an organization. These deficits may or may not be expected to recur annually. A financial burden exists if the primary government is obligated to finance an organization’s deficits even though there has not been, and may never be, a deficit to subsidize.

Some organizations’ operations are fully or partially funded by revenues generated through tax increment financing. Legally separate development or redevelopment authorities sometimes receive the incremental taxes that result from a tax increment financing arrangement. When this is done, *a taxing government temporarily waives its right to receive the incremental taxes from its own levy*. The incremental taxes instead are remitted to the separate organization. For purposes of this Statement, this type of tax increment financing should be considered evidence of an obligation to provide financial support to an organization (a financial burden), regardless of whether the primary government collects the taxes and remits them to the organization or the incremental taxes are paid directly to the organization.

Obligated in Some Manner for the Debt of an Organization. An obligation for the debt of an organization is similar to the notion that a primary government may be obligated for future operating deficits. The obligation can be either expressed or implied. A primary government is obligated in some manner for the debt of an organization if (a) it is legally obligated to assume all or part of the debt in the event of default or (b) it *may* take certain actions to assume secondary liability for all or part of the debt, *and* the government takes, or has given indications that it will take, those actions. Conditions that indicate that a primary government is obligated in some manner include:

NOTE: The format of the flowchart was revised on April 25, 2016,
to more clearly define the Joint Venture/Jointly Governed path.



Delaware Auditor of Accounts
GASB Entity Determination Analysis Memo
Delaware River and Bay Authority
June 30, 2016

Not an FSF User

Jointly Governed

- a. The primary government is *legally obligated* to honor deficiencies to the extent that proceeds from other default remedies are insufficient.
- b. The primary government is *required* to temporarily cover deficiencies with its own resources until funds from the primary repayment source or other default remedies are available.
- c. The primary government is *required* to provide funding for reserves maintained by the debtor organization, or to establish its own reserve or guarantee fund for the debt.
- d. The primary government is *authorized* to provide funding for reserves maintained by the debtor organization or to establish its own reserve or guarantee fund *and* the primary government *establishes* such a fund. (If a fund is not established, the considerations in subparagraphs f and g may nevertheless provide evidence that the primary government is obligated in some manner.)
- e. The primary government is *authorized* to provide financing for a fund maintained by the debtor organization for the purpose of purchasing or redeeming the organization's debt, or to establish a similar fund of its own, *and* the primary government *establishes* such a fund. (If a fund is not established, the considerations in subparagraphs f and g may nevertheless provide evidence that the primary government is obligated in some manner.)
- f. The debtor government explicitly indicates by contract, such as the bond agreement or offering statement, that in the event of default the primary government *may* cover deficiencies although it has no legal obligation to do so. That is, the bond offering statement may specifically refer to a law that authorizes the primary government to include an appropriation in its budget to provide funds, if necessary, to honor the debt of the organization.
- g. Legal decisions within the state or previous actions by the primary government related to actual or potential defaults on another organization's debt make it *probable* that the primary government will assume responsibility for the debt in the event of default.

If a primary government appoints a voting majority of an organization's officials *and* is obligated in some manner for the debt of that organization, the primary government is financially accountable for that organization.

Application to the Authority

The Authority is fiscally independent of the State for the following reasons:

- a. The Delaware-New Jersey Compact does not provide the State of Delaware with the ability to modify or approve the Authority's budget.

NOTE: The format of the flowchart was revised on April 25, 2016,
to more clearly define the Joint Venture/Jointly Governed path.



Delaware Auditor of Accounts
GASB Entity Determination Analysis Memo
Delaware River and Bay Authority
June 30, 2016

Not an FSF User

Jointly Governed

- b. The Authority may establish, levy and collect such tolls and other charges as it may deem necessary, proper or desirable in connection with any crossing, transportation or terminal facility, commerce facility or development (17 Del. C. §1701, Article X).
- c. The Authority may borrow money and evidence such loans by bonds, notes or other obligations (17 Del. C. §1701, Article VII).

The Authority does not have a financial benefit/burden relationship with the State of Delaware for the following reasons:

- a. The Commissioners shall have charge of the Authority's property and affairs and shall, for the purpose of doing business, constitute a Board (17 Del. C. §1701, Article VI). The Delaware-New Jersey Compact does not give the State the ability to access the Authority's resources.
- b. The State of Delaware is not obligated for the Authority's debt or deficiencies (17 Del. C. §1701, Article XVI).

Code excerpts are as follows:

17 Del. C. §1701. Delaware-New Jersey Compact.

Article X: Revenue and Application

The Authority is hereby authorized to establish, levy and collect such tolls and other charges as it may deem necessary, proper or desirable in connection with any crossing, transportation or terminal facility, commerce facility or development or other project which it is or may be authorized at any time to construct, own, operate or control, and the aggregate of said tolls and charges shall be at least sufficient (1) to meet the combined expenses of operation, maintenance and improvement thereof, (2) to pay the cost of acquisition or construction, including the payment, amortization and retirement of bonds or other securities or obligations assumed, issued or incurred by the Authority, together with interest thereon and (3) to provide reserves for such purposes; and the Authority is hereby authorized and empowered, subject to prior pledges, if any, to pledge such tolls and other revenues or any part thereof as security for the repayment with interest of any moneys borrowed by it or advanced to it for its authorized purposes and as security for the satisfaction of any other obligations assumed by it in connection with such loans or advances. There shall be allocated to the cost of the acquisition, construction, operation, maintenance and improvement of such facilities and projects such proportion of the general expenses of the Authority as it shall deem properly chargeable thereto.

NOTE: The format of the flowchart was revised on April 25, 2016,
to more clearly define the Joint Venture/Jointly Governed path.



Delaware Auditor of Accounts
GASB Entity Determination Analysis Memo
Delaware River and Bay Authority
June 30, 2016

Not an FSF User

Jointly Governed

Article VII: General Powers

For the effectuation of its authorized purposes, the Authority is hereby granted the following powers:

- (j) To borrow money and to evidence such loans by bonds, notes or other obligations, either secured or unsecured, and either in registered or unregistered form, and to fund or refund such evidences of indebtedness, which may be executed with facsimile signatures of such persons as may be designated by the Authority and by a facsimile of its corporate seal.

Article VI: Board Action

The Commissioners shall have charge of the Authority's property and affairs and shall, for the purpose of doing business, constitute a Board, but no action of the Commissioners shall be binding or effective unless taken at a meeting at which at least four Commissioners from each State are present, and unless at least four Commissioners from each State shall vote in favor thereof. The vote of any one or more of the Commissioners from each State shall be subject to cancellation by the Governor of such State at any time within 10 days (Saturdays, Sundays and public holidays in the particular State excepted) after receipt at the Governor's office of a certified copy of the minutes of the meeting at which such vote was taken. Each State may provide by law for the manner of delivery of such minutes and for notification of the action thereon.

Article XVI: No Pledge of Credit

The Authority shall have no power to pledge the credit or to create any debt or liability of the State of Delaware, of the State of New Jersey or of any other agency or of any political subdivision of said States.

5. *It would not be misleading to exclude the PCU. (2100.138-141)*

GASB Codification 2100.111 requires that certain organizations should be included as component units if the nature and significance of their relationship with the primary governments are such that exclusion from the financial reporting entity would render the financial reporting entity's financial statements incomplete or misleading.

In some states, authorities with state-appointed boards may be created to provide temporary fiscal assistance to a local government to alleviate that local government's fiscal distress. The authority should be evaluated as a potential component unit of the local government. If the authority issues debt on behalf of the local government and serves as a conduit for receiving dedicated revenues of the local government that are designated for repayment of the debt, the nature and significance of the relationship between the

NOTE: The format of the flowchart was revised on April 25, 2016,
to more clearly define the Joint Venture/Jointly Governed path.



Delaware Auditor of Accounts
GASB Entity Determination Analysis Memo
Delaware River and Bay Authority
June 30, 2016

Not an FSF User

Jointly Governed

authority and the local government would warrant including the authority as a component unit of the local government. The temporary nature of the state-created authority emphasizes that the debt and revenues are, in substance, the debt and revenues of the local government.

A legally separate, tax-exempt organization should be reported as a component unit of a reporting entity if *all* of the following criteria are met:

- a) The economic resources received or held by the separate organization are entirely or almost entirely for the direct benefit of the primary government, its component units, or its constituents.
- b) The primary government, or its component units, is entitled to, or has the ability to otherwise access, a majority of the economic resources received or held by the separate organization.
- c) The economic resources received or held by an *individual organization* that the specific primary government, or its component units, is entitled to, or has the ability to otherwise access, are significant to that primary government.

In addition, other organizations should be evaluated as potential component units if they are closely related to, or financially integrated with, the primary government. It is a matter of professional judgment to determine whether the nature and the significance of a potential component unit's relationship with the primary government warrant inclusion in the reporting entity.

Application to the Authority

It would not be misleading to exclude the Authority for the following reasons:

- a) The economic resources received or held by the Authority are not entirely or almost entirely for the direct benefit of the State of Delaware, its component units, or its constituents.
- b) The State of Delaware, or its component units, is not entitled to and does not have the ability to otherwise access a majority of the economic resources received by or held by the Authority.

9. *The PCU is owned, operated, or governed by 2 or more participants as a separate and specific activity subject to joint control. (J50.102-.112)*

GASB defines a joint venture as a legal entity or other organization that results from a contractual arrangement and that is owned, operated, or governed by two or more participants as a separate and specific activity subject to joint control, in which the participants retain (a) an ongoing financial interest or (b) an ongoing financial responsibility. Generally, the purpose of a joint venture is to pool resources and share the costs, risks, and rewards of providing goods or services to the venture participants directly,

NOTE: The format of the flowchart was revised on April 25, 2016, to more clearly define the Joint Venture/Jointly Governed path.



Delaware Auditor of Accounts
GASB Entity Determination Analysis Memo
Delaware River and Bay Authority
June 30, 2016

Not an FSF User

Jointly Governed

or for the benefit of the general public or specific service recipients. *Joint control* means that no single participant has the ability to unilaterally control the financial or operating policies of the joint venture.

Application to the Authority

The Authority is a compact between the State of Delaware and the State of New Jersey and “shall constitute an agency of government” of both States. Further, each State appoints six governing board members for the Authority (17 Del. C. §1701, Article V).

Code excerpts as follows:

17 Del. C. §1701. Delaware-New Jersey Compact.

The State of Delaware agrees with the State of New Jersey, upon the enactment by the State of New Jersey of legislation having the same effect as this section, to the following Compact:

Article IV: Establishment of Agency; Purposes

The two States agree that there shall be created and they do hereby create a body politic, to be known as "The Delaware River and Bay Authority" (for brevity hereinafter referred to as the "Authority"), which shall constitute an agency of government of the State of Delaware and the State of New Jersey for the following general public purposes, and which shall be deemed to be exercising essential government functions in effectuating such purposes...

Article V: Commissioners

The Authority shall consist of twelve Commissioners, six of whom shall be residents of and qualified to vote in and shall be appointed from the State of Delaware, and six of whom shall be residents of and qualified to vote in and shall be appointed from the State of New Jersey; not more than three of the Commissioners of each State shall be of the same political party; the Commissioners for each State shall be appointed in the manner fixed and determined from time to time by the law of each State respectively. Each Commissioner shall hold office for a term of five years, and until his successor shall have been appointed and qualified, but the terms of the first Commissioners shall be so designated that the term of at least one Commissioner from each State shall expire each year. All terms shall run to the first day of July. Any vacancy, however created, shall be filled for the unexpired term only. Any Commissioner may be suspended or removed from office as provided by law of the State from which he shall be appointed. Commissioners shall be entitled to reimbursement for necessary expenses to be paid only from revenues of the Authority and may not receive any other compensation for services to the Authority except such as may from time to time be authorized from such revenues by concurrent legislation.

NOTE: The format of the flowchart was revised on April 25, 2016,
to more clearly define the Joint Venture/Jointly Governed path.



Delaware Auditor of Accounts
GASB Entity Determination Analysis Memo
Delaware River and Bay Authority
June 30, 2016

Not an FSF User

Jointly Governed

10. The PCU does not retain (a) an ongoing financial interest or (b) an ongoing financial responsibility. (J50.102-.112)

According to GASB, if the organization is jointly controlled but the participants do not have an ongoing financial interest or ongoing financial responsibility, it is a *jointly governed organization*, rather than a joint venture.

An *ongoing financial interest* in a joint venture includes an equity interest, and any other arrangement that causes a participating government to have access to the joint venture's resources. Access to the joint venture's resources occurs *directly*, such as when the joint venture pays its surpluses to the participants, or *indirectly*, such as when the joint venture undertakes projects of interest to the participants. For example, indirect access occurs when the participating governments are able to influence the management of the joint venture so that the joint venture uses its surplus resources to undertake special projects for the participants' citizenry.

A participating government has an *ongoing financial responsibility* for a joint venture if it obligated in some manner for the debt of the joint venture, or if the joint venture's continued existence depends on continued funding by the government.

Application to the Authority

As discussed above, the State of Delaware does not have access to the Authority's resources nor is obligated for the Authority debt. Further, the continued existence of the Authority is not dependent on funding from the State.

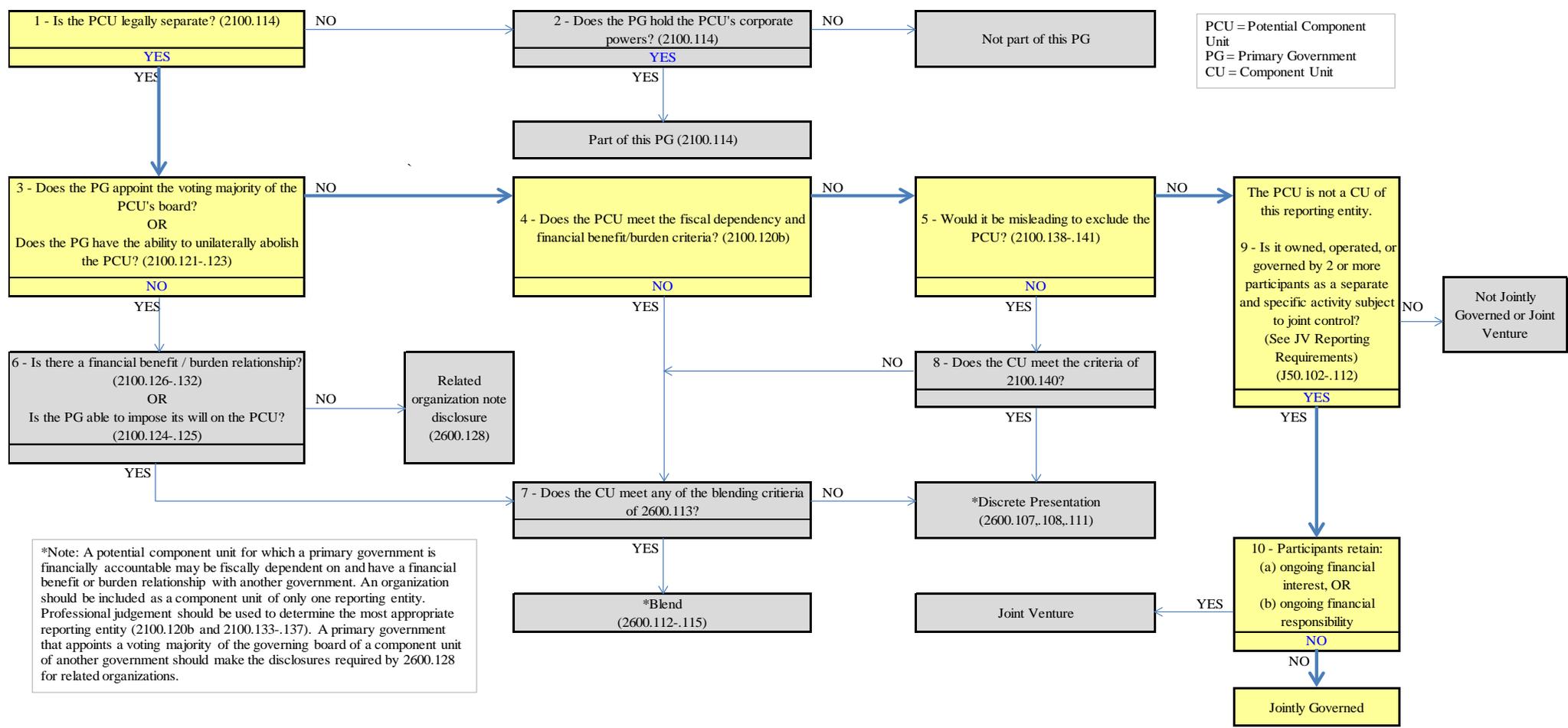
NOTE: The format of the flowchart was revised on April 25, 2016, to more clearly define the Joint Venture/Jointly Governed path.



Delaware Auditor of Accounts
 GASB Entity Determination Analysis
 Delaware River and Bay Authority
 June 30, 2016

Not an FSF User

Jointly Governed



NOTE: The format of the flowchart was revised on April 25, 2016, to more clearly define the Joint Venture/Jointly Governed path.