# CITY

# DEPOSITORIES OF PUBLIC FUNDS

**AND**

**PUBLIC INVESTMENTS**

**LEGAL COMPLIANCE AUDIT GUIDE**

**DEPOSITORIES OF PUBLIC FUNDS**

**AND**

**PUBLIC INVESTMENTS**

Introduction

Cities may deposit funds only in financial institutions designated by the city council. The governing body may authorize its treasurer or chief financial officer to make such designations. All city funds on deposit must be protected by federal deposit insurance, corporate surety bond or assigned collateral.

“Government entity” for the purpose of this section includes cities:

Minn. Stat. § 118A.01, subd. 2. This section does not apply to entities whose investment authority is specified under Minn. Stat. ch. 11A (Investment of State and Pension Assets), or 356A (Public Pension Fiduciary Responsibility). *Id.*

“Public funds” for the purpose of this section means all general, special, permanent, trust, or other funds, regardless of source or purpose, held or administered by a government entity, unless otherwise restricted. Minn. Stat. § 118A.01, subd. 4.

When auditing a city, complete this section to determine if the city has properly invested its funds or deposited its funds in a properly designated depository with appropriate collateral or bond.

**OPEB Trusts** - The assets of a trust created to pay postemployment benefits (giving rise to a liability under GASB Stmt. 45) to employees or officers after their termination of service shall be invested and held as provided in Minn. Stat. § 471.6175.

\*Note: A “city with a population in excess of 200,000 or a county that contains a city of that size” (currently the two largest cities and counties) and the Metropolitan Council have additional investment authority. *See* Minn. Stat. § 118A.07.

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| **Part I. Designation of Depository** | | | | | | | | | | | | |
| § 118A.02, subd. 1 | A. | In the case of a city: | | | | |  | |  | | |  |
|  |  | 1. | | Has each depository of public funds been designated by the city council, or by city treasurer or chief financial officer, if the council has authorized them to make such a designation? | | |  | |  | | |  |
| § 118A.01,  subd. 3 |  | 2. | | Is each depository one of the following: | | |  | |  | | |  |
|  |  |  | | a. | | a savings association; |  | |  | | |  |
|  |  |  | | b. | | a commercial bank; |  | |  | | |  |
|  |  |  | | c. | | a trust company; |  | |  | | |  |
|  |  |  | | d. | | a credit union; or |  | |  | | |  |
|  |  |  | | e. | | an industrial loan and thrift company? |  | |  | | |  |
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| **Part II. Insuring or Securing Deposits** | | | | | | | | | | | | |
| § 118A.03 | A. | If a city desires to deposit an amount in excess of deposit insurance, it must obtain a bond or collateral which, when computed at its market value, shall be at least ten percent more than the amount of the excess deposit at the close of the banking day. For the purpose of this section, “banking day” has the meaning given in Federal Reserve Board Regulation CC, 12 C.F.R. § 229.2(f), and incorporates a financial institution’s cutoff hour established under Minn. Stat. § 336.4-108. If irrevocable standby letters of credit from Federal Home Loan Banks are used as collateral, the amount must be equal to the amount of the excess deposit at the close of the banking day. | | | | |  | |  | | |  |
|  |  |  | |  | |  |  | |  | | |  |
|  | B. | Review the following general principles of FDIC coverage and complete the spread sheet in this section to determine the amount of the city’s funds that are not insured and thus need to be either bonded or collateralized. Deposits held by credit unions are covered by separate deposit insurance rules promulgated by the National Credit Union Administration (NCUA). | | | | |  | |  | | |  |
|  |  | **General Principles of FDIC coverage:** | | | | |  | |  | | |  |
|  |  | 1. | | Deposits are insured only if the depository is a member of FDIC. | | |  | |  | | |  |
|  |  | 2. | | Deposits in one depository are insured separately from deposits in another depository which is not a branch of the first one. However, a depository and all of the branches associated with it are treated as a single combined depository, and the funds deposited in the branches are aggregated for purposes of insurance coverage. | | |  | |  | | |  |
|  |  | 3. | | The aggregate of a government entity’s time/savings accounts, i.e., savings accounts, NOW accounts, and time deposits (CDs), with the same depository are insured up to a total of $250,000. The aggregate of a government entity’s demand accounts, i.e., non-interest and interest-bearing checking accounts, are insured up to a total of $250,000 and are insured separately from the government entity’s time/savings deposits. This separate $250,000 coverage for demand and time/savings accounts only applies if the depository is in the same state as the government entity. | | |  | |  | | |  |
|  |  | 4. | | A public authority, public corporation, public commission, or special district receives separate insurance coverage from its parent government entity only if its creation is expressly authorized by state statute, government functions have been delegated to it by law, and funds have been allocated for its exclusive use and control. Subordinate or non-autonomous divisions, agencies, or boards do not receive separate insurance coverage. | | |  | |  | | |  |
|  |  | 5. | | Funds held for a special purpose and required by law to be paid to bondholders or beneficiaries such as members of pension funds or relief associations are covered up to $250,000 per bondholder or beneficiary whether the beneficial interest is vested or not. The fiduciary nature must be indicated on the account name in the bank’s records. | | |  | |  | | |  |
|  |  | 6. | | If more than one person is legal or official custodian of funds for a government entity, each custodian having plenary authority (including control) over the funds is separately insured up to $250,000. Also, if the same person is the custodian of funds for two separate government entities, the funds for the two government entities are separately insured. | | |  | |  | | |  |
|  |  | 7. | | Moneys held by a government entity in trust are insured separately from other government entity funds only if the trust is linked to a written trust agreement, court order or statute, the owner does not retain an interest in the use of the assets, and the interests of beneficiaries are ascertainable and not contingent. | | |  | |  | | |  |
|  | C. | Was collateral coverage sufficient?  (Answer after completing the spreadsheet on page 1-11.) | | | | |  | |  | | |  |
|  |  |  | |  | |  |  | |  | | |  |
| **Part III. The Bond and Collateral** | | | | | | | | | | | | |
| § 118A.03,  subd. 1 | A. | If a bond was furnished by the depository to the city, answer the following question: | | | | |  |  | | |  | |
|  |  | 1. | Was the bond executed by a corporate surety company authorized to do business in the state? | | | |  |  | |  | | |
| § 118A.03,  subd. 2 | B. | If the depository assigned collateral to the city, answer the following questions: | | | | |  |  | | |  | |
|  |  | 1. | Was the collateral one of the following: | | | |  |  | |  | | |
|  |  |  | a. | | U.S. government treasury bills, notes, or bonds; | |  |  | |  | | |
|  |  |  | b. | | issues of a U.S. government agency or instrumentality that are quoted by a recognized industry quotation service available to the government entity; | |  |  | |  | | |
|  |  |  | c. | | a general obligation of a state or local government, with taxing powers, rated “A” or better; | |  |  | |  | | |
|  |  |  | d. | | a revenue obligation of a state or local government, with taxing powers, rated “AA” or better; | |  |  | |  | | |
|  |  |  | e. | | unrated general obligation securities of a local government, with taxing powers, pledged as collateral against funds deposited by that same local government entity; | |  |  | |  | | |
|  |  |  | f. | | an irrevocable standby letter of credit issued by a Federal Home Loan Bank accompanied by written evidence that the Federal Home Loan Bank’s public debt is rated “AA” or better by Moody’s or Standard and Poor’s; or | |  |  | |  | | |
|  |  |  | g. | | time deposits insured by any federal agency? | |  |  | |  | | |
| § 118A.03,  subd. 7 |  | 2. | Was the collateral placed for safekeeping: | | | |  |  | |  | | |
|  |  |  | a. | | In a restricted account at the Federal Reserve Bank; or | |  |  | |  | | |
|  |  |  | b. | | in an account at a trust department of a commercial bank or other financial institution not owned or controlled by the depository? | |  |  | |  | | |
|  |  | 3. | Did the government entity approve of the selection of the safekeeping entity? | | | |  |  | |  | | |
| § 118A.03,  subd. 4 |  | 4. | Was the collateral assignment in writing? | | | |  |  | |  | | |
|  |  | 5. | Did the assignment provide that, upon default, the depository shall release the collateral pledged to the government entity on demand, free of exchange or other charges? | | | |  |  | |  | | |
| § 118A.03,  subd. 3 | C. | Collateral pledged must equal at least ten percent more than the uninsured and unbonded amount on deposit at the close of the banking day. If irrevocable standby letters of credit from Federal Home Loan Banks are used, the amount must be equal to the amount of the excess deposit at the close of the banking day. The depository may, at its discretion, furnish both a bond and collateral aggregating the required amount.  For the purpose of this section, “banking day” has the meaning given in Federal Reserve Board Regulation CC, 12 C.F.R. § 229.2(f), and incorporates a financial institution’s cutoff hour established under Minn. Stat. § 336.4-108. | | | | |  |  | |  | | |
|  |  | 1. | If a bond was obtained or standby letters of credit from Federal Home Loan Banks were pledged, was the amount of excess deposit at the close of the banking day (as defined above) equal to or less than the amount of the bond or standby letters of credit? | | | |  |  | |  | | |
|  |  | 2. | If other collateral was pledged, was the amount of collateral at least ten percent more than the uninsured amount on deposit at the close of the banking day? | | | |  |  | |  | | |

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|  | D. | Assignment [Federal Statutory Requirements] | | | | |  |  |  |
| [12 U.S.C.  § 1823(e)] |  | 1. | Was the written assignment approved by the depository’s board of directors or loan committee? | | | |  |  |  |
|  |  | 2. | Was the assignment an official record of the depository? | | | |  |  |  |
|  |  |  |  |  | | |  |  |  |
| **Part IV. Public Investments** | | | | | | | | | |
|  | A. | Were all repurchase agreements and reverse repurchase agreements only entered into with: | | | | |  |  |  |
| § 118A.05,  subd. 2 |  | 1. | a financial institution qualified as a depository of public funds; | | | |  |  |  |
|  |  | 2. | any other financial institution which is a member of the Federal Reserve System and whose combined capital and surplus equals or exceeds $10,000,000; | | | |  |  |  |
|  |  | 3. | a primary reporting dealer in United States government securities to the Federal Reserve Bank of New York; or | | | |  |  |  |
|  |  | 4. | a securities broker-dealer licensed pursuant to chapter 80A, or an affiliate of it, regulated by the Securities and Exchange Commission and maintaining a combined capital and surplus of $40,000,000 or more, exclusive of subordinated debt? | | | |  |  |  |
| § 118A.06 | B. | If the city safekeeps investments with a third party: | | | | |  |  |  |
|  |  | 1. | Is the city’s ownership of all securities in which the fund is invested evidenced by written acknowledgments identifying the securities by the names of the issuers, maturity dates, interest rates, CUSIP numbers, or other distinguishing marks? | | | |  |  |  |
|  |  | 2. | Were investments, contracts, and agreements held in safekeeping with: | | | |  |  |  |
|  |  |  | a. | a Federal Reserve Bank; | | |  |  |  |
|  |  |  | b. | any bank authorized under the laws of the United States or any state to exercise corporate trust powers, including, but not limited to, the bank from which the investment is purchased; | | |  |  |  |
|  |  |  | c. | a primary reporting dealer in United States government securities to the Federal Reserve Bank of New York; or | | |  |  |  |
|  |  |  |  |  | | |  |  |  |
|  |  |  | d. | a securities broker-dealer, or an affiliate of it, that | | |  |  |  |
|  |  |  |  | (1) | | Is registered as a broker-dealer under Chapter 80A or is exempt from the registration requirements; |  |  |  |
|  |  |  |  | (2) | | is regulated by the Securities and Exchange Commission; and |  |  |  |
|  |  |  |  | (3) | | maintains insurance through the Security Investor Protection Corporation (SIPC) or excess insurance coverage in an amount equal to or greater than the value of the securities held? |  |  |  |
|  | C. | Were the securities sold or pledged under the repurchase agreement or reverse repurchase agreement permissible direct investments under Minn. Stat. § 118A.04 (*see* L and M below)? | | | | |  |  |  |
|  | D. | Were all reverse repurchase agreements only entered into: | | | | |  |  |  |
| § 118A.05,  subd. 2 |  | 1. | for a period of 90 days or less; and | | | |  |  |  |
|  |  | 2. | only to meet short-term cash needs and not to generate cash for investments? | | | |  |  |  |
|  | E. | Were all securities lending agreements (including custody agreements) entered into only with: | | | | |  |  |  |
| § 118A.05  subd. 3 |  | 1. | a financial institution qualified as a depository having an office in Minnesota; or | | | |  |  |  |
|  |  | 2. | a financial institution which is a member of the Federal Reserve System and whose combined capital and surplus equals or exceeds $10,000,000, and which has an office in Minnesota? | | | |  |  |  |
|  | F. | Did the custodian or entity operating the securities lending program only enter into securities lending transactions with those entities identified in Part IV.A. (above)? | | | | |  |  |  |
| § 118A.05,  subd. 5 | G. | Guaranteed investment contracts or agreements | | | | |  |  |  |
|  |  | 1. | Were all guaranteed investment contracts or agreements only entered into with an issuer or guarantor that was a U.S. commercial bank, a domestic branch of a foreign bank, a U.S. insurance company, or its Canadian subsidiary, or the domestic affiliates of any of the foregoing? | | | |  |  |  |
|  |  | 2. | Was the issuer’s or guarantor’s long-term and short-term unsecured debt: | | | |  |  |  |
|  |  |  | a. | | rated in one of the highest two categories by a nationally recognized rating agency, or | |  |  |  |
|  |  |  | b. | | was the term of the guaranteed investment contract 18 months or less, and was the credit quality of the issuer’s short-term unsecured debt rated in the highest category by a nationally recognized rating agency (regardless of the credit quality of the issuer’s or guarantor’s long-term unsecured debt)? | |  |  |  |
|  | H. | Did all guaranteed investment contracts give the city withdrawal rights in the event the issuer’s or guarantor’s credit quality was downgraded below “A”? | | | | |  |  |  |
| § 118A.05, subd. 4 | I. | Did the city only invest in shares of a Minnesota joint powers investment trust whose investments were restricted to securities described in Minn. Stat. §§ 118A.04 and 118A.07, subd. 7? | | | | |  |  |  |
| § 118A.05,  subd. 4 | J. | Mutual Funds - Did the city invest only in shares of an investment company that met the criteria in either 1 or 2 below: | | | | |  |  |  |
|  |  | 1. | a. | registered under the Federal Investment Company Act of 1940; | | |  |  |  |
|  |  |  | b. | whose shares were registered under the Federal Securities Act of 1933; | | |  |  |  |
|  |  |  | c. | whose fund received the highest credit rating; | | |  |  |  |
|  |  |  | d. | that was rated in one of the highest risk rating categories by at least one nationally recognized statistical rating organization; and | | |  |  |  |
|  |  |  | e. | that only invests in financial instruments with a final maturity no longer than 13 months? | | |  |  |  |
|  |  | 2. | a. | registered under the Federal Investment Company Act of 1940; | | |  |  |  |
|  |  |  | b. | which holds itself out as a money market fund meeting the conditions of SEC rule 2a-7; and | | |  |  |  |
|  |  |  | c. | is rated one of the two highest rating categories for money market funds by at least one nationally recognized statistical rating organization? | | |  |  |  |
| § 118A.05,  subd. 4 | K. | Did the city invest only in units of a short-term investment fund: | | | | |  |  |  |
|  |  | 1. | established and administered pursuant to regulation 9 of the Comptroller of the Currency; and | | | |  |  |  |
|  |  | 2. | in which investments are restricted to securities described in Minn. Stat.  § 118A.04? | | | |  |  |  |
|  | L. | Were all other funds invested in instruments which met at least one of the following criteria: | | | | |  |  |  |
| § 118A.04 |  | 1. | In governmental bonds, notes, bills, mortgages, and other securities, which were direct obligations or are guaranteed or insured issues of the United States, its agencies, its instrumentalities, or organizations created by an act of Congress, excluding mortgage-backed securities defined as “high risk” (see Section M - Mortgage-Backed Securities); | | | |  |  |  |
|  |  | 2. | In a general obligation of a state or local government with taxing powers which was rated “A” or better by a national bond rating service; | | | |  |  |  |
|  |  | 3. | In a revenue obligation of a state or local government which was rated “AA” or better by a national bond rating service; | | | |  |  |  |
|  |  | 4. | In a general obligation of the Minnesota Housing Finance Agency which was a moral obligation of the State of Minnesota and is rated “A” or better by a national bond rating agency; | | | |  |  |  |
|  |  | 5. | In an obligation of a school district with an original maturity not exceeding 13 months which is (i) rated in the highest category by a national bond rating service or (ii) enrolled in the credit enhancement program pursuant to Minn. Stat. § 126C.55;  [**Note:** This authority is in addition to and does not limit the authority provided by items 2 and 3, above.] | | | |  |  |  |
|  |  | 6. | In commercial paper issued by a United States corporation or its Canadian subsidiary and that: | | | |  |  |  |
|  |  |  | a. | was rated in the highest quality category by at least two nationally recognized rating agencies, and | | |  |  |  |
|  |  |  | b. | matures in 270 days or less; | | |  |  |  |
| § 118A.04,  subd. 5 |  | 7. | In time deposits fully insured by the Federal Deposit Insurance Corporation; | | | |  |  |  |
| § 118A.04,  subd. 5 |  | 8. | In bankers’ acceptances issued by United States banks; | | | |  |  |  |
| § 118A.04,  subd. 7 |  | 9. | In the city’s own temporary obligations issued under Minn. Stat. §§ 429.091, subd. 7 (special assessments), 469.178, subd. 5 (tax increment bonds), or 475.61, subd. 6, or | | | |  |  |  |
| § 136F.91 |  | 10. | Bonds issued by Minnesota State Colleges and Universities under Minn. Stat. §§ 136F.90 to 136F.98? | | | |  |  |  |
| § 118A.04,  subd. 8 |  | Note: A debt service fund can purchase any issue payable from the fund. | | | | |  |  |  |
|  | M. | Mortgage-Backed Securities | | | | |  |  |  |
| § 118A.04,  subd. 2 |  | Cities may only purchase mortgage-backed securities that are direct obligations or guaranteed or insured issues of the United States, its agencies, its instrumentalities, or organizations created by an act of Congress. | | | | |  |  |  |
|  |  | Mortgage-backed securities purchased shall not be “high risk.” Minn. Stat. § 118A.04, subd. 6, states, “high risk mortgage-backed securities” are: | | | | |  |  |  |
| § 118A.04,  subds. 2 & 6 |  | 1. | interest-only or principal-only mortgage-backed securities; and | | | |  |  |  |
|  |  | 2. | any mortgage derivative security that: | | | |  |  |  |
|  |  |  | a. | has an expected average life greater than ten years; or | | |  |  |  |
|  |  |  | b. | has an expected average life that: | | |  |  |  |
|  |  |  |  | (1) | | will extend by more than four years as the result of an immediate and sustained parallel shift in the yield curve of plus 300 basis points, or |  |  |  |
|  |  |  |  | (2) | | will shorten by more than six years as the result of an immediate and sustained parallel shift in the yield curve of minus 300 basis points; or |  |  |  |
|  |  |  | c. | will have an estimated change in price of more than 17 percent as the result of an immediate and sustained parallel shift in the yield curve of plus or minus 300 basis points. | | |  |  |  |
|  |  | 3. | Were all mortgage-backed securities purchased by the city after August 1, 1993, not “high risk?” | | | |  |  |  |

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| **Part V. Additional Long-Term Equity Investments** | | | | | | | |
|  | If the city invested in equity investments, answer the following questions: | | | |  |  |  |
| § 118A.09,  subd. 1 | A. | Does the city meet one of the following requirements: | | |  |  |  |
|  |  | 1. | a population of more than 100,000, or | |  |  |  |
|  |  | 2. | its most recently issued general obligation bonds were rated in the highest category by a national bond rating service? | |  |  |  |
| § 118A.09,  subd. 2 | B. | Were the equity investments in one of the following: | | |  |  |  |
|  |  | 1. | an index mutual fund: | |  |  |  |
|  |  |  | a. | based in the United States and |  |  |  |
|  |  |  | b. | indexed to a broad market United States equity index? |  |  |  |
|  |  | 2. | in a long-term equity account with the State Board of Investment? | |  |  |  |
| § 118A.09,  subd. 3 | C. | Did the total amount invested in equities not exceed 15 percent of the sum of: | | |  |  |  |
|  |  | 1. | unassigned cash; | |  |  |  |
|  |  | 2. | cash and cash equivalents; | |  |  |  |
|  |  | 3. | deposits; and | |  |  |  |
|  |  | 4. | investments, | |  |  |  |
|  |  | based on the most recent audited statement of net position, which must be compliant and audited pursuant to governmental accounting and auditing standards? | | |  |  |  |
|  |  | Note: Once the value of equity investments reaches or exceeds the 15 percent cap, no further funds may be invested in equities. | | |  |  |  |
| § 118A.09,  subd. 4 | D. | Prior to investing in equities, die the city council adopt a resolution that included the following statements: | | |  |  |  |
|  |  | 1. | the city council understands that the equity investments have a risk of loss, | |  |  |  |
|  |  | 2. | the city council understands the types of funds being invested and the specific investments themselves, and | |  |  |  |
|  |  | 3. | the city council certifies that all funds designated for investment by the State Board of Investment meet the requirements of Minn. Stat. § 118A.09 and the policies and procedures established by the State Board of Investment. | |  |  |  |

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|  |  |  |  | **Part VI. Broker Acknowledgement Certification** |  |  |  |
| § 118A.04,  subd. 9 | A. | Annually, prior to completing an initial investment transaction with each broker, did the city provide to that broker a written statement of investment restrictions? | | |  |  |  |
|  | B. | Did the broker acknowledge receipt of the investment restrictions and agree to handle the city’s account in accordance with the restrictions? | | |  |  |  |
|  | C. | Did the city retain documentation of compliance with A and B above? | | |  |  |  |

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| **Part VII. Audit Conclusion** | | | | | | | |
| The auditor must state a conclusion--based on this questionnaire and any other audit procedures performed--whether the client has complied with the legal provisions reviewed relating to depositories of public funds and investments. | | | | | | | |
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| Conclusion: |  |  |  |  |  |  |  |
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| **SPREADSHEET** | | | | | | | | | | | |
|  |  |  |  |  |  |  |  |  |  |  |  |
|  |  |  | a | b | c | d | (a+b) - (c+d) = e | e x 1.1 = f | g | g - f | |
| Name of Depository | \* | \*\* | Time/Savings Accounts | Demand Accounts | Amount of Insurance Coverage | Amount of Bond | Deposits Requiring Collateral | Amount of Collateral Needed (110% of Deposits Requiring Collateral) | Market Value of Collateral Provided | Sufficient (Insufficient) Collateral Coverage | | |
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| \*Put a check in this column if depository is a member of FDIC or NCUA. | | | | | | | | | | |  |
| \*\*Put a check in this column if depository is not a branch of any of the other depositories here. | | | | | | | | | | |  |
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