



**NCUA 2016  
FINANCIAL STATEMENT AUDIT  
FOR  
TEMPORARY CORPORATE CREDIT  
UNION STABILIZATION FUND**



**For the year ended December 31, 2016**

<b>Audited Financial Statements</b>	<b>Audit Report Number</b>
Temporary Corporate Credit Union Stabilization Fund	OIG-17-06

February 28, 2017

A handwritten signature in black ink, appearing to read "James W. Hagen".

James W. Hagen  
Inspector General



## EXECUTIVE SUMMARY

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### *Purpose and Scope*

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This report transmits KPMG LLP's (KPMG) report on its financial statement audit of the National Credit Union Administration's (NCUA) financial statements for the Temporary Corporate Credit Union Stabilization Fund (TCCUSF) as of and for the years ended December 31, 2016 and 2015. The NCUA prepared financial statements in accordance with the Office of Management and Budget (OMB) Circular No. A-136 Revised, *Financial Reporting Requirements*, and subjected them to audit.

### *Audit Reports on Financial Statements, Internal Control, and Compliance and Other Matters*

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Under a contract monitored by the NCUA OIG, KPMG, an independent certified public accounting firm, performed an audit of the NCUA's financial statements as of December 31, 2016. The contract required that the audit be performed in accordance with generally accepted government auditing standards issued by the Comptroller General of the United States; Office of Management and Budget audit guidance, and the *Government Accountability Office/President's Council on Integrity and Efficiency Financial Audit Manual*.

KPMG's audit report for 2016 includes: (1) an opinion on the financial statements, (2) conclusions on internal control over financial reporting, and (3) a section addressing compliance and other matters. In its audit of NCUA's TCCUSF, KPMG found:

- The financial statements were fairly presented, in all material respects, in conformity with U.S. generally accepted accounting principles;
- There were no material weaknesses in internal controls;<sup>1</sup>
- There were no significant deficiencies related to internal controls;<sup>2</sup> and
- No instances of reportable noncompliance with laws and regulations it tested or other matters that are required to be reported under Government Auditing Standards or OMB guidance.

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<sup>1</sup> A material weakness is defined as a deficiency, or combination of deficiencies, in internal control, such that there is a reasonable possibility that a material misstatement of the entity's financial statements will not be prevented, or detected and corrected on a timely basis.

<sup>2</sup> A significant deficiency is defined as a deficiency, or a combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance.



### *OIG Evaluation of KPMG'S Audit Performance*

To ensure the quality of the audit work performed, we reviewed KPMG's approach and planning of the audit, evaluated the qualifications and independence of the auditors, monitored the progress of the audit at key points, reviewed and accepted KPMG's reports and related documentation, and inquired of its representatives. Our review, as differentiated from an audit in accordance with U.S. generally accepted government auditing standards, was not intended to enable us to express, and we do not express, opinions on NCUA's financial statements or conclusions about the effectiveness of internal control, or conclusions on compliance with laws and regulations. KPMG is responsible for the attached auditor's report dated February 27, 2016, and the conclusions expressed in the report. However, our review disclosed no instances where KPMG did not comply, in all material respects, with generally accepted government auditing standards.

This report is on the TCCUSF for the year ended December 31, 2016. Reports for NCUA's Operating Fund, Share Insurance Fund, Central Liquidity Facility, and Community Development Revolving Loan Fund were issued on February 15, 2017, and can be found on the NCUA OIG's website.

We would like to extend our thanks to NCUA management and staff involved in issuing the TCCUSF's financial statements. In addition, we appreciate the professionalism, courtesies, and cooperation extended to KPMG throughout the audit and our oversight of the audit process.

OIG-17-06

# National Credit Union Administration Temporary Corporate Credit Union Stabilization Fund

Financial Statements as of and for the Years Ended  
December 31, 2016 and 2015, and  
Independent Auditors' Report

**NATIONAL CREDIT UNION ADMINISTRATION  
TEMPORARY CORPORATE CREDIT UNION STABILIZATION FUND**

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## Overview

### *I. Mission, Background, and Organizational Structure*

#### **TCCUSF Mission and Background**

The National Credit Union Administration (NCUA) administers the Temporary Corporate Credit Union Stabilization Fund (TCCUSF).<sup>1</sup> Congress established the TCCUSF in May 2009 as a revolving fund in the Treasury of the United States (U.S. Treasury) under the management of the NCUA Board. The TCCUSF is currently planned to close in June 2021.

The TCCUSF was established to accrue the losses of the failed corporate credit unions<sup>2</sup> during the credit crisis and to recover such losses over time.

Acting under authority granted by Congress under the *Helping Families Save Their Homes Act of 2009*, Public Law 111-22 (Helping Families Act), the NCUA Board took action to provide significant relief to insured credit unions in dealing with assessments related to corporate credit union stabilization actions while maintaining a safe and strong National Credit Union Share Insurance Fund (NCUSIF).<sup>3</sup> With the failures of several large corporate credit unions in 2009, the TCCUSF provided an opportunity to mitigate the one-time assessment burden on insured credit unions for corporate credit union stabilization actions. While it has recognized the corporate credit union stabilization costs under the TCCUSF, the NCUA Board, at its discretion, determines if, and when, to assess premiums over the life of the TCCUSF. From inception through 2016, special premium assessments collected from federally insured credit unions totaled \$4.8 billion, and gross guarantee payments made totaled approximately \$9.4 billion. Currently, no additional special premium assessments are expected for the recovery of losses over the remaining term of the TCCUSF. However, should adverse conditions develop, the NCUA Board may impose an assessment if deemed necessary.

On September 24, 2010, the NCUA Board announced the Corporate System Resolution Program (CSRP). The CSRP is a multi-stage plan for stabilizing the corporate credit union system, providing short-term and long-term funding to resolve a portfolio of residential mortgage-backed securities, commercial mortgage-backed securities, other asset-backed securities and corporate bonds (collectively referred to as the Legacy Assets) held by the failed corporate credit unions, and establishing a new regulatory framework for corporate credit unions. Under the CSRP, the NCUA created a re-securitization program (NCUA Guaranteed Notes (NGN) Program) to provide long-term funding for the Legacy Assets through the issuance of the NGNs by trusts established for this purpose (NGN Trusts). The NGNs are guaranteed by the NCUA, and backed by the full faith and credit of the United States Government.

The Legacy Assets from failed corporate credit unions consisted of over 2,000 investment securities, secured by approximately 1.6 million residential mortgages, as well as commercial mortgages and other

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<sup>1</sup> The TCCUSF is one of five funds established in the U.S. Treasury and administered by the NCUA Board. In addition to the TCCUSF, a temporary fund, NCUA administers four permanent funds to include the National Credit Union Share Insurance Fund, the Operating Fund, the Central Liquidity Facility and the Community Development Revolving Loan Fund. All five funds report under separate financial statements.

<sup>2</sup> References to credit unions or credit union system refer only to those credit unions that are federally insured.

<sup>3</sup> Subject to specific regulations that govern different types of accounts, the NCUSIF insures each member's accounts in insured credit unions up to the standard maximum share insurance amount.

assets. With the issuances of NGNs, the NCUA transferred the associated Legacy Assets into the respective NGN Trusts.

As part of the CSRP, the NCUA Board liquidated five corporate credit unions during 2010. The assets and liabilities of the liquidated corporate credit unions, referred to as asset management estates, are administered by the NCUA Board as the liquidating agent, through its Asset Management and Assistance Center (AMAC), pursuant to applicable provisions of the *Federal Credit Union Act*, Public Law 73-467, as amended (FCU Act). To facilitate the resolution process, the NCUA Board chartered four bridge corporate credit unions (Bridge Corporates) to purchase certain assets and assume certain liabilities and member shares from the asset management estates. To the extent that the liabilities and shares assumed exceeded the assets purchased by the Bridge Corporates, the asset management estates issued promissory notes (Promissory Notes) to the Bridge Corporates for the difference. Each Promissory Note was guaranteed by the NCUA and was primarily funded by the TCCUSF. During 2011, the NCUA repaid the outstanding Promissory Notes and approved the mergers of two of the Bridge Corporates with other corporate credit unions.

In 2012, the NCUA Board completed the CSRP with the closing of the remaining two Bridge Corporates. The TCCUSF continues to provide funding necessary for the continuation of the NGN Program and for AMAC to complete the wind down of the corporate credit union asset management estates.

The NCUA Board, as the liquidating agent of the corporate credit union asset management estates, continues to reach settlements with financial institutions, in connection with their conduct related to mortgage-backed securities to the failed corporate credit unions. Through the end of 2016, NCUA has recovered \$4.3 billion from various financial institutions on behalf of the corporate credit union asset management estates.

During 2015, NCUA accepted an offer of judgement from Royal Bank of Scotland and accepted settlement agreements with Barclays Capital, Wachovia (now Wells Fargo) and Morgan Stanley, adding over \$732.6 million in recoveries from litigation against banks that sold residential mortgage-backed securities to corporate credit unions.

During 2016, NCUA accepted offers of judgement from Credit Suisse and UBS and accepted settlement agreements with Goldman Sachs, Credit Suisse, UBS, Royal Bank of Scotland and Nomura, adding almost \$1.8 billion in recoveries from litigation against banks that sold residential mortgage-backed securities to corporate credit unions.

With the recoveries from litigation and the continued improvement in the performance of the Legacy Assets underlying the NGN Program, insured credit unions currently are not expected to be charged another special premium assessment. However, should adverse conditions develop, such as a severe economic downturn, the NCUA Board may impose a special premium assessment.

## **Organizational Structure**

The NCUA Board authorized staff to establish the corporate governance structure of the TCCUSF. The NCUA Board delegated operational oversight and provided authority to staff to borrow funds, invest and approve assistance to corporate credit unions, subject to certain limitations and the FCU Act.

The NCUA Board created the NGN Securities Management and Oversight Committee to ensure that NCUA meets all its statutory and legal obligations under the NGN Program. The Director of the Office of Examination and Insurance, the President of AMAC, and the Chief Financial Officer constitute the committee.

The Director of the Office of Examination and Insurance serves as the Chair of the NGN Securities Management and Oversight Committee and other NCUA offices provide operational and administrative services to the TCCUSF. AMAC administers the asset management estates, collects obligations due to the closed corporate credit unions, monetizes assets and distributes amounts to claimants, including the TCCUSF, in accordance with their respective regulatory pay-out priorities.

## ***II. Performance Goals, Objectives, and Results***

The focus of NCUA's efforts in supervising corporate credit unions is to ensure their ongoing safety and soundness as well as their continued ability to provide uninterrupted services to the consumer credit unions that they serve.

NCUA's mission, as outlined in the *NCUA Strategic Plan 2014 through 2017*, is to "provide through regulation and supervision, a safe and sound credit union system, which promotes confidence in the national system of cooperative credit." NCUA's objectives related to corporate credit unions in 2016 were to identify, measure, monitor and mitigate levels of risk in the credit union industry through effective regulations, supervision and examination.

In the NCUA 2016 Annual Performance Plan, the performance measure to "maintain the aggregate corporate credit union leverage ratio above 5 percent, annually" was achieved; the 2016 ratio was 5.57%.

Additionally, corporate credit unions maintained sufficient liquidity to meet member needs and maintained adequate capital to meet the NCUA's Prompt Corrective Action requirements.

Achievement of NCUA's mission is supported by NCUA's continued transparency on the NGN Program through the distribution of press releases, periodic update of web pages devoted to the NGN Program and quarterly financial briefings at public meetings of the NCUA Board by the NCUA Chief Financial Officer.

Operational success is further evidenced by the continued improvement in the financial condition of the TCCUSF. In 2016 and 2015, the TCCUSF maintained sufficient liquidity to meet its obligations. During the same period, the TCCUSF's Net Position continued to increase, consistent with the design of the TCCUSF. In 2016, the Net Position improved from \$540.4 million to \$1.5 billion, primarily from the recoveries from litigation and the favorable change in the anticipated future cash flows of the Legacy Assets in the NGN Program.

During 2016, the TCCUSF was principally responsible for guarantees related to the NGNs. As of December 31, 2016 and 2015, NCUA estimated no insurance losses from the NGN Program.

At December 31, 2016, NCUA estimated that \$1.1 billion may ultimately be recovered from the corporate credit union asset management estates, as further discussed in Note 6. Actual amounts



recovered could differ from this estimate as the NGN Program continues and the corporate credit union asset management estates are resolved.

### ***III. Financial Statement Analysis***

During 2016, the financial condition of the TCCUSF improved, as seen by the increase in Net Position from \$540.4 million to \$1.5 billion. This \$1.0 billion change is primarily explained by Reduction of Insurance Losses of \$966.8 million, Gains on the Disposition of Assets of \$1.4 million and Guarantee Fee Income of \$32.1 million, all shown on the Statements of Net Cost. In 2016, the TCCUSF maintained sufficient liquidity to meet its obligations as well as to pay off remaining borrowings of \$1.7 billion from the U.S. Treasury.

Summarized financial information is presented below for the TCCUSF.

<b>Summarized Financial Information (in thousands)</b>		
	December 31, 2016	December 31, 2015
Total Assets	\$ 1,536,167	\$ 2,244,745
Receivables from Asset Management Estates, Net	1,078,072	2,081,920
Fund Balance with Treasury and Investments, Net	455,280	159,659
Borrowings from the U.S. Treasury	-	1,700,000
Insurance and Guarantee Program Liabilities	-	-
Net Position	1,534,457	540,437
Net Income from Operations	993,049	300,748
Guarantee Fee Revenue	32,135	46,996
Gains on the Disposition of Assets	1,363	107,255
Reduction of Insurance Losses	966,786	155,854

#### ***Balance Sheet Highlights***

Total Assets decreased by \$708.6 million in 2016, primarily as a result of the repayment of \$1.7 billion in U.S. Treasury borrowing partially offset by Net Income from Operations of \$993.0 million.

Receivables from Asset Management Estates, Net decreased by \$1.0 billion in 2016. The decrease reflects primarily the proceeds received from the asset management estates due to recoveries from litigation.

During 2016, the TCCUSF did not borrow additional funds from the U.S. Treasury. The TCCUSF primarily used the recoveries from the asset management estates and other sources to repay \$1.7 billion to the U.S. Treasury during 2016, resulting in no outstanding balance as of December 31, 2016.

Insurance and Guarantee Program Liabilities, also referred to as contingent liabilities, were \$0 at December 31, 2016 and 2015. While there was no contingent liability as of December 31, 2016 and 2015, the TCCUSF continues to have ongoing guarantee obligations relating to the NGN Program. The contingent liability balance may increase in the future, depending on future analyses of the value of Legacy Assets in the NGN Program.

#### ***Statement of Net Cost Highlights***

Net Income from Operations was \$993.0 million for 2016, as compared to \$300.7 million for 2015. In 2016, net income is primarily due to the \$966.8 million Reduction of Insurance Losses. This reduction is mainly due to the favorable change in future cash flows of the Legacy Assets in

the NGN Program and contains proceeds from asset management estates due to recoveries from litigation received in 2016. Net income also includes \$32.1 million in Guarantee Fee Revenues and \$1.4 million in Gains on the Disposition of Assets that were recoveries from several securities originally held by the failed corporate credit unions.

#### *Statement of Changes in Net Position Highlights*

Cumulative Results of Operations increased by \$1.0 billion in 2016 resulting in a positive Net Position of \$1.5 billion. This increase was due to Net Income from Operations of \$993.0 million, as described above. This positive net position represents a measure of the difference between the fund's assets and liabilities as of December 31, 2016. The improving values of the Legacy Assets and legal recoveries primarily contributed to the positive net position.

In accordance with the FCU Act, NCUA must repay the outstanding borrowings from the U.S. Treasury. In any year that the TCCUSF has an outstanding borrowing from the U.S. Treasury, the NCUA Board must make the distribution from the NCUSIF to the TCCUSF rather than to insured credit unions when the calculated NCUSIF equity ratio exceeds the Board-set normal operating level, which is currently set at 1.3%. As of December 31, 2015, the TCCUSF had an outstanding borrowing, and the NCUSIF calculated equity ratio was 1.26%; therefore, the NCUSIF did not record a distribution payable to the TCCUSF in 2015. In October 2016, the remaining borrowing of \$1.0 billion was fully repaid. As of December 31, 2016 and 2015, the TCCUSF did not have a distribution receivable due from the NCUSIF.

#### *Statement of Budgetary Resources Highlights*

Activity impacting budget totals of the overall Federal Government is recorded in the TCCUSF's Statements of Budgetary Resources. The TCCUSF had negative net outlays of \$1,995.6 million in 2016 compared to negative net outlays of \$781.2 million for 2015. The primary change is from recoveries from litigation and other recoveries from asset management estates in 2016. These two items, plus the Guarantee Fee Revenue, were the major drivers of the TCCUSF's increase in its unobligated balance, or budget available to create future obligations, an increase of \$1,997.2 million.

#### *Fiduciary Activity Highlights*

As the TCCUSF was established to accrue the losses of the corporate credit union system during the credit crisis and to recover such losses over time, the TCCUSF's financial results are driven by the financial performance of the corporate credit union asset management estates, which includes the recoveries from litigation and the NGN Program. The financial results of the corporate credit union asset management estates and the NGN Trusts in the NGN Program are not presented in the results of the TCCUSF as described above, but are instead presented as fiduciary activities of the TCCUSF in accordance with the Federal Accounting Standards Advisory Board's Statement of Federal Financial Accounting Standard (SFFAS) No. 31, *Accounting for Fiduciary Activities*, and are included in the notes to the TCCUSF financial statements.

#### *NGN Program*

The outstanding principal balance of the NGNs was \$7.9 billion and \$11.2 billion as of December 31, 2016 and 2015, respectively. This amount represents the maximum potential future guarantee payments that NCUA could be required to make without consideration of future expected cash flows from underlying Legacy Assets and possible recoveries under the terms of the guarantees or from the asset management estates. The losses from the guarantees of NGNs

are expected to be significantly less than the above maximum potential exposure, and such losses are based on estimated guarantee payments, net of estimated guarantor reimbursements, if any, from the NGN Trusts and expected recoveries, if any, from the asset management estates. The NCUA's estimate of the expected recovery from the asset management estates reflects the NCUA's expectations and assumptions about the recovery value of the asset management estates' assets, which include economic residual interests in the NGN Trusts.

The NCUA's estimated guarantee payments, guarantor reimbursements and the recovery values, if any, of the asset management estates' economic residual interests in the NGN Trusts are derived using an external model that distributes estimated cash flows of the Legacy Assets transferred to the NGN Trusts in the priority of payments pursuant to the governing documents of each NGN Trust. The estimated cash flows incorporate the NCUA's assumptions about discount rates.

The estimated cash flows of the Legacy Assets transferred to the NGN Trusts are also derived from the external model that incorporates the NCUA's expectations and assumptions about the estimated cash flows from the collateral that comprises the Legacy Assets, and the priority of payments and estimated cash flows of the Legacy Assets pursuant to the governing documents for the respective Legacy Assets. The external model produces estimated cash flows of collateral underlying the Legacy Assets by incorporating the NCUA's expectations and assumptions about prepayments, defaults and loss severity of the collateral consisting of residential and commercial mortgage loans and other assets. Assumptions about prepayments, defaults, and loss severity are developed based on the characteristics and historical performance of the collateral, as well as assumptions about macroeconomic variables such as unemployment rates, housing prices, and interest rates.

As of December 31, 2016, the NCUA Board, as liquidating agent of the AMEs, held approximately \$2.1 billion in post-securitized assets. Generally, post-securitized assets are the Legacy Assets that are no longer secured by the NGNs.

During 2016, cash flows from the Legacy Assets securing NGN 2010-R1 2A, NGN 2011-R5 1A and NGN 2010-C1 Trusts paid off their outstanding principal balances on March 8, 2016, July 8, 2016, and August 29, 2016, respectively, resulting in the maturity of these NGNs prior to their scheduled maturity dates.

In December 2015, cash flows from the Legacy Assets securing the NGN 2011-R6 Trust paid off its outstanding principal balance, resulting in the maturity of this NGN prior to its scheduled maturity on May 7, 2020.

The table below represents the composition of Legacy Assets collateralizing the remaining ten NGNs with an aggregate unpaid principal balance of \$11.2 billion and recovery value of approximately \$9.4 billion as of December 31, 2016, and twelve NGN Trusts with an aggregate unpaid principal balance of \$16.2 billion and recovery value of approximately \$13.9 billion as of December 31, 2015.

**Composition of Legacy Assets Collateralizing the NGN Trusts**

Asset Type and Credit Rating <sup>1</sup>	Based on Recovery Value				Based on Unpaid Principal Balance				
	2016		2015		2016		2015		
RMBS	AAA		0%		0%		0%		0%
	AA		1%		1%		1%		1%
	A	89%	3%	78%	4%	89%	3%	80%	3%
	BBB		5%		5%		4%		4%
	Below Investment Grade		90%		90%		91%		92%
	NA		1%		0%		1%		0%
CMBS	AAA		8%		16%		7%		16%
	AA		12%		30%		13%		30%
	A	4%	5%	16%	19%	3%	5%	14%	19%
	BBB		5%		7%		5%		7%
	Below Investment Grade		70%		28%		70%		28%
	NA		0%		0%		0%		0%
ABS <sup>2</sup>	AAA		46%		36%		28%		24%
	AA		14%		29%		9%		19%
	A	4%	2%	3%	16%	5%	0%	4%	11%
	BBB		15%		5%		9%		3%
	Below Investment Grade		22%		13%		46%		36%
	NA		1%		1%		8%		7%
Agency	3%	100%	3%	100%	3%	100%	2%	100%	
Corporate	AAA		0%		0%		0%		0%
	AA		0%		21%		0%		11%
	A	0%	0%	0%	43%	0%	0%	1%	22%
	BBB		0%		32%		0%		16%
	Below Investment Grade		18%		1%		18%		9%
	NA		82%		3%		82%		42%

Percentages may not total 100% due to rounding.

<sup>1</sup> The rating is based on the lowest published rating by S&P, Moody's, or Fitch.

<sup>2</sup> The collateral underlying the ABS included in the table above is primarily student loans.

Due to uncertain economic risks and the possibility of variances from historical data, actual losses could differ materially from the contingent liabilities, if any, recorded by the TCCUSF.

Performance measures are designed to enable management and the NCUA's stakeholders to assess programs and financial performance and to use this information to make improvements. Performance measures have inherent limitations, including the change over time in the correlation of cause and effect. A strong correlation between cause and effect in one period may not continue into the next. In addition, performance measures may not address economic risks, which can have a significant effect on future results.

**Limitations of the Financial Statements**

The principal financial statements have been prepared to report the financial position and results of operations of the TCCUSF. While the statements have been prepared from the books and records of the TCCUSF in accordance with U.S. generally accepted accounting principles (GAAP) for Federal entities and the formats prescribed by the Office of Management and Budget, the statements are in addition to the financial reports used to monitor and control budgetary resources that are prepared from the same books and records. The statements should be read with the realization that they are for a component of the U.S. Government, a sovereign entity.

## Liquidity Risk and Capital Resources

For liquidity, the TCCUSF maintains cash in its Fund Balance with Treasury (FBWT) account as well as investments in overnight U.S. Treasury Securities, which are available for the possibility of urgent liquidity needs.

<b>2016 and 2015 Fund Balance with Treasury and Investments (in thousands)</b>		
	December 31, 2016	December 31, 2015
Fund Balance with Treasury	\$ 2,910	\$ 2,999
U.S. Treasury Securities, Overnight	452,370	156,660

The FBWT account is increased by amounts collected from special premium assessments, guarantee fee revenue, borrowings from the U.S. Treasury, interest income on investments in U.S. Treasury Securities, distributions from the NCUSIF, and any recoveries from the asset management estates including proceeds recovered from legal claims. The FBWT account is decreased by amounts expended in support of stabilizing the corporate credit union system, including guarantee payments, repayment of borrowings from the U.S. Treasury and related interest payments, and purchases of U.S. Treasury Securities.

The TCCUSF has multiple sources of funding including:

- special premium assessments on insured credit unions, as necessary;
- guarantee fee revenue;
- borrowings from the U.S. Treasury; and
- distributions from the NCUSIF, as provided by the FCU Act.

The TCCUSF is a revolving fund in the U.S. Treasury and has access to sufficient funds to meet its obligations, including its Insurance and Guarantee Program Liabilities.

### *Special Premium Assessments*

In January 2011, *The National Credit Union Authority Clarification Act*, Public Law 111-382 (Clarification Act), amended the FCU Act by clarifying NCUA's authority to assess a premium against credit unions not only to repay TCCUSF advances but also to make TCCUSF expenditures without borrowing from the U.S. Treasury. The Clarification Act permits the NCUA Board to assess a special premium with respect to each insured credit union in an aggregate amount that is reasonably calculated to make any pending or future TCCUSF expenditures, in addition to existing authority to make assessments to repay U.S. Treasury advances. The Clarification Act also states that the NCUA Board must take into consideration any potential impact on credit union earnings that such an assessment may have and requires the premium be paid not later than 60 days after the date of the assessment.

### *Borrowing Authority from the U.S. Treasury*

The TCCUSF has \$6.0 billion in maximum statutory borrowing authority, shared with the NCUSIF, from the U.S. Treasury. As of December 31, 2016 and 2015, the TCCUSF had \$0 and \$1.7 billion in borrowings outstanding from the U.S. Treasury, respectively; the NCUSIF had no borrowings outstanding. As a result, the TCCUSF had \$6.0 billion and \$4.3 billion as of December 31, 2016 and 2015, respectively, in available borrowing authority, shared with the NCUSIF. The estimated losses and liquidity needs of the TCCUSF are based on the NCUA's expectations and assumptions about the resolution of failed corporate credit unions, including the disposition and recovery value of their assets. Actual losses of the TCCUSF, including the

TCCUSF's funding needs, could differ from those estimates. Consequently, additional borrowing reduces funds available from this source.

#### *Distributions from the NCUSIF*

In accordance with Section 202(c)(3) of the FCU Act, *Distributions from Fund Required*, the NCUA Board shall effect a pro rata distribution from the NCUSIF to insured credit unions after each calendar year, if: (i) any loans to the NCUSIF from the Federal Government, and any interest on those loans, have been repaid; and (ii) the NCUSIF's equity ratio exceeds the normal operating level, as defined, which is currently 1.3%; and (iii) the NCUSIF's available assets ratio, as defined, exceeds 1.0%. The amount of distribution shall equal the maximum possible amount that does not reduce the NCUSIF's equity ratio below the normal operating level (currently 1.3%) and does not reduce the NCUSIF's available assets ratio below 1.0%. In any year that the TCCUSF has an outstanding borrowing from the U.S. Treasury, the NCUA Board must make the distribution to the TCCUSF rather than to insured credit unions.

#### ***IV. Systems, Controls and Legal Compliance***

The TCCUSF was created by the Helping Families Act, enacted May 20, 2009. NCUA, including the TCCUSF, is exempt from requirements under the *Federal Credit Reform Act of 1990* (2 U.S.C. §661 *et seq.*). The TCCUSF may make expenditures only in connection with the conservatorship, liquidation, or threatened conservatorship or liquidation of a corporate credit union. Governing legislation specified that the TCCUSF would close 90 days after the seven year anniversary of its first borrowing from the U.S. Treasury. The first borrowing occurred on June 25, 2009. With the concurrence of the U.S. Treasury and in accordance with the FCU Act, the TCCUSF's closing date was extended to June 30, 2021.

Internal controls should be designed to provide reasonable assurance regarding prevention or prompt detection of unauthorized acquisition, use, or disposition of assets. The *Federal Manager's Financial Integrity Act*, Public Law 97-255 (FMFIA) requires agencies to establish management controls over their programs and financial systems. Accordingly, NCUA management is responsible for establishing and maintaining effective internal controls and financial management systems that meet the objectives of FMFIA, which include safeguarding assets and compliance with applicable laws and regulations. NCUA managers monitor and assess their relevant internal controls and report on their assessment. This allows NCUA management to provide reasonable assurance that internal controls are operating effectively. NCUA is in compliance with FMFIA as well as all applicable laws such as the *Prompt Payment Act*, Public Law 97-177, and the *Debt Collection and Improvement Act*, Public Law 104-134. As required by the *Improper Payments Elimination and Recovery Act*, Public Law 111-204, as amended, we have determined that the TCCUSF's programs are not susceptible to a high risk of significant improper payments.

As required by the *Federal Information Security Management Act*, Public Law 107-347, as amended, NCUA develops, documents, and implements an agency-wide program to provide information privacy and security (management, operational and technical security controls) for the information and information systems that support the operations of the agency, including those provided or managed by another agency, contractor, or other source.



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## **Independent Auditors' Report**

Inspector General, National Credit Union Administration and  
the National Credit Union Administration Board:

### **Report on the Financial Statements**

We have audited the accompanying financial statements of the National Credit Union Administration Temporary Corporate Credit Union Stabilization Fund (TCCUSF), which comprise the balance sheets as of December 31, 2016 and 2015, and the related statements of net cost, changes in net position, and combined statements of budgetary resources for the years then ended, and the related notes to the financial statements.

### ***Management's Responsibility for the Financial Statements***

Management is responsible for the preparation and fair presentation of these financial statements in accordance with U.S. generally accepted accounting principles; this includes the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of financial statements that are free from material misstatement, whether due to fraud or error.

### ***Auditors' Responsibility***

Our responsibility is to express an opinion on these financial statements based on our audits. We conducted our audits in accordance with auditing standards generally accepted in the United States of America, in accordance with the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States, and in accordance with Office of Management and Budget (OMB) Bulletin No. 15-02, *Audit Requirements for Federal Financial Statements*. Those standards and OMB Bulletin No. 15-02 require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free from material misstatement.

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the financial statements. The procedures selected depend on the auditors' judgment, including the assessment of the risks of material misstatement of the financial statements, whether due to fraud or error. In making those risk assessments, the auditor considers internal control relevant to the entity's preparation and fair presentation of the financial statements in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the entity's internal control. Accordingly, we express no such opinion. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluating the overall presentation of the financial statements.

We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinion.



## **Opinion on the Financial Statements**

In our opinion, the financial statements referred to above present fairly, in all material respects, the financial position of the National Credit Administration Temporary Corporate Credit Union Stabilization Fund as of December 31, 2016 and 2015, and its net costs, changes in net position, and budgetary resources for the years then ended in accordance with U.S. generally accepted accounting principles.

## **Other Matters**

### *Required Supplementary Information*

U.S. generally accepted accounting principles require that the information in the Overview and Required Supplementary Information sections be presented to supplement the basic financial statements. Such information, although not a part of the basic financial statements, is required by the Federal Accounting Standards Advisory Board who considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic, or historical context. We have applied certain limited procedures to the required supplementary information in accordance with auditing standards generally accepted in the United States of America, which consisted of inquiries of management about the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audits of the basic financial statements. We do not express an opinion or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.

## **Other Reporting Required by Government Auditing Standards**

### **Internal Control Over Financial Reporting**

In planning and performing our audit of the financial statements as of and for the year ended December 31, 2016, we considered the TCCUSF's internal control over financial reporting (internal control) to determine the audit procedures that are appropriate in the circumstances for the purpose of expressing our opinion on the financial statements, but not for the purpose of expressing an opinion on the effectiveness of the TCCUSF's internal control. Accordingly, we do not express an opinion on the effectiveness of the TCCUSF's internal control. We did not test all internal controls relevant to operating objectives as broadly defined by the *Federal Managers' Financial Integrity Act of 1982*.

A deficiency in internal control exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct, misstatements on a timely basis. A material weakness is a deficiency, or a combination of deficiencies, in internal control, such that there is a reasonable possibility that a material misstatement of the entity's financial statements will not be prevented, or detected and corrected, on a timely basis. A significant deficiency is a deficiency, or a combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance.

Our consideration of internal control was for the limited purpose described in the first paragraph of this section and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies. Given these limitations, during our audit we did not identify any deficiencies in internal control that we consider to be material weaknesses. However, material weaknesses may exist that have not been identified.

## **Compliance and Other Matters**

As part of obtaining reasonable assurance about whether the TCCUSF's financial statements are free from material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, and contracts, noncompliance with which could have a direct and material effect on the determination of financial statement amounts. However, providing an opinion on compliance with those provisions was not an objective of our audit, and accordingly, we do not express such an opinion. The results of our tests of compliance disclosed





no instances of noncompliance or other matters that are required to be reported herein under *Government Auditing Standards* or OMB Bulletin No. 15-02.

***Purpose of the Other Reporting Required by Government Auditing Standards***

The purpose of the communication described in the Other Reporting Required by *Government Auditing Standards* section is solely to describe the scope of our testing of internal control and compliance and the result of that testing, and not to provide an opinion on the effectiveness of the TCCUSF's internal control or compliance. Accordingly, this communication is not suitable for any other purpose.

KPMG LLP

February 27, 2017

**NATIONAL CREDIT UNION ADMINISTRATION  
TEMPORARY CORPORATE CREDIT UNION STABILIZATION FUND**

**BALANCE SHEETS**

**As of December 31, 2016 and 2015**

**(Dollars in thousands)**

	<u>2016</u>	<u>2015</u>
<b>ASSETS</b>		
<b>INTRAGOVERNMENTAL</b>		
Fund Balance with Treasury (Note 2)	\$ 2,910	\$ 2,999
Investments, Net - U.S. Treasury Securities (Note 3)	452,370	156,660
Other - Distribution Receivable from the National Credit Union Share Insurance Fund (Note 5)	-	-
Total Intragovernmental Assets	<u>455,280</u>	<u>159,659</u>
<b>PUBLIC</b>		
Prepaid Expenses	976	976
Accounts Receivable - Guarantee Fee on National Credit Union Administration Guaranteed Notes, Net (Note 4)	1,839	2,190
Other - Receivables from Asset Management Estates, Net (Note 6)	<u>1,078,072</u>	<u>2,081,920</u>
Total Public Assets	<u>1,080,887</u>	<u>2,085,086</u>
<b>TOTAL ASSETS</b>	<u>\$ 1,536,167</u>	<u>\$ 2,244,745</u>
<b>LIABILITIES</b>		
<b>INTRAGOVERNMENTAL</b>		
Accounts Payable - Due to the National Credit Union Operating Fund	\$ 123	\$ -
Debt - Borrowings from the U.S. Treasury (Note 7)	-	1,700,000
Other - Accrued Interest Payable to the U.S. Treasury (Note 7)	-	<u>2,616</u>
Total Intragovernmental Liabilities	<u>123</u>	<u>1,702,616</u>
<b>PUBLIC</b>		
Accounts Payable	1,516	961
Other Liabilities	71	731
Other - Insurance and Guarantee Program Liabilities (Note 8)	-	-
Total Public Liabilities	<u>1,587</u>	<u>1,692</u>
<b>TOTAL LIABILITIES</b>	<u>1,710</u>	<u>1,704,308</u>
Commitments and Contingencies (Note 8)		
<b>NET POSITION</b>		
Cumulative Result of Operations (Note 1)	<u>1,534,457</u>	<u>540,437</u>
Total Net Position	<u>1,534,457</u>	<u>540,437</u>
<b>TOTAL LIABILITIES AND NET POSITION</b>	<u>\$ 1,536,167</u>	<u>\$ 2,244,745</u>

The accompanying notes are an integral part of these financial statements.

**NATIONAL CREDIT UNION ADMINISTRATION  
TEMPORARY CORPORATE CREDIT UNION STABILIZATION FUND**

**STATEMENTS OF NET COST  
For the Years Ended December 31, 2016 and 2015  
(Dollars in thousands)**

	<u>2016</u>	<u>2015</u>
<b>GROSS COSTS</b>		
Interest Expense on Borrowings (Note 7)	\$ 3,879	\$ 5,084
Reduction of Insurance Losses		
AME Receivable Bad Debt Expense (Note 6)	(966,786)	(155,854)
Imputed Costs	971	1,204
Gain on Early Retirement of Borrowings from the U.S. Treasury (Note 7)	(493)	(625)
Administrative Expenses	<u>3,639</u>	<u>3,834</u>
Total Gross Costs	<u>(958,790)</u>	<u>(146,357)</u>
<b>LESS EARNED REVENUES</b>		
Special Premium Revenue	-	-
Guarantee Fee Revenue - National Credit Union Administration		
Guaranteed Notes	(32,135)	(46,996)
Interest Revenue - Investments	(761)	(140)
Gains on the Disposition of Assets	<u>(1,363)</u>	<u>(107,255)</u>
Total Earned Revenues	<u>(34,259)</u>	<u>(154,391)</u>
<b>NET (INCOME) FROM OPERATIONS</b>	<u>\$ (993,049)</u>	<u>\$ (300,748)</u>

The accompanying notes are an integral part of these financial statements.

**NATIONAL CREDIT UNION ADMINISTRATION  
 TEMPORARY CORPORATE CREDIT UNION STABILIZATION FUND**

**STATEMENTS OF CHANGES IN NET POSITION  
 For the years ended December 31, 2016 and 2015  
 (Dollars in thousands)**

	<u>2016</u>	<u>2015</u>
<b>CUMULATIVE RESULTS OF OPERATIONS</b>		
Beginning Balances	\$ 540,437	\$ 238,485
<b>OTHER FINANCING SOURCES</b>		
Imputed Financing	971	1,204
Total Financing Sources	971	1,204
Net Income from Operations	993,049	300,748
Net Change	994,020	301,952
<b>CUMULATIVE RESULTS OF OPERATIONS</b>	<u>1,534,457</u>	<u>540,437</u>
<b>NET POSITION</b>	<u>\$ 1,534,457</u>	<u>\$ 540,437</u>

The accompanying notes are an integral part of these financial statements.

**NATIONAL CREDIT UNION ADMINISTRATION  
TEMPORARY CORPORATE CREDIT UNION STABILIZATION FUND**

**STATEMENTS OF BUDGETARY RESOURCES  
For the years ended December 31, 2016 and 2015  
(Dollars in thousands)**

	<u>2016</u>	<u>2015</u>
<b>BUDGETARY RESOURCES (Notes 10, 11, 12, and 14)</b>		
Unobligated balance, brought forward, January 1	\$ 4,455,660	\$ 3,673,134
Borrowing authority (mandatory)	1,700,000	900,000
Spending authority from offsetting collections (mandatory)		
Collected	2,019,247	813,370
Change in receivables from federal sources	5	-
Permanently not available	<u>(1,700,000)</u>	<u>(900,000)</u>
<b>TOTAL BUDGETARY RESOURCES</b>	<u>\$ 6,474,912</u>	<u>\$ 4,486,504</u>
 <b>STATUS OF BUDGETARY RESOURCES</b>		
New obligations and upward adjustments (total)	\$ 22,094	\$ 30,844
Unobligated balance, end of year:		
Exempt from apportionment	<u>6,452,818</u>	<u>4,455,660</u>
Total unobligated balance, end of year	<u>6,452,818</u>	<u>4,455,660</u>
<b>TOTAL STATUS OF BUDGETARY RESOURCES</b>	<u>\$ 6,474,912</u>	<u>\$ 4,486,504</u>
 <b>CHANGE IN OBLIGATED BALANCE</b>		
<b>Unpaid Obligations:</b>		
Unpaid obligations, brought forward, January 1	\$ 3,999	\$ 5,342
New obligations and upward adjustments	22,094	30,844
Outlays (gross)	<u>(23,631)</u>	<u>(32,187)</u>
Unpaid obligations, end of year	<u>\$ 2,462</u>	<u>\$ 3,999</u>
<b>Uncollected payments:</b>		
Uncollected customer payments from federal sources, brought forward, January 1	\$ -	\$ -
Adjustment to uncollected customer payments, start of year	-	-
Change in uncollected customer payments from Federal sources	<u>(5)</u>	<u>-</u>
Uncollected customer payments from Federal sources, end of year	<u>\$ (5)</u>	<u>\$ -</u>
 Obligated balance, start of year (net)	<u>\$ 3,999</u>	<u>\$ 5,342</u>
Obligated balance, end of year (net)	<u>\$ 2,457</u>	<u>\$ 3,999</u>
 <b>BUDGET AUTHORITY AND OUTLAYS, NET</b>		
Budget authority, gross (mandatory)	\$ 2,019,252	\$ 813,370
Actual offsetting collections (mandatory)	(2,019,247)	(813,370)
Change in uncollected customer payments from Federal sources (mandatory)	<u>(5)</u>	<u>-</u>
<b>BUDGET AUTHORITY, NET (MANDATORY)</b>	<u>\$ -</u>	<u>\$ -</u>
 Outlays, gross (mandatory)	\$ 23,631	\$ 32,187
Actual offsetting collections (mandatory)	<u>(2,019,247)</u>	<u>(813,370)</u>
Outlays, net (discretionary and mandatory)	<u>(1,995,616)</u>	<u>(781,183)</u>
<b>AGENCY OUTLAYS, NET (MANDATORY)</b>	<u>\$ (1,995,616)</u>	<u>\$ (781,183)</u>

The accompanying notes are an integral part of these financial statements.

**NATIONAL CREDIT UNION ADMINISTRATION  
TEMPORARY CORPORATE CREDIT UNION STABILIZATION FUND**

**NOTES TO FINANCIAL STATEMENTS  
For the Years Ended December 31, 2016 and 2015**

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**1. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES**

**Reporting Entity**

The Temporary Corporate Credit Union Stabilization Fund (TCCUSF) was created by Public Law 111-22, *Helping Families Save Their Homes Act of 2009* (Helping Families Act), enacted May 20, 2009. The TCCUSF was established as a revolving fund in the Treasury of the United States (U.S. Treasury) under the management of the National Credit Union Administration (NCUA) Board (NCUA Board). The purposes of the TCCUSF are to accrue the losses of the corporate credit union (CCU) system and, over time, assess the credit union system for the recovery of such losses.

In January 2011, *The National Credit Union Authority Clarification Act*, Public Law 111-382, amended the *Federal Credit Union Act*, Public Law 73-467, as amended, (FCU Act) by clarifying NCUA's authority to assess a premium against federally insured (insured) credit unions not only to repay TCCUSF advances but also to make TCCUSF expenditures without borrowing from the U.S. Treasury.

The TCCUSF may make expenditures only in connection with the conservatorship, liquidation, or threatened conservatorship or liquidation of a CCU. Governing legislation specified that the TCCUSF would terminate 90 days after the seven year anniversary of its first borrowing from the U.S. Treasury. The first borrowing occurred on June 25, 2009. With the concurrence of the U.S. Treasury and in accordance with the FCU Act, the TCCUSF's termination date was extended to June 30, 2021.

On June 18, 2009, the NCUA Board approved actions to legally obligate the TCCUSF for the costs of stabilizing the CCU system. The Board designated the TCCUSF as principal obligor for all liabilities arising from the Temporary Corporate Credit Union Share Guarantee Program (TCCUSGP) and the Temporary Corporate Credit Union Liquidity Guarantee Program (TCCULGP). Under the TCCUSGP, the NCUA guaranteed the entire share amount that member credit unions had on deposit with CCUs, subject to certain limitations. Under the TCCULGP, the NCUA guaranteed the timely payment of principal and interest on certain unsecured debt of participating CCUs. The funding for the NCUA's guarantees under the TCCUSGP and TCCULGP was primarily provided by the TCCUSF. The TCCUSGP ended December 31, 2012. In addition, the TCCULGP had no remaining guarantees on unsecured debt of participating CCUs as of and after December 31, 2012.

*Fiduciary Responsibilities*

Fiduciary activities are the collection or receipt, management, protection, accounting, investment, or disposition by the Federal Government of cash or other assets, in which non-federal individuals or entities have an ownership interest that the Federal Government must uphold.

On September 24, 2010, the NCUA Board announced the Corporate System Resolution Program (CSRP). The CSRP is a multi-stage plan for stabilizing the CCU system, providing short-term and long-term funding to resolve a portfolio of residential mortgage-backed securities, commercial mortgage-backed securities, other asset-backed securities and corporate bonds (collectively referred to as the Legacy Assets) held by failed CCUs, and establishing a new regulatory framework for CCUs. Under the CSRP, the NCUA created a re-securitization program to provide long-term funding for the Legacy Assets through the issuance of the NCUA Guaranteed Notes (NGNs) by the trusts established for this purpose (NGN Trusts). The NGNs are guaranteed by the NCUA, and backed by the full faith and credit of the United States Government. The principal funding for the NCUA's guarantees on the NGNs is provided by the TCCUSF. To the extent that required funding for the guarantees exceeds the funds available from the TCCUSF, the National Credit Union Share Insurance Fund (NCUSIF) will be obligated to provide the needed funds.

As part of the CSRP, the NCUA Board liquidated five CCUs during 2010. The assets and liabilities of liquidated CCUs, referred to as Asset Management Estates (AMEs), are administered by the NCUA Board as liquidating agent, through its Asset Management and Assistance Center (AMAC), pursuant to applicable provisions of the FCU Act. To facilitate the resolution process, the NCUA Board chartered four bridge corporate credit unions (Bridge Corporates) to purchase certain assets and assume certain liabilities and member shares from the AMEs. The Bridge Corporates were private legal entities. While legally separate from the TCCUSF and therefore not part of the reporting entity, they remained in the conservatorship of the NCUA Board. The U.S. Central Bridge Corporate Federal Credit Union (USC Bridge) and Western Bridge Corporate Federal Credit Union (Western Bridge) were placed into liquidation during 2012. The two other Bridge Corporates were resolved through unassisted mergers with other CCUs in 2011. When establishing the Bridge Corporates, to the extent that the liabilities and shares assumed exceeded the assets purchased by the Bridge Corporates, the AMEs issued promissory notes (Promissory Notes) to the Bridge Corporates for the difference. Each Promissory Note was guaranteed by the NCUA through the TCCUSF. All Promissory Notes have since been paid in full.

The NCUA's AMAC conducts liquidations and performs management and recovery of assets for failed credit unions, including failed CCUs and Bridge Corporates placed in liquidation. The assets and liabilities of the AMEs and NGN Trusts are considered fiduciary in accordance with the Statement of Federal Financial Accounting Standards (SFFAS) No. 31, *Accounting for Fiduciary Activities* (SFFAS No. 31). Fiduciary assets are not assets of the Federal Government and therefore are not recognized on the Balance Sheet. Additionally, NCUA entity assets are non-fiduciary.

#### *Sources of Funding*

The TCCUSF has multiple sources of funding, including special premium assessments, investment interest income, guarantee fees, and borrowings from the U.S. Treasury shared with the NCUSIF. The NCUA Board may assess premiums to all insured credit unions, as provided by the FCU Act.

The TCCUSF may also receive additional funding from the NCUSIF under certain circumstances. As part of the Helping Families Act, when the TCCUSF has an advance (borrowing) outstanding from the U.S. Treasury and the NCUSIF would have otherwise paid a distribution to insured credit unions, the NCUSIF is obligated to make distributions to the TCCUSF in lieu of distributions to insured credit unions to the maximum amount possible that

does not reduce the NCUSIF's equity ratio below the normal operating level, as defined, (currently 1.3%), and does not reduce the NCUSIF's available assets ratio, as defined, below 1.0%.

### **Basis of Presentation**

The TCCUSF's financial statements have been prepared from its accounting records in accordance with standards promulgated by the Federal Accounting Standards Advisory Board (FASAB). FASAB is designated by the American Institute of Certified Public Accountants as the source of generally accepted accounting principles (GAAP) for federal reporting entities. The format of the financial statements and footnotes are in accordance with the form and content guidance provided in Office of Management and Budget (OMB) Circular A-136, *Financial Reporting Requirements*, revised October 7, 2016.

Consistent with SFFAS No. 34, *The Hierarchy of Generally Accepted Accounting Principles, Including the Application of Standards Issued by the Financial Accounting Standards Board*, NCUA considers and where appropriate, applies Financial Accounting Standards Board guidance for those instances where no applicable FASAB guidance is available.

### **Basis of Accounting**

In its accounting structure, the TCCUSF records both proprietary and budgetary accounting transactions. Following the accrual method of accounting, revenues are recognized when earned and expenses are recognized when incurred, without regard to the actual collection or payment of cash.

Federal budgetary accounting recognizes the obligation of appropriations, borrowing authorities, and other funds upon the establishment of a properly documented legal liability, which may be different from the recording of an accrual-based transaction. The recognition of budgetary accounting transactions is essential for compliance with legal controls over the use of federal funds and compliance with budgetary laws.

The NCUA, including the TCCUSF, is exempt from requirements of the *Federal Credit Reform Act of 1990* (2 U.S.C. §661 *et seq.*).

### **Use of Estimates**

The preparation of financial statements in conformity with GAAP for the Federal Government requires management to make estimates and assumptions that affect the following:

- reported amounts of assets and liabilities;
- disclosure of contingent assets and liabilities at the date of the financial statements; and
- the amounts of revenues and costs reported during that period.

Actual results could differ from estimates. Significant items subject to those estimates and assumptions include: (i) reserves for probable losses and contingencies related to Insurance and Guarantee Program Liabilities; (ii) the amount and timing of recoveries, if any, related to any claims paid in settlement of the guarantee liabilities; and (iii) allowance amounts established related to reimbursements from AMEs for claims paid on their behalf.



## **Fund Balance with Treasury**

Fund Balance with Treasury (FBWT) account is the aggregate amount of the TCCUSF's accounts with the Federal Government's central accounts, from which the TCCUSF is authorized to make expenditures and pay liabilities. The entire FBWT is a revolving fund type.

## **Investments**

Investments represent non-marketable U.S. Treasury securities purchased and reported at par value, which are overnight securities managed by the Bureau of the Fiscal Service (BFS). Cash balances in FBWT may be invested in non-marketable U.S. Treasury securities.

## **Accounts Receivable**

Accounts receivable represents the TCCUSF's claims for payment from other entities. Gross receivables are reduced to net realizable value by an allowance for doubtful accounts as further discussed below. Public accounts receivable represents outstanding balances of any special premiums assessed to insured credit unions and guarantee fees associated with the NGNs, as described herein.

### *Allowance for Doubtful Accounts*

An allowance for doubtful accounts is the TCCUSF's best estimate of the amount of losses in an existing receivable. Based on an assessment of collectability, the TCCUSF calculates an allowance on an individual account basis for public accounts receivable. An account may be impaired or written off if it is probable that the TCCUSF will not collect all amounts contractually due. No allowance is calculated for intragovernmental accounts receivable, as these are deemed to be fully collectible.

## **Other - Distribution Receivable**

The TCCUSF records a distribution receivable from the NCUSIF, per Section 217(e) of the FCU Act, when the TCCUSF has an outstanding advance (borrowing) from the U.S. Treasury and the NCUSIF is required to make a distribution. The NCUSIF is prohibited from making the distribution to insured credit unions described in Section 202(c)(3) of the FCU Act and instead must make its distribution to the TCCUSF.

## **Other - Receivables from Asset Management Estates, Net**

Receivables from AMEs, Net include claims to recover payments made by the TCCUSF to satisfy obligations to insured shareholders and other guaranteed parties and to recoup administrative expenses paid on behalf of AMEs. A related allowance for loss represents the difference between the funds disbursed and obligations incurred and the expected repayment, when recognized, from the AMEs pursuant to the liquidation payment priorities set forth in §709.5(b) of Title 12 of the Code of Federal Regulations *Payout Priorities in Involuntary Liquidation* (12 CFR §709.5(b)). Assets held by the AMEs are the main source of repayment of the TCCUSF's receivables from the AMEs. The recoveries from these AME assets are paid to the TCCUSF as AME assets are monetized and to the extent a receivable is due for guarantee obligations and administrative expenses.

The allowance for losses on receivables from AMEs is based on expected asset recovery rates and is estimated based on several sources, including:

- actual or pending AME asset disposition data;
- asset valuation data based upon the performance, quality, and type of the assets in the portfolio;
- estimated liquidation costs based on information from recently failed credit unions;
- estimated AME specific administrative expenses based upon complexity and expected duration of the AME; and
- recoveries from the AMEs related to legal claims.

Expected asset recovery rates are evaluated during the year and at the reporting date but remain subject to uncertainties because of potential changes in economic and market conditions.

### **Debt - Borrowings from the U.S. Treasury**

The amount of debt owed and payable by the TCCUSF is recognized at par value and consists solely of borrowings from the U.S. Treasury, specifically through BFS.

### **Other - Accrued Interest Payable to the U.S. Treasury**

Accrued interest payable represents interest expense incurred but unpaid on principal owed to the U.S. Treasury on borrowings.

### **Insurance and Guarantee Program Liabilities and Contingencies**

In accordance with SFFAS No. 5, *Accounting for Liabilities of The Federal Government* (SFFAS No. 5), all federal insurance and guarantee programs, except social insurance and loan guarantee programs, should recognize a liability for:

- unpaid claims incurred, resulting from insured events that have occurred as of the reporting date;
- a contingent liability when an existing condition, situation, or set of circumstances involving uncertainty as to possible loss exists, and the uncertainty will ultimately be resolved when one or more probable future events occur or fail to occur; and
- a future outflow or other sacrifice of resources that is probable.

The TCCUSF records a contingent liability for probable losses, if any, for the guarantees associated with the NGNs.

Liabilities for loss contingencies also arise from claims, assessments, litigation, fines, penalties and other sources. These loss contingencies are recorded when it is probable that a liability has been incurred and the amount of the assessment and/or remediation can be reasonably estimated. Legal costs incurred in connection with loss contingencies are expensed as incurred for any contingencies.

### **Net Position**

The TCCUSF may have an accumulated deficit in its net position primarily due to the Insurance and Guarantee Program Liabilities, borrowings from the U.S. Treasury, and the allowance for losses associated with the receivables from AMEs. As allowed under the TCCUSF's enabling legislation, and incorporated into the FCU Act as Section 217(g), the

financial condition of the TCCUSF may reflect a deficit. In accordance with Section 217(d) of the FCU Act, the TCCUSF may assess special premiums to recover such losses.

## **Revenue Recognition**

### *Exchange Revenue*

Exchange revenues arise and are recognized when a Federal Government entity provides goods and services to the public or to another Federal Government entity for a price. Exchange revenue consists of special premium assessments, guarantee fee income, and interest revenue.

### *Special Premium Assessments from Insured Credit Unions*

Under the statutory authority provided by the Helping Families Act, the NCUA Board may assess each insured credit union a special premium charge that shall be stated as a percentage of its insured shares as represented on the insured credit union's previous call report.

### *Guarantee Fees on NCUA Guaranteed Notes*

For a fee, the NCUA guarantees the timely payment of principal and interest on the NGNs, principally funded through the TCCUSF.

### *Non-exchange Revenue*

Non-exchange revenues are inflows of resources that the Federal Government demands or receives by donation. Such revenues are recognized when a specifically identifiable, legally enforceable claim to resources arises, to the extent that collection is probable (more likely than not) and the amount is reasonably estimable.

## **Imputed Financing Sources**

The TCCUSF records an imputed cost on the Statement of Net Cost and an offsetting imputed financing source on the Statement of Changes in Net Position for administrative expenses paid by the NCUA Operating Fund but not reimbursed by the TCCUSF.

## **Tax-Exempt Status**

NCUA, as a government entity, is not subject to federal, state, or local income taxes and accordingly, no provision for income taxes is recorded for the TCCUSF.

## **Reclassification**

Certain prior year amounts have been reclassified to conform to the current year presentation.

## 2. FUND BALANCE WITH TREASURY

FBWT balances and status at December 31, 2016 and 2015, consisted of the following (in thousands):

	<u>2016</u>	<u>2015</u>
Total Fund Balance with Treasury: Revolving Funds	\$ <u>2,910</u>	\$ <u>2,999</u>
Status of Fund Balance with Treasury:		
Unobligated Balance - Available	\$ 6,452,818	\$ 4,455,660
Obligated Balances Not Yet Disbursed	2,462	3,999
Non-Budgetary Investment Accounts	(452,370)	(156,660)
Non-FBWT Budgetary Accounts	<u>(6,000,000)</u>	<u>(4,300,000)</u>
Total	<u>\$ 2,910</u>	<u>\$ 2,999</u>

As a revolving fund, the FBWT account is used for continuing business-like activities. The TCCUSF collects special premium assessments, guarantee fees and AME recoveries, which in turn are invested in overnight U.S. Treasury securities. The proceeds are primarily held to cover liquidation activities, guarantee payments and other administrative expenses, without requirement for annual appropriations. The FBWT account contains monies available for future obligations as well as monies obligated for current activities. Non-budgetary Investment Accounts, which consist of U.S. Treasury investments, reduce the status of fund balance. Non-FBWT Budgetary Accounts may consist of borrowing authority, nonexpenditure transfers, and changes in federal receivables. Funds not needed for immediate liquidity are invested in overnight U.S. Treasury securities.

As of December 31, 2016 and 2015, there were no unreconciled differences between U.S. Treasury records and balances reported in the TCCUSF's general ledger.

## 3. INVESTMENTS

The TCCUSF invests in non-marketable daily overnight U.S. Treasury securities, which are purchased at par value. The cost and market value of U.S. Treasury securities were as follows (in thousands):

As of December 31, 2016 and 2015	Cost	Amortization Method	Amortized (Premium) Discount	Interest Receivable	Investments, Net	Other Adjustments	Market Value Disclosure
Non-Marketable, par value, 12/31/2016	<u>\$ 452,370</u>	<u>n/a</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ 452,370</u>	<u>\$ -</u>	<u>\$ 452,370</u>
Non-Marketable, par value, 12/31/2015	<u>\$ 156,660</u>	<u>n/a</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ 156,660</u>	<u>\$ -</u>	<u>\$ 156,660</u>

#### **4. ACCOUNTS RECEIVABLE**

##### **Public – Accounts Receivable**

###### *Special Premium Assessments from Insured Credit Unions*

Premium receivable refers to premium charge amounts that have been billed to insured credit unions, but have not been received as of the reporting date. As of December 31, 2016 and 2015, no accounts receivable were due from insured credit unions.

###### *NGN Guarantee Fee Receivable*

For a fee, the NCUA guarantees the timely payment of principal and interest on the NGNs, principally through the TCCUSF. Guarantee fees on each NGN Trust are 35 basis points per year, payable monthly, on the outstanding balance of the NGNs. As of December 31, 2016 and 2015, there were \$1.8 million and \$2.2 million in NGN guarantee fees receivable, respectively.

###### *Allowance for Doubtful Accounts*

The allowance for doubtful accounts on public accounts receivable was \$0 as of December 31, 2016 and 2015.

#### **5. OTHER - DISTRIBUTION RECEIVABLE**

In accordance with Section 202(c)(3) of the FCU Act, *Distributions from Fund Required*, the NCUA Board shall effect a pro rata distribution from the NCUSIF to insured credit unions after each calendar year, if:

- (i) any loans to the NCUSIF from the Federal Government, and any interest on those loans, have been repaid;
- (ii) the NCUSIF's equity ratio exceeds the normal operating level, as defined, currently set at 1.3%; and
- (iii) the NCUSIF's available assets ratio, as defined, exceeds 1.0%.

The amount of distribution shall equal the maximum amount that does not reduce the NCUSIF's equity ratio below the normal operating level, as defined, (currently 1.3%), and does not reduce the NCUSIF's available assets ratio, as defined, below 1.0%. At the end of any year in which the TCCUSF has an outstanding advance from the U.S. Treasury, the NCUA Board must make the distribution to the TCCUSF rather than to insured credit unions.

As of December 31, 2015, the TCCUSF had an outstanding advance (borrowing) from the U.S. Treasury. As of December 31, 2016 and 2015, the NCUSIF calculated equity ratio was 1.24% and 1.26%, respectively; therefore, the NCUSIF did not record a distribution payable to the TCCUSF. As of December 31, 2016 and 2015, the TCCUSF did not have any distributions receivable due from the NCUSIF.

#### **6. OTHER – RECEIVABLES FROM ASSET MANAGEMENT ESTATES**

As of December 31, 2016 and 2015, the gross receivables from AMEs were \$4.2 billion and \$6.2 billion, and the related allowance for losses was \$3.1 billion and \$4.1 billion, for net receivables from AMEs of \$1.1 billion and \$2.1 billion, respectively. The net receivables from AMEs represent the TCCUSF's expected reimbursements from the AMEs for claims paid by the TCCUSF.

The allowance for losses takes into account the NCUA's assessment of expected recovery from the AMEs that reflects the NCUA's expectations and assumptions about the recovery value of the AMEs' assets, as further discussed under fiduciary activities in Note 13. Receivables from AMEs were as follows (in thousands):

	<u>2016</u>	<u>2015</u>
Gross Receivable from AMEs	\$ 4,246,323	\$ 6,216,957
Allowance for Loss, beginning balance	4,135,037	4,290,891
AME Receivable Bad Debt Expense (Reduction)	<u>(966,786)</u>	<u>(155,854)</u>
Allowance for Loss, ending balance	<u>3,168,251</u>	<u>4,135,037</u>
Receivable from AMEs, Net	<u>\$ 1,078,072</u>	<u>\$ 2,081,920</u>

## 7. DEBT – BORROWINGS FROM U.S. TREASURY

As of December 31, 2016 and 2015, the TCCUSF owed \$0 and \$1.7 billion to the U.S. Treasury, respectively. In 2016, the TCCUSF repaid \$1.7 billion of borrowings, incurred interest expense of \$3.9 million on outstanding principal, and recognized a gain of \$493.0 thousand on the early retirement of debt. During 2015, the TCCUSF repaid \$900.0 million of borrowings, incurred interest expense of \$5.1 million on outstanding principal, and recognized a gain of \$625 thousand on the early retirement of debt. As of December 31, 2016 and 2015, accrued interest payable was \$0 million and \$2.6 million, respectively.

## 8. OTHER LIABILITIES – INSURANCE AND GUARANTEE PROGRAM LIABILITIES

With the expiration of TCCUSGP and the TCCULGP during 2012, as previously discussed herein, the TCCUSF was only responsible for the guarantees related to the NGNs in 2016 and 2015.

### NCUA Guaranteed Notes

The TCCUSF is principally responsible for the guarantees related to the NGNs. The NCUA's guarantees on the NGNs are a direct result of the NCUA's implementation of the CSRP. Pursuant to the FCU Act, the NCUA is authorized to assess insured credit unions for the recovery of any losses from this initiative. The NCUA uses both internal and external models to estimate contingent liabilities associated with the NGN Program, as discussed herein. The TCCUSF recorded no contingent liabilities on the TCCUSF's Balance Sheet as of December 31, 2016 and 2015.

Beginning in October 2010, the NCUA Board, as liquidating agent of the AMEs, transferred Legacy Assets to NGN Trusts and re-secured them through the issuance of a series of floating and fixed-rate NGNs. The NGNs have final maturities ranging from 2016 to 2021. As of December 31, 2016 and 2015, the outstanding principal balance of the NGNs was \$7.9 billion and \$11.2 billion, respectively. This amount represents the maximum potential, but not the expected, future guarantee payments that NCUA could be required to make.

The NCUA, principally through the TCCUSF, is liable to make guarantee payments through the NGN Trusts to the NGN holders under certain conditions outlined in the respective indentures and related agreements with respect to timely payment of interest and ultimate principal on the NGNs. In addition to the ultimate payment of principal and interest, the guarantee requires parity payments when the unpaid principal balance of all Legacy Assets underlying a particular NGN Trust, after realized and implied losses, if applicable, is less than the remaining unpaid principal balance of the related NGNs after distribution of all cash collected on the Legacy Assets for any given payment date.

As of December 31, 2016 and 2015, there were no probable losses for the guarantee of NGNs associated with the re-securitization transactions. Although the gross estimated guarantee payments were approximately \$3.2 billion and \$3.3 billion, respectively, these payments are estimated to be offset by:

- i) related reimbursements and interest from the Legacy Assets of the NGN Trusts received directly from contractual reimbursement rights pursuant to the governing documents of approximately \$3.1 billion and \$3.1 billion as of December 31, 2016 and 2015, respectively; and
- ii) indirectly by collections pursuant to NCUA's right as liquidating agent from portions of the AMEs' economic residual interests in NGN Trusts of up to approximately \$2.4 billion and \$3.4 billion as of December 31, 2016 and 2015, respectively, that are estimated to remain after all obligations of the NGN Trusts are satisfied.

Recoveries in the form of potential guarantor reimbursements by the NGN Trusts to the NCUA are subordinate to payments on the NGNs in accordance with the respective indentures. As such, reimbursements of guarantee payments to the NCUA will not occur until the applicable NGNs have been repaid in full; after the NGNs are repaid in full, any cash flows received on the Legacy Assets underlying the NGN Trusts are directed toward reimbursements until the NCUA is reimbursed in full. The NCUA earns interest on any guarantee payments not yet reimbursed by the NGN Trusts at a rate equal to the interest rate on the associated NGNs.

Guarantee fees are senior in the NGN Trust payment waterfall in accordance with the respective indentures. It is expected that the NCUA will receive a guarantee fee payment from the NGN Trusts on each NGN payment date. The guarantee fee amount due to the NCUA, at each monthly payment date, is equal to 35 basis points per year on the outstanding NGN balance prior to the distribution of principal on the payment date.

The NCUA's estimated guarantee payments, guarantor reimbursements, and the recovery value of the AMEs' economic residual interests in the NGN Trusts are derived using an external model that distributes estimated cash flows of the Legacy Assets transferred to the NGN Trusts in the priority of payments pursuant to the indenture of each NGN Trust. The estimated cash flows incorporate the NCUA's assumptions about discount rates.

The estimated cash flows of the Legacy Assets transferred to the NGN Trusts are also derived from the external model that incorporates the NCUA's expectations and assumptions about the estimated cash flows from the collateral that comprise the Legacy Assets, and the priority of

payments and estimated cash flows of the Legacy Assets pursuant to the governing documents for the respective Legacy Assets.

The external model produces estimated cash flows of collateral underlying the Legacy Assets by incorporating the NCUA's expectations and assumptions about prepayments, defaults and loss severity of the collateral consisting of residential and commercial mortgage loans and other assets. Assumptions about prepayments, defaults and loss severity are developed based on the characteristics and historical performance of the collateral, as well as assumptions about macroeconomic variables such as unemployment rates, housing prices and interest rates.

## 9. INTRAGOVERNMENTAL COSTS AND EXCHANGE REVENUE

Program costs and revenues are separated between Intragovernmental and Public to facilitate government-wide financial reporting. Intragovernmental revenue and costs arise from transactions with other federal entities, including imputed costs for CSRP administrative expenses paid by the NCUA Operating Fund but not reimbursed by the TCCUSF. Public revenue and costs arise from transactions with domestic and foreign persons and organizations outside of the Federal Government. When guarantee payments are made for the TCCUSF's initiatives, the TCCUSF obtains funds from special premium assessments, available cash, investments, and borrowings from the U.S. Treasury. The associated costs and revenue of the TCCUSF's initiatives for the years ended December 31, 2016 and 2015 are provided below (in thousands):

### For the Year Ended December 31, 2016

Intragovernmental Costs and Exchange Revenue	NGNs	Other	Total
Intragovernmental Costs	\$ -	\$ 4,357	\$ 4,357
Public Costs (Reduction)	-	(963,147)	(963,147)
Total	-	(958,790)	(958,790)
Intragovernmental Exchange Revenue	-	(761)	(761)
Public Exchange Revenue	(32,134)	(1,364)	(33,498)
Total	(32,134)	(2,125)	(34,259)
<b>Net (Income)</b>	\$ (32,134)	\$ (960,915)	\$ (993,049)

### For the Year Ended December 31, 2015

Intragovernmental Costs and Exchange Revenue	NGNs	Other	Total
Intragovernmental Costs	\$ -	\$ 5,663	\$ 5,663
Public Costs (Reduction)	-	(152,020)	(152,020)
Total	-	(146,357)	(146,357)
Intragovernmental Exchange Revenue	-	(140)	(140)
Public Exchange Revenue	(46,996)	(107,255)	(154,251)
Total	(46,996)	(107,395)	(154,391)
<b>Net (Income)</b>	\$ (46,996)	\$ (253,752)	\$ (300,748)



For the years ended December 31, 2016 and 2015, other intragovernmental costs of \$4.4 million and \$5.7 million, respectively, included interest expense on borrowings, imputed costs, and the fee, if applicable, on the early retirement of borrowings from the U.S. Treasury. Public costs include administrative costs and a reduction in insurance losses of \$963.1 million and \$152.0 million for the years ended December 31, 2016 and 2015, respectively. For 2016, public exchange revenue of \$33.5 million is primarily guarantee fee income of \$32.1 million and gains on the disposition of assets of \$1.4 million that were recoveries from certain securities originally held by the failed corporate credit unions. For 2015, public exchange revenue of \$154.3 million is primarily guarantee fee income of \$47.0 million and gains on the disposition of assets of \$107.3 million that were recoveries from several securities originally held by the failed corporate credit unions.

#### **10. TERMS OF BORROWING AUTHORITY USED**

On June 23, 2009, the NCUA entered into a Memorandum of Understanding (MOU) with the U.S. Treasury to establish the terms and conditions for borrowing from the U.S. Treasury. This MOU is reviewed and updated annually. Interest is payable annually on the anniversary of the first advance, which was June 25, 2009. The interest rate resets on each anniversary at a rate equal to the average market yield on the outstanding marketable obligations of the United States with maturities equal to 12 months. The interest rate per the MOU was 0.481% and 0.298% at December 31, 2016 and 2015, respectively, with a maturity of June 25, 2021. Early repayment of any advance is made at a price determined by the U.S. Treasury per the current MOU.

#### **11. AVAILABLE BORROWING AUTHORITY, END OF PERIOD**

The TCCUSF shares its \$6.0 billion borrowing authority from the U.S. Treasury with the NCUSIF. For the years ended December 31, 2016 and 2015, the TCCUSF did not borrow additional funds from the U.S. Treasury. The TCCUSF repaid \$1.7 billion and \$900.0 million of borrowings in 2016 and 2015, respectively.

At December 31, 2016 and 2015, the TCCUSF, together with the NCUSIF, had \$6.0 billion and \$4.3 billion, respectively, in available borrowing capacity.

#### **12. DISCLOSURES RELATED TO THE STATEMENT OF BUDGETARY RESOURCES**

The Statement of Budgetary Resources discloses total budgetary resources available to the TCCUSF and the status of resources as of December 31, 2016 and 2015. Activity impacting budget totals of the overall Federal Government budget is recorded in the TCCUSF's Statement of Budgetary Resources budgetary accounts. As of December 31, 2016 and 2015, the TCCUSF's resources in budgetary accounts were \$6.5 billion and \$4.5 billion, respectively, and undelivered orders were \$899 thousand and \$422 thousand, respectively. All liabilities are covered by budgetary resources, excluding the Insurance and Guarantee Program Liabilities because they are contingent liabilities and do not require budgetary resources until the liabilities are no longer contingent. All obligations incurred by the TCCUSF are reimbursable. The TCCUSF is exempt from OMB apportionment control.

Budgetary resources listed on the TCCUSF's financial statements and the budgetary resources found in the budget of the Federal Government differ because the TCCUSF's statements are

prepared as of December 31, calendar year, rather than as of September 30, the Federal Government's fiscal year end.

### **13. FIDUCIARY ACTIVITIES**

The NCUA's fiduciary activities, in accordance with SFFAS No. 31, involve the collection or receipt, management, protection, accounting, investment, or disposition by AMEs and NGN Trusts of cash and other assets in which non-federal individuals or entities have an ownership interest. Fiduciary assets are not assets of the Federal Government. Fiduciary activities are not recognized on the financial statements, but are reported on schedules in the notes to the financial statements in accordance with SFFAS No. 31.

The NCUA Board, as liquidating agent of the AMEs, disburses funds for obligations owed by and collects money due to the AMEs.

The Bridge Corporates, as previously discussed herein, were established to function in a temporary capacity and were chartered by the NCUA Board as private entities to purchase and assume selected assets, liabilities and member shares of the AMEs resulting from the five CCU liquidations that occurred in 2010. The Bridge Corporates were established to provide uninterrupted services to the consumer credit unions and CCUs that were members of the now failed CCUs. As of December 31, 2012, all Bridge Corporates were resolved through merger or liquidation.

At the time of liquidation in 2010, the AMEs had an aggregate deficit of approximately \$7.2 billion, which represented the difference between the value of the AMEs' assets and the contractual or settlement amount of the claims and member shares recognized by the NCUA Board as the liquidating agent.

As previously discussed herein, in an effort to maximize recoveries and minimize losses to the AMEs and all insured credit unions, the NCUA provided guarantees on the various obligations of the AMEs. In addition, to facilitate the orderly liquidation of the Legacy Assets held by the AMEs, the NCUA provided guarantees on the NGNs issued through a series of re-securitization transactions. During 2010 and 2011, the NCUA completed thirteen NGN transactions with net proceeds of \$28.3 billion.

The schedules of fiduciary activity and the fiduciary net assets/liabilities of the AMEs and the NGN Trusts for the years ended December 31, 2016 and 2015 are presented below. The preparation of these schedules requires the NCUA Board, in its role as the liquidating agent, to make estimates and assumptions that affect the reported amounts of assets, liabilities, revenues and expenses of the AMEs and the NGN Trusts.

The NCUA, in its role as the guarantor, is exposed to the risk of loss from various guarantees extended to the creditors of both the AMEs and the NGN Trusts. The estimates and expectations regarding the contingent liabilities recorded on the TCCUSF's Balance Sheet related to these guarantees are based on our current assumptions about the future performance of Legacy Assets collateralizing the NGNs issued through the NGN Trusts and the recovery value of other assets held by the AMEs. Actual results could differ materially from our current estimates and expectations.

Following are the Schedules of Fiduciary Activity as of December 31, 2016 and 2015 (in thousands):

Schedule of Fiduciary Activity	For the Year Ended December 31, 2016			
	AMEs	NGN Trusts	Eliminations	Total
<b>Fiduciary Net Liabilities, beginning of Year</b>	\$ 2,262,251	\$ -	\$ -	\$ 2,262,251
<b>Revenues</b>				
Interest on Loans	(3,453)	-	-	(3,453)
Income from AMEs on Re-Securitized Assets		(149,005)	149,005	-
Income from Investment Securities	(209,138)	-	-	(209,138)
Settlements and Legal Claims	(1,817,782)			(1,817,782)
Other Fiduciary Revenues	(5,347)	-	-	(5,347)
<b>Expenses</b>				
Professional and Outside Services Expenses	472,539	-	-	472,539
Interest Expense on Borrowings and NGNs	-	116,870	-	116,870
Payments to NGN Trusts	149,005	-	(149,005)	-
Guarantee Fees	-	32,135	-	32,135
Other Expenses	1,039	-	-	1,039
<b>Net Change in Recovery Value of Assets and Liabilities</b>	<u>(166,857)</u>	<u>-</u>	<u>-</u>	<u>(166,857)</u>
<b>Decrease in Fiduciary Net Liabilities</b>	<u>(1,579,994)</u>	<u>-</u>	<u>-</u>	<u>(1,579,994)</u>
<b>Fiduciary Net Liabilities, end of year</b>	<u>\$ 682,257</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ 682,257</u>

Schedule of Fiduciary Activity	For the Year Ended December 31, 2015			
	AMEs	NGN Trusts	Eliminations	Total
<b>Fiduciary Net Liabilities, beginning of Year</b>	\$ 2,974,068	\$ -	\$ -	\$ 2,974,068
<b>Revenues</b>				
Interest on Loans	(4,010)	-	-	(4,010)
Income from AMEs on Re-Securitized Assets	-	(216,563)	216,563	-
Income from Investment Securities	(317,488)	-	-	(317,488)
Settlements and Legal Claims	(743,823)	-	-	(743,823)
Other Fiduciary Revenues	(568)	-	-	(568)
<b>Expenses</b>				
Professional and Outside Services Expenses	205,780	-	-	205,780
Interest Expense on Borrowings and NGNs	-	169,567	-	169,567
Payments to NGN Trusts	216,563	-	(216,563)	-
Guarantee Fees	-	46,996	-	46,996
Other Expenses	1,714	-	-	1,714
<b>Net Change in Recovery Value of Assets and Liabilities</b>	<u>(69,985)</u>	<u>-</u>	<u>-</u>	<u>(69,985)</u>
<b>Decrease in Fiduciary Net Liabilities</b>	<u>(711,817)</u>	<u>-</u>	<u>-</u>	<u>(711,817)</u>
<b>Fiduciary Net Liabilities, end of year</b>	<u>\$ 2,262,251</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ 2,262,251</u>

During 2016, Fiduciary Net Liabilities declined by \$1.6 billion. When compared to 2015, the primary driver for this decrease in net liabilities was the increase in revenues from Settlements and Legal Claims, \$1.8 billion in 2016 versus \$743.8 million in 2015. For 2016, the major legal recoveries from litigation were with Goldman Sachs, Credit Suisse, UBS, Royal Bank of Scotland and Nomura. Another significant change in 2016 was with the Net Change in Recovery Value of Assets and Liabilities, \$166.9 million in 2016 versus \$70.0 million in 2015, which reflects improving values of the anticipated future cash flows of the Legacy Assets in the NGN Program. The decrease of \$1.6 billion in Fiduciary Net Liabilities represents a

benefit to the claimants of the AMEs, of which a portion is recognized by TCCUSF through the reduction of the AME Receivable Bad Debt Expense, as discussed in Note 6.

The Schedule of Fiduciary Activity includes revenues earned on investments, including Legacy Assets, loans, real estate and other investments, and expenses incurred in orderly liquidation of the AMEs, including interest expense on borrowings and the NGNs. The Net Change in Recovery Value of Assets and Liabilities includes the realized and unrealized gains and losses on the Legacy Assets, loans, real estate, investments and other assets and liabilities. Following are the Schedules of Fiduciary Net Assets/Liabilities as of December 31, 2016 and 2015 (in thousands):

Schedule of Fiduciary Net Assets/Liabilities	As of December 31, 2016			
	AMEs	NGN Trusts	Eliminations	Total
<b>Fiduciary Assets</b>				
Cash and Cash Equivalents	\$ 4,285	\$ 249,930	\$ -	\$ 254,215
Legacy Assets	1,227,650	-	-	1,227,650
Legacy Assets/Investments Collateralizing the NGNs	9,396,700	563,175	-	9,959,875
Loans	87,943	-	-	87,943
Receivable from AMEs	-	7,108,846	(7,108,846)	-
Other Fiduciary Assets	780	-	-	780
<b>Total Fiduciary Net Assets</b>	<u>10,717,358</u>	<u>7,921,951</u>	<u>(7,108,846)</u>	<u>11,530,463</u>
<b>Fiduciary Liabilities</b>				
Accrued Expenses	(40,492)	(8,835)	-	(49,327)
NGNs	-	(7,913,116)	-	(7,913,116)
Due to NGN Trusts	(7,108,846)	-	7,108,846	-
Unsecured Claims and Payables	(3,954)	-	-	(3,954)
Due to TCCUSF (Note 6)	(4,246,323)	-	-	(4,246,323)
<b>Total Fiduciary Liabilities</b>	<u>(11,399,615)</u>	<u>(7,921,951)</u>	<u>7,108,846</u>	<u>(12,212,720)</u>
<b>Total Fiduciary Net Assets/(Liabilities)</b>	<u>\$ (682,257)</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ (682,257)</u>

Schedule of Fiduciary Net Assets/Liabilities	As of December 31, 2015			
	AMEs	NGN Trusts	Eliminations	Total
<b>Fiduciary Assets</b>				
Cash and Cash Equivalents	\$ 14,358	\$ 202,489	\$ -	\$ 216,847
Legacy Assets	555,442	-	-	555,442
Legacy Assets/Investments Collateralizing the NGNs	13,912,555	379,608	-	14,292,163
Loans	92,911	-	-	92,911
Receivable from AMEs	-	10,581,632	(10,581,632)	-
Other Fiduciary Assets	833	-	-	833
<b>Total Fiduciary Assets</b>	<u>14,576,099</u>	<u>11,163,729</u>	<u>(10,581,632)</u>	<u>15,158,196</u>
<b>Fiduciary Liabilities</b>				
Accrued Expenses	(35,806)	(8,039)	-	(43,845)
NGNs	-	(11,155,690)	-	(11,155,690)
Due to NGN Trusts	(10,581,632)	-	10,581,632	-
Unsecured Claims and Payables	(3,955)	-	-	(3,955)
Due to TCCUSF (Note 6)	(6,216,957)	-	-	(6,216,957)
<b>Total Fiduciary Liabilities</b>	<u>(16,838,350)</u>	<u>(11,163,729)</u>	<u>10,581,632</u>	<u>(17,420,447)</u>
<b>Total Fiduciary Net Assets/(Liabilities)</b>	<u>\$ (2,262,251)</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ (2,262,251)</u>

The Schedule of Fiduciary Net Assets reflects the expected recovery value of the AMEs' assets, including the Legacy Assets collateralizing the NGNs issued through the NGN Trusts, and the settlement value of valid claims against the AMEs outstanding at December 31, 2016 and 2015. Certain claims against the AMEs and the NGNs are guaranteed by the NCUA as previously discussed herein.

During 2016 and 2015, the Legacy Assets securing several NGNs paid off the outstanding principal balances of the respective NGNs, resulting in the maturity of certain NGNs prior to their scheduled maturities. Generally, these post-securitized Legacy Assets are reported on the Legacy Asset line item, above.

During 2016, the following NGNs matured: NGN 2010-R1 2A, NGN 2011-R5 1A and NGN 2010-C1 on March 8, 2016, July 8, 2016, and August 29, 2016, respectively. During 2015, the NGN 2011-R6 Trust matured on December 8, 2015.

Fiduciary assets include cash, investments in U.S. Treasury securities held by TCCUSF, investments in Legacy Assets collateralizing the NGNs, consumer and mortgage loans, investments in credit union service organizations and other investments. Fiduciary assets are recorded at values that are estimated to be recovered based on market information and external valuations, such as appraisals, as well as internal and external models incorporating the NCUA's current assumptions regarding numerous factors, including prepayments, defaults, loss severity and discount rates. Legacy Assets may benefit from litigation and other efforts by various trustees, insurers, investors, and investor consortiums, including the NCUA Board as liquidating agent, to recover losses that the securities have suffered. Any benefits from these recovery efforts will be recognized when receipt is certain.

Fiduciary liabilities include the NGNs and related accrued interest expense, unsecured claims and accrued liquidation costs. Fiduciary liabilities related to borrowings and claims are recorded at their contractual or settlement amounts as agreed by the NCUA and the creditors. Contingent liabilities related to legal actions are recorded if probable and measurable. Accrued liquidation costs reflect the NCUA's estimates and assumptions regarding the timing and associated costs to dispose of the AME assets. The future estimate of liquidation costs, as well as the actual amounts, could differ materially from current estimates and assumptions.

Unless expressly guaranteed by the NCUA and backed by the full faith and credit of the United States Government, the AMEs' unsecured creditors could only expect to be paid if recoveries from the assets of the AMEs are sufficient to be distributed to the unsecured creditors in order of priority as set forth in 12 CFR §709.5(b).

## 14. RECONCILIATION OF NET COST OF OPERATIONS TO BUDGET

The Reconciliation of Net Cost of Operations to Budget explains the difference between the budgetary net obligations and proprietary net cost of operations. The Reconciliation of Net Cost of Operations to Budget consisted of the following (in thousands):

<u>Reconciliation of Net Cost of Operations to Budget</u>	<u>2016</u>	<u>2015</u>
<b>Resources Used to Finance Activities:</b>		
Unobligated Balance, brought forward, January 1	\$ 4,455,660	\$ 3,673,134
Borrowing Authority Realized	1,700,000	900,000
Spending Authority from Offsetting Collections		
Collected	2,019,247	813,370
Change in Receivables from Federal Sources	5	-
Permanently not available	<u>(1,700,000)</u>	<u>(900,000)</u>
Total Budgetary Resources	6,474,912	4,486,504
Less Unobligated Balance - Exempt from Apportionment	<u>(6,452,818)</u>	<u>(4,455,660)</u>
Total Obligations Incurred	22,094	30,844
Imputed Financing	<u>971</u>	<u>1,204</u>
<b>Total Resources Used to Finance Activities</b>	<u>23,065</u>	<u>32,048</u>
<b>Resources Used to Fund Items Not Part of the Net Cost of Operations:</b>		
Other Collections	(1,986,352)	(766,234)
Change in Budgetary Resources Obligated for Goods and Services Not Yet Received	(477)	1,574
Costs Capitalized/(Recovered) on the Balance Sheet	1,004,195	478,339
Other Adjustments to Net Obligated Resources that do not Affect Net Cost of Operations	<u>(661)</u>	<u>661</u>
<b>Total Resources Used to Fund Items Not Part of the Net Cost of Operations</b>	<u>(983,295)</u>	<u>(285,660)</u>
<b>Costs Included in the Net Cost of Operations That Do Not Require Resources During the Reporting Period:</b>		
Unfunded Leave	\$ 76	\$ -
Revenue Recognized		
Interest Collected - on Investments	(761)	(140)
Guarantee Fees	(32,134)	(46,996)
Special Premiums	<u>-</u>	<u>-</u>
<b>Total Costs That Do Not Require Resources</b>	<u>(32,819)</u>	<u>(47,136)</u>
<b>Net (Income) from Operations</b>	<u>\$ (993,049)</u>	<u>\$ (300,748)</u>

## 15. SUBSEQUENT EVENTS

Subsequent events have been evaluated through February 27, 2017, which is the date the financial statements were available to be issued, and management determined that there were no items to disclose.

## **REQUIRED SUPPLEMENTARY INFORMATION (UNAUDITED)**

### **Risk Assumed Information**

#### **Contingent Liability**

As discussed previously herein, the purpose of the TCCUSF is to accrue the losses of the CCU system and recover such losses over time.

The TCCUSF recognized no net contingent liability for expected losses from the failed CCUs pursuant to SFFAS No. 5 at December 31, 2016 and 2015. During 2016 and 2015, the TCCUSF was responsible for the guarantees related to the NGNs. As of December 31, 2016 and 2015, NCUA estimated no insurance losses from the NGNs.

At December 31, 2016 and 2015, the TCCUSF had accrued for losses of the CCU system of approximately \$3.2 billion and \$4.1 billion consisting of allowance for loss against receivables from the AMEs, respectively.

As of December 31, 2016 and 2015, the TCCUSF had gross receivables from the AMEs of \$4.2 billion and \$6.2 billion, against which an allowance for losses of approximately \$3.1 billion and \$4.1 billion was established, for net receivables from AMEs of \$1.1 billion and \$2.1 billion, respectively.

#### **Fees and Premiums**

Under the NGN Program, the TCCUSF is entitled to guarantee fees on a monthly basis for providing associated guarantees as previously discussed in Notes 4 and 8. As of December 31, 2016 and 2015, the estimated value of TCCUSF guarantee fees for the remaining term of the NGNs, which will lessen the expected losses recognized by TCCUSF, was \$68.2 million and \$101.2 million, respectively.

In addition, the NCUA Board, under the FCU Act, may assess insured credit unions special premiums to cover payments for the conservatorship, liquidation, or threatened conservatorship or liquidation of CCUs. The TCCUSF did not assess a special premium in 2016 and 2015. Currently, no additional special premium assessments are expected for the recovery of losses over the remaining term of the TCCUSF. However, should adverse conditions develop, the NCUA Board may have to impose an assessment.

#### **Sensitivity, Risks, and Uncertainties of the Assumptions**

As discussed in Note 8, the NCUA estimates the expected losses from the initiatives created by the NCUA to stabilize the CCU system using various methodologies, including internal and external models that incorporate the NCUA's expectations and assumptions about the anticipated recovery value, if any, of the AMEs' assets and the Legacy Assets collateralizing the NGNs.

The development of assumptions for key input variables of the estimation models and external valuations is a highly subjective process that involves significant judgment. Future values are difficult to estimate, especially over longer timeframes. Key assumptions in the modeling include borrower status, prepayments, default, loss severity, discount rates, forward interest

rate curves, house price appreciation forecasts, legal and regulatory changes, property locations, and unemployment expectations. Assumptions also vary by asset type and vintage. The assumptions developed for the estimation models are regularly evaluated by the NCUA to determine the reasonableness of those assumptions over time.

As discussed in Note 8, the NCUA's estimated guarantee payments, guarantor reimbursements, and the recovery values, if any, of the AMEs' economic residual interests in the NGN Trusts are derived using an external model that distributes estimated cash flows of the Legacy Assets transferred to the NGN Trusts in the priority of payments pursuant to the governing documents of each NGN Trust. The estimated cash flows incorporate the NCUA's assumptions about discount rates.

The estimated cash flows of the Legacy Assets transferred to the NGN Trusts are also derived from the external model that incorporates the NCUA's expectations and assumptions about the estimated cash flows from the collateral underlying the Legacy Assets and the priority of payments and estimated cash flows of the Legacy Assets pursuant to the governing documents for the respective Legacy Assets.

The external model produces estimated cash flows of collateral underlying the Legacy Assets by incorporating the NCUA's expectations and assumptions about prepayments, defaults and loss severity of the collateral consisting of residential and commercial mortgages and other assets. Assumptions about prepayments, defaults and loss severity are developed based on the characteristics and historical performance of the collateral, as well as assumptions about macroeconomic variables such as unemployment rate and housing prices, among other factors.

While certain parts of the credit market have seen improvements, the performance of asset- and mortgage-backed securities, such as the Legacy Assets, remains uncertain. The longer-term outlook for borrower and loan performance is uncertain. Uncertainty around housing prices, interest and unemployment rates, legal and regulatory actions, and the relationship of these factors to prepayment, loss severity, default and delinquency rates will likely change over time. Legacy Asset performance continues to be challenging to predict, and the external model used to derive the expected losses to the TCCUSF from the guarantee of the NGNs is sensitive to assumptions made about Legacy Asset performance. For example, changing the assumptions for reasonably possible variations in certain macroeconomic factors such as a decline in housing prices from its most recent peak in the external model would have resulted in no expected losses, net of estimated guarantor reimbursements and the economic residual interests in the NGN Trusts (but exclusive of the estimated guarantee fees for the remaining term of the NGNs) associated with the re-securitization transactions, under any scenario as of December 31, 2016. However, such changes in the assumptions would have resulted in an amount for the Receivables from the AMEs, Net that differed from the recognized amount on the TCCUSF's Balance Sheet as of December 31, 2016.

NCUA's estimates of future guarantee payments and potential recoveries under the NGN Program require significant judgment and will change over time. Forecasting borrower behavior and changes in the macroeconomic environment is inherently difficult. Historical trends are not indicative of future performance. Even under so-called normal conditions, leading economic experts have great difficulty predicting economic conditions with any degree of certainty. Consistent with accounting standards, the assumptions used to estimate the cash flows of the NGNs, Legacy Assets underlying the NGNs, and collateral underlying the Legacy Assets will require continued calibration and refinement as circumstances change.