



### South Bay Expressway

### Financial Statements

For the Fiscal Year Ended June 30, 2019

### San Diego, CA



# San Diego Association of Governments South Bay Expressway

San Diego, California

Financial Statements and Independent Auditor's Report

For the year ended June 30, 2019

PREPARED BY THE SAN DIEGO ASSOCIATION OF GOVERNMENTS

FINANCE DEPARTMENT

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#### San Diego Association of Governments South Bay Expressway

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#### INDEPENDENT AUDITOR'S REPORT

Board of Directors San Diego Association of Governments San Diego, California

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

We have audited the accompanying financial statements of the South Bay Expressway (State Route 125 fund [SR 125]), a major enterprise fund of the San Diego Association of Governments (SANDAG), as of and for the year ended June 30, 2019 and the related notes to the financial statements, which collectively comprise SR 125's financial statements as listed in the table of contents.

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

Management is responsible for the preparation and fair presentation of these financial statements in accordance with accounting principles generally accepted in the United States of America; 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.

#### Auditor's Responsibility

Our responsibility is to express an opinion on these financial statements based on our audit. We conducted our audit in accordance with auditing standards generally accepted in the United States of America. Those standards 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 auditor's 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.

#### (Continued)

#### Opinion

In our opinion, the financial statements referred to above present fairly, in all material respects, the financial position of SR 125, a major enterprise fund of SANDAG, as of June 30, 2019, and the changes in its financial position and its cash flows thereof for the year then ended in accordance with accounting principles generally accepted in the United States of America.

#### **Emphasis of Matter**

As discussed in Note 1, the financial statements present only the SR 125 Fund and do not purport to, and do not, present fairly the financial position of SANDAG as of June 30, 2019, the changes in its financial position, or, where applicable, its cash flows for the years then ended in accordance with accounting principles generally accepted in the United States of America. Our opinion is not modified with respect to this matter.

#### **Other Matters**

#### Prior-Year Comparative Information

We have previously audited SR 125's 2018 financial statements, and we expressed an unmodified audit opinion on those audited financial statements in our report dated December 21, 2018. In our opinion, the summarized comparative information presented herein as of and for the year ended June 30, 2018, is consistent, in all material respects, with the audited financial statements from which it has been derived.

#### Required Supplementary Information

Accounting principles generally accepted in the United States of America require that the schedule of plan's proportionate share of net OPEB liability, schedule of the plan's OPEB contributions, schedule of the plan's proportionate share of net pension liability, and schedule of the plan's pension contributions, as listed in the table of contents, be presented to supplement the financial statements. Such information, although not a part of the financial statements, is required by Governmental Accounting Standards Board who considers it to be an essential part of financial reporting for placing the 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 financial statements, and other knowledge we obtained during our audit of the 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.

#### Supplementary Information

Our audit was conducted for the purpose of forming an opinion on the financial statements that collectively comprise SR 125's financial statements. The management's discussion and analysis, as listed in the table of contents, is presented for purposes of additional analysis and is not a required part of the financial statements. The information has not been subjected to the auditing procedures applied in the audit of the financial statements and accordingly, we do not express an opinion or provide any assurance on it.

Crowe HP

Crowe LLP

Costa Mesa, California December 18, 2019

#### Management's Discussion and Analysis

As management of the San Diego Association of Governments (SANDAG) South Bay Expressway (State Route 125 [SR 125]), we provide this narrative overview and analysis of the financial activities of SR 125 for the fiscal year ended June 30, 2019. The intent of this analysis is to assist the readers of SR 125 financial statements to better understand the overall financial condition of SR 125.

#### **Financial Highlights**

The annual performance has been positive, resulting in revenues of 3.1 percent over the annual budget, while operating costs were 0.8 percent over budget during fiscal year (FY) 2019. The strong performance has allowed SR 125 to stay on schedule to meet debt service obligations and reserve funding commitments.

- SR 125 reported a net position of \$191,927,218, of which \$94,405,201 is restricted for investment in capital assets, \$18,285,521 is restricted for debt service; \$47,037,264 is restricted for capital expenditures and \$32,062,084 is restricted for project spending.
- SR 125 total net position increased by \$9,229,501 in fiscal year 2019. The increase is due primarily to decrease of \$7,186,739 transfers to SANDAG and \$4,582,830 in capital expenditures compared to fiscal year 2018.
- SR 125 total debt balance at the end of June 2019 was \$225,131,369, a decrease of \$5,566,416 compared to the same period in the prior year. The decrease is due to principal payment of \$3,070,000 and bond premium amortization of \$2,496,416.
- Net investment in capital assets decreased by \$5,070,413 due also to the principal payments and bond premium amortization.

#### **Overview of the Financial Statements**

Management's discussion and analysis provided here is intended to serve as an introduction to the SR 125 financial statements. The SR 125 financial statements consist of three components: (1) financial statements; (2) notes to the financial statements; and (3) required supplementary information.

*Financial statements.* SR 125 is a proprietary fund. Proprietary funds can either be enterprise funds or internal service funds. Enterprise funds are used to report the same functions presented as business-type activities.

The financial statements are designed to provide readers with a broad overview of SR 125's finances, in a manner similar to a private sector business.

The *Statement of Net Position* presents financial information on all of SR 125's assets and liabilities, with the difference reported as net position. Over time, increases or decreases in net position may serve as a useful indicator of whether the financial position of SR 125 is improving or deteriorating.

The Statement of Revenues, Expenses, and Changes in Net Position presents information showing changes in SR 125's net position during the most recent fiscal year. All changes in net position are reported when the underlying events giving rise to the change occur, regardless of the timing of related cash flows.

Thus, revenues and expenses are reported for some items that will only result in cash flows in future fiscal periods. This statement reflects the results of SR 125's operations for the period identified and can be used to determine credit worthiness of SR 125 and its ability to successfully recover all its costs through toll revenues and other charges.

The *Statement of Cash Flows* presents information about SR 125's cash receipts and cash payments. This statement reports cash receipts, cash payments, and net changes in cash resulting from operating, investing, and financing activities.

*Notes to the financial statements.* The notes provide additional information that is necessary to acquire a full understanding of the data provided in the financial statements. The notes to the financial statements can be found on pages 17 to 44 of this report.

*Other information.* In addition to the financial statements, required supplemental information can be found on pages 46 to 49 of this report.

#### **Financial Analysis**

As noted earlier, net position may serve over time as a useful indicator of a government's financial position. SR 125's assets and deferred outflows exceeded liabilities and deferred inflows by \$191,927,218 as of June 30, 2019.

	2019		2018
Current and other assets	\$ 111,097	7,921 \$	96,730,757
Capital assets	321,525	5,331	330,214,390
Total assets	432,623	3,252	426,945,147
Deferred outflows of resources	2,646	6,685	2,022,649
Current liabilities	15,543	3,786	13,083,796
Noncurrent liabilities	227,444	4,289	232,928,088
Total liabilities	242,988	3,075	246,011,884
Deferred inflows of resources	354	4,644	258,195
Net Position:			
Net investment in capital assets Restricted for:	94,405	5,201	99,475,614
Debt service	18,285	5,521	16,940,865
Capital expenditures	47,037	7,264	37,153,023
Project revenue	32,062	2,084	28,955,820
Customer prepaid accounts	137	7,148	172,395
Total net position	\$ 191,927	7,218 \$	5 182,697,717

#### SR 125's Net Position

As of June 2019, there was a total of \$191,070,000 of bond liability with a premium balance of \$34,061,369. Restricted net position is predominantly set aside for major maintenance and capital expenditures, a majority of which is anticipated to be spent for toll road improvements over the next several years.

In FY 2019, there was no additional capital expenditures incurred compared to the same period in the prior year for the pavement preservation of the toll road, resulting an increase of \$9,229,501 in net position.

	 2019	2018
Operating revenue	\$ 41,628,570	\$ 41,748,531
Operating expenses	 26,741,801	 24,221,834
Operating income	14,886,769	17,526,697
Nonoperating revenues (expenses)	 (5,237,422)	 (8,642,442)
Income before contributions and transfers	9,649,347	8,884,255
Transfers	 (419,846)	 (7,606,585)
Change in net position	9,229,501	1,277,670
NET POSITION:		
Beginning of year	 182,697,717	 181,420,047
End of year	\$ 191,927,218	\$ 182,697,717

#### SR 125's Change in Net Position

**SR 125 activities.** Key drivers to the 8.6 percent increase in net income is the 72.3 percent or \$778,858 growth in interest earnings over fiscal year 2018 and the 21.9 percent or \$2.1 million savings in nonoperating expenses as a result of the absence of the \$1.8 million bond issuance costs in the prior year. Operating expenses remain at about the same level as fiscal year 2018 due to diligent management efforts, efficient maintenance of the roadway and tolling equipment, and effective use of administrative expenses.

As the Statement of Revenues, Expenses, and Changes in Net Position (page 12) illustrates, SR 125 collected over \$41.6 million in operating revenues, which adequately covered operating expenses and debt obligations. The SR 125 was able to effectively manage costs related to the operations of the facility, providing for additional reserve fund deposits. Establishing and building reserve funds is critical and funds near-term capital expenses related to roadway repairs, vehicle replacements, and replacement of the aging tolling system.

#### **Capital Assets and Debt Administration**

*Capital assets.* SR 125 investment in capital assets as of June 30, 2019, amounts to \$321,525,331 (net of accumulated depreciation). This investment in capital assets includes land, toll road and roadway improvements, building, equipment, vehicles, office furnishings, and construction-in-progress.

### SR 125 Capital Assets (Net of accumulated depreciation)

	2019		 2018
Land	\$	1,980,000	\$ 1,980,000
Toll road		299,456,464	312,212,045
Roadway improvements		6,545,341	7,275,829
Building		3,417,000	3,497,400
Equipment		599,430	236,001
Vehicles		299,982	267,584
Software		15,968	43,341
Office furnishings		20,104	25,527
Construction-in-progress		9,191,042	 4,676,663
SR 125 activities capital assets, net	\$	321,525,331	\$ 330,214,390

Additional information on SR 125's capital assets can be found in Note III.G of this report.

#### **Debt Administration**

*Long-term debt.* At the end of June 30, 2019, SR 125 had total debt outstanding of \$225,131,369 which is comprised of \$191,070,000 tax-exempt toll revenue bonds with a net premium balance of \$34,061,369.

	SR 125 activities			
	2019	2018		
2017 Series A Toll Revenue Bonds	\$ 191,070,000	\$ 194,140,000		
Premium	34,061,369	36,557,785		
Total	\$ 225,131,369	\$ 230,697,785		

SR 125's total debt decreased by \$5,566,416 due to principal payment of \$3,070,000 and bond premium amortization of \$2,496,416.

Additional information on SR 125 long-term debts can be found in Note III.H of this report.

#### **Requests for Information**

This financial report was designed to provide a general overview of SR 125 finances for all those interested. Questions concerning any of the information provided in this report, or requests for additional financial information, should be addressed to the Chief Finance Officer, San Diego Association of Governments, 401 B Street, Suite 800, San Diego, California 92101, or emailed to the Public Information Officer at pio@sandag.org. This page intentionally left blank.

## FINANCIAL STATEMENTS

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	Tot	als
	2019	2018
ASSETS		
Current assets:		
Cash and cash equivalents - unrestricted	\$ 4,596,835	\$ 3,615,204
Accounts receivable	3,724,724	3,571,363
Prepaid items and other assets	964,275	842,309
Interest receivable	-	31,285
Due from other funds	38,918	30,513
Due from other governments	482,754	247,912
Total current assets	9,807,506	8,338,586
Noncurrent assets:		
Cash and cash equivalents - restricted	101,290,415	88,392,171
Non-depreciable capital assets	11,171,042	6,656,663
Depreciable capital assets, net of accumulated depreciation	310,354,289	323,557,727
Total noncurrent assets	422,815,746	418,606,561
Total assets	432,623,252	426,945,147
DEFERRED OUTFLOWS OF RESOURCES		
Pension related	2,107,948	1,429,668
OPEB related	31,666	48,746
Loss on debt refunding	507,071	544,235
Total deferred outflows of resources	2,646,685	2,022,649
LIABILITIES		
Current liabilities:		
Accounts payable	2,737,600	1,385,195
Accrued liabilities	277,747	239,731
Retentions payable	170,784	83,348
Due to other funds	807,241	465,793
Due to other governments	612,572	136,810
Transponder deposits	20,145	18,710
Unearned revenue Accrued interest	1,825,947 4,776,750	1,770,915 5,913,294
Bonds payable due within one year	4,315,000	3,070,000
Total current liabilities	15,543,786	13,083,796
Noncurrent liabilities:	10,040,700	10,000,700
Bonds payable	220,816,369	227,627,785
Claims payable	500,000	-
Net pension liability	6,047,339	5,159,078
Net OPEB liability	80,581	141,225
Total noncurrent liabilities	227,444,289	232,928,088
Total liabilities	242,988,075	246,011,884
DEFERRED INFLOWS OF RESOURCES		
Pension related	314,905	256,213
OPEB related	39,739	1,982
Total deferred inflows of resources	354,644	258,195
NET POSITION	04 405 201	00 475 614
Net investment in capital assets Restricted for:	94,405,201	99,475,614
Debt service	18,285,521	16,940,865
Capital expenditures	47,037,264	37,153,023
Project revenue	32,062,084	28,955,820
Customer prepaid accounts	137,148	172,395
Total net position	\$ 191,927,218	\$ 182,697,717
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See accompanying Notes to the Financial Statements.

	Totals		
	2019	2018	
OPERATING REVENUES:			
Electronic toll collection	\$ 23,726,514	\$ 22,885,095	
Cash and credit card tolls	10,508,314	10,236,957	
Violations	5,648,299	7,294,527	
Other	1,745,443	1,331,952	
Total operating revenues	41,628,570	41,748,531	
OPERATING EXPENSES:			
Facilities, roadway and landscaping operations	3,089,619	2,989,839	
Payroll and other compensation	6,705,241	6,106,156	
Administrative	401,568	283,838	
Insurance	503,412	484,424	
Utilities	385,682	360,726	
Professional services	1,232,856	755,422	
Claims expense	500,000	-	
Depreciation	13,923,423	13,241,429	
Total operating expenses	26,741,801	24,221,834	
Operating income (loss)	14,886,769	17,526,697	
NONOPERATING REVENUES (EXPENSES):			
Interest income	1,856,826	1,077,968	
Interest expense	(7,094,248)	(7,941,049)	
Bond issuance costs		(1,779,361)	
Total nonoperating revenues (expenses)	(5,237,422)	(8,642,442)	
Income (loss) before contributions and transfers	9,649,347	8,884,255	
TRANSFERS			
Transfer to SANDAG	(419,846)	(7,606,585)	
CHANGE IN NET POSITION	9,229,501	1,277,670	
NET POSITION:			
Beginning of year	182,697,717	181,420,047	
End of year	\$ 191,927,218	\$ 182,697,717	

See accompanying Notes to the Financial Statements.

(with comparative information for the prior year)				
		2019	tals	2018
CASH FLOWS FROM OPERATING ACTIVITIES:		2013		2010
Receipts from customers and users	\$	41,106,043	\$	40,396,926
Receipts from rental and miscellaneous income	·	55,171	·	52,111
Payments for employee salaries and benefits		(6,408,334)		(5,743,421)
Payments for operations		(5,671,912)		(5,641,157)
Net cash provided by operating activities		29,080,968		29,064,459
CASH FLOWS FROM CAPITAL FINANCING AND RELATED ACTIVITIES:				
Transfer to SANDAG		(419,846)		(7,606,585)
Payments for acquisition of construction of capital assets		(2,909,315)		(9,817,194)
Proceeds from long-term debt		-		231,460,545
Payments to refund debt		-		(996,924)
Principal payments on debt		(3,070,000)		(230,409,849)
Interest payments on debt		(10,690,044)		(1,037,909)
Net cash used for capital financing and related activities		(17,089,205)		(18,407,916)
CASH FLOWS FROM INVESTING ACTIVITIES:				
Interest received on investments		1,888,112		1,132,539
Net increase in cash and investments		13,879,875		11,789,082
Cash and investments, beginning of year		92,007,375		80,218,293
Cash and investments, end of year	\$	105,887,250	\$	92,007,375
RECONCILIATION OF OPERATING INCOME (LOSS) TO NET CASH PROVIDED BY (USED FOR) OPERATING ACTIVITIES:				
Operating income	\$	14,886,769	\$	17,526,697
Adjustments to reconcile net cash provided by				
(used for) operating activities:				
Depreciation		13,923,423		13,241,429
Change in:				
Accounts receivable		(400,424)		(1,308,227)
Prepaid expenses and other assets		(121,966)		(197,845)
Due from other funds		(8,405)		(4,935)
Due from other governments Accounts payable		(234,842) (209,566)		139,816
Accrued liabilities and other liabilities		(209,500)		106,000 54,419
Due to other funds		341,448		(855,530)
Due to other governments		475,762		(69,849)
Unearned revenue		55,032		120,270
Net pension liability		888,261		526,075
Pension related deferred outflows		(678,280)		(260,052)
Pension related deferred inflows		58,692		57,587
Net OPEB liability		(60,644)		(22,030)
OPEB related deferred outflows		17,080		8,652
OPEB related deferred inflows		37,757		1,982
Total adjustments		14,194,199		11,537,762
Net cash provided by (used for) operating activities	\$	29,080,968	\$	29,064,459
NONCASH INVESTING, CAPITAL AND FINANCING ACTIVITIES				
Interest accretion on TIFIA notes		-		2,198,548
Amortization of acquisition adjustment		-		(996,326)
Bond premium amortization		(2,496,416)		(1,545,197)
Refunding loss amortization		37,164		23,003
Capital assets purchase included in accounts payable		2,325,049		501,878

See accompanying Notes to the Financial Statements.

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# NOTES TO THE FINANCIAL STATEMENTS

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#### I. ORGANIZATION AND OPERATIONS

#### A. General

On December 21, 2011, the San Diego Association of Governments (SANDAG) acquired the rights and interest in a Franchise Agreement (Agreement) between South Bay Expressway, LLC and Caltrans. Under the Agreement, SANDAG has contractual rights to develop and operate the South Bay Expressway (State Route 125 [SR 125]), an 11.2 mile, limited-access toll road in the County of San Diego. The SR 125 fund was established in December 2011 as a proprietary fund under the oversight of SANDAG to operate the toll road. As part of this acquisition, a fair value analysis of the acquired assets and liabilities had been performed as of the valuation date. As a result of this valuation analysis, the purchase price was allocated to the assets and liabilities and those assets and liabilities were recorded at fair value.

#### B. Organization

The SR 125 is an integral part of the reporting entity of SANDAG, where it is classified as a proprietary fund. The accounts and activities of the SR 125 have been included within the scope of the financial statements of SANDAG because SANDAG has financial accountability and continuing oversight responsibility over SR 125. SR 125's financial statements should be read in conjunction with those of SANDAG. Only the accounts and activities of SR 125 are included herein; therefore, these financial statements do not purport to represent the financial position or results of operations of SANDAG as a whole.

The SANDAG Board of Directors (Board) provides executive oversight and decision making related to SR 125. The SANDAG Executive Team provides management oversight and has established a management team to oversee the day-to-day operations of the toll road.

#### II. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

The financial statements of SR 125 have been prepared in conformity with generally accepted accounting principles (GAAP) in the United States as applied to governmental units. The Governmental Accounting Standards Board (GASB) is the accepted standard-setting body of established governmental accounting and financial reporting principles. The more significant of SR 125's accounting policies are described below.

#### A. Measurement focus, basis of accounting, and financial statement presentation

The SR 125 financial statements are reported using the economic resources measurement focus and the accrual basis of accounting. Under the accrual basis of accounting, revenues are recognized when earned, and expenses are recorded when a liability is incurred, regardless of the timing of related cash flows.

Proprietary funds distinguish operating revenues and expenses from non-operating items. Operating revenues and expenses generally result from providing services and producing and delivering goods

in connection with a proprietary fund's principal ongoing operations. The principal operating revenues of the SR 125 are toll revenues. Operating expenses include roadway maintenance, cost of services, administrative expenses, and depreciation on capital assets. All revenues and expenses not meeting this definition are reported as non-operating revenues and expenses.

Toll revenue includes toll charges earned, net of promotions, and an uncollectible accounts allowance. Customer accounts are opened by the deposit of prepaid tolls into a *FasTrak*<sup>®</sup> transponder account. Prepaid tolls are held as customer deposits until the customer travels the roadway and incurs a toll charge. At that time, revenues are earned and charged against the customer's account. Revenues from cash-paying customers are recognized at the time the transactions occur. The SR 125 recognizes violation tolls and fines revenues when collected. Violation revenue receivables net of allowance are adjusted annually based on the historical collection percentage.

#### B. Budgetary information

An annual budget is adopted on a basis consistent with GAAP for the enterprise fund.

#### C. Assets, liabilities, and net position/fund balance

#### 1. Cash and cash equivalents

SR 125 cash and cash equivalents are considered to be cash on hand, demand deposits, and short-term investments with original maturities of three months or less from the date of acquisition. Securities purchased with a maturity date greater than three months at the date of acquisition have been classified as investments.

The SR 125 investment policy is consistent with the SANDAG investment policy and is in accordance with California Government Code Section 53601. SR 125 is authorized to invest in the following:

- Treasury obligations
- Federal agencies and United States government-sponsored enterprises
- State municipal obligations
- Local agency obligations
- Repurchase agreements
- Bankers' acceptances
- Commercial paper
- Medium-term notes
- Negotiable and nonnegotiable certificates of deposit
- State of California's Local Agency Investment Fund

- San Diego County Treasurer's pooled investment fund
- Savings/money market accounts
- California Asset Management Program (CAMP)
- Money market funds
- Mortgage and asset-backed obligations
- Supranationals

Authorized Investment Type	Maximum Effective Maturity	Maximum Percentage of Portfolio	Maximum Investment in One Issuer	Minimum Ratings
Treasury obligations	5Years	N/A	N/A	N/A
Federal agencies and U.S.				N/A
government sponsored	5Years	N/A	N/A	
State municipal obligations	5Years	N/A	N/A	A-1/AA
Local agency obligations	5Years	N/A	N/A	A-1/AA
Repurchase agreements	90 Days	N/A	N/A	A-1
Bankers' acceptances	180 Days	40%	10%	A-1
Commercial paper	270 Days	25%	10%	A-1
Medium-Term notes	5Years	30%	10%	А
Negotiable certificates of deposits	5Years	30%	N/A	А
Nonnegotiable certificates of deposit	5Years	30%	N/A	N/A
State of California's Local				N/A
agency investment fund (LAIF)	N/A	SetbyLAIF	SetbyLAIF	
San Diego county treasurer's pooled				N/A
investment fund	N/A	Set by LAIF	SetbyLAIF	
Savings/money market accounts	5Years	Not to exceed equity	N/A	N/A
California asset management program	N/A	N/A	N/A	AA/A-2
Money market funds	5Years	20%	N/A	AAA
Mortgage and asset-backed obligations	5Years	20%	N/A	AA
Supranationals	5Years	30%	N/A	AA

SR 125 is a voluntary participant in CAMP, which is an investment pool, offered by the California Asset Management Trust (the "Trust"). The Trust is a joint powers authority and public agency created by the Declaration of Trust and established under the provisions of the California Joint Exercise of Powers Act (California Government Code Sections 6500 *et seq.*, or the "Act") for the purpose of exercising the common power of its Participants to invest certain proceeds of debt issues and surplus funds. In accordance with Section 53601(p) of the California Government Code, CAMP's investments are limited to investments permitted by subdivisions (a) through (n), inclusive, of Section 53601. SR 125 reports its investments in CAMP pool share at amortized cost provided by CAMP, which is the same as the value of the pool share. On June 30, 2019, the pool had an average maturity of 54 days.

In accordance with GASB Statement No. 40, Deposit and Investment Risk Disclosures (an amendment of GASB Statement No. 3), SR 125 adheres to certain disclosure requirements, if applicable for deposit and investment risks. These requirements are specified for the following areas:

- Interest rate risk
- Credit risk
  - Overall
  - Custodial
  - Concentration

#### 2. Restricted cash and cash equivalents

Certain cash and cash equivalents are restricted as these assets are either restricted for specific purpose or are used for debt service. Restricted cash consists of cash in the bank, cash in money market accounts, and funds which are restricted in accordance with the debt related Master Indenture. Such restrictions are related to the use of trustee-controlled accounts and the order of priority of withdrawals from such accounts which are subject to the approval of the secured lenders under the bonds payable or their representative agents.

#### 3. *Restricted investments*

Certain investments are classified as restricted on the Statement of Net Position because their use is limited externally by applicable bond covenants, laws or regulations or there exists an imposed restriction through enabling legislation.

#### 4. Non-current restricted cash, cash equivalents and investments

In accordance with GASB 62, certain restricted cash, cash equivalents and investments are noncurrent as these funds are restricted as to withdrawal or use for other than current operations, for disbursement in the acquisition or construction of non-current assets, or for the liquidation of longterm debt.

#### 5. Fair value measurements

Certain assets and liabilities are required to be reported at fair value. The fair value framework provides a hierarchy that prioritizes the inputs to valuation techniques used to measure fair value. The hierarchy gives the highest priority to unadjusted quoted prices in active markets for identical assets or liabilities (Level 1 measurements) and the lowest priority to unobservable inputs (Level 3 measurements). The three levels of fair value hierarchy are described as follows:

Level 1 – Inputs to the valuation methodology are unadjusted quoted prices for identical assets or liabilities in active markets.

Level 2 – Inputs other than quoted prices included within Level 1 that are observable for the asset or liability, either directly or indirectly and fair value is determined through the use of models or other valuation methodologies including:

- Quoted prices for similar assets or liabilities in active markets
- Quoted prices for identical or similar assets or liabilities in markets that are inactive
- Inputs other than quoted prices that are observable for the asset or liability
- Inputs that are derived principally from or corroborated by observable market data by correlation or other means

Level 3 – Inputs to the valuation methodology are unobservable and significant to the fair value measurement. These unobservable inputs reflect SR 125's own assumptions about the inputs market participants would use in pricing the asset or liability (including assumptions about risk). These unobservable inputs are developed based on the best information available in the circumstances and may include the SR 125's own data.

#### 6. Accounts receivable

Accounts receivable are recognized when invoiced to customers. As of June 30, 2019, an allowance for uncollectible accounts was provided for accounts receivable. The allowance is determined by management to be uncollectible amounts based on historical collection percentages and other information.

#### 7. Prepaid expenses and other assets

Payments made to vendors for services that will benefit periods beyond June 30, 2019, are recorded as prepaid items. The cost of prepaid items is recorded as expenditures when consumed rather than when purchased.

#### 8. Capital assets

Capital assets are reported net of accumulated depreciation, except for construction-in-progress and land which are not depreciated. To meet the criteria for capitalization, an asset must have a

useful life in excess of one year and an initial, individual cost equal to or greater than \$5,000. Such assets are recorded at historical cost or estimated historical cost if constructed. The purchase of the toll road and related assets were valued on the acquisition date at fair value. Donated capital assets are recorded at estimated acquisition value at the date of donation.

The costs of normal maintenance and repairs that do not add to the value of the asset or materially extend the asset's life are not capitalized.

Depreciation of capital assets is computed using the straight-line method over the estimated useful life of the asset as follows:

Assets	Years
Computer equipment and software	3
Office and other equipment	5
Vehicles	5
Roadway improvements	4-10
Toll road	31
Building	50

#### 9. Other post-employment benefits (OPEB)

For purposes of measuring the net OPEB liability, deferred outflows and inflows of resources related to OPEB and OPEB expense, information about the fiduciary net position of the SANDAG plan (OPEB Plan), the assets of which are held by the California Employers' Retiree Benefit Trust (CERBT), and additions to/deductions from the OPEB Plan's fiduciary net position have been determined on the basis that are reported by CERBT. For this purpose, benefit payments (including refunds of employee contributions) are recognized when due and payable in accordance with the benefit terms. Investments are reported at fair value.

GASB 75 requires that the reported results must pertain to liability and asset information within certain defined timeframes. For this report, the following timeframes are used:

Valuation Date	June 30, 2017
Measurement Date	June 30, 2018
Measurement Period	July 1, 2017 to June 30, 2018

#### 10. Pensions

For purposes of measuring the net pension liability, deferred outflows and inflows of resources related to pensions, pension expense, information about the fiduciary net position and additions to/deductions from the fiduciary net position have been determined on the same basis as they are reported by the California Public Employees' Retirement System (CalPERS). For this purpose, benefit payments (including refunds of employee contributions) are recognized when due and payable in accordance with the benefit terms. Investments are reported at fair value.

GASB 68 requires that the reported results must pertain to liability and asset information within certain defined timeframes. For this report, the following timeframes are used:

Valuation Date	June 30, 2017
Measurement Date	June 30, 2018
Measurement Period	July 1, 2017 to June 30, 2018

#### 11. Deferred outflows/inflows of resources on OPEB and pensions

Most changes in net OPEB and pension liability are required to be included in OPEB and pension expense in the period of the change such as service cost, interest on the total OPEB and pension liability and changes in benefit terms. The following changes in net OPEB and pension liability are not included in OPEB pension expense as of the beginning of the measurement period and are required to be reported as deferred outflows of resources or deferred inflows of resources related to pensions:

- 1) Changes in total OPEB and pension liability arising from differences between expected and actual experience with regard to economic or demographic factors.
- 2) The effects of changes in assumptions about future economic or demographic factors or of other inputs.
- 3) Differences between projected and actual investment earnings on OPEB and pension plan investments.

The amounts in items 1 and 2 are recognized as pension expense using a systematic and rational method over a closed period equal to the average of the expected remaining service lives of employees determined as of the beginning of the measurement period. Item 3 is recognized as pension expense using a systematic and rational method over a closed five-year period.

Deferred outflows of resources and deferred inflows of resources related to OPEB represent unamortized portion of changes to net OPEB liability to be recognized in future periods in a systematic and rational manner.

Deferred outflows of resources are also used to report SR 125's contributions to CalPERS and the Employees Retirement Plans subsequent to the measurement date of the net OPEB and

pension liability. They will be recognized as a reduction of the net OPEB and pension liability in the next fiscal year.

#### 12. Deferred outflows/inflows of resources on debt refunding

In November 2017, SR 125 issued toll revenue bonds to refund the TIFIA and *TransNet* loans. The purpose of the refunding was to achieve debt service costs savings, to restructure the repayment of the loans, to change the type of instrument being used, and to retire an indenture in order to remove undesirable covenants when more favorable interest rates and financing terms became available.

In refunding debt resulting in the legal defeasance of the old debt, the difference in the carrying value of the refunded debt and its reacquisition price is reported as deferred outflows or deferred inflows of resources in the Statement of Net Position and amortized over the life of the old or the new debt, whichever is shorter.

#### 13. Net position

The difference between assets and deferred outflows and liabilities and deferred inflows is reported as "Net Position" on proprietary fund financial statements.

Net position is reported as restricted when constraints are placed on net position use by creditors or by law or enabling legislation. The following terms are used in the reporting of net position:

<u>Net investment in capital assets</u> – Net investment in capital assets consists of capital assets, net of accumulated depreciation and reduced by the outstanding debt balances that are attributable to the acquisition, construction, or improvement of those assets.

<u>Debt service</u> – Net position restricted for the payments of future debt service.

<u>Capital expenditures</u> – Net position restricted for funding SR 125 toll road major maintenance and capital projects.

<u>Project revenue</u> – Net position restricted for other legally restricted funds.

<u>Customer prepaid</u> – Net position restricted for SR 125 *FasTrak* customers' deposits for future toll payments.

<u>Unrestricted net position</u> – Unrestricted net position is the net amount of the assets, deferred outflows of resources, liabilities and deferred inflows of resources that are not included in the above restricted categories of net position.

#### 14. Net position flow assumption

SR 125 funds outlays for particular purposes from both restricted (e.g., restricted for major maintenance) and unrestricted resources. In order to calculate the amounts to report as restricted net position and unrestricted net position in the financial statements, a flow assumption must be made about the order in which the resources are considered to be applied. It is SR 125 policy to consider restricted net position to have been depleted before unrestricted net position is applied.

#### 15. Long-term debt

In the Proprietary fund financial statements, long-term debt and other long-term obligations are reported as liabilities, net of related original issue premiums and discounts. Bonds issue costs are reported as current period costs and accounting gains and losses resulting from refunding of debts are reported as deferred outflows of resources or deferred inflows of resources in conformity with GASB 65.

#### 16. Unearned revenues

In the Proprietary fund financial statements, unearned revenues are resource inflows that do not meet the criteria for revenue recognition. Unearned revenues arise when resources are received by SR 125 before it has a legal claim to them, such as prepaid tolls held as customer deposits until the customer travels the roadway and incurs a toll charge. When revenue recognition criteria are met, or when SR 125 has a legal claim to the resources, unearned revenue is removed from the Statement of Net Position and the revenue is recognized.

#### 17. Estimates

The preparation of financial statements in conformity with GAAP in the United States requires management to make estimates and assumptions that affect reported amounts of certain assets and liabilities and the related reported amount of revenues and expenditures during the reporting period. Actual results could differ from those estimates.

#### 18. Prior year comparative information

Selected information regarding the prior year has been included in the accompanying financial statements. This information has been included for comparison purposes only and does not represent a complete presentation in accordance with generally accepted accounting principles. Accordingly, such information should be read in conjunction with SR 125's prior year financial statements, from which this selected financial data was derived.

#### 19. *Reclassifications*

Certain prior year amounts have been reclassified to conform to the current year presentation. There is no effect on changes in net position as a result of these reclassifications.

#### 20. Effects of new pronouncements

#### Statement No. 83

In November 2016, GASB issued Statement No. 83, *Certain Asset Retirement Obligations*. The objective of this Statement is to provide financial statement users with information about asset retirement obligations that were not addressed in GASB standards by establishing uniform accounting and financial reporting requirements for these obligations.

Existing laws and regulations require state and local governments to take specific actions to retire certain tangible capital assets, such as the decommissioning of nuclear reactors, removal and disposal of wind turbines in wind farms, dismantling and removal of sewage treatment plants, and removal and disposal of x-ray machines. Obligations to retire certain tangible capital assets also arise from contracts or court judgments. Accounting and financial reporting standards exist for costs of the closure and postclosure care of municipal solid waste landfills, but those standards do not address retirement obligations associated with other types of tangible capital assets.

There was no material impact on the SR 125 financial statements as a result of implementation of this Statement.

#### Statement No. 88

In March 2018, GASB issued Statement No. 88, *Certain Disclosures Related to Debt, including Direct Borrowings and Direct Placements*. The objective of this Statement is to improve consistency in the information that is disclosed in notes to government financial statements related to debt, including direct borrowings (for example, a government entering into a loan agreement with a lender) and direct placements (for example, a government issuing a debt security directly to an investor), and to provide financial statement users with additional essential information about debt. The requirements of this Statement are effective for reporting periods beginning after June 15, 2018.

For purposes of disclosures in notes to financial statements, debt is defined as a liability that arises from a contractual obligation to pay cash (or other assets that may be used in lieu of cash) in one or more payments to settle an amount that is fixed at the date the contractual obligation is established. For disclosure purposes, debt does not include leases, except for contracts reported as a financed purchase of the underlying asset, or accounts payable.

In addition to other requirements to disclose information related to debt in notes to financial statements, a government should disclose in notes to financial statements summarized information about the following items:

- a. Amount of unused lines of credit
- b. Assets pledged as collateral for debt

c. Terms specified in debt agreements related to significant (1) events of default with finance-related consequences, (2) termination events with finance-related consequences, and (3) subjective acceleration clauses.

SR 125 does not have direct borrowings such as bank loans or line of credit for the fiscal year ended June 30, 2019.

#### **III. DETAILED NOTES**

#### A. Cash and investments

Cash, cash equivalents, and investments consisted of the following on June 30, 2019:

Investment Type	 Balance Amount	Weighted Average Maturity (Days)	NRSRO Rating	
Cash and cash equivalents:				
Cash - demand deposits	\$ 29,900,816	1	Not rated	
California Asset Management Program	 75,986,434	54	AAAm	
Total cash and cash equivalents	\$ 105,887,250			

On June 30, 2019, SR 125's carrying amount of deposits was \$29,900,816 and the bank balance was \$29,984,850.

#### 1. Interest rate risk

Interest rate risk is the risk that changes in market interest rates will adversely affect the fair value of an investment. Generally, the longer the maturity of an investment, the greater the sensitivity of its fair value to changes in market interest rates. As a means of limiting its exposure to fair value losses arising from the rising interest rates, the SANDAG investment policy, which is adopted by SR 125, limits investments to a maximum maturity of five years from purchase date, unless the Board has granted express authority to make that investment specifically or as a part of an investment program approved by the Board no less than three months prior to the investment. The total portfolio shall not exceed SR 125's anticipated liquidity needs for operations for the next six months. SR 125 is in compliance with all maturity provisions of the investment policy.

#### 2. Credit risk

Investments are subject to credit risk, which is the chance that an issuer will fail to pay principal or interest in a timely manner, or that negative perceptions of the issuer's ability to make these payments will cause the price to decline. SANDAG maintains policies to manage credit risks, which include requiring minimum credit ratings issued by nationally recognized statistical rating organizations for its investments.

The portfolio is diversified by security type and institution to avoid incurring unreasonable and avoidable risks regarding specific security types or individual financial institutions. Credit requirements listed in the investment policy apply at the time of purchase. In the event a security held by SR 125 is subject to a credit rating change that brings it below the minimum credit ratings specified for purchase, the Director of Finance shall review the security. The course of action to be followed will then be decided by the Director of Finance and either the Executive Director or the Chief Deputy Executive Director on a case-by-case basis, considering such factors as the reason for the change, prognosis for recovery or further rate drops, and the market price of the security. Any credit rating changes below the minimum credit ratings specified for purchase will be reported to the Board of Directors along with the findings and any actions taken.

The SR 125 portfolio is in compliance with all minimum rating requirements of the investment policy and did not experience any credit rating changes that brought the security below the minimum credit ratings.

#### 3. Concentration of credit risk

Concentration of credit risk is the risk associated with a lack of diversification or having too much invested in a few individual issuers. The SR 125 maintains investment policies that establish thresholds for holdings of individual securities. The SR 125 did not have any holdings meeting or exceeding the allowable threshold levels as of June 30, 2019.

As of June 30, 2019, with the exception of investments that are explicitly guaranteed by the U.S. government and investments in mutual funds, external investment pools, and other pooled investments, SANDAG did not have any investments with more than 5 percent of the total investments under one issuer.

#### 4. Custodial credit risk

The California Government Code requires California banks and savings and loan associations to secure SANDAG cash deposits by pledging securities as collateral. This Code states that collateral pledged in this manner shall have the effect of perfecting a security interest in such collateral superior to those of a general creditor. Thus, collateral for cash deposits is considered to be held in the SANDAG name.

The market value of pledged securities must equal at least 110 percent of SANDAG cash deposits. California law also allows institutions to secure SANDAG deposits by pledging first trust deed mortgage notes having a value of 150 percent of SANDAG total cash deposits. SANDAG may waive collateral requirements for cash deposits, which are fully insured up to \$250,000 by the Federal Deposit Insurance Corporation. SANDAG, however, has not waived the collateralization requirements.

#### B. Fair value measurements

The SR 125 categorizes its fair value investments within the fair value hierarchy established by generally accepted accounting principles. The SR 125 did not invest in securities that qualify for the reporting of fair value measurements as of June 30, 2019.

#### C. Receivables

To ensure collection of toll revenue, the SR 125 uses a violation enforcement system capable of identifying vehicle license plates at any operating speed. Persons who fail to pay their tolls may be charged a penalty in addition to the toll. The SR 125 accrues violation revenue in an amount management expects to collect the following fiscal year.

Receivables as of June 30, 2019, were \$4,246,396 which is primarily comprised of \$3,872,786 violations fines receivable, net of an allowance for doubtful accounts. Gross violation receivables as of June 30, 2019 was \$52,024,893 with an estimated uncollectible allowance of \$48,152,107.

#### D. Due to/from other funds

Due to/from other funds represent repayments from the funds responsible for particular expenditures or expenses to the funds that initially paid for them. The reimbursement is reported as expenditures or expenses in the reimbursing fund and a reduction of expenditures or expenses in the fund that initially incurred the expense.

#### E. Due to/from other governments

Due from other governments represent revenue receivables due from the Department of Motor Vehicles and the Franchise Tax Board collected on behalf of SR 125. Monthly interoperable toll transactions between the SR 125 and other California tolling agencies are also recorded as due to/from other governments.

#### F. Transfers in/out

Transfers to SANDAG consisted of transactions related to capital improvements that increase access to the SR 125 such as tollway-to-freeway connectors that better integrate the SR 125 into the San Diego region's transportation network as well as interchange improvements that provide local road access to the SR 125. These capital projects will increase traffic capacity and operational efficiencies while also maintain the system in a state of good repair.

Transfers from the SR 125 capital reserve to fund capital projects totaled \$419,846.

• Transfer of \$345,468 for the design and construction of the SR 125 connectors southbound to eastbound SR 905 and eastbound SR 11.

- Transfer of \$56,974 for the design of the Joint Transportation Operation Center which will combine management and operation functions in a single facility.
- Transfer of \$17,404 for the upgrade of the contract management system.

#### G. Capital assets

Capital asset activity at June 30, 2019, was as follows:

	 Beginning Balance		Increases	Decreases	 Ending Balance
Business-type activities:					
Capital assets, not being depreciated:					
Land	\$ 1,980,000	\$	-	\$-	\$ 1,980,000
Construction-in-progress	4,676,663	-	4,514,379		 9,191,042
Total capital assets, not being depreciated	 6,656,663		4,514,379		 11,171,042
Capital assets, being depreciated:					
Office equipment	250,987		12,513	-	263,500
Computer equipment	548,110		565,262	-	1,113,372
Vehicles	566,940		124,210	(61,160)	629,990
Fixed operating equipment	168,581		-	-	168,581
Software	199,170		-	-	199,170
Roadway improvements	7,462,389		18,000	-	7,480,389
Toll road	395,423,000		-	-	395,423,000
Building	 4,020,000		-		 4,020,000
Total capital assets, being depreciated	 408,639,177		719,985	(61,160)	 409,298,002
Less accumulated depreciation for:					
Office equipment	(225,460)		(17,936)	-	(243,396)
Computer equipment	(332,163)		(196,472)	-	(528,635)
Vehicles	(299,356)		(91,812)	61,160	(330,008)
Fixed operating equipment	(148,527)		(5,361)	-	(153,888)
Software	(155,829)		(27,373)	-	(183,202)
Roadway improvements	(186,560)		(748,488)	-	(935,048)
Toll road	(83,210,955)		(12,755,581)	-	(95,966,536)
Building	 (522,600)		(80,400)		 (603,000)
Total accumulated depreciation	(85,081,450)		(13,923,423)	61,160	 (98,943,713)
Total capital assets, being depreciated, net	 323,557,727		(13,203,438)		 310,354,289
Capital assets, net	\$ 330,214,390	\$	(8,689,059)	\$-	\$ 321,525,331

Effective December 21, 2011, SANDAG entered into an Asset Purchase and Sale Agreement to acquire the rights and interest in a Franchise Agreement with Caltrans. The Franchise Agreement gives the holder the right to operate a toll road (SR 125) in San Diego, California.

The fair value of the consideration paid was \$341.5 million. The consideration consisted of a cash payment of \$238.3 million, an additional cash component, held in escrow, in the amount of \$7.5 million, a promissory note with a principal amount of \$1.4 million and an assumption of indebtedness in the amount of \$94.2 million. The fair value of the total invested capital, including equity and assumed debt was \$402.9 million as of the valuation date and was allocated to each asset type shown in the above schedule.

In November 2017, the SR 125 refunded all acquisition debts by issuing \$194,140,000 toll revenue bonds.

#### H. Long-term debt

#### 1. The 2017 Series A Toll Revenue Bonds

In November 2017, the SR 125 issued \$194,140,000 of 2017 Series A toll revenue bonds for the purpose of providing funds to refinance indebtedness incurred by the SR 125 in connection with the acquisition of the South Bay Expressway and to pay the cost of issuance of the 2017 Bonds. The 2017 Series A toll revenue bonds included a premium of \$38,102,982 and carried an overall all-in interest rate of 3.33 percent with a final maturity date of July 1, 2042.

The reacquisition price of the refunded acquisition debts exceeded the net carrying amount by \$567,238. The excess of the reacquisition price over the net carrying value is reported as deferred outflows of resources and is amortized over the shorter of the life of the refunded debt or the refunding bonds.

Maturity (Jan 1, July 1)	 Principal Amount	 Interest Amount
2020	\$ 4,315,000	\$ 9,445,625
2021	4,535,000	9,224,375
2022	4,765,000	8,991,875
2023	5,010,000	8,747,500
2024	5,265,000	8,490,625
2025 - 2029	30,675,000	38,114,375
2030 - 2034	39,390,000	29,399,250
2035 - 2039	50,585,000	18,208,625
2040 - 2043	 46,530,000	 4,503,500
Total	\$ 191,070,000	\$ 135,125,750

The principal requirements to maturity for the 2017 Series A bonds, are as follows:

Under GASB 88, the 2017 Series A toll revenue bonds are classified as other debts. Toll revenues are pledged as collateral for these bonds. There is no unused line of credit on these bonds. In the event of default, the SR 125's revenue and other funds shall be under the control of and applied by the Trustee under the provision of the Indenture. There is no right of acceleration with respect to the debt.

#### 2. Changes in long-term debt

Long-term debt activity for the year ended June 30, 2019, is as follows:

	Beginning balance July 1, 2018	Additions	Reductions	Ending Balance June 30, 2019	Due Within One Year
2017 Series A Toll Revenue Bonds	194,140,000	-	(3,070,000)	191,070,000	4,315,000
Premium	36,557,785		(2,496,416)	34,061,369	
Total	\$ 230,697,785	<u>\$</u> -	\$ (5,566,416)	\$ 225,131,369	\$ 4,315,000

## 3. Pledged revenue

SR 125 has debt issuances outstanding that are collateralized by the pledging of certain revenues. The amount and term of the remainder of these commitments are indicated in the debt service to maturity table presented in the accompanying notes. The purpose for which the proceeds of the related debt service payments as a percentage of pledged gross revenue are indicated in the table below. These percentages also approximate the relationship of debt service to pledged revenues for the remainder of the term of the commitment.

SR 125 pledged its toll revenue to repay the toll revenue bonds. These bonds were used to refinance the TIFIA and *TransNet* loans.

The table below presents the SR 125's pledged revenue, annual debt service and debt service coverage for the fiscal year ended June 30, 2019.

Description of Pledged Revenue	 FY 2019 Amount of Pledged Revenue		2019 Debt Service Payments	Debt Service as a Percentage of Pledged Revenue
Net Project Revenue	\$ 30,667,018	\$	13,760,044	45%

## I. Risk Management

SANDAG has a self-insured retention (deductible) for Bodily Injury and Property Damage Liability (including General Liability and Automobile Liability) claims of \$500,000 per occurrence. Amounts in excess of the self-insurance are covered by commercial excess insurance up to \$50,000,000.

Liabilities are recorded when it is probable that a loss has occurred, and the amount of the loss can be reasonably estimated. Liabilities include an amount for claims that have been incurred but not reported. The ultimate amount of losses incurred is dependent on future developments. The amounts reported in the accompanying financial statement have been determined based upon information from SANDAG legal counsel. Claims liability reported as of June 30, 2019 was \$500,000.

	 2019
Claims payable, beginning of year	\$ -
Current year claims and changes in estimates	500,000
Current year claims payments	 -
Claims payable, end of year	\$ 500,000

## J. Commitments and Contingencies

As of June 30, 2019, SR 125's commitments to vendors and consultants for capital projects which are in various stages of development are as follows:

Projects	Con	tract Amount	Remaining
Back office system Roadway tolling system Roadway pavement overlay	\$	7,494,187 17,847,183 7.944.000	\$ 3,884,379 14,163,145 576,000
Ramps pavement overlay		14,550,000	13,867,000
Total	\$	47,835,370	\$ 32,490,524

## K. Other postemployment benefits

#### 1. Plan description

In March 1986, pursuant to requirements of the state retirement system in which SANDAG participates, SANDAG adopted a policy to provide post-retirement health care benefits to retired employees through the California Public Employees' Retirement System (CalPERS), an agent multiple-employer benefit plan (plan) that covers all SANDAG employees and is administered by the California Employer's Retiree Benefits Trust (CERBT). SR 125 is considered a separate employer of the SANDAG plan and therefore reports as a cost-sharing plan. The plan does not issue a separate financial report.

Commencing with the January 1, 2009 benefit year, SANDAG provides a fixed dollar amount contribution equal to a maximum of \$250 per month per each eligible retiree. The maximum of \$250 per month has not been increased in subsequent years, and any future increases would be at the discretion of SANDAG. Eight retirees were grandfathered into their 2007 SANDAG contribution with a 5 percent increase for 2007 and 2008. For these retirees, amounts in excess of the SANDAG fixed dollar contribution will be placed in a tax-free health reimbursement account. In future years, the SANDAG contribution may be subject to the CalPERS minimum required employer contribution (\$128 per month in 2017, \$133 per month in 2018 and subject to annual adjustments to reflect Medical Portion of CPI). There were no changes in the benefit terms from the prior period.

Eligibility for the SANDAG contribution requires retirement and receipt of pension income under CalPERS while receiving coverage under the CalPERS Health Program. Covered employees who terminate employment with SANDAG prior to meeting CalPERS eligibility for retirement (attainment of at least age 50 and at least 5 years of CalPERS credited service) are not eligible for continuation of medical coverage except as provided under COBRA. An eligible retiree can elect to contribute to the cost of continuing spouse and other eligible dependent coverage at retirement. Surviving spouses are eligible for the SANDAG contribution upon the death of the retiree.

## 2. Contributions

Contributions to retirees are a fixed dollar amount equal to a maximum of \$250 per month per each eligible retiree. The exception to this contribution is for eight retirees who were grandfathered into their 2007 SANDAG contribution with an increase in each year thereafter, to maintain a comparable benefit level. The expenditure was recorded when the Annual Required Contribution of the employer was paid. For the fiscal year ended June 30, 2019, total cash contributions were \$31,666.

## 3. Net OPEB liability

The SANDAG net OPEB liability was measured as of June 30, 2018, and the total OPEB liability used to calculate the net OPEB liability was determined by an actuarial valuation dated June 30, 2017 based on the following actuarial methods and assumptions:

Actuarial Assumptions:	
Discount Rate	6.50%
Inflation	2.75%
Salary Increase	3.00%, in aggregate plus Merit
Investment Rate of Return	6.50%
Mortality Rate Table <sup>1</sup>	Derived using CalPERS' Membership Data for all funds
Pre-Retirement Turnover <sup>2</sup>	Derived using CalPERS' Membership Data for all funds
Healthcare Cost Trend Rate	6.5% PPO / 6.0% HMO decreasing to 5.0% PPO / 5.0% HMO

1 The mortality table used was developed based on CalPERS' specific data. The table includes 20 years of mortality improvements using Society of Actuaries Scale BB. For more details on this table, please refer to the 2014 experience study report.

2 The Pre-Retirement Turnover table used was developed using the most recent (2017) CalPERS pension plan valuation.

There were no changes of assumptions from the previous measurement date, and no events occurring between the measurement date and the reporting date that would have an impact on the OPEB liability.

The long-term expected rate of return on OPEB plan investments was determined using a building-block method in which best-estimate ranges of expected future real rates of return (expected returns, net of OPEB plan investment expense and inflation) are developed for each major asset class. These ranges are combined to produce the long-term expected rate of return by weighting the expected future real rates of return by the target asset allocation percentage and by adding expected inflation. Best estimates of arithmetic real rates of return for each major asset class included in the OPEB plan's target asset allocation as of June 30, 2018, are summarized in the following table:

Asset Class	Target Allocation	Long-term expected real rate of return
Global Equity	40.0%	5.50%
US Fixed Income	39.0	2.35
Inflation Assets	10.0	1.50
Commodities	3.0	1.75
REITs	8.0	3.65
Total	100%	

Long-term expected rate of return is 6.50%.

## 4. Discount rate

The discount rate used to measure the total OPEB liability was 6.50 percent. The projection of cash flows used to determine the discount rate assumed that SANDAG continues to fully fund its retiree health benefits through the CERBT under its investment allocation strategy 2. The rate reflects the CERBT published median interest rate for strategy 2 of 6.73 percent with an additional margin for adverse deviation.

## 5. Changes in proportionate share of net OPEB liability

The summary of changes in net OPEB liability for the SR 125 are as follows:

	6/	6/30/2019		6/30/2018		Change	
Proportionate share Proportionate share (%)	\$	80,581 6.15%	\$	141,225 9.48%	\$	(60,644) -3.33%	

The SR 125's proportion of the net OPEB liability is based on its contributions relative to the total contributions for the period ended June 30, 2018.

#### 6. Sensitivity of the net OPEB liability to changes in the discount rate

The following presents the net OPEB liability of the SR 125 plan as of the measurement date, calculated using the discount rate of 6.50 percent, as well as if it were calculated using a discount rate that is one percentage point lower (5.50%) or one percentage point higher (7.50%) than the current rate.

		Discount Rate					
	1%	Decrease		Current	1	%Increase	
	_	(5.50%)		(6.50%)	r	(7.50%)	
Proportionate share of							
collective net OPEB							
liability	\$	125,171	\$	80,581	\$	43,403	

## 7. Sensitivity of the net OPEB liability to changes in the healthcare cost trend rates

The following presents the net OPEB liability of the SR 125 as of the measurement date, calculated using the current healthcare cost trend rates (HMO and PPO), as well as if it were calculated using rates that are one percentage point lower or one percentage point higher than the current rate.

	Healthcare Cost Trend Rates					
	1% Decrease	Current	1% Increase			
	(5.00%HMO / 5.50%PPO	(6.00%HMO / 6.50%PPO	(7.00%HMO / 7.50%PPO			
	decreasing to decreasing to		decreasing to			
	4.00%HMO / 4.00%PPO	5.00%HMO / 5.00%PPO	6.00%HMO / 6.00%PPO			
Proportionate share of collective net OPEB						
liability	\$ 48,295	\$ 80,581	\$ 127,145			

## 8. OPEB plan fiduciary net position

The CERBT issues a publicly available financial report that includes financial statements and required supplementary information. That report may be obtained from the California Public Employees' Retirement System, CERBT, P.O. Box 942703, Sacramento, CA 94429-2703 or by visiting its website at calpers.ca.gov.

#### 9. Recognition of deferred outflows and deferred inflows of resources

Gains and losses related to changes in total OPEB liability and fiduciary net position are recognized in OPEB expense systematically over time.

Amounts are first recognized in OPEB expense for the year the gain or loss occurs. The remaining amounts are categorized as deferred outflows and deferred inflows of resources related to OPEB and are to be recognized in future OPEB expense.

The recognition period differs depending on the source of the gain or loss.

Net difference between projected and actual earnings on OPEB plan investments	5 year straight-line amortization
All other amounts	Straight-line amortization over the expected average remaining service lifetime (EARSL) (5 years at June 30, 2018)

#### 10. OPEB expense and deferred outflows/inflows of resources related to OPEB

For the fiscal year ended June 30, 2019, SR 125 recognized OPEB expense of \$25,859 for the plan. SR 125 reports other amounts for the plan as deferred outflows and deferred inflows of resources related to OPEB as follows:

	Out	eferred tflows of sources	In	Deferred Iflows of Sources
OPEB contributions subsequent to measurement date Net difference between projected and actual earnings on OPEB plan investments	\$	31,666 -	\$	- (39,739)
Total	\$	31,666	\$	(39,739)

SR 125 reported \$31,666 deferred outflows of resources related to employer contributions subsequent to the measurement date which will be recognized as a reduction of the net OPEB liability in the year ending June 30, 2020.

Other amounts reported as deferred outflows of resources and deferred inflows of resources related to OPEB for SR 125 will be recognized as OPEB expense as follows:

Fiscal Year Ended June 30	Deferred flows/(Inflows) of Resources
2020	\$ (10,014)
2021	(10,014)
2022	(10,014)
2023	 (9,697)
Total	 (39,739)

#### L. Pension plan

Qualified permanent and probationary employees are eligible to participate in pension benefits through the California Public Employees' Retirement System (CalPERS).

## 1. Plan description

SANDAG provides the plan to its employees and employees of the SR 125 and the plan is classified as a cost-sharing plan for the SR 125. The benefit pension plan is administered by CaIPERS. CaIPERS acts as a common investment and administrative agent for its participating public employers within the State of California. An agent multiple-employer plan is one in which the assets of the multiple employers are pooled together for investment purposes, but separate accounts are maintained for each individual employer.

Benefit provisions under the plan are established by state statute and local government resolution. CalPERS issues publicly available reports that include a full description of the pension plans regarding benefit provisions, assumptions, and membership information that can be found on the CalPERS website.

## 2. Benefits provided

CalPERS provides service retirement and disability benefits, annual cost of living adjustments, and death benefits to plan members, which include public employees and their beneficiaries. SANDAG has three classes of plan members, based on date of hire. Benefits for all plan members are based on years of credited service, equal to one year of full-time employment.

The plan's provisions and benefits in effect at June 30, 2019, are summarized as follows:

Hire date	Prior to 10/27/12	After 10/27/12 <sup>1</sup>	On or after 1/1/13 <sup>2</sup>
Benefit formula	2.7% @ 55	2% @ 60	2% @ 62
Benefit vesting schedule (# years of service)	5 yrs	5 yrs	5 yrs
Benefit payments	monthly for life	monthly for life	monthly for life
Retirement age	50 - 55	50 - 60	52 - 62
Monthly benefits, as a % of eligible compensation	2.7%	2.0%	2.0%
Required employee contribution rates	8%	7%	6.25%
Required employer contribution rates	10.320%	10.320%	10.320%

<sup>1</sup> Includes those hired on or after January 1, 2013, who are current members of CalPERS (or a reciprocal agency) and have not had a break in service with a CalPERS agency of greater than six months.

<sup>2</sup> Applicable to employees who are not members of CalPERS (or a reciprocal system) at the time of hire or have had a break in service greater than six months from a CalPERS agency.

The Plan also provides optional benefits for survivor and disability benefits. The benefit provisions and all other requirements are established by contracts with CalPERS in accordance with the provisions of the Public Employees' Retirement law.

CalPERS issues an annual audited stand-alone financial report and a copy can be obtained by submitting a written request to CalPERS at P.O. Box 942709, Sacramento, CA 94229-2709 or by visiting its website at calpers.ca.gov.

#### 3. Contributions

All employer contribution rates are actuarially determined annually and become effective July 1 following the notice of change in the rate in accordance with Section 20814(c) of the California Public Employees' Retirement Law (PERL). The employer and employee contributions are a percentage of the covered payroll, which is based on pensionable earnings. The rates are defined by law and are based on the employer's benefit formula as determined by periodic actuarial valuations. These contributions are deposited in a fund established for each entity for the purpose of creating actuarial reserves for future benefits. The actuarially determined rate is the estimated amount necessary to finance the costs of benefits earned by employees during the year, with an additional amount to finance any unfunded accrued liability.

For the reporting fiscal year 2019, the required contributions were actuarially determined by the funding valuation reports dated June 30, 2017. The actuarially required contribution rate was 20.594% of covered payroll and actual contributions totaled \$678,954 for the SR 125. This rate includes the mandatory employee contribution rate that is currently paid by the SR 125 for all eligible members. PEPRA members pay 6.75% of covered payroll which is 63.17% of the total normal cost of 10.685%. The employer is required to contribute the difference between the actuarially determined rate and the contribution rate of employees.

#### 4. Net pension liability

The Plan's net pension liability was measured as of June 30, 2018, and the total pension liability used to calculate the net pension liability was determined by an actuarial valuation as of June 30, 2017. The total pension liability was rolled forward to determine the June 30, 2018, total pension liability.

## 5. Actuarial methods and assumptions used to determine total pension liability

The June 30, 2018 (the measurement date), total pension liability was based on the following actuarial methods and assumptions applied to all periods included in the measurement:

Actuarial Cost Method	Entry Age Normal
ctuarial Assumptions:	
Discount Rate	7.15%
Inflation	2.50%
Salary Increase	Varies by Entry Age and Service
Investment Rate of Return	7.15% Net of Pension Plan Investment Expenses; includes inflation
Mortality Rate Table <sup>1</sup>	Derived using CalPERS' Membership Data for all Funds
Post Retirement Benefit Increase	Contract COLA up to 2.0% until Purchasing Power Protection Allowance Floor on Purchasing Power applies, 2.50% thereafter

<sup>1</sup>The mortality table used was developed based on CalPERS-specific data. The table includes 15 years of mortality improvements using the Society of Actuaries Scale 90% of scale MP 2016. For more details on this table, please refer to the December 2017 experience study report (based on CalPERS demographic data from 1997 to 2015) that can be found on the CalPERS website.

All other actuarial assumptions used in the June 30, 2017, valuation were based on the results of an actuarial experience study for the period from 1997 to 2015, including updates to salary increase, mortality, and retirement rates. The Experience Study report can be accessed on the CalPERS website at calpers.ca.gov under Forms and Publications.

## 6. Changes of assumptions

In 2018, the inflation rate changed from 2.75 percent to 2.50 percent.

#### 7. Discount rate

The discount rate used to measure the total pension liability was 7.15 percent. The projection of cash flows used to determine the discount rate assumed that contributions from plan members will be made at the current member contribution rates and that contributions from employers will

be made at statutorily required rates, actuarially determined. Based on those assumptions, the Plan's fiduciary net position was projected to be available to make all projected future benefit payments of current plan members. Therefore, the long-term expected rate of return on plan investments was applied to all periods of projected benefit payments to determine the total pension liability.

The long-term expected rate of return on pension plan investments was determined using a building-block method in which expected future real rates of return (expected returns, net of pension plan investment expense and inflation) are developed for each major asset class.

In determining the long-term expected rate of return, CalPERS took into account both short-term and long-term market return expectations as well as the expected pension fund cash flows. Using historical returns of all of the funds' asset classes, expected compound (geometric) returns were calculated over the short-term (first 10 years) and the long-term (11+ years) using a buildingblock approach. Using the expected nominal returns for both short-term and long-term, the present value of benefits was calculated for each fund. The expected rate of return was set by calculating the rounded single equivalent expected return that arrived at the same present value of benefits for cash flows as the one calculated using both short-term and long-term returns. The expected rate of return was then set equal to the single equivalent rate calculated above and adjusted to account for assumed administrative expenses.

Asset Class <sup>1</sup>	Assumed Asset Allocation	Real Return Years 1 - 10 <sup>2</sup>	Real Return Years 11+ <sup>3</sup>
Global Equity	50.0%	4.80%	5.98%
Fixed Income	28.0	1.00	2.62
Inflation Assets	-	0.77	1.81
Private Equity	8.0	6.30	7.23
Real Assets	13.0	3.75	4.93
Liquidity	1.0	-	(0.92)

The table below reflects long-term expected real rate of return by asset class.

<sup>1</sup> In the System's CAFR, Fixed Income is included in Global Debt Securities; Liquidity is included in Short-term Investments; Inflation Assets are included in both Global Equity Securities and Global Debt Securities.

<sup>2</sup> An expected inflation of 2.00% used for this period.

<sup>3</sup> An expected inflation of 2.92% used for this period.

#### 8. Subsequent events

There were no subsequent events that would materially affect the results presented in this disclosure.

#### 9. Pension plan fiduciary net position

The plan fiduciary net position (assets) disclosed in the SANDAG GASB report may differ from the plan assets reported in the SANDAG actuarial valuation report due to several reasons. First, CalPERS must keep Reserves for Deficiencies and Fiduciary Self Insurance. These amounts are excluded for rate-setting purposes in the actuarial valuation report while required to be included for GASB reporting purposes. In addition, differences may result from early Comprehensive Annual Financial Report closing and final reconciled reserves.

## 10. Changes in proportionate share of net pension liability

The following table displays the SR 125 aggregate changes in net pension liability recognized over the measurement period of July 1, 2017 to June 30, 2018:

	 6/30/2019		6/30/2018	(	Change		
Proportionate share	\$ 6,047,339	\$	5,159,078	\$	888,261		
Proportionate share (%)	11.48%		9.82%		-1.66%		

The proportion of the net pension liability of the plan is measured as of June 30, 2018, and the total pension liability for the plan to calculate the net pension liability was determined by an actuarial valuation of June 30, 2017, rolled forward to June 30, 2018, using standard update procedures. SR 125's proportion of the net pension liability was based on its contributions relative to the total contributions for the period ended June 30, 2018.

## 11. Sensitivity of the net pension liability to changes in the discount rate

The following presents the net pension liability of the plan as of the measurement date, calculated using the discount rate of 7.15 percent, as well as what the net pension liability would be if it were calculated using a discount rate that is one percentage point lower (6.15%) or one percentage point higher (8.15%) than the current rate:

	- 1% Discount Rate				scount Rate +1 (8.15%)	
Proportionate share of collective net pension liability	\$	8,764,442	\$	6,047,339	\$	3,804,416

## 12. Recognition of gains and losses

Under GASB 68, gains and losses related to changes in total pension liability and fiduciary net position are recognized in pension expense systematically over time.

The first amortized amounts are recognized in pension expense for the year the gain or loss occurs. The remaining amounts are categorized as deferred outflows and deferred inflows of resources related to pensions and are to be recognized in future pension expense.

Source	Amortization Period
Net Difference between projected and actual earnings on pension plan investments	5 year straight-line amortization
All other amounts	Straight-line amortization over the expected average service lifetime (EARSL) of all members that are provided with benefits (active, inactive, and retired) as of the beginning of the measurement period

The amortization period differs depending on the source of the gain or loss:

The expected average remaining service lifetime (EARSL) is calculated by dividing the total future service years by the total number of plan participants (active, inactive, and retired).

The EARSL for the Plan for the measurement period ending June 30, 2018 is 4.6 years, which was obtained by dividing the total service years of 3,667 (the sum of remaining service lifetimes of the active employees) by 790 (the total number of participants: active, inactive, and retired). Inactive employees and retirees have remaining service lifetimes equal to zero. Total future service is based on the members' probability of decrementing due to an event other than receiving a cash refund.

# 13. Pension expense and deferred outflows and deferred inflows of resources related to pensions

For the reporting period ended June 30, 2019, SR 125 recognized a pension expense of \$947,627 for the plan.

Deferred outflows of resources and deferred inflows of resources represent the unamortized portion of changes to net pension liability to be recognized in future periods in a systematic and rational manner.

SR 125 reports deferred outflow and deferred inflow of resources related to pensions as of June 30, 2019 as follows:

	0	Deferred utflows of esources	Ir	Deferred nflows of esources
Changes of assumptions	\$	592,158	\$	(188,387)
Differences between expected and actual experience		145,123		(108,515)
Change in proportionate share		690,416		(18,003)
Employer contributions for fiscal year 2019		678,954		-
Net difference between projected and actual earnings				
on pension plan investments		1,297		
Total	\$	2,107,948	\$	(314,905)

The SR 125 reports a total of \$678,954 as deferred outflows of resources related to employer contributions subsequent to the measurement date which will be recognized as a reduction of the net pension liability in the year ending June 30, 2020.

Other amounts reported as deferred outflows of resources and deferred inflows of resources related to pensions for the SR 125 will be recognized as pension expense as follows:

Fiscal Year Ended June 30	Deferred Outflows/(Inflows) of Resources
2020	\$ 479,106
2021	385,014
2022	148,772
2023	101,197
Total	1,114,089

# REQUIRED SUPPLEMENTARY INFORMATION

# San Diego Association of Governments South Bay Expressway Required Supplementary Information For the Fiscal Year Ended June 30, 2019

## A. Other Post-Employment Benefits (OPEB) Plan:

# Schedule of the Plan's Proportionate Share of Net OPEB Liability Last Ten Years<sup>1</sup>

Meassurement Period	2017 - 2018	2016 - 2017
Proportion of the collective net OPEB liability	6.15%	9.48%
Proportionate share of the collective net OPEB liability	80,581	141,225
Covered-employee payroll	2,852,000	2,529,029
Proportionate share of the collective net OPEB	2.80%	5.58%
liability as a percentage of covered-employee payroll		
Plan fiduciary net position as a percentage of the	77.50%	72.71%
total OPEB liability		

<sup>&</sup>lt;sup>1</sup> Ten years has not been presented as Governmental Accounting Standards Board 75 was implemented for the fiscal year ended June 30, 2018.

# San Diego Association of Governments South Bay Expressway Required Supplementary Information, Continued For the Fiscal Year Ended June 30, 2019

## Schedule of the Plan's OPEB Contributions Last Ten Years<sup>2</sup>

	F	iscal Year 2019	F	iscal Year 2018
Actuarially Determined Contribution	\$	31,666	\$	48,746
Contributions in Relation to the Actuarially Determined Contribution		(31,666)		(48,746)
Contribution Deficiency (Excess)	\$	_	\$	-
Covered-Employee Payroll	\$	1,765,409	\$	2,546,783
Contributions as a Percentage of Covered-Employee Payroll		1.794%		1.914%

#### Notes to Schedule

The actuarial methods and assumptions used to set the actuarially determined contributions for FY 2019 were from the June 30, 2017 actuarial valuations.

<sup>&</sup>lt;sup>2</sup> Ten years has not been presented as Governmental Accounting Standards Board 75 was implemented for the fiscal year ended June 30, 2018.

# San Diego Association of Governments South Bay Expressway Required Supplementary Information, Continued For the Fiscal Year Ended June 30, 2019

#### B. Pension Plan:

## Schedule of the Plan's Proportionate Share of Net Pension Liability Last Ten Years<sup>3</sup>

Measurement Period	2	017 - 2018	2016 - 2017		2017 2015 - 2016		2014 - 2015	
Proportion of the collective net pension liability		11.48%		9.82%		9.82%		9.82%
Proportionate share of the collective net pension liability	\$	6,047,339	\$	5,159,078	\$	4,633,003	\$	3,848,466
Covered payroll		3,084,079		2,619,733		2,517,267		2,371,292
Proportionate share of the collective net pension liability		196.08%		196.93%		184.05%		162.29%
as a percentage of covered payroll								
Plan fiduciary net position as a percentage of the		69.21%		67.47%		67.16%		70.71%
total pension liability								

#### **Notes to Schedule**

Benefit Changes: In 2018, there were no changes in benefits.

<u>Changes in Assumptions</u>: In 2018, inflation rate decreased from 2.75 percent to 2.50 percent. In 2017, the discount rate reduced from 7.65 percent to 7.15 percent. In 2016, there were no changes. In 2015, amounts reported reflect an adjustment of the discount rate from 7.5 percent (net of administrative expense) to 7.65 percent (without a reduction for pension plan administrative expense). In 2014, amounts reported were based on the 7.5 percent discount rate.

<sup>&</sup>lt;sup>3</sup> Ten years has not been presented as Governmental Accounting Standards Board 68 was implemented for the fiscal year ended June 30, 2015.

# San Diego Association of Governments South Bay Expressway Required Supplementary Information, Continued For the Fiscal Year Ended June 30, 2019

# Schedule of the Plan's Pension Contributions Last Ten Years<sup>4</sup>

	Fiscal Year 2019	Fiscal Year 2018	Fiscal Year 2017	Fiscal Year 2016	Fiscal Year 2015
Actuarially Determined Contribution Contributions in Relation to the Actuarially	\$ 678,954	\$ 507,192	\$ 493,636	\$ 460,106	\$ 452,514
Determined Contribution	(678,954)	(507,192)	(493,636)	(460,106)	(452,514)
Contribution Deficiency (Excess)	\$ -	\$ -	\$ -	\$ -	\$
Covered Payroll	\$ 3,296,922	\$ 2,638,124	\$ 2,619,733	\$ 2,517,267	\$ 2,371,292
Contributions as a Percentage of Covered Payroll	20.594%	19.225%	18.843%	18.278%	19.083%

<sup>&</sup>lt;sup>4</sup> Ten years has not been presented as Governmental Accounting Standards Board 68 was implemented for the fiscal year ended June 30, 2015.

