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**NOTE 1****Summary of Significant Accounting Policies****The Reporting Entity**

The County of San Diego (the "County" or "CoSD"), is a political subdivision of the State of California (the "State") and as such can exercise the powers specified by the Constitution and laws of the State of California. The County operates under a charter and is governed by an elected five-member Board of Supervisors (the "Board").

The County provides a full range of general government services including police protection, detention and correction, public assistance, health and sanitation, recreation, library, flood control, public ways and facilities, inactive waste management, airport management and general financial and administrative support.

The County reporting entity includes all significant organizations, departments, and agencies over which the County is considered to be financially accountable. The component units discussed below are included in the County's reporting entity because of the significance of their operational and financial relationships with the County. As required by accounting principles generally accepted in the United States of America (GAAP), the financial statements present the financial position of the County and its component units.

These are entities for which the County is considered to be financially responsible and has a potential financial benefit/burden relationship.

Blended component units, although legally separate entities are, in substance, part of the County's operations and data from these component units are combined with the data from the primary government.

A discretely presented component unit is reported in a separate column in the government-wide financial statements to emphasize that it is legally separate from the County.

**Blended Component Units**

The blended component units listed below are agencies and special districts whose governing board is the County Board of Supervisors. The County Board of Supervisors therefore has the ability to impose its

will. These component units have a direct financial benefit/burden relationship with the County, are fiscally dependent on the County, and as such financial actions including the setting of rates, issuance of debt and the adoption of the annual budget remain with the County.

*Air Pollution Control District (APCD)* - The APCD was established to protect people and the environment from the harmful effects of air pollution. Air quality is continuously monitored throughout the San Diego Air Basin, and programs are developed to bring about the emission reductions necessary to achieve clean air. The APCD issues permits to limit air pollution, ensures that air pollution control laws are followed, and administers funding that is used to reduce regional mobile source emissions. APCD is reported as a *special revenue fund*.

*County of San Diego In-Home Supportive Services Public Authority (IHSSPA)* - The IHSSPA was established to assist eligible low-income elderly and persons with disabilities in San Diego County to live high quality lives in their own homes. The IHSSPA program is mandated by the State. As the employer of record, IHSSPA recruits, screens, and trains home care workers who are available to assist eligible consumers in their own homes. IHSSPA is reported as a *special revenue fund*.

*County Service Area Districts (CSAD)* - The CSADs were established to provide authorized services such as road, park, fire protection and ambulance to specific areas in the County. They are financed by ad valorem property taxes in the area benefited or by special assessments levied on specific properties. The CSADs are reported as *special revenue funds*.

*Flood Control District (FCD)* - The FCD was established to provide flood control in the County's unincorporated area. It is financed primarily by ad valorem property taxes and charges to property owners. The FCD is reported as a *special revenue fund*.

*Lighting Maintenance District (LMD)* - The LMD was established to provide street and road lighting services to specified areas of the County. Revenue sources include ad valorem taxes, benefit fees, state funding and charges to property owners. The LMD is reported as a *special revenue fund*.

*San Diego County Housing Authority (SDCHA)* - The SDCHA was established to provide decent housing in a suitable environment for individuals who cannot afford standard private housing. Contracts with the U.S. Department of Housing and Urban Development provide the major funding sources. SDCHA is reported in two *special revenue funds*.

*Sanitation District (SD)* - The SD was established to construct, operate and maintain reliable and sustainable sanitary sewer systems. Revenue sources include charges to property owners and grants. The SD is reported as an *enterprise fund*.

Blended component units governed by boards other than the CoSD Board of Supervisors are listed below. These component units are, in substance, part of the County's operations due to their relationship with the County and the nature of their operations. Specifically, the CoSD Board appoints either all or a majority of their board members and the services they provide solely benefit the County.

*San Diego County Capital Asset Leasing Corporation (SANCAL)* - SANCAL was established to finance the acquisition of County buildings and equipment. It is a nonprofit corporation governed by a five-member Board of Directors, which is appointed by the CoSD Board. SANCAL financial activities are reported in a *debt service fund*.

*San Diego County Tobacco Asset Securitization Corporation (SDCTASC)* - The SDCTASC was created under the California Nonprofit Public Benefit Corporation Law and was established to purchase tobacco settlement payments allocated to the County from the State of California, pursuant to a Tobacco Master Settlement Agreement.

SDCTASC is governed by a Board of Directors consisting of three members, two of which are employees of the County and one independent director who is not an employee of the County. The SDCTASC is reported as a *special revenue fund*.

*San Diego Regional Building Authority (SDRBA)* - The SDRBA was established under the Mark-Roos Local Bond Pooling Act of 1985 and authorized to issue bonds for the purpose of acquiring and constructing public capital improvements and to lease them to its

members, the County and the San Diego Metropolitan Transit Development Board (MTDB). The services provided by the SDRBA to the MTDB are insignificant.

The SDRBA is governed by a Commission consisting of three members, two of which are County Supervisors appointed by the County Board of Supervisors and concurrently serve on the Board of Directors of the San Diego Trolley, Inc and the Board of Directors of MTDB. The third Commissioner is a member of MTDB and is appointed by the MTDB Board. The SDRBA's financial activities are reported in a *debt service fund*.

*Tobacco Securitization Joint Powers Authority of Southern California (TSJPA)* - The TSJPA was created by a joint exercise of powers agreement between the County and the County of Sacramento pursuant to Government Code Sections 6500 et seq. The TSJPA's purpose is to finance a loan to the San Diego County Tobacco Asset Securitization Corporation (the Corporation) via the sale of tobacco asset-backed bonds. The Corporation in turn uses the loan proceeds to purchase the County's future tobacco settlement revenues under a purchase and sale agreement. The TSJPA is administered by a Board of Directors consisting of three members, two members who are appointed by the CoSD Board and the third member is appointed by the Sacramento County Board of Supervisors. The TSJPA is reported as a *special revenue fund*.

Separately issued financial reports for IHSSPA, SDCTASC, SDRBA, and TSJPA can be obtained from the County Auditor and Controller's Office located at 1600 Pacific Highway, Room 166, San Diego, California 92101.

### **Discrete Component Unit**

The *First 5 Commission of San Diego (Commission)* was established by the Board as a separate legal entity under the authority of the California Children and Families First Act and Sections 130100 et seq. of the Health and Safety Code. The Commission administers the County's share of tobacco taxes levied by the State for the purpose of implementing early childhood development programs. The County appoints all of the Commission's board and can remove appointed members at will.

The Commission is discretely presented because its Board is not substantively the same as the County's, and it does not provide services entirely or almost entirely to the County. A separately issued financial report can be obtained by writing to The First 5 Commission, 2750 Womble Road, Suite 201, (MS-A211), San Diego, CA 92106.

## Financial Reporting Structure

### Basic Financial Statements

The basic financial statements include both government-wide financial statements and fund financial statements which focus on the County as a whole in the government-wide financial statements and major individual funds in the fund financial statements.

### Government-Wide Financial Statements

The government-wide financial statements (statement of net position and statement of activities) display information about the County as a whole and the change in aggregate financial position resulting from the activities of the fiscal period, except for its fiduciary activities. These statements include separate columns for the governmental and business-type activities of the County (including its blended component units) as well as its discretely presented component unit. In the statement of net position, both the governmental and business-type activities columns are presented on a consolidated basis by column and are reflected on a full accrual, economic resource basis, which incorporates capital assets as well as long-term debt and obligations.

As a general rule, the effect of interfund activity has been eliminated from the government-wide financial statements. However, interfund services provided and used are not eliminated in the process of consolidation. All internal balances in the statement of net position have been eliminated, with the exception of those representing balances between the governmental activities and the business-type activities, which are presented as internal balances and eliminated in the primary government total column. The statement of activities presents functional revenue and expenses of governmental activities and business-type activities. Governmental activities, which normally are supported by taxes and intergovernmental revenues, are reported separately from business-type

activities, which rely to a significant extent on fees and charges for services. In the statement of activities, internal service funds' revenue and expenses related to interfund services have been eliminated. Revenue and expenses related to services provided to external customers have not been eliminated and are presented within governmental activities.

The government-wide financial statements distinguish functions of the County that are principally supported by taxes and intergovernmental revenues (governmental activities) from other functions that are intended to recover all or a significant portion of their costs through user fees and charges (business-type activities). The governmental activities of the County include general government, public protection, public ways and facilities, health and sanitation, public assistance, education, and recreation and cultural activities. The business-type activities of the County include Airport, Jail Stores Commissary, and Sanitation District.

The statement of activities demonstrates the degree to which the direct expenses of a given function are offset by program revenues. Direct expenses are those that are clearly identifiable with a specific function. Program revenues include (1) charges to customers or applicants who purchase, use, or directly benefit from goods, services, or privileges provided by a given function and (2) grants and contributions that are restricted to meeting the operational or capital requirements of a particular function. Taxes and other items not properly included among program revenues are reported instead as general revenues.

### Fund Financial Statements

The fund financial statements are presented after the government-wide financial statements. They display information about major funds individually and in the aggregate for governmental and proprietary funds. In governmental and fiduciary funds, assets and liabilities are presented in order of relative liquidity. In proprietary funds, assets and liabilities are presented in a classified format that distinguishes between all current and noncurrent assets and liabilities. Current assets in the classified format are those considered available to generate or use cash within twelve months of the end of the fiscal period. Examples include cash, various receivables and short-term investments. All

other assets are considered noncurrent. Current liabilities are obligations to be paid within the next fiscal year. Examples include payables and the current portion of long-term liabilities. For all fund types, deferred outflows of resources are presented after assets; and deferred inflows of resources are presented following liabilities. For further information see Deferred Outflows and Inflows of Resources.

Major individual governmental funds are reported as separate columns in the fund financial statements and are presented on a current financial resources and modified accrual basis of accounting. Separate fund financial statements are provided for governmental funds, proprietary funds and fiduciary funds, even though the latter are excluded from the government-wide financial statements.

The County reports the following major governmental funds:

The *General Fund* is the County's primary operating fund. It accounts for and reports all financial resources of the County not accounted for and reported in another fund. Revenues are primarily derived from taxes; licenses, permits and franchise fees; fines, forfeitures and penalties; use of money and property; aid from other governmental agencies; charges for current services; and other revenues. Expenditures are expended for functions of general government, public protection, public ways and facilities, health and sanitation, public assistance, education, and recreation and cultural activities. Expenditures also include capital outlay and debt service.

The *Public Safety Special Revenue Fund* accounts for Proposition 172 half-cent sales taxes collected and apportioned to the County by the California Department of Tax and Fee Administration and are restricted for funding public safety activities. Per Government Code Section 30052, a "maintenance of effort" (pre-Proposition 172 public safety funding level) must be maintained by the County to comply with the statute's spending requirements. In accordance with the Code, these funds are allocated to the Sheriff, District Attorney and Probation departments. Transfers out of this fund subsidize the following types of public safety activities: juvenile detention services; facilities maintenance and support;

capital projects, equipment and other one-time expenditures; on-going technology initiatives; and various region-wide services.

The *Tobacco Endowment Special Revenue Fund* accounts for tobacco settlement payments allocated to the County from the State of California, pursuant to the Master Settlement Agreement concluded on November 23, 1998 between the major tobacco companies and 46 states (including California), the District of Columbia and four U.S. Territories. According to Board of Supervisors Policy E-14, tobacco settlement monies are to be used for healthcare-based programs.

The County reports the following additional funds and fund types:

*Enterprise Funds* account for airport, jail stores commissary and sanitation district activities; including operations and maintenance, financing of clothing and personal sundry items for persons institutionalized at various county facilities, sewage collection and treatment services.

*Internal Service Funds* account for the financing of public works and communications equipment; the financing of materials and supplies (purchasing); start up services for new and existing County service districts; the County's public liability and employee benefits activities; the financing of fleet services; facilities management activities; and the financing of information technology services. Goods or services provided by servicing County departments are paid for on a cost reimbursement basis by receiving departments.

The following *fiduciary funds* account for resources that are held by the County as a trustee or agent for outside parties and cannot be used to support the County's programs.

*Pooled Investments - Investment Trust Funds* account for investment activities on behalf of external entities and include the portion of the County Treasurer's investment pool applicable to external entities. In general, external entities include school districts, independent special districts and various other governments.

*County of San Diego Successor Agency Private Purpose Trust Fund* is a fiduciary fund type used by the County to report trust arrangements under which principal and income benefit other governments. This fund reports the assets, liabilities, and activities of the County of San Diego Successor Agency; formed pursuant to California Assembly Bill ABx1 26.

*Agency Funds* are custodial in nature, and have no measurement focus, but do employ the accrual basis of accounting for purposes of asset and liability recognition. Agency funds account for assets held by the County as an agent for various local governments, organizations and individuals. Included are funds for child support payments; payroll taxes; public administrator and public guardian accounts; and apportioned taxes for other local governments.

### **Measurement Focus, Basis of Accounting, and Financial Statement Presentation**

The government-wide financial statements are reported using the economic resources measurement focus and the accrual basis of accounting, as are the proprietary fund and fiduciary fund financial statements - except agency funds. Revenues are recorded when earned and expenses are recorded when a liability is incurred, regardless of the timing of related cash flows. Property taxes are recognized as revenues in the fiscal year for which they are levied. Grants and similar items are recognized as revenue as soon as all eligibility requirements imposed by the provider have been met.

*Governmental Funds* are reported using the current financial resources measurement focus and the modified accrual basis of accounting. Under this method, revenues are susceptible to accrual when measurable and available. Sales taxes, investment earnings, state and federal grants, and charges for services are accrued when their receipt occurs within 180 days following the end of the fiscal year. Property taxes are accrued if they are collectible within 60 days after the end of the accounting period. Expenditures are generally recorded when a liability is incurred, as under accrual accounting. However, debt service expenditures, as well as expenditures related to compensated absences, claims, and judgments, are recorded only when payment is due. General capital assets acquisitions and principal payments on general

long-term debt are reported as expenditures in governmental funds. Proceeds of general long-term debt and capital leases are reported as other financing sources.

*Proprietary Funds* distinguish operating revenues and expenses from nonoperating 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 County's enterprise funds and internal service funds are charges to customers for services. Operating expenses for enterprise funds and internal service funds include the cost of services, administrative expenses, and depreciation on capital assets. All revenues and expenses not meeting this definition are reported as nonoperating revenues and expenses.

When both *restricted and unrestricted resources* are available for use, it is the County's policy to use restricted resources first, then unrestricted resources as they are needed.

### **Assets, Deferred Outflows of Resources, Liabilities, Deferred Inflows of Resources, and Net Position or Fund Balance**

#### **Cash and Investments**

The County's cash and cash equivalents for cash flow reporting purposes are considered to be cash on hand, demand deposits, restricted cash, and investments held in the County's Investment Pool (the "Pool").

The Pool is available for use by all funds. Each fund type's portion of the Pool is displayed on the statements of net position/balance sheets as "pooled cash and investments." The share of each fund's pooled cash and investments account is separately accounted for and interest earned, net of related expenses, is apportioned quarterly based on the fund's average daily cash balance in proportion to the total pooled cash and investments based on amortized cost. \$4.805 million of interest earned by certain funds has been assigned to and reported as revenue of another fund. For fiscal year 2019, the General Fund was assigned \$4.778 million and the Other Governmental Funds were assigned \$27 thousand.

Governmental Accounting Standards Board Statement No. 72 (GASB 72) *Fair Value Measurement and Application* establishes a hierarchy of inputs to valuation techniques used to measure fair value and requires disclosures to be made about investment fair value measurements, the level of fair value hierarchy, and valuation techniques.

According to GASB 72, an investment is defined as a security or other asset that (a) a government holds primarily for the purpose of income or profit and (b) has a present service capacity based solely on its ability to generate cash or to be sold to generate cash. Investments not measured at fair value continue to include, for example, money market mutual funds which are valued at net asset value - \$1 per share (amortized cost).

The following investments that have a remaining maturity at the time of purchase of one year or less and are held by fiscal agents outside of the County's Pool are to be measured at amortized cost: Money market investments, including commercial paper; and participating interest-earning investment contracts, such as negotiable certificates of deposit.

Fair value is the price that would be received to sell an asset or paid to transfer a liability in an orderly transaction between market participants at the measurement date. Fair value is a market-based measurement, not an entity-specific measurement.

Fair value measurements for pooled investments and investments with fiscal agents are categorized within the fair value hierarchy established by GASB 72. The hierarchy is based on the valuation inputs used to measure the fair value of assets and liabilities. Level 1 inputs are quoted prices in active markets for identical assets or liabilities. Level 2 inputs are inputs, other than quoted prices included within Level 1, that are observable for an asset or liability, either directly or indirectly. Level 3 inputs are unobservable inputs for an asset or liability. None of the County's investments are valued using Level 1 and Level 3 inputs.

### Receivables and Payables

The major receivables for governmental and business-type activities are taxes, due from other governmental agencies and loans. All property taxes and accounts receivable are shown net of an allowance for

uncollectibles (\$12.666 million and \$8.678 million, respectively). Activities between funds that represent lending/borrowing arrangements outstanding at the end of the fiscal year are disclosed in Note 8. All other outstanding balances between funds are reported as "due to/from other funds". Any residual balances outstanding between the governmental activities and business-type activities are reported in the government-wide financial statements as "internal balances".

Noncurrent interfund receivables between funds are reported as a nonspendable fund balance account in the General Fund; and as a restricted, committed or assigned fund balance account in other governmental funds, as applicable.

Secured property taxes are levied based upon the assessed valuation as of the previous January 1st, (lien date) and the tax levy is recorded as of July 1st (levy date). They are payable in two equal installments due on November 1st and February 1st and are considered delinquent with ten percent penalties after December 10th and April 10th, respectively. An additional penalty of one and one-half percent per month begins to accrue on July 1st on defaulted secured property taxes. Unsecured property taxes are due as of the January 1st lien date and become delinquent, with 10 percent penalties, after August 31st. An additional penalty of one and one-half percent per month begins to accrue after October 31st on delinquent unsecured property taxes.

Governmental funds' property tax revenues are recognized in the fiscal year for which they are levied, provided they are due within the fiscal year and collected within 60 days after the fiscal year end. Property tax revenues are also recognized for unsecured and supplemental property taxes that are due at year end, and are collected within 60 days after the fiscal year end, but will not be apportioned until the next fiscal year due to the timing of the tax apportionment schedule.

### County Leased Property

The County and its blended component units lease real property to the private sector and other governmental agencies. Direct financing lease receivables are shown as restricted assets on the government-wide statement of net position -

governmental activities and governmental funds balance sheets. Revenue from direct financing and noncancelable operating leases is reported in the applicable government-wide statement of activities - governmental activities, governmental funds statements of revenues, expenditures, and changes in fund balances and proprietary funds, statements of revenues, expenses, and changes in net position, as applicable.

### Inventories and Prepaid Items

Inventories include consumable inventories valued at average cost. They are accounted for as expenditures at the time of purchase and reported in governmental funds as an asset with an offsetting nonspendable fund balance amount. Proprietary fund types are carried at average cost and are expended when consumed. Prepaid items reflect payments for costs applicable to future accounting periods and are recorded as prepaid items in both the government-wide and fund financial statements, with expenditures/expenses recorded when consumed. Inventories and prepaid items recorded in the governmental funds are not in spendable form and thus, an equivalent portion of fund balance is reported as nonspendable.

### Capital Assets

Capital assets are of a long-term character and include: land, easements, construction in progress, buildings and improvements, equipment, software and infrastructure.

Infrastructure assets include roads, bridges and sewers.

Capital assets are recorded at *historical cost* if purchased or constructed. Donated capital assets are recorded at *estimated acquisition value* at the date of donation. Capital assets with original unit costs equal to or greater than the *capitalization thresholds* shown

in **Table 1** are reported in the applicable *governmental activities* or *business-type activities* columns in the government-wide financial statements.

<b>Capitalization Thresholds</b>	
Land	\$ 0
Easements	50
Buildings and improvements	50
Equipment	5
Software	5-100
Infrastructure	25-50

Depreciation and amortization are charged over the capital assets' estimated useful lives using the straight-line method for proprietary and governmental fund types. Governmental fund type depreciation and amortization are only shown in the statement of activities. Proprietary fund type depreciation and amortization are shown both in the fund statements and the government-wide statement of activities. Estimated useful lives are shown in **Table 2**.

<b>Estimated Useful Lives</b>	
Buildings and improvements	10-50 years
Equipment	4-30 years
Software	2-10 years
Infrastructure	10-50 years

### Unearned Revenue

Under both the accrual and the modified accrual basis of accounting, revenue may be recognized only when it is earned. If assets are recognized in connection with a transaction before the earnings process is complete, those assets must be offset by a corresponding liability for unearned revenue. Unearned revenue can be found in government-wide financial reporting as well as in the governmental, proprietary, and fiduciary funds' financial statements.

### Deferred Outflows and Inflows of Resources

The County reports deferred outflows and inflows of resources. A deferred outflow of resources is a consumption of net position by the government that is applicable to a future reporting period. A deferred

inflow of resources represents an acquisition of net position by the government that is applicable to a future period.

Under the modified accrual basis of accounting, it is not enough that revenue has been earned if it is to be recognized as revenue of the current period. Revenue must also be susceptible to accrual; it must be both measurable and available to finance expenditures of the current fiscal period. If assets are recognized in connection with a transaction, but those assets are not yet available to finance expenditures of the current fiscal period, then the assets must be offset by a corresponding deferred inflow of resources. This type of deferred inflow is unique to governmental funds, since it is tied to the modified accrual basis of accounting, which is used only in connection with governmental funds.

Examples of deferred outflows and inflows of resources include property taxes received in advance, unavailable revenue, unamortized losses and gains on refunding of long-term debt (discussed below), and pension/OPEB related deferrals. Pension/OPEB related deferred outflows and inflows of resources include changes in proportionate share and differences between employer's contributions and proportionate share of contributions, changes in assumptions or other inputs, contributions to the pension/OPEB plan subsequent to the measurement date, differences between expected and actual experience in the total pension/OPEB liability and net difference between projected and actual earnings on pension/OPEB plan investments.

Occasionally, the County refunds some of its existing debt. When this occurs, the difference between the funds required to retire (reacquisition price of) the refunded debt and the net carrying amount of refunded debt results in a deferred amount on refunding. If there is an excess of the reacquisition price of refunded debt over its net carrying amount, it is treated as a deferred outflow of resources (a deferred loss on refunding). If there is an excess net carrying value amount of refunded debt over its reacquisition price, it is treated as a deferred inflow of resources (a deferred gain on refunding).

### Lease Obligations

The County leases various assets under both operating and capital lease agreements. In the government-wide and proprietary funds financial statements, capital lease obligations are reported as liabilities in the applicable governmental activities, business-type activities or proprietary funds statement of net position.

### Long-Term Obligations

Long-term liabilities reported in the statement of net position include the amount due in one year (current) and the amount due in more than one year (noncurrent).

General long-term liabilities consist of the noncurrent portion of claims and judgments, compensated absences, landfill postclosure and other noncurrent liabilities. General long-term liabilities are not reported as liabilities in governmental funds but are reported in the governmental activities column in the government-wide statement of net position. General long-term debt is not limited to liabilities arising from debt issuances but may also include noncurrent liabilities on other commitments that are not current liabilities properly recorded in governmental funds.

Debt may be issued at par (face) value, with a premium (applicable to debt issued in excess of face value) or at a discount (applicable to debt issued at amounts less than the face value).

In the government-wide financial statements and proprietary fund financial statements, bond premiums and discounts are deferred and amortized over the life of the bonds using the straight-line method. Bonds payable are reported net of the applicable bond premium or discount.

In the governmental fund financial statements, bond premiums and discounts, as well as bond issuance costs, are recognized during the current period. The face amount of the debt issued and premiums are reported as other financing sources while discounts on debt issuances are reported as other financing uses. Issuance costs, whether or not withheld from the actual debt proceeds received, are reported as debt service expenditures.

Capital Appreciation Bonds (CABs) issued by the County represent bonds that are issued at a deep discount, pay no current interest but accrete or compound in value from the date of issuance to the date of maturity. CABs are presented at their maturity value less the unaccreted appreciation. Unaccreted appreciation represents the difference between the maturity value of the debt and their par (face) value. The unaccreted appreciation is accreted as interest over the life of the CABs.

### **Pension**

The County recognizes its proportionate share of the San Diego County Employees Retirement Association Pension Plan's (SDCERA-PP) collective net pension liability. Essentially, the net pension liability represents the excess of the total pension liability over the fiduciary net position of the SDCERA-PP reflected in the actuarial report provided by the SDCERA-PP actuary. The net pension liability is measured as of the County's prior fiscal year-end. Changes in the net pension liability are recorded in the period incurred, as pension expense or as deferred outflows of resources or deferred inflows of resources depending on the nature of the change. The changes in net pension liability that are recorded as deferred outflows of resources or deferred inflows of resources are those that arise from changes in actuarial assumptions or other inputs, changes in proportionate share and differences between employer's contributions and proportionate share of contributions, differences between expected and actual experience in the total pension liability, contributions to the pension plan subsequent to the measurement date, and the net difference between projected and actual earnings on SDCERA-PP investments.

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

### **OPEB**

The County recognizes its proportionate share of the San Diego County Employees Retirement Association retiree health plan's (SDCERA-RHP) collective net Other Postemployment Benefits liability (net OPEB liability). Essentially, the net OPEB liability represents the excess of the total OPEB liability over the fiduciary net position of the SDCERA-RHP reflected in the actuarial report provided by the SDCERA-RHP actuary. The net OPEB liability is measured as of the County's prior fiscal year-end. Changes in the net OPEB liability are recorded in the period incurred, as OPEB expense or as deferred outflows of resources or deferred inflows of resources depending on the nature of the change. The changes in net OPEB liability that are recorded as deferred outflows of resources or deferred inflows of resources are those that arise from changes in actuarial assumptions or other inputs, changes in proportionate share and differences between employer's contributions and proportionate share of contributions, differences between expected and actual experience in the total OPEB liability, contributions to the OPEB plan subsequent to the measurement date, and the net difference between projected and actual earnings on SDCERA-RHP investments.

For purposes of measuring the net OPEB liability and deferred outflows/inflows of resources, information about the fiduciary net position of the SDCERA-RHP and additions to/deductions from the SDCERA-RHP fiduciary net position have been determined on the same basis as they are reported by SDCERA. For this purpose, benefit payments are recognized when due and payable in accordance with the benefits terms. Investments are reported at fair value.

### **Employees' Compensated Absences**

The County's policy is to permit employees to accumulate *earned* but *unused* vacation, compensatory time, holiday and sick leave benefits. Each of these benefits is subject to certain limits based on employee class, except for sick leave and compensatory time that is subject to Fair Labor Standards Act (FLSA) rules or the California Labor Code. All vacation pay and a certain portion of compensatory and sick pay for specified employee classes is accrued in the government-wide and

proprietary funds financial statements. Except for specified employee classes, there is no liability for *unpaid accumulated* sick leave since the County does not cash out unused sick leave when employees separate from service with the County. However, employees eligible for retirement benefits that meet minimum balance requirements may apply unused sick leave toward determining their length of service for the purpose of calculating retirement benefits.

Accumulated leave benefits including vacation, sick leave, and compensatory time worked are recorded in the government-wide statement of net position. Amounts recorded as accumulated leave benefits include the employer's share of Social Security and Medicare taxes. These amounts would not be expected to be liquidated from expendable available financial resources, but would be expected to be liquidated in future years as employees elect to use these benefits as prescribed by Civil Service rules and regulations.

County employees in the unclassified service and certain employees hired prior to 1979 may receive up to 50% and 25%, respectively, of the cash value of all or a portion of their sick leave balances upon termination or retirement. The cash value of these benefits is included in the accumulated leave benefits noted above. This liability has been recorded in the current and long-term portion of compensated absences in the appropriate proprietary funds and government-wide statement of net position.

California Labor Code Section 4850 entitles safety officers who meet certain criteria to receive full salary in lieu of temporary disability payments for the period of disability, not exceeding 365 days, or until such earlier date as he or she is retired on permanent disability pension. This liability is accrued in the current and long-term portion of compensated absences.

All County employees who have completed at least five years of continuous service in the County retirement system, and have a sick leave balance of at least one hundred hours, may convert, at retirement, all or a portion of their sick leave balance to retirement service credits on a hour-for-hour basis. The conversion of these balances to retirement service credits is included in the County's actuarial accrued

liability, as part of the annual actuarial valuation which includes assumptions regarding employee terminations, retirement, death, etc.

### General Budget Policies

An operating budget is adopted each fiscal year by the Board of Supervisors for the governmental funds. The annual resolution adopts the budget at the object level of expenditures within departments. Annual budgets are not required to be adopted for the Tobacco Securitization Joint Special Revenue Fund; and the Debt Service and Capital Projects Funds (other governmental funds). Please refer to the note to the required supplementary information for more details regarding the County's general budget policies.

### Fund Balance

In the fund financial statements, governmental funds report fund balance in classifications that comprise a hierarchy based primarily on the extent to which the County is bound to honor constraints on the specific purposes for which amounts in those funds can be spent. These classifications include: nonspendable; restricted; and the unrestricted classifications of committed, assigned and unassigned. When both restricted and unrestricted resources are available for use, fund balance is generally depleted by restricted resources first, followed by unrestricted resources in the following order: committed, assigned and unassigned. The fund balance classifications are defined as follows:

**Nonspendable fund balance** - amounts that cannot be spent because they are either (a) not in spendable form or (b) legally or contractually required to be maintained intact. The "not in spendable form" criterion includes items that are not expected to be converted to cash, for example, inventories and prepaid amounts.

**Restricted fund balance** - amounts with constraints placed on their use that are either (a) externally imposed by creditors (such as through debt covenants), grantors, contributors, or laws or regulations of other governments; or (b) imposed by law through constitutional provisions or enabling legislation.

**Committed fund balance** - amounts that can only be used for specific purposes pursuant to constraints imposed by formal action of the Board of Supervisors. The Board of Supervisors may establish fund balance commitments by adoption of an ordinance, resolution, or formal board action memorialized by minute orders as may be required by law. All are equally binding. Those committed amounts cannot be used for any other purpose unless the County removes or changes the specified use by taking the same type of action it employed to previously commit those amounts.

**Assigned fund balance** - amounts that are constrained by the County's *intent* to be used for specific purposes, but are neither restricted nor committed. Intent should be expressed by the highest level of decision making authority (the Board of Supervisors), or by a body or official to which the governing body has delegated the authority to assign amounts to be used for specific purposes. This intent is expressed by the Board of Supervisors approval of the use of fund balance to fund non-capital related expenditures and via action taken by the Board of Supervisors on November 5, 2013, which provides that fund balance may be committed by the Board and/or assigned by the Chief Administrative Officer for specific purposes.

**Unassigned fund balance** - the residual classification for the General Fund. This classification represents fund balance that has not been assigned to other funds and that has not been restricted, committed, or assigned to specific purposes within the General Fund. The General Fund should be the only fund that reports a positive unassigned fund balance amount. In other governmental funds, if expenditures incurred for specific purposes exceeded the amounts restricted, committed, or assigned to those purposes, it may be necessary to report a negative unassigned fund balance.

### Net Position

**Net investment in capital assets** - consists of capital assets net of accumulated depreciation reduced by the outstanding principal of capital related debt (adjusted by any unamortized premiums, discounts, losses and gains on refunding of debt, and unspent proceeds related to debt), incurred by the County to buy or

construct capital assets shown in the statement of net position. Capital assets cannot readily be sold and converted to cash.

**Restricted net position** - consists of restricted assets reduced by liabilities related to those assets. Constraints placed on net position are externally imposed by creditors, grantors, contributors or laws or regulations of other governments or imposed by law through constitutional provisions or enabling legislation. Enabling legislation authorizes the government to assess, levy, charge or otherwise mandate payment of resources (from external resource providers) and includes a legally enforceable requirement that those resources be used only for the specific purposes stipulated in the legislation.

**Unrestricted net position** - consists of net position that does not meet the definition of net investment in capital assets or restricted net position.

### Indirect Costs

County indirect costs are allocated to benefiting departments and are included in the program expense reported for individual functions and activities. Cost allocations are based on the annual *County-wide Cost Allocation Plan* which is prepared in accordance with Federal Office of Management and Budget (OMB) 2 CFR 200 Uniform Guidance.

### Use of Estimates

The preparation of the basic financial statements in conformity with generally accepted accounting principles requires management to make estimates and assumptions that affect the amounts reported in the basic financial statements and accompanying notes. Actual results could differ from those estimates.

**NOTE 2**  
**Reconciliation of Government-Wide and Fund Financial Statements**  
**Balance Sheet/Statement of Net Position**

Explanations of certain differences between the governmental funds balance sheet and the government-wide statement of net position are detailed below:

Table 3

**Governmental Funds Balance Sheet / Government-Wide Statement of Net Position Reconciliation**  
**At June 30, 2019**

Long-term liabilities, such as bonds, notes, loans payable, capital leases, claims and judgments, compensated absences, landfill postclosure, pollution remediation, net pension liability, and net OPEB liability are not due and payable in the current period and, therefore, are not reported in the funds. The details of this \$4,748,848 difference are as follows:

Bonds, notes and loans payable	
Certificates of participation and lease revenue bonds	\$ 256,220
Taxable pension obligation bonds	508,765
Tobacco settlement asset-backed bonds	553,443
Loans - non-internal service funds	2,399
Unamortized issuance premiums (to be amortized as interest expense)	31,804
Unamortized issuance discounts (to be amortized as interest expense)	(9,509)
Capital leases - non-internal service funds	43,593
Compensated absences - non-internal service funds	110,291
Landfill postclosure - San Marcos landfill	19,789
Pollution remediation	4,090
<b>Subtotal</b>	<b>1,520,885</b>
Net pension liability - non-internal service funds	3,111,948
Net OPEB liability - non-internal service funds	116,015
<b>Net adjustment to decrease fund balance - total governmental funds to arrive at net position - governmental activities</b>	<b>\$ 4,748,848</b>

Internal Service Funds. The assets and liabilities of internal service funds are included in governmental activities in the statement of net position. The details of this \$73,908 difference are as follows:

<b>Net position of the internal service funds</b>	<b>\$ 74,573</b>
Less: Internal payable representing charges in excess of cost to business-type activities - prior years	(862)
Add: Internal payable representing costs in excess of charges to business-type activities - current year	197
<b>Net adjustment to increase fund balance - total governmental funds to arrive at net position - governmental activities</b>	<b>\$ 73,908</b>

### Statement of Revenues, Expenditures, and Changes in Fund Balances/Statement of Activities

Explanations of certain differences between the governmental fund statement of revenues, expenditures, and changes in fund balances and the government-wide statement of activities are detailed below:

**Table 4**

**Governmental Funds Statement of Revenues, Expenditures, and Changes in Fund Balances  
and the Government-Wide Statement of Activities Reconciliation  
For the Year Ended June 30, 2019**

Governmental funds report capital outlays as expenditures. However, in the statement of activities the cost of those assets is allocated over their estimated useful lives and reported as depreciation/amortization expense. The details of this \$20,830 difference are as follows:

Capital outlay	\$ 183,654
Depreciation/amortization expense	(162,824)
Net adjustment to increase net changes in fund balances - total governmental funds to arrive at changes in net position - governmental activities	<u>\$ 20,830</u>

The net effect of various miscellaneous transactions involving capital assets (i.e., sales, trade-ins, and donations) is to increase net position. The details of this \$53,096 difference are as follows:

The proceeds from the sale of capital assets provide current financial resources but have no effect on net position	\$ (25,213)
The gain on the disposal of capital assets does not affect current financial resources but increases net position	7
The loss on the disposal of capital assets does not affect current financial resources but decreases net position	(41,375)
Donations of assets to the County do not provide current financial resources but increase net position	119,677
Net adjustment to increase net changes in fund balances - total governmental funds to arrive at changes in net position - governmental activities	<u>\$ 53,096</u>

The issuance of long-term debt (e.g., bonds, notes, loans, and capital leases) provides current financial resources to governmental funds, while the repayment of the principal of long-term debt consumes the current financial resources of governmental funds. Neither transaction, however, has any effect on net position. Also, governmental funds report the effect of premiums, discounts, and similar items when debt is first issued, whereas these amounts are deferred and amortized in the statement of activities. The details of this \$82,766 difference are as follows:

Principal repayments	\$ 78,668
Capital lease payment	4,098
Net adjustment to increase net changes in fund balances - total governmental funds to arrive at changes in net position - governmental activities	<u>\$ 82,766</u>

Some expenses reported in the statement of activities do not require the use of current financial resources and, therefore, are not reported as expenditures in governmental funds. The details of this \$(535,122) difference are as follows:

Change in net pension liability - pension expense	\$ (540,389)
Change in net OPEB liability - OPEB expense	12,787
Compensated absences	(2,551)
Accrued interest	1,318
Accretion of capital appreciation bonds	(7,302)
Amortization of premiums	2,839
Amortization of discounts	(589)
Amortization of gain on refundings	16
Amortization of loss on refundings	(1,251)
Net adjustment to decrease net change in fund balances - total governmental funds to arrive at change in net position - governmental activities	<u>\$ (535,122)</u>

Internal Service Funds. The net revenue (or expense) of certain activities of internal service funds is reported with governmental activities. The details of this \$11,797 difference are as follows:

Change in net position of the internal service funds	\$ 11,600
Add: Loss from charges to business-type activities	197
Net adjustment to increase net change in fund balances - total governmental funds to arrive at change in net position - governmental activities	<u>\$ 11,797</u>

### NOTE 3

#### Deposits and Investments

The Treasurer is responsible for authorizing all County bank accounts and pursuant to Government Code Sections 27000.1 - 27000.5, 27130 - 27137, and 53600 - 53686 is responsible for conducting County investment activities of the County's investment pool (the "Pool") as well as various individual investment accounts outside of the Pool. Additionally, the Treasurer has oversight responsibilities for investments with fiscal agents.

The Pool is a County sponsored "external investment pool" wherein moneys of the County and other legally separate external entities, which are not part of the County Reporting Entity, are commingled (pooled) and invested on the participants' behalf.

Pursuant to Sections 27130-27137 of the California Government Code, the Board of Supervisors has established the Treasury Oversight Committee (TOC) which monitors and reviews the Investment Policy. The TOC consists of members appointed from the districts or offices that they represent, and up to five members of the public, having expertise in, or an academic background in public finance. The TOC requires a financial audit to be conducted annually on a fiscal year basis, which includes limited tests of compliance with laws and regulations. The Pool is not registered with the Securities and Exchange Commission (SEC) as an investment company. The Pool does not have any legally binding guarantees of share values.

A separately issued annual financial report for the Pool can be obtained from the Treasurer-Tax Collector at 1600 Pacific Highway, Room 152, San Diego, California, 92101 and can also be accessed at <http://www.sdttc.com>.

Total pooled cash and investments totaled \$10.2 billion consisting of: \$10.14 billion investments in the County pool; \$48.141 million in deposits; \$7.400 million of collections in transit; and, \$513 thousand in imprest cash.

#### Deposits

Government Code Section 53652 et. seq. and the Treasurer's Pool Investment Policy (Pool Policy) prescribe the amount of collateral that is required to secure the deposit of public funds.

Federal Depository Insurance Corporation (FDIC) insurance is available for funds deposited at any one insured depository institution in the State for up to a maximum of \$250 thousand for demand deposits and up to a maximum of \$250 thousand for time and savings deposits. The aforementioned Government Code and Pool Policy require that depositories collateralize public funds with securities having a market value of at least 10% in excess of the total amount of the deposits. These securities shall be placed in the institution's pooled collateral account and monitored by the State Treasurer of California or a mutually agreed upon third party custodian bank.

#### Custodial Credit Risk - Deposits

The custodial credit risk for deposits is the risk that the County will not be able to recover deposits that are in the possession of an outside party. Deposits are exposed to custodial credit risk if they are not insured or collateralized; or collateralized with securities held by the pledging financial institution, or collateralized with securities held by the pledging financial institution's trust department or agent, but not in the government's name.

The Pool does not have a formal policy regarding sweep (deposit) accounts, but utilizes national or state chartered banks where amounts exceeding the FDIC insurance level are invested in repurchase agreements that are collateralized by U.S. Treasury and Federal Agency securities equal to or greater than the deposit amount in accordance with California Government Code.

California Government Code Section 53652 et. seq. requires that a financial institution secure deposits made by state or local government units by pledging securities in an undivided collateral pool held by a depository regulated under state law. At June 30, 2019, the County's deposits were not exposed to custodial credit risk, as these deposits were either

covered by FDIC insurance or collateralized with securities held by a named agent depository except as noted below:

a. Cash in banks is defined as short-term, highly liquid deposits with an original maturity of three months or less. Deposits consist of cash in banks. At year-end, the Pool maintained accounts in two banks. The carrying amount of the Pool's deposits was \$48.141 million, and the bank balance at June 30, 2019 was \$8.109 million. The difference between the carrying amount and the bank balance includes temporary reconciling items such as outstanding checks and deposits in transit. Of the bank balance, \$500 thousand was covered by federal deposit insurance and \$7.609 million was collateralized with securities held by a depository agent on behalf of the Pool as required by California Government Code Section 53656. The California Government Code requires that a financial institution secure deposits made by state or local government units by pledging securities in an undivided collateral pool held by a depository regulated under state law. The fair value of the pledged securities in the collateral pool must equal at least 110% of the total amount deposited by the public agencies. Also, a financial institution may, in accordance with the California Government Code, secure local agency deposits using first trust deed mortgages; however, the fair value of the first trust deed mortgages collateral must be at least 150% of the total amount deposited.

b. The carrying amount of demand deposits with Fiscal Agents (outside of the Pool) was \$1.874 million and the bank balance per various financial institutions was \$2.833 million. Of the total bank balance, \$692 thousand was covered by federal deposit insurance; \$2.037 million was collateralized by a named agent depository; and \$104 thousand was uncollateralized and exposed to custodial credit risk.

### Investments

Government Code Section 53601 governs the types of investments that may be purchased and makes certain restrictions on investment maturity, maximum portfolio percentages, term, value, credit quality and timing to minimize the risk of loss.

Permissible types of investments and financial instruments include: U.S. treasuries, U.S. Federal agencies, local agency obligations, banker's

acceptances, repurchase and reverse repurchase agreements, collateralized certificates of deposit, commercial paper, corporate medium-term notes, negotiable certificates of deposit, pass-through mortgage securities, supranationals, and money market mutual funds.

Investments in the Pool are stated at fair value in accordance with GASB Statement No. 72. Securities, which are traded on a national exchange, are valued at the last reported sales price at current exchange rates. Institutional money market mutual funds are carried at portfolio book value (carrying cost). All purchases of investments are accounted for on a trade-date basis.

Unrealized gains or losses of securities are determined by taking the difference between amortized cost and the fair value of investments. The calculation of realized gains and losses is independent of the calculation of the net change in the fair value of investments. Realized gains and losses on investments that were held in more than one fiscal year and sold in the current year were included as a change in the fair value of investments reported in the prior year(s) and the current year.

In addition to the above, the Board annually adopts a Pooled Money Fund Investment Policy. This policy is based on the criteria in Government Code Section 53601 but adds further specificity and restrictions to permitted investments.

No policies have been established for investments with fiscal agents, however, moneys held by trustees on behalf of the County may generally only be invested in permitted investments specified in trustee or indenture agreements.

In conjunction with the discussion below concerning investment risks, please refer to **Tables 7** and **8**, respectively, which provide details on pooled investments and those held with fiscal agents at fiscal year-end. Additionally, **Table 10** provides a comparison of Pool policy restrictions with Government Code Section 53601 requirements.

**Interest Rate Risk - Investments**

Interest rate risk is the risk that changes in interest rates will adversely affect the fair value of an investment. Generally, the longer the maturity of an investment, the greater the sensitivity its fair value is to changes in market interest rates.

To mitigate the effect of interest rate risk, the Pool maintains a laddered portfolio in compliance with the Investment Policy, which requires at least 15% of securities to mature within 90 days and at least 35% of securities to mature within one year. In addition, the Pool limits the maximum effective duration of the portfolio to two years. As of June 30, 2019, the Pool was in full compliance with all provisions of the Investment Policy and the California Government Code. Actual weighted average days to maturity by investment type is presented in **Table 7**.

California Government Code Section 53601 indicates that when there is no specific limitation on the term or remaining maturity at the time of the investment, then no investment shall be made in any security, other than a security underlying a repurchase or reverse repurchase agreement or securities lending agreement authorized by this section, that at the time of the investment has a term remaining to maturity in excess of five years, unless the legislative body has granted express authority to make that investment either specifically or as a part of an investment program approved by the legislative body no less than three months prior to the investment.

Generally, investments with fiscal agents are structured in such a way that securities mature at the times and in the amounts that are necessary to meet scheduled expenditures and withdrawals.

**Credit Risk - Investments**

Credit risk is the risk that an issuer or other counterparty to an investment may not fulfill its obligations.

The Pool's Investment Policy, which is more restrictive than the Government Code, places a minimum standard on the ratings of investments held in the Pool. Investments in securities other than those guaranteed by the U.S. Treasury or Government Sponsored Enterprises must have a credit rating of no less than "A" for long-term or "F1" for short-term.

Nonrated securities include sweep accounts and repurchase agreements. Sweep accounts and collateralized certificates of deposit must be FDIC insured and collateralized with securities held by a named agent of the depository. Repurchase agreements are collateralized by securities, authorized by California Government Code Section 53601, having a market value of at least 102% of the amount of the repurchase agreement. The Pool did not have any repurchase agreements in its portfolio as of June 30, 2019.

Credit quality based on Fitch's Fund Credit Quality Rating is noted below and on **Table 7**.

**Table 5**

**Fitch Investment Rating**

	Investment Pool Rating at June 30, 2019	Minimum Pool Investment Policy Ratings at Time of Purchase
Overall credit rating	AAAf/S1	
Short-term		F1
Long-term		A

**Concentration of Credit Risk - Investments**

Concentration of credit risk is the risk of loss attributed to the magnitude of a government's investment in a single issuer. This occurs when there is a lack of diversification or having too much invested in a few individual issuers.

As disclosed in **Table 10**, the Treasury maintains investment policies that establish thresholds for holdings of individual securities. The Pool did not have any holdings meeting or exceeding the allowable threshold levels as of June 30, 2019.

The Pool's holdings of Federal National Mortgage Association (FNMA) and Federal Home Loan Mortgage Corporation (FHLMC) securities are issued by agencies that remain under conservatorship by the Director of the Federal Housing Agency. The U.S. government does not guarantee, directly or indirectly, the securities of the Federal Home Loan Bank (FHLB), Federal Farm Credit Bank (FFCB), FNMA or FHLMC. The Pool's investments in FHLB, FFCB, FNMA and FHLMC securities as of June 30, 2019 comprised 5.9%, 6.6%, 4.97% and 10.3% of the fair value of the County Pool's investments, respectively.

In addition, the following issuers also exceeded the 5 percent threshold: BNP Paribas (7.5%), Toronto Dominion NY (5.6%), JP Morgan (5.3%), and International Bank for Reconstruction and Development (5%).

No general policies have been established to limit the amount of exposure to any one single issuer, however, moneys held by trustees on behalf of the County may generally only be invested in permitted investments specified in trustee or indenture agreements. Instruments in any one issuer that represent 5% or more of the County investments with fiscal agents by individual major fund or nonmajor funds in the aggregate at June 30, 2019 are shown in **Table 6**. Any investments explicitly guaranteed by the U.S. government and investments in mutual funds, external investment pools, and other pooled investments are excluded from **Table 6**. Percentages by issuer for pooled investments are noted in **Table 7**.

### Custodial Credit Risk - Investments

Custodial credit risk is the risk that, in the event of the failure of the counterparty to a transaction, a government will not be able to recover the value of investment or collateral securities that are in the possession of an outside party. Investments are exposed to custodial credit risk if the securities are uninsured, are not registered in the name of the government, and are held by either the counterparty or the counterparty's trust department or agent but not in the government's name.

The Investment Policy requires that securities purchased from any bank or dealer including appropriate collateral (as defined by California State Law), not insured by FDIC, shall be placed with an independent third party for custodial safekeeping. Securities purchased by the Pool are held by a third-party custodian, Citibank, in their trust department to mitigate custodial credit risk.

Issuer	Tobacco Endowment Fund		Nonmajor Governmental Funds	
		Percent		Percent
New York City Municipal Water Finance Authority	\$ 33,300	12%		
State of Maryland	20,362	7%		
State of Tennessee	15,466	5%		
State of Washington	22,429	8%		
BNP Paribas SF Branch			\$ 17,504	28%

Table 7

Pooled Investments  
At June 30, 2019

	Fair Value	Book Value	Interest Rate Range	Maturity Range	Weighted Average Maturity (days)	Fitch Rating	% of Portfolio
U.S. Federal Agencies:							
Federal Farm Credit Bank (FFCB)	\$ 667,150	667,346	1.36% - 3.11%	8/19 - 6/24	968	AAA	6.58%
Federal Home Loan Bank (FHLB)	595,056	593,508	1.12% - 3.10%	11/19 - 4/24	918	AAA	5.87%
Federal Home Loan Mortgage Corporation (FHLMC)	1,044,492	1,045,008	1.12% - 3.20%	7/19 - 6/24	861	AAA	10.30%
Federal National Mortgage Association (FNMA)	503,690	504,197	1.12% - 3.10%	9/19 - 2/24	657	AAA	4.97%
U.S. Treasury Notes	484,451	483,639	0.75% - 2.50%	7/19 - 5/24	665	AAA	4.78%
Pass-through Securities	733,814	728,038	1.16% - 3.18%	3/20 - 2/24	1189	F1+/AAA	7.24%
Supranationals	1,018,299	1,009,551	1.12% - 3%	9/19 - 5/24	992	AAA	10.04%
Commercial Paper	2,239,962	2,239,743	2.31% - 3%	7/19 - 12/19	32	F1+-F1	22.09%
Money Market Mutual Funds	409,093	409,093	0.02% - 2.43%	N/A	1	AAA	4.03%
Negotiable Certificates of Deposit	1,849,607	1,847,001	2.44% - 3.13%	7/19 - 9/20	102	F1+-F1	18.24%
Corporate Medium-Term Notes	594,535	588,745	1.65% - 4.40%	8/19 - 4/22	824	A-AA+	5.86%
<b>Total investments</b>	<b>\$ 10,140,149</b>	<b>10,115,869</b>			<b>528</b>		<b>100%</b>

**Table 8**

**Investments with Fiscal Agents  
At June 30, 2019**

	Fair Value	Interest Rate Range	Maturity Range	Weighted Average Maturity (days)	S&P Rating	% of Portfolio
County investments with fiscal agents						
Unrestricted:						
Fixed income tax exempt bonds	\$ 10,000	5.13%	7/39	7306	A-	2.85%
Fixed income tax exempt bonds	21,276	1.70% - 6.25%	7/19 - 8/39	3824	AA	6.07%
Fixed income tax exempt bonds	8,673	5.00%	8/22 - 8/23	1235	AA-	2.47%
Fixed income tax exempt bonds	34,345	2% - 5%	9/19 - 10/23	563	AA+	9.79%
Fixed income tax exempt bonds	33,300	1.95%	6/41	8021	AA+/A-1	9.50%
Fixed income tax exempt bonds	141,869	3% - 5%	8/19 - 02/34	1956	AAA	40.45%
Fixed income tax exempt bonds	1,800	1.70%	5/34	5419	AAA/A-1	0.51%
Fixed income tax exempt bonds	18,010	2% - 5.88%	2/20 - 8/40	1445	NR	5.14%
Money market mutual funds	18,000	1.80%	7/19	6	AAAm	5.13%
<b>Subtotal</b>	<b>287,273</b>					
Restricted:						
Negotiable certificates of deposit	17,504	2.74%	7/19	26	A-1	4.99%
Money market mutual funds	45,961	1.81% - 2.22%	7/19 - 8/19	13 - 39	AAAm	13.10%
<b>Subtotal</b>	<b>63,465</b>					
<b>Total County investments with fiscal agents</b>	<b>350,738</b>					<b>100.00%</b>
Private Purpose investments:						
Money market mutual funds	1,136	1.99%	7/19	27	AAAm	100.00%
<b>Total Private Purpose investments</b>	<b>1,136</b>					<b>100.00%</b>
Agency funds investments:						
Money market mutual funds	1,235	2.01%	7/19	24	AAAm	100.00%
<b>Total Agency funds investments</b>	<b>1,235</b>					<b>100.00%</b>
<b>Total investments with fiscal agents</b>	<b>\$ 353,109</b>					

### Fair Value Measurements

The County categorizes its fair value measurements within the fair value hierarchy established by GASB 72. These principles recognize a three-tiered fair value hierarchy, as follows:

- Level 1: Investments reflect prices quoted in active markets for identical assets;
- Level 2: Investments reflect prices that are based on a similar observable asset either directly or indirectly, which may include inputs in markets that are not considered to be active; and,
- Level 3: Investments reflect prices based upon unobservable sources.

None of the County's investments are valued using Level 1 and Level 3 inputs.

The Pool uses the market approach as a valuation technique in the application of GASB 72. This method uses prices and other relevant information generated by market transactions involving identical or comparable assets or groups of assets.

Total pooled investments as of June 30, 2019, were valued at \$10.140 billion. The fair value of pooled investments categorized according to GASB 72 fair value hierarchy totaled \$9.731 billion, and are all classified as Level 2. Money market mutual funds totaling \$409 million, are valued at net asset value - \$1 per share (amortized cost) and are not subject to the fair value hierarchy.

Total investments with fiscal agents as of June 30, 2019, were valued at \$353.1 million. The fair value of investments with fiscal agents according to the GASB

72 fair value hierarchy totaled \$269.3 million, and are all classified as Level 2. Fixed income tax exempt bonds were valued using matrix pricing, which is consistent with the market approach. The matrix pricing technique is used to value some types of financial instruments, such as debt securities, without relying exclusively on quoted prices for the specific securities. Instead, matrix pricing relies on the securities' relationship to other benchmark quoted securities. The following investments have a remaining maturity at the time of purchase of one year or less, are held by fiscal agents outside of the

County's Pool, and are measured at amortized cost: Money market mutual funds, \$66.3 million, and negotiable certificates of deposit, \$17.5 million.

**Table 9** summarizes pooled investments' and investments with fiscal agents' recurring fair value measurements and the fair value hierarchy as of June 30, 2019.

	June 30, 2019	Fair Value Measurements Using		
		Quoted Prices In Active Markets For Identical Assets (Level 1)	Significant Other Observable Inputs (Level 2)	Significant Unobservable Inputs (Level 3)
<b>Pooled investments by fair value level</b>				
Pass-through securities	\$ 733,814		733,814	
Commercial paper	2,239,962		2,239,962	
Negotiable certificates of deposit	1,849,607		1,849,607	
Corporate medium-term notes	594,535		594,535	
Supranationals	1,018,299		1,018,299	
U.S. government agencies	2,810,388		2,810,388	
U.S. treasury notes	484,451		484,451	
Total pooled investments and cash equivalents by fair value level	<u>9,731,056</u>		<u>\$ 9,731,056</u>	
<b>Pooled investments not subject to the fair value hierarchy</b>				
Money market mutual funds	409,093			
Total pooled investments	<u>\$ 10,140,149</u>			
<b>Investments with fiscal agents by fair value level</b>				
Fixed income tax exempt bonds	\$ 269,273		269,273	
			<u>\$ 269,273</u>	
<b>Investments with fiscal agents not subject to the fair value hierarchy</b>				
Money market mutual funds	66,332			
Negotiable certificates of deposit	17,504			
Total investments with fiscal agents not subject to the fair value hierarchy	<u>83,836</u>			
Total investments with fiscal agents	<u>\$ 353,109</u>			

**Table 10**

**Investment Pool Policy Restrictions versus California Government (Gov) Code Section 53601 Requirements**

Investment Type	Maximum Maturity		Maximum % of Portfolio		Maximum % with One Issuer		Minimum Rating	
	Gov. Code	Pool Policy	Gov. Code	Pool Policy	Gov. Code	Pool Policy	Gov. Code	Pool Policy
U.S. Treasury Obligations	5 years	5 years	None	None	None	None	None	None
U.S. Agency Obligations	5 years	5 years	None	None	None	35%	None	None
Local Agency Obligations	5 years	5 years	None	30%	None	10%	None	A
Bankers' Acceptances	180 days	180 days	40%	40%	30%	5%	None	A-1
Commercial paper (1)	270 days	270 days	40%	40%	10%	10%	A-1	A-1
Negotiable Certificates of Deposit	5 years	5 years	30%	30%	30%	10%	None	A
Repurchase Agreements	1 year	1 year	None	40%	None	Note (2)	None	None
Reverse Repurchase Agreements	92 days	92 days	20%	20%	20%	10%	None	None
Corporate Medium-Term Notes	5 years	5 years	30%	30%	30%	5%	A	A
Collateralized Certificates of Deposit	N/A	13 months	None	5%	None	5%	None	None
Money Market Mutual Funds	N/A	N/A	20%	20%	10%	10%	AAAm	AAAm
CalTRUST	N/A	N/A	None	2.5%	None	2.5%	None	AAAm
Pass-Through Mortgage Securities	5 years	5 years	20%	20%	20%	5%	AA	AA
Supranationals (3)	5 years	5 years	30%	30%	30%	10%	AA	AA

(1) Government Code Section 53635 (a)(1-2) specifies percentage limitations for this security type for county investment pools.

(2) Maximum exposure per issue - The maximum exposure to a single Repurchase Agreement (RP) issue shall be 10% of the portfolio value for RPs with maturities greater than 5 days, and 15% of the portfolio for RPs maturing 5 days or less. The maximum exposure to a single broker/dealer of Repurchase Agreements shall be 10% of the portfolio value for maturities greater than 5 days, and 15% of the portfolio value for maturities of 5 days or less.

(3) The following institutions are considered "Supranationals": International Bank for Reconstruction and Development (IBRD), International Finance Corporation (IFC), Inter-American Development Bank (IADB).

**NOTE 4**  
**Restricted Assets**

Restricted assets include monies or other resources required to be set aside to repay principal and interest under debt covenants; and to comply with other legal or contractual requirements. For fiscal year 2019 restricted assets were as follows:

**Table 11**

Fund	Legal or Contractual Requirements	Debt Covenants
General Fund	\$ 202	372
Nonmajor Governmental Funds		
Harmony Grove Community Facilities District - Special Revenue Fund		36
Housing Authority - Other Special Revenue Fund	400	
Tobacco Securitization Joint Special Revenue Fund		44,988
San Diego Regional Building Authority Debt Service Fund		6,816
Pension Obligation Bonds Debt Service Fund		15
SANCAL Debt Service Fund		12,503
Capital Outlay - Capital Projects Fund	104	

**NOTE 5**  
**Receivables**

Details of receivables reported in the Government-wide Statement of Net Position are presented in **Table 12**. Amounts that are not expected to be collected within the next fiscal year are identified below.

Due from Other Governmental Agencies - Governmental activities - \$21.648 million:

This amount includes: \$6.603 million in Senate Bill (SB) 90 cost reimbursements due the County for the provision of State mandated programs mostly for Absentee Ballots and Voter Identification Procedures. The State Constitution requires reimbursement for these costs and interest will accrue on the reimbursement claims until they are paid according to Government Code Section 17617; and, \$15.045 million in amounts owed to the County from those external entities that financed their portion of the Regional Communications System (RCS) NextGen Project upgrade.

Loans - Governmental activities - \$114.707 million:

This amount includes: \$51.578 million in housing rehabilitation loan programs for low-income or special needs residents, and loans for low income housing down payments; \$24.536 million in community development block grant loans; \$13.831 million owed to the Housing Authority - Low and Moderate Income Housing Asset Fund for Affordable Housing Development and Single-Family Rehabilitation Loans; \$19.662 million in interest receivable on housing long-term loans; \$3.417 million in low income housing developer loans; \$1.063 million owed to the General Fund from the County of San Diego Successor Agency Private Purpose Trust Fund as a result of a loan to provide funding for project improvements for the Upper San Diego River Project; and \$500 thousand owed to the County Low and Moderate Income Housing Asset Fund (CLMIHAF) from the County of San Diego Successor Agency Private Purpose Trust Fund as a result of the Airport Enterprise Fund transferring its twenty percent outstanding loan principal balance to the CLMIHAF mandated by California Health and Safety Code 34191.4. At the fund level, in the General Fund and the CLMIHAF, these loans are presented as "Due From Other Funds". See Note 8 to the financial statements, "Interfund Balances". The remaining balance represents various other loans totaling \$120 thousand.

Loans- Business-type activities- \$4.146 million:

This amount includes \$718 thousand in Airport Enterprise Fund (AEF) loans to Airport lessees for the purchase of AEF reversionary interests in leasehold improvements existing at the expiration of previous leases; and \$3.428 million owed to the AEF from the County of San Diego Successor Agency Private Purpose Trust Fund as a result of a loan to fund airport projects. In the Airport Enterprise Fund, this loan is presented as "Due From Other Funds". See Note 8 to the financial statements, "Interfund Balances".

Table 12

Receivables  
Primary Government and Discretely Presented Component Unit  
At June 30, 2019

	Accounts	Investment Earnings	Due From Other Government Agencies	Loans	Other	Total Receivables	Allowance For Doubtful Accounts	Receivables Net
Governmental activities:								
General Fund	\$ 4,062	25,982	310,775	70,206	1,032	412,057		412,057
Public Safety Fund			51,391			51,391		51,391
Tobacco Endowment Fund		3,707				3,707		3,707
Other Governmental Funds	25,542	10,588	53,396	23,276	546	113,348	(8,678)	104,670
Internal Service Funds	46	3,327	855		14	4,242		4,242
Total governmental activities - fund level	\$ 29,650	43,604	416,417	93,482	1,592	584,745	(8,678)	576,067
Add: loan receivable from the County of San Diego Successor Agency Private Purpose Trust Fund				1,563		1,563		1,563
Add: interest receivable on housing long-term loans				19,662		19,662		19,662
Less: Due from Component Unit					(51)	(51)		(51)
Total governmental activities - Statement of Net Position	\$ 29,650	43,604	416,417	114,707	1,541	605,919	(8,678)	597,241
Business-type activities:								
Enterprise Funds	\$ 494	798	86	718	1	2,097		2,097
Add: loan receivable from the County of San Diego Successor Agency Private Purpose Trust Fund				3,428		3,428		3,428
Total business-type activities - Statement of Net Position	\$ 494	798	86	4,146	1	5,525		5,525
Component Unit:								
First 5 Commission of San Diego	\$ 6,820	399	1		145	7,365		7,365

**NOTE 6****County Property on Lease to Others**

The County's blended component unit - SDRBA has a direct financing lease with the San Miguel Consolidated Fire Protection District (District) for two District fire stations. Additionally, the County has a sublease of a share of the Metropolitan Transit System (MTS) Towers. The share of the County's property under the MTS Towers' sublease is an estimated \$12.74 million in structures and improvements with accumulated depreciation of \$7.66 million at June 30, 2019. The lease revenue received by the County and the SDRBA for the year ended June 30, 2019 was approximately \$744 thousand and \$889 thousand, respectively.

The County also has noncancelable operating leases for certain properties which are not material to the County's governmental operations. Additionally, the

Airport Enterprise Fund derives a substantial portion of its revenues from noncancelable operating leases with air carriers and concessionaires. The Airport Enterprise Fund's property under operating leases includes an estimated \$2.75 million in land at June 30, 2019.

Lease revenue from noncancelable operating leases for the year ended June 30, 2019 was approximately \$11.42 million. Future minimum lease payments to be received under the direct financing and noncancelable operating leases are noted in **Table 13**.

**Table 13**

Lease Revenue  
County Property Leased To Others

Fiscal Year	Direct Financing Leases	Operating Leases
2020	\$ 1,265	\$ 11,579
2021		10,273
2022		9,758
2023		9,511
2024		9,367
2025-2029		45,399
2030-2034		40,297
2035-2039		32,876
2040-2044		27,398
2045-2049		22,466
2050-2054		18,713
2055-2059		12,392
2060-2064		10,801
2065-2069		5,525
2070-2074		701
<b>Total</b>	<b>\$ 1,265</b>	<b>\$ 267,056</b>

**NOTE 7**  
**Capital Assets**

**Changes in Capital Assets**

Increases and decreases in the County's capital assets for governmental and business-type activities during the fiscal year were as follows:

**Table 14**

**Capital Assets - Governmental Activities**

	Beginning Balance at July 1, 2018	Increases	Decreases	Ending Balance at June 30, 2019
<b>Capital assets, not being depreciated/amortized:</b>				
Land	\$ 435,762	83,884	(54,334)	465,312
Easements	9,279	428		9,707
Construction in progress	211,805	118,413	(168,914)	161,304
<b>Total capital assets, not being depreciated/amortized</b>	<b>656,846</b>	<b>202,725</b>	<b>(223,248)</b>	<b>636,323</b>
<b>Capital assets, being depreciated/amortized:</b>				
Buildings and improvements	2,043,198	197,342	(12,810)	2,227,730
Equipment	345,120	38,103	(16,785)	366,438
Software	95,366	20,141	(5,886)	109,621
Road infrastructure	2,732,962	47,348	(1,157)	2,779,153
Bridge infrastructure	81,946	1,584		83,530
<b>Total capital assets, being depreciated/amortized</b>	<b>5,298,592</b>	<b>304,518</b>	<b>(36,638)</b>	<b>5,566,472</b>
<b>Less accumulated depreciation/amortization for:</b>				
Buildings and improvements	(555,475)	(62,273)	(4,839)	(622,587)
Equipment	(203,079)	(29,499)	14,342	(218,236)
Software	(65,972)	(13,228)	5,886	(73,314)
Road infrastructure	(1,551,275)	(74,122)	1,157	(1,624,240)
Bridge infrastructure	(25,942)	(1,618)		(27,560)
<b>Total accumulated depreciation/amortization</b>	<b>(2,401,743)</b>	<b>(180,740)</b>	<b>16,546</b>	<b>(2,565,937)</b>
<b>Total capital assets, being depreciated/amortized, net</b>	<b>2,896,849</b>	<b>123,778</b>	<b>(20,092)</b>	<b>3,000,535</b>
<b>Governmental activities capital assets, net</b>	<b>\$ 3,553,695</b>	<b>326,503</b>	<b>(243,340)</b>	<b>3,636,858</b>

**Table 15****Capital Assets - Business-type Activities**

	Beginning Balance at July 1, 2018	Increases	Decreases	Ending Balance at June 30, 2019
<b>Capital assets, not being depreciated/amortized:</b>				
Land	\$ 11,593			11,593
Construction in progress	9,603	3,301	(11,703)	1,201
Total capital assets, not being depreciated/amortized	21,196	3,301	(11,703)	12,794
<b>Capital assets, being depreciated/amortized:</b>				
Buildings and improvements	131,875	7,193		139,068
Equipment	2,619	4,083	(78)	6,624
Software	101	196		297
Road infrastructure	20,400			20,400
Sewer infrastructure	107,001	600		107,601
Total capital assets, being depreciated/amortized:	261,996	12,072	(78)	273,990
<b>Less accumulated depreciation/amortization for:</b>				
Buildings and improvements	(54,372)	(3,508)		(57,880)
Equipment	(1,112)	(173)	78	(1,207)
Software	(43)	(20)		(63)
Road infrastructure	(2,238)	(563)		(2,801)
Sewer infrastructure	(48,518)	(2,089)		(50,607)
Total accumulated depreciation/amortization	(106,283)	(6,353)	78	(112,558)
Total capital assets, being depreciated/amortized, net	155,713	5,719		161,432
Business-type activities capital assets, net	\$ 176,909	9,020	(11,703)	174,226

**Depreciation/Amortization**

Depreciation/amortization expense was charged to governmental activities and business-type activities as shown below:

**Table 16****Depreciation/Amortization Expense - Governmental Activities**

General government	\$ 12,135
Public protection	48,011
Public ways and facilities	75,404
Health and sanitation	10,424
Public assistance	5,110
Education	2,627
Recreation and cultural	9,113
Internal Service Funds	17,916
Total	\$ 180,740

**Table 17****Depreciation Expense - Business-type Activities**

Airport Fund	\$ 3,902
Jail Store Commissary Fund	3
Sanitation District Fund	2,448
Total	\$ 6,353

**Capital and Other Commitments**

Encumbrances represent commitments related to unperformed contracts for goods or services. Encumbrance accounting is used in the governmental funds. Encumbrances outstanding at year end do not constitute expenditures or liabilities because the commitments will be honored during the subsequent year or years. Encumbered amounts for specific purposes for which amounts have not been previously restricted, committed, or assigned are included within committed or assigned fund balance, as appropriate. At June 30, 2019, the County General Fund's outstanding encumbrances totaled \$717.894 million; the Public Safety Fund's outstanding encumbrances totaled \$11.508 million; and, Nonmajor governmental funds' outstanding encumbrances totaled \$127.259 million.

At June 30, 2019, major contracts entered into for structures and improvements and other commitments within governmental activities are noted in **Table 18**.

<b>Table 18</b>	
<b>Capital Commitments</b>	
<b>At June 30, 2019</b>	
	Remaining Commitments
Governmental Activities	
General Fund:	
Construction of Sheriff Technology and Information Center	\$ 24,887
Construction of Regional Communication System	15,498
Development of Integrated Property Tax System	14,179
Procurement of Two Bell 407 GXI Helicopters	11,814
Renovation of County Administration Center	8,937
Construction of Assessor/Recorder/County Clerk Branch Office	8,161
East County Regional Center (ECRC) Improvements	5,560
Construction of North County Regional Center Parking Lot	5,551
Construction of Santa Ysabel Nature Center	3,757
Expansion of Bonita Library	3,143
San Diego Botanic Garden Improvements	2,781
Search and Rescue Truck and Two Tactical Tenders	1,586
Construction of South County Bicycle Skills Course	1,289
Electronic Medical Records System	1,000
Subtotal	108,143
Nonmajor Governmental Funds:	
Improvements of County Roads	7,989
Internal Service Funds:	
Vehicle Acquisitions	11,223
<b>Total</b>	<b>\$ 127,355</b>

**NOTE 8**  
**Interfund Balances**

Interfund balances at fiscal year-end consisted of the following amounts:

**Table 19**

**Interfund Balances**  
**At June 30, 2019**

	DUE FROM								Total
	General Fund	Public Safety	Tobacco Endowment	Nonmajor Governmental	Nonmajor Enterprise	Internal Service	Private Purpose Trust Fund		
DUE TO									
General Fund		23,608	4,513	56,735	385	4,018	1,063		90,322
Public Safety	\$ 12,727								12,727
Tobacco Endowment	7								7
Nonmajor Governmental	26,798	16		888	3,266	25	500		31,493
Nonmajor Enterprise	37			332	35		3,428		3,832
Internal Service	27,931			1,611	99	1,684			31,325
Total	\$ 67,500	23,624	4,513	59,566	3,785	5,727	4,991		169,706

Descriptions of amounts not due to be repaid in the subsequent year are discussed below:

- a) \$1.063 million is due to the General Fund from the County of San Diego Successor Agency Private Purpose Trust Fund (Upper San Diego River Project) as a result of a loan to provide funding for Project improvements.
- b) \$3.428 million is due from the County of San Diego Successor Agency Private Purpose Trust Fund to the Airport Enterprise Fund as a result of a loan to fund airport projects.
- c) \$500 thousand is due from the County of San Diego Successor Agency Private Purpose Trust Fund to the County Low and Moderate Income Housing Asset Fund as a result of the Airport Enterprise Fund transferring its twenty percent outstanding loan principal balance to the County Low and Moderate Income Housing Asset Fund as mandated by California Health and Safety Code 34191.4.
- d) \$28 million is due to the General Fund from the Road Fund as a result of a loan to advance fund future road maintenance and rehabilitation project costs.

For further discussion of the loans to the County of San Diego Successor Agency Private Purpose Trust Fund, refer to Note 32 to the financial statements, "County of San Diego Successor Agency Private Purpose Trust Fund for Assets of Former San Diego County Redevelopment Agency". Note that on the Statement of Net Position, the "Due from other funds" for the General Fund's \$1.063 million Upper San Diego River Project loan and the "Due from other funds" for the County Low and Moderate Income Housing Asset fund's \$500 thousand are included in the governmental activities' "Receivables, net". The "Due from other funds" for the \$3.428 million Airport Enterprise Fund's airport projects loan, is included in the business-type activities' "Receivables, net". See Note 5 to the financial statements, "Receivables."

All remaining balances resulted from the time lag between the dates that 1) interfund goods and services are provided or reimbursable expenditures occur; 2) transactions are recorded in the accounting system; and, 3) payments between funds are made.

**NOTE 9**  
**Interfund Transfers**

Interfund transfers at fiscal year-end consisted of the following amounts:

**Table 20**

Transfers In/Transfers Out  
At June 30, 2019

		TRANSFERS OUT						
		General Fund	Public Safety	Tobacco Endowment	Nonmajor Governmental	Nonmajor Enterprise	Internal Service	Total
TRANSFERS IN	General Fund		283,710	6,000	15,016	821		305,547
	Nonmajor Governmental	\$ 208,605	1,830		4,787	5,174	1,971	222,367
	Nonmajor Enterprise	309			247			556
	Internal Service	13,387				272		13,659
	Total	\$ 222,301	285,540	6,000	20,050	6,267	1,971	542,129

In general, transfers are used to: (1) move revenues from the fund that statute or budget requires to collect them to the fund that statute or budget requires to expend them; (2) move receipts restricted to debt service from the funds collecting the receipts to the debt service fund as debt service payments become due; and, (3) use unrestricted revenues collected in the General Fund to finance programs accounted for in other funds in accordance with budgetary authorizations.

**NOTE 10**  
**Payables**

The County's payables at fiscal year-end are shown below for the General Fund, other governmental funds, internal service funds, enterprise funds, and the discrete component unit:

**Table 21**

Payables  
At June 30, 2019

	Vendors	Due to Other Government Agencies	Other	Total Payables
Governmental Activities:				
General Fund	\$ 132,695	6,735	5,656	145,086
Other Governmental Funds	27,809	1,232	2,411	31,452
Internal Service Funds	42,520	201	3,499	46,220
Total governmental activities	\$ 203,024	8,168	11,566	222,758
Business-type activities:				
Enterprise Funds	\$ 1,157	5	131	1,293
Component Unit:				
First 5 Commission of San Diego	\$ 4,120	5,461		9,581

**NOTE 11**  
**Deferred Inflows of Resources: Unavailable Revenue**

**Table 22**

Deferred Inflows of Resources - Non-pension  
At June 30, 2019

Unavailable Revenue	General Fund	Other Governmental Funds	Total
Property and miscellaneous local taxes	\$ 43,346	667	44,013
Aid from other governmental agencies	11,229	38,882	50,111
Charges for services	495	894	1,389
Other	17,457	35,268	52,725
Total	\$ 72,527	75,711	148,238

A large portion of the Unavailable revenue - aid from other governmental agencies consists primarily of \$38.9 million of TransNet one-half cent sales tax revenue to be used for projects in the Road Fund, and \$6.6 million of California Senate Bill 90 (SB 90) revenues. In 1972, SB90 established a requirement that the State reimburse local government agencies for the costs of new programs or increased levels of service on programs mandated by the State. The remaining \$4.6 million represents various other unavailable aid from other governmental agencies revenues.

Of the \$52.7 million of Unavailable revenue - other, approximately \$15.7 million are tobacco settlement receivables, \$18.3 million are low and moderate income housing assistance receivables, \$16.9 million is for the Sheriff Regional Communication System upgrade project, approximately \$1.1 million is for interest receivable and \$700 thousand represents various other unavailable revenues.

## NOTE 12

### Lease Obligations

#### Operating Leases

##### Real Property

The County has obligations under long-term operating lease agreements through fiscal year 2039 (**Table 23**). The County is the lessee under the terms of several noncancelable operating leases for real property used to house certain County operations. The total rental expense for all real property leases for the year ended June 30, 2019 was approximately \$38 million, including \$31.50 million for noncancelable leases.

The future minimum lease payments for these noncancelable leases are as follows:

Fiscal Year	Minimum Lease Payments
2020	\$ 32,927
2021	28,086
2022	25,473
2023	19,767
2024	16,531
2025-2029	16,891
2030-2034	159
2035-2039	83
<b>Total</b>	<b>\$ 139,917</b>

#### Personal Property

The County has also entered into operating leases for personal property, a large portion of which represents duplicating and heavy duty construction equipment. Many of these leases are subject to annual adjustment based upon negotiations. Management expects that in the normal course of business, leases that expire will be renewed or replaced by other leases. Total rental expense for these operating leases for the year ended June 30, 2019 was approximately \$6.0 million.

#### Capital Leases

##### Minimum Lease Payments

On September 24, 2013, the County entered into a lease agreement with BACM 2006-5 Kearny Office Limited Partnership, a Delaware limited partnership, with a lease rent commencement date of January 31, 2014. The initial five-year lease term was scheduled to expire on November 30, 2019. On November 14, 2017, the County and Lessor, LLJ Office Ventures 5, LLC, a Delaware limited liability company (as successor-in-interest to BACM 2006-5 Kearny Office Limited Partnership), entered into a First Amendment to Lease Agreement which extends the lease term to November 30, 2024. Consequently, this building has been capitalized in the Government-wide Statement of Net Position at \$4.647 million (fair value of \$9.294 million less accumulated depreciation of \$4.647 million), and the lease obligation is reflected as a liability in that statement. The term of the lease is 10 years 5 months, with an implicit interest rate of 7.56%.

On June 30, 2016, the County entered into an equipment lease-purchase agreement with Motorola Solutions Inc., with a first payment due date of July 15, 2017. This equipment is classified as construction in progress in the Government-wide Statement of Net Position and the lease obligation, currently \$18.914 million, is reflected as a liability in that statement. The term of the lease is 10 years, with an interest rate of 2.79%, maturing in July 2026. Upon the occurrence of an event of default (as described in the equipment lease-purchase agreement) the lessor may exercise any one or more of the following remedies: (i) all amounts then due under the lease shall become immediately due and payable; (ii) the equipment shall be returned to the lessor; (iii) the equipment may be sold, leased or subleased, holding the lessee liable for

all lease payments and other amounts due prior to the effective date of such selling, leasing or subleasing and for the difference between the purchase price, rental and other amounts; and (iv) exercise any other right, remedy or privilege which may be available under the applicable laws of the state of the equipment location. Furthermore, the lease may be terminated in the event the funds appropriated by the lessee's governing body (or otherwise available) are insufficient. In the event of such termination, the lessee agrees to peaceably surrender possession of the equipment to the lessor.

On September 14, 2016, the County entered into a capital lease agreement for a building with Sunroad Office Partners Limited Partnership, a California limited partnership, with a lease rent commencement date of July 11, 2017. This building has been capitalized in the Government-wide Statement of Net Position at \$12.125 million (fair value of \$15 million less accumulated depreciation of \$2.875 million), and the lease obligation is reflected as a liability in that statement. The term of the lease is 10 years, with an implicit interest rate of 6.80%, maturing in July 2027.

On October 21, 2016, the County entered into a capital lease agreement for a building with Robert Bienenfeld, Trustee of the Trust for the benefit of Robert Bienenfeld under the will of Jonas Bienenfeld and Robert Premiere, a California limited partnership. This building has been capitalized in the Government-wide Statement of Net Position at \$4.898 million (fair value of \$6.122 million less accumulated depreciation of \$1.224 million), and the lease obligation is reflected as a liability in that statement. The term of the lease is 10 years, with an implicit interest rate of 6.13%, maturing in June 2027.

Future minimum lease payments under the aforementioned capital leases are shown in **Table 24**.

**Table 24**

**Capital Lease - Future Minimum Lease Payments**

Fiscal Year	Building	Equipment
2020	\$ 4,056	2,671
2021	4,233	2,671
2022	4,361	2,671
2023	4,491	2,671
2024	4,626	2,671
2025-2028	10,736	8,010
<b>Total minimum lease payments</b>	<b>32,503</b>	<b>21,365</b>
Less: Amount representing interest	(7,824)	(2,451)
<b>Net lease payments</b>	<b>\$ 24,679</b>	<b>18,914</b>

**Book Value**

The book values of the building and equipment capital leases are as follows:

**Table 25**

**Capital Lease - Book Value**  
**At June 30, 2019**

Capital Lease Property	Original Cost	Accumulated Amortization	Net Book Value
Building	\$ 30,416	8,746	21,670
Construction in Progress	\$ 12,295		12,295

**NOTE 13**

**Long-Term Debt**

**Certificates of Participation (COPs) and Lease Revenue Bonds (LRBs)**

Certificates of Participation (COPs) and Lease Revenue Bonds (LRBs) provide funds for the acquisition and construction of major capital facilities and equipment. The repayment of these COPs and LRBs is secured by a lease structure where the borrowing entity, such as the County or the San Miguel Consolidated Fire Protection District (SMCFPD) (not a component unit of the County), leases certain properties to another entity, a lessor, which in turn leases the properties back to the County or the SMCFPD. These lessors are the San Diego County Capital Asset Leasing Corporation (SANCAL), and the San Diego Regional Building Authority (SDRBA); both blended component units of

the County. (See discussion of Blended Component Units under Note 1 "Summary of Significant Accounting Policies".)

COPs and LRBs are secured by: a) (lease) base rental payments, for the use of certain facilities or equipment and b) encumbrances on the facilities. The leased premises are typically facilities or equipment purchased with proceeds of the COPs or LRBs. In the case of the County, the base rental payments are made primarily from the County General Fund to the SANCAL or SDRBA; in the case of the SDRBA's financing for the SMCFPD, base rental payments are made from SMCFPD to the SDRBA. Under lease terms, the County and the SMCFPD are required to make the necessary annual appropriations for lease payments, except to the extent those payments are eligible to be abated in accordance with the terms of the leases.

COPs and LRBs evidence a pro rata share in a specific pledged revenue stream of lease payments, and investors in the certificates or bonds are entitled to receive a share in these lease payments from a particular project. Lease payments are passed through the lessor to the investors. The lessor assigns the lease and lease payments to a trustee, which distributes the lease payments to the investors.

Upon the occurrence of an event of default (as described in the COP and LRB financing documents), the Facility Lease provides that SANCAL, SDRBA, or its assignees must thereafter maintain the Facility Lease in full force and effect and may only recover rent and other monetary charges as they become due, all without terminating the County's right to possession of the leased property regardless of whether or not the County has abandoned the leased property. There is no available remedy of acceleration of the lease payments due over the term of the lease agreement. The lessors may not declare any lease payments not then in default to be immediately due and payable. In the case of the SMCFPD, the SDRBA may also elect to terminate the lease and re-lease all or a portion of the leased property. The SMCFPD would be responsible for all costs, loss or damages arising or occurring related to the re-leasing.

Details of the COPs and LRBs outstanding at June 30, 2019 are as follows:

Issuance	Original Amount	Interest Rate	Final Maturity Date	Outstanding Balance at June 30, 2019
2003 San Miguel Consolidated Fire Protection District Refunding LRB	\$ 10,005	2.00 - 5.00%	2020	855
2009 Justice Facilities Refunding of 1997 Central Jail COP	48,300	2.00 - 5.00%	2026	23,780
2009 Justice Facilities Refunding of 1998 Courthouse COP	32,640	2.00 - 5.00%	2023	8,025
2011 Metropolitan Transit System Towers Refunding COP	19,260	1.00 - 5.00%	2020	1,315
2011 CAC Waterfront Park Project COP	32,665	3.00 - 5.125%	2042	28,265
2012 Cedar-Kettner Development Project COP	29,335	2.00 - 5.00%	2042	25,570
2014 Edgemoor and RCS Refunding COP Series 2014A (Edgemoor)	91,675	2.00 - 5.00%	2030	72,745
2016 County Operations Center Refunding LRB	105,330	3.00 - 5.00%	2036	95,665
<b>Total</b>	<b>\$ 369,210</b>			<b>256,220</b>

Annual debt service requirements to maturity for COPs and LRBs are as follows:

**Table 27**

**Certificates of Participation and Lease Revenue Bonds - Debt Service Requirements to Maturity**

Fiscal Year	Principal	Interest	Total
2020	\$ 17,535	11,671	29,206
2021	16,040	10,910	26,950
2022	16,780	10,176	26,956
2023	17,240	9,361	26,601
2024	16,090	8,552	24,642
2025-2029	78,405	31,091	109,496
2030-2034	53,455	14,988	68,443
2035-2039	30,350	4,692	35,042
2040-2042	10,325	751	11,076
Subtotal	256,220	102,192	358,412
<b>Add:</b>			
Unamortized issuance premium	31,804		
<b>Less:</b>			
Unamortized discount	(135)		
<b>Total</b>	<b>\$ 287,889</b>		

**Taxable Pension Obligation Bonds (POBs)**

Taxable Pension Obligation Bonds (POBs) are issued by the County to reduce its pension unfunded actuarial liability and to achieve interest rate savings by issuing bonds at interest rates which are less than the assumed rate of return earned on proceeds placed in the San Diego County Employees Retirement Association's (SDCERA) pension plan. POBs also have been issued to refund previously issued POB debt. Because current federal tax law restricts the investment of proceeds of tax-exempt bonds in higher-yielding taxable securities, POBs are issued on a taxable basis.

The obligation of the County to make payments with respect to the bonds is an absolute and unconditional obligation of the County imposed by law, enforceable pursuant to the County Employees Retirement Law of 1937, as amended. Upon the occurrence of an event of default (as described in the financing documents) the principal and accreted value of the bonds then outstanding and the interest accrued thereon will become due and payable immediately.

Details of POBs outstanding at June 30, 2019 are as follows:

**Table 28**

**Taxable Pension Obligation Bonds**

Issuance	Original Amount	Interest Rate	Final Maturity Date	Outstanding Balance at June 30, 2019
2004 Series A	\$ 241,360	3.28 - 5.86%	2023	120,840
2004 Series B1-2	147,825	5.91%	2025	147,825
2008 Series A	343,515	3.33 - 6.03%	2027	240,100
<b>Total</b>	<b>\$ 732,700</b>			<b>508,765</b>

Annual debt service requirements to maturity for POBs are shown below in **Table 29**.

**Table 29**

**Taxable Pension Obligation Bonds - Debt Service Requirements to Maturity**

Fiscal Year	Principal	Interest	Total
2020	\$ 52,725	27,524	80,249
2021	55,915	24,265	80,180
2022	59,300	20,798	80,098
2023	62,835	17,098	79,933
2024	66,765	13,163	79,928
2025-2027	211,225	13,974	225,199
<b>Total</b>	<b>\$ 508,765</b>	<b>116,822</b>	<b>625,587</b>

**Tobacco Settlement Asset-Backed Bonds (TSAB)**

TSAB are issued by the Tobacco Securitization Joint Powers Authority of Southern California (Authority) to securitize future revenue streams available to the County pursuant to the agreements described below.

A 1998 Master Settlement Agreement (MSA) was originally entered into by four cigarette manufacturers, 46 states and six other U.S. jurisdictions (Settling States) to provide state governments, including California, with compensation for smoking related medical costs and to help reduce smoking in the United States. There is no end date to the yearly settlement payments; they are perpetual. Also, a Memorandum of Understanding (MOU) and a supplemental agreement (ARIMOU) was agreed to by the State of California and all California counties and four California cities, granting those California

municipalities the right to receive tobacco settlement allocation payments, (also known as Tobacco Settlement Revenues (TSRs)).

In fiscal year 2002, the Authority issued \$446.86 million 2001 Tobacco Settlement Asset-Backed Bonds (2001 Bonds), to fund the Authority's loan to the San Diego County Tobacco Asset Securitization Corporation (Corporation), pursuant to a loan agreement between the Authority and the Corporation. (Both entities are blended component units of the County.) According to the loan agreement, the Corporation has pledged, assigned and granted to the Authority, a first priority perfected security interest in all rights, title and interest of the Corporation, to the TSRs the Corporation purchased from the County. The Corporation used the net proceeds of the loan, \$411.913 million, to pay the County, in exchange for the County's transfer to the Corporation of all the County's rights, title and interest in the TSRs. Net proceeds were placed in an endowment fund to fund healthcare-based programs pursuant to Board Policy E-14 and IRS regulations, and do not secure the repayment of the TSAB.

In May 2006, the Authority issued Series 2006 TSAB (2006 Bonds) in the amount of \$583.631 million to refund the outstanding principal of the original 2001 Bonds noted above and to loan an additional \$123.515 million to the Corporation. The proceeds were placed into the endowment fund for the aforementioned purposes. The 2006 Bonds are limited obligations of the Authority. Upon the occurrence of an event of default (as described in the Tobacco Securitization Authority Indenture), bond payments shall be paid as follows: first, the accrued interest on the Senior Current Interest Bonds (Senior Bonds), and second, principal or accreted value on all outstanding Senior Bonds.

If the Senior Bonds are no longer outstanding, payments shall be made as follows: (i) the principal and interest or the accreted value on all First Subordinate Bonds (Series 2006B Capital Appreciation Bonds (CABs)) until the Series 2006B CABs are no longer outstanding; (ii) the principal and interest or the accreted value on all Second Subordinate Bonds (Series 2006C CABs) until the Series 2006C CABs are no longer outstanding; and (iii) principal and interest

or the accreted value on all Third Subordinate Bonds (Series 2006D CABs) until the Series 2006D CABs are no longer outstanding.

The value of any CABs that are Series 2006 First Subordinate Bonds, Series 2006 Second Subordinate Bonds or Series 2006 Third Subordinate Bonds shall continue to accrete at the default rate (including accretion on any unpaid accreted value), to the extent legally permissible.

Through fiscal year 2013, the County presented debt service to maturity on the bonds incorporating an assumption of the ability to continue making turbo debt service payments. Based on that assumption, the 2006 Bonds were anticipated to reach final maturity in fiscal year 2036 based on receipts of future TSRs as projected in the May 2006 Global Insight Base Case analysis (Base Case) performed in conjunction with the issuance of the 2006 Bonds.

Under the terms of the bond indenture (Indenture), TSRs are pledged to the repayment of the TSAB. Accordingly, the bonds are payable solely from certain funds held under the Indenture, including TSRs and earnings on such funds (collections).

The minimum payments for the 2006 Bonds are based on the Indenture and the Series 2006 Supplement, both dated as of May 1, 2006. However, actual payments on the 2006 Bonds depend on the amount of TSRs received by the County. The amount of these TSRs is affected by cigarette consumption, inflation, and the financial capability of the participating manufacturers. There are a number of risks associated with the amount of actual TSRs the County receives each year, including litigation affecting the participating manufacturers and possible bankruptcy as a result thereof, increased growth of non-participating manufacturer's market share, disputed payments set-aside by the participating manufacturers into an escrow account, a decline in cigarette consumption materially beyond forecasted levels, reduction in investment earnings due to unforeseen market conditions, and other future adjustments to the calculation of the TSRs.

No assurance can be given that actual cigarette consumption in the United States during the term of the 2006 Bonds will be as assumed in the Base Case, or that the other assumptions underlying these Base

Case assumptions, including that certain adjustments and offsets will not apply to payments due under the MSA, will be consistent with future events. If actual events deviate from one or more of the assumptions underlying the Base Case, the amount of TSRs available to make payments, including Turbo Redemption Payments will be affected. No assurance can be given that these structuring assumptions, upon which the projections of the 2006 Bond payments and Turbo Redemptions are based, will be realized.

Based on the information above and the ongoing under realization of TSRs, beginning in fiscal year 2014, the County decided to present the debt service to maturity for the 2006 Bonds assuming no further turbo payments are made besides those that have actually been made.

Details of 2006 Bonds outstanding at June 30, 2019 are as follows:

Issuance	Original Amount	Interest Rate	Final Maturity Date	Outstanding Balance at June 30, 2019
Series 2006A Senior Current Interest Bonds \$	534,610	4.75 - 5.125%	2025-2046	438,155
Series 2006B CABs	19,770	6.25%	2046	231,820
2006B unaccreted appreciation CABs				(187,584)
Series 2006C CABs	8,686	6.40%	2046	107,950
2006C unaccreted appreciation CABs				(88,142)
Series 2006D CABs	20,565	7.10%	2046	335,105
2006D unaccreted appreciation CABs				(283,861)
<b>Total</b>	<b>\$ 583,631</b>			<b>553,443</b>

Annual debt service requirements to maturity for 2006 Bonds are as follows:

Fiscal Year	Principal	Unaccreted Appreciation	Interest	Total
2020	\$ -	7,800	22,165	29,965
2021	-	8,328	22,165	30,493
2022	-	8,894	22,165	31,059
2023	-	9,496	22,165	31,661
2024	4,330	10,143	22,147	36,620
2025-2029	61,285	62,048	103,829	227,162
2030-2034	78,670	86,238	86,809	251,717
2035-2039	101,085	119,901	64,894	285,880
2040-2044	130,480	166,771	36,155	333,406
2045-2046	111,326	79,968	4,564	195,858
<b>Subtotal</b>	<b>487,176</b>	<b>\$ 559,587</b>	<b>\$ 407,058</b>	<b>\$ 1,453,821</b>
<b>Add:</b>				
Accreted appreciation through June 30, 2019		66,267		
<b>Subtotal</b>	<b>553,443</b>			
<b>Less:</b>				
Unamortized issuance discount		(9,374)		
<b>Total</b>	<b>\$ 544,069</b>			

As shown in **Table 31**, the unpaid accreted appreciation of the 2006 Bonds as of June 30, 2019 was \$66,267 which will continue to accrue and will be paid upon redemption.

Pledged revenue related to the 2006 Bonds for the year ended June 30, 2019 was as follows:

Debt Pledged	Final Maturity Date	Pledged Revenue to Maturity	Fiscal Year 2019	
			Debt Principal & Interest Paid	Pledged Revenue Received
Series 2006 Tobacco Settlement Asset-Backed Bonds	2046	\$ 1,520,088	\$ 32,566	\$ 31,583

### Loans - Governmental Activities

Loans for various governmental activities included a United States Department of Agriculture Farmers Home Administration loan for the construction of low income housing (Firebird Manor); a real property contract with the Whiting Family Trust titled Sheriff RCS - Ocotillo Wells for the purchase of one acre of property located in the Borrego Springs area to support the County's Regional Communications System (RCS); an Energy Conservation Assistance Act loan agreement with the California Energy Commission to fund energy savings measures consisting of 2,200 LED streetlight fixtures; and San Diego Gas & Electric (SDG&E) On Bill Financing (OBF) program loans used to fund energy efficiency and demand response projects at County-owned facilities.

In November 2011, the County Board of Supervisors authorized the use of the previously mentioned SDG&E OBF program loans to fund energy efficiency and demand response projects. This program finances installations, modifications and upgrades, such as lighting retrofits and controls and mechanical system upgrades, with the goal of reducing utility costs. The financing is a zero percent interest loan which is repaid from energy savings generated by each SDG&E meter. The County received its first OBF loan in 2013. As of June 30, 2019, sixteen OBF loans were outstanding, with remaining balances totaling \$1.211 million.

Upon the occurrence of an event of default on any of the aforementioned loans (as described in the Promissory Note or Loan Agreement), the whole sum of principal and interest shall become immediately due and payable. Furthermore, for the OBF loans, failure to repay the loan balance could result in shut-off of utility energy service, adverse credit reporting, and collection procedures which may include legal action.

Details of loans outstanding at June 30, 2019 for governmental activities are as follows:

**Table 33**  
**Loans - Governmental Activities**

Issuance	Original Amount	Interest Rate	Final Maturity Date	Outstanding Balance at June 30, 2019
<b>Loans - non internal service funds (ISF)</b>				
Firebird Manor	\$ 4,486	1.00%	2028	1,384
California Energy Comm Loan (Street Light & Maint Dist)	1,422	1.00%	2025	972
Sheriff RCS Land Purchase	68	6.78%	2026	43
<b>Total loans - non-ISF</b>	<b>5,976</b>			<b>2,399</b>
<b>Loans - ISF</b>				
San Diego Gas and Electric On Bill Financing (Facilities ISF)	3,732	0.00%	2029	1,211
<b>Total</b>	<b>\$ 9,708</b>			<b>3,610</b>

Annual debt service requirements to maturity for loans - governmental activities are as follows:

**Table 34**  
**Loans - Governmental Activities**  
**Debt Service Requirements to Maturity**

Fiscal Year	Principal	Interest	Total
2020	\$ 598	23	621
2021	576	20	596
2022	478	17	495
2023	450	14	464
2024	431	11	442
2025-2029	1,077	16	1,093
<b>Total</b>	<b>\$ 3,610</b>	<b>101</b>	<b>3,711</b>

### Arbitrage

In compliance with the Tax Reform Act of 1986 and subsequent U.S. Treasury Regulations, the County performed arbitrage rebate calculations via a third party to determine probable amounts due to the Federal government. At June 30, 2019, the probable arbitrage rebate was zero.

**NOTE 14**  
**Changes in Long-Term Liabilities**

Long-term liability activities for the year ended June 30, 2019 were as follows:

<b>Table 35</b>						
<b>Changes in Long-Term Liabilities</b>						
	Beginning Balance at July 1, 2018	Additions	Reductions	Accreted Interest	Ending Balance at June 30, 2019	Amounts Due Within One Year
<b>Governmental Activities:</b>						
COPs, bonds & loans						
Certificates of participation and lease revenue bonds	\$ 274,885		(18,665)		256,220	17,535
Taxable pension obligation bonds	558,525		(49,760)		508,765	52,725
Tobacco settlement asset-backed bonds	556,071		(9,930)	7,302	553,443	
Loans - non-internal service funds (ISF)	2,709		(310)		2,399	314
Loans - internal service funds	1,573		(362)		1,211	284
Unamortized issuance premiums	34,643		(2,839)		31,804	2,734
Unamortized issuance discounts	(10,098)		589		(9,509)	(590)
<b>Total COPs, bonds &amp; loans</b>	<b>\$ 1,418,308</b>		<b>(81,277)</b>	<b>7,302</b>	<b>1,344,333</b>	<b>73,002</b>
<b>Other long-term liabilities:</b>						
Capital Leases - non-ISF	\$ 47,691		(4,098)		43,593	4,510
Claims and judgments - ISF	245,947	63,339	(36,411)		272,875	51,438
Compensated absences - non-ISF	107,740	83,236	(80,685)		110,291	47,844
Compensated absences - ISF	2,495	2,101	(2,014)		2,582	1,080
Landfill postclosure	19,363	426			19,789	659
Pollution remediation	3,369	1,031	(310)		4,090	418
<b>Total Other long-term liabilities</b>	<b>\$ 426,605</b>	<b>150,133</b>	<b>(123,518)</b>		<b>453,220</b>	<b>105,949</b>
<b>Total Governmental Activities</b>	<b>\$ 1,844,913</b>	<b>150,133</b>	<b>(204,795)</b>	<b>7,302</b>	<b>1,797,553</b>	<b>178,951</b>
<b>Business-type activities:</b>						
Compensated absences	462	332	(347)		447	187
<b>Total Business-type Activities</b>	<b>\$ 462</b>	<b>332</b>	<b>(347)</b>		<b>447</b>	<b>187</b>

**NOTE 15****Funds Used to Liquidate Liabilities**

The following funds presented in **Table 36** below have typically been used to liquidate other long-term obligations in prior years:

Liquidated Liabilities	
Liability	Fund(s) Used to Liquidate in Prior Years
Claims & Judgments	Internal Service Funds - Employee Benefits and Public Liability Insurance
Compensated Absences	General Fund; Special Revenue Funds - Road, Air Pollution, County Library, Inactive Wastesites and Other Special Revenue Funds; Internal Service Funds - Facilities Management, Fleet Services and Purchasing; and Enterprise Funds - Airport and Sanitation District
Landfill Postclosure	Special Revenue Funds - Inactive Wastesites
Pollution Remediation	General Fund and Special Revenue Funds - Inactive Wastesites
Net Pension Liability	General Fund; Special Revenue Funds - Road, Air Pollution, County Library, Inactive Wastesites and Other Special Revenue Funds; Internal Service Funds - Facilities Management, Fleet Services and Purchasing; and Enterprise Funds - Airport and Sanitation District
Net Other Postemployment Benefits Liability	General Fund; Special Revenue Funds - Road, Air Pollution, County Library, Inactive Wastesites and Other Special Revenue Funds; Internal Service Funds - Facilities Management, Fleet Services and Purchasing; and Enterprise Funds - Airport and Sanitation District

The projected landfill postclosure care liability at June 30, 2019 for the San Marcos Landfill was \$19.789 million. This estimated amount is based on what it would cost to perform all postclosure maintenance over a 30 year period in calendar year 2019 dollars and is subject to change as a result of such factors including but not limited to: inflation; deflation; advancements in technology; and amendments to laws and regulations.

In addition to the above, state regulations require that landfill closure and postclosure maintenance costs be fully funded at the time of closure, unless a landfill owner/operator can demonstrate financial responsibility towards these activities by using other approved financial assurance alternatives. A pledge of revenue is one of various alternatives allowed to fund estimated postclosure costs. Under this alternative, the Board of Supervisors, on February 3, 1998, approved Minute Order No. 5 "Postclosure Maintenance Funding for the San Marcos Landfill", wherein the County entered into a pledge of revenue agreement with the California Integrated Waste Management Board (CIWMB). Pursuant to Resolution No. 98-24, adopted under Minute Order No. 5, the Board directed that the amount of pledged revenue shall be equal to \$790 thousand per year for the 30 year period of postclosure maintenance commencing upon completion of the final closure of the San Marcos Landfill. The amount of pledged revenue was reduced to \$626 thousand on December 20, 2016 when the California Department of Resources Recycling and Recovery (CalRecycle) reviewed and approved a revised postclosure maintenance plan for the San Marcos Landfill submitted by the County. The pledged amount is a promise of existing funds rather than future revenues and may increase or decrease to match any adjustment to identified cost estimates that are mutually agreed to by the County and CalRecycle.

Beginning July 1, 2011, CalRecycle, in accordance with Title 27, Division 2, Subdivision 1, Chapter 6 of the California Code of Regulations, requires owners and operators of all disposal facilities operating after July 1, 1991 to provide additional financial assurance for corrective action based on the highest amount of either a water release corrective action or a non-water release corrective action, on or before the date of the first permit review.

**NOTE 16****Landfill Site Postclosure Care Costs**

State laws and regulations require the placement of final covers on all landfill sites that stopped accepting solid waste after October 9, 1991 and the performance of certain maintenance and monitoring functions at these sites for a minimum of 30 years after closure. Closure and postclosure care costs are paid near or after the date a landfill stops accepting waste. The San Marcos Landfill is the sole waste disposal site owned by the County that is subject to these regulations. It was operational and accepted solid waste from 1979 until March 11, 1997. Formal closure of this landfill spanned from July 2004 through March 2007. Post closure maintenance began March 22, 2007.

The County determined that a non-water release corrective action would have the highest cost impact to the landfill and on January 27, 2016 the Board of Supervisors approved Minute Order No. 4 "Adopt a Resolution for Financial Assurance for Corrective Actions of the San Marcos Landfill and Authorize Submission of a Pledge of Revenue for Corrective Action Program at San Marcos Landfill." Pursuant to Resolution No. 16-011, adopted under Minute Order No. 4, the County entered into a pledge of revenue agreement to assure that adequate funds are available to carry out the Corrective Action Program 95-112 of the San Marcos Landfill. The pledge of revenue for corrective action costs is \$1.201 million per year for the 30-year period and may increase or decrease to match any adjustment to the identified cost estimate mutually agreed to by the County and CalRecycle (adjusted to \$1.227 million in fiscal year 2019). This pledged revenue will remain in the Environmental Trust Fund as a contingency until such time that corrective action costs are incurred.

Regulations governing solid waste management are promulgated by government agencies at the federal and state levels. These regulations address the design, construction, operation, maintenance, closure and postclosure maintenance of various types of facilities; acceptable and prohibited waste types; and inspection, permitting, environmental monitoring and solid waste recycling requirements. Regulations at both the state and federal levels could impose retroactive liability, particularly with respect to cleanup activities relating to any landfill site ever operated by the County, whether or not owned by the County. Thus, the County has potential liability with respect to every landfill ever owned, operated, contracted to be operated, or into which the County disposed waste. Compliance with these regulations may be costly, and, as more stringent standards are developed to protect the environment, these costs could increase.

## **NOTE 17** **Pollution Remediation**

Governmental Accounting Standards Board Statement No. 49, *Accounting and Financial Reporting for Pollution Remediation Obligations*, establishes accounting and reporting guidelines for the recognition and measurement of pollution remediation obligations (liabilities).

The County is involved in several remediation actions to clean up pollution sites within its boundaries. These matters generally coincide with the County's ownership of land, buildings and infrastructure assets. In some cases, regulatory agencies (e.g., California Regional Water Quality Control Board) notified the County of the need for remedial action. In addition, the County conducts its own environmental monitoring and this activity identifies pollution sites and matters requiring further investigation and possible remediation. Once the County is aware of these conditions, it commences monitoring, assessment, testing, and/or cleanup activities, and recognizes pollution remediation obligations when estimates can reasonably be determined.

The types of pollution that have been identified include leaking underground storage tanks, water, groundwater and soil contamination, and excessive levels of other contaminants. Remediation efforts include developing remediation and feasibility studies, source identification studies, site testing, sampling and analysis, ground water cleanup, removal of storage tanks and other hazardous materials.

As of June 30, 2019, the County's estimated pollution remediation obligations totaled \$4.090 million. These obligations were all associated with the County's government-wide governmental activities. The estimated liabilities were determined by project managers and/or consultants, based on historical cost information for projects of the same type, size and complexity and measured at their current value or current quotes from outside service providers. In subsequent periods, the County will adjust estimated obligations when new information indicates that such changes are required, including technology and changes in applicable laws or regulations.

The County owns a 70-acre parcel that currently consists of vacant, mowed land, and a temporary asphalt parking lot. The small plant preserve that was formerly attached to the parcel was removed and translocated to Mission Trails Regional Park. Organochlorine pesticide chlordane, metals, hydrocarbons, and toluene were detected at various concentrations in the soil samples collected. Phase one of this project was completed consisting of dewatering and removing contaminated soils caused by stormwater combined with contaminated groundwater as a result of an offsite spill on private property which has been conveyed through groundwater to County owned land. The County is not liable for the spill/contamination, but has assumed responsibility for remediation during construction. The remediation costs for dewatering and removing contaminated soils were \$93 thousand. Engineering design of redevelopment and infrastructure of the site is still in progress, and therefore, the range of the pollution remediation obligation is not reasonably estimable. Upon finalization of the construction plans, a soil and sediment management plan will be implemented to manage above ground debris; and the following: hydrocarbon and toluene impacted sediment; metals within stained soil; and, abandonment or protection of the onsite irrigation and groundwater monitoring wells.

At this time, the County has determined there are no estimated recoveries reducing the obligations.

### **NOTE 18**

#### **Conduit Debt Obligations**

From time to time, the County has issued tax-exempt conduit debt under the authority of Chapter 7 of Part 5 of Division 3 of the Health and Safety Code of the State of California on behalf of qualified borrowers to provide financial assistance for projects deemed to be of public interest.

Conduit debt consisted of the following: a) three Certificates of Participation (COPs) for the acquisition, construction, capital improvement and equipping of various facilities and b) one Mortgage Revenue Bond for the construction and permanent financing of a multi-family residential rental project located in the County to be partially occupied by persons of low or moderate incomes. Conduit debt is secured by the

property that is financed and is payable from the respective COPs' base rentals and underlying payments on mortgage loans. Upon repayment of the debt, ownership of the acquired facilities transfers to the private-sector entity served by the debt issuance.

The County is not obligated in any manner for repayment of this debt. Accordingly, the debt is not reported as liabilities in the accompanying financial statements.

As of June 30, 2019, the aggregate conduit debt principal amount outstanding was \$60.586 million.

### **NOTE 19**

#### **Special Tax Bonds**

##### **Harmony Grove Village Improvement Area No. 1 Special Tax Bonds, Series 2018A**

In February 2018, the Community Facilities District No. 2008-01 (Harmony Grove Village) of the County of San Diego, Improvement Area No. 1 Special Tax Bonds, Series 2018A (the "Series 2018A Bonds"), were issued totaling \$15.710 million. Proceeds of the Series 2018A Bonds were used to pay the costs of the acquisition of certain public facilities necessary for the development of that portion of the District designated as Improvement Area No. 1, to fund a reserve for the Series 2018A Bonds and to pay the costs of issuing the Series 2018A Bonds. The Series 2018A Bonds are payable solely from net special tax revenues derived from the levy of the special taxes on real property located within the boundaries of Improvement Area No. 1 and are secured by a pledge of all the net special tax revenues and moneys deposited in certain fiduciary funds established under the Series 2018A Indenture.

The County is not obligated in any manner for repayment of this debt. Accordingly, the debt is not reported as liabilities in the accompanying financial statements.

## NOTE 20

### Fund Balance Policy - General Fund

In Fiscal Year 2018, the Board of Supervisors adopted San Diego County Code of Administrative Ordinance No. 10509 (N.S.), "An Ordinance Amending the San Diego County Code of Administrative Ordinances Article VII, Section 113 Relating to the Maintenance and Restoration of Fund Balances and Reserves in the General Fund", thereby amending Sections 113.1, "General Fund Balances and Reserves", 113.2, "General Fund Commitments and Assignments of Fund Balance, and 113.3, "Restoration of General Fund Reserve Minimum Balance; and added Section 113.4, "Fund Balances and Use of One Time Revenues".

The purpose of this code is to establish guidelines in accordance with industry best practices regarding the maintenance and use of General Fund Unrestricted fund balance and the use of one-time revenues to help protect the fiscal health and stability of the County. Available Unrestricted General Fund balance shall be determined by excluding Unrestricted Fund balances that have been Committed or Assigned thereby focusing solely on Unassigned Fund balance. These sections include:

*General Fund Balances and Reserves:* A portion of Unassigned Fund balance shall be maintained as a reserve (General Fund Reserve) at a minimum of two months of audited General Fund expenditures (which is the equivalent of 16.7% of audited General Fund expenditures). The General Fund Reserve will protect the County against expenditure and revenue volatility, natural disasters and other unforeseen emergencies, economic downturns, unfunded pension liabilities, and aging infrastructure.

Appropriation of the General Fund Reserve minimum balance requires at least one of the following criteria to be met:

- An unanticipated revenue shortfall or expenditure increase where total expenditures exceeds total revenues.
- A legally declared emergency as defined in Government Code Section 29127.
- To absorb unforeseen changes in pension liability, including changes in the assumed rate of return, market losses, to maintain or reduce the unfunded

pension liability, or other related changes as recommended by the Chief Administrative Officer (CAO).

- To help mitigate risk due to maintaining aging infrastructure including capital improvements, new construction, or other recommendations made by the CAO.
- To the extent reserves are available, a recommendation made by the CAO to promote the long-term fiscal health and stability of the County.

Furthermore, all appropriation of the General Fund Reserve minimum balance and/or transfers from the General Fund Reserve appropriation, shall require a 4/5th vote of the Board of Supervisors.

To the extent that available Unassigned Fund balance is available in excess of General Fund Reserve minimum balance, the CAO may recommend the appropriation or commitment of the available balance for one-time uses. These recommendations may appear in the CAO Recommended Operational Plan or as an agenda item for a regularly scheduled meeting of the Board of Supervisors.

*General Fund Commitments and Assignments of Fund Balance:* From time to time, fund balance may be committed by the Board of Supervisors and/or assigned by the CAO for specific purposes. A commitment requires formal board action to establish, change or cancel while an assignment may be established, changed or cancelled by the CAO. Changing or cancelling a commitment or assignment of fund balance shall not be approved if such action would result in increased and/or unfunded costs or liabilities such as those required to fulfill existing contractual obligations or to identify alternative funding sources for the original Commitment or Assignment purpose or if such action would jeopardize the long-term fiscal sustainability of the County. Commitments and/or assignments shall not be approved if they would result in the amount of the General Fund Reserve falling below the minimum required balance.

*Restoration of General Fund Reserve Minimum Balance:* In the event that the General Fund Reserve falls below the minimum required balance, the CAO shall present a plan to the Board of Supervisors for restoration of the targeted levels. The plan should restore balances

to targeted levels within one (1) to three (3) years, depending on the use, reasons for use, and severity of the event. In the event that the General Fund Reserve is used to serve as a short-term financing bridge, the

plan shall include mitigation of long-term structural budgetary imbalances by aligning ongoing expenditures to ongoing revenues.

## NOTE 21

### Fund Balances Restricted for Laws or Regulations of Other Governments: Fund Purpose

At June 30, 2019, the fund balances restricted for laws or regulations of other governments: fund purpose are presented in **Table 37** as follows:

Table 37

#### Fund Balances Restricted for Laws or Regulations of Other Governments: Fund Purpose At June 30, 2019

Fund Type:	Purpose	Amount
<b>Nonmajor Funds</b>		
Special Revenue Funds		
Air Pollution Fund	Air pollution activities	\$ 28,564
Asset Forfeiture Program Fund	Law enforcement	11,593
Community Facilities District Funds - Other	Fire protection and suppression, emergency response, and the operation and maintenance of facilities	1,557
County Library Fund	Library services	11,785
County Low and Moderate Income Housing Asset Fund	County housing activities	267
County Service District Funds	Road, park lighting maintenance, fire protection and ambulance services	33,376
Edgemoor Development Fund	Edgemoor development	17,281
Harmony Grove Community Facilities District Fund	Maintenance and operation of parks and recreation services, fire protection services, emergency response, street improvements, street lighting, and flood control services	511
Housing Authority Low and Moderate Income Housing Asset Fund	Housing Authority housing activities	12
In Home Supportive Services Public Authority Fund	In home supportive services	87
Inmate Welfare Program Fund	Benefit, education, and welfare of jail inmates	14,590
Lighting Maintenance District Fund	Street and road lighting maintenance	3,511
Other Special Revenue Funds	Retracement or remonument surveys, improvements for grazing lands, wildlife propagation and aviation purposes capital improvements and repairs, contracts administration, data collection, analysis and reporting, and responding to complaints regarding trash and trash haulers in unincorporated areas	3,483
Park Land Dedication Fund	Developing new or rehabilitating existing neighborhood or community park or recreational facilities	20,659
<b>Total Nonmajor Funds (Special Revenue Funds)</b>		<b>\$ 147,276</b>

**NOTE 22**

**Fund Balances Restricted for Laws or Regulations of Other Governments: Other Purposes**

At June 30, 2019, the fund balances restricted for laws or regulations of other governments: other purposes are presented in **Table 38** as follows:

<b>Table 38</b>	
<b>Fund Balances Restricted for Laws or Regulations of Other Governments: Other Purposes</b>	
<b>At June 30, 2019</b>	
<b>Major Fund</b>	
General Fund	
Teeter tax loss	\$ 9,863
Juvenile justice crime prevention	9,314
Mental health	8,672
Parole revocation hearings	8,552
Vector control	8,486
Fingerprinting equipment purchase and operation	6,918
Probation Department activities	4,945
Emergency medical services, various construction costs	4,136
Real estate fraud prosecution	3,843
Public Defender defense of indigent cases	3,733
Projects, programs and services that benefit Crest - Dehesa - Harbison Canyon - Granite Hills sub-region	2,359
Probation community transition unit activities	2,291
Parks and Recreation land acquisition, improvements, stewardship and other activities	2,240
Juvenile probation camp	2,088
Vehicle abatement activities	1,726
Sheriff automated warrant system	1,559
Sheriff law enforcement	1,489
Sheriff vehicle maintenance and replacement	1,389
Improvement, maintenance and operation of the Waterfront Park	1,372
Administration, operation and conservation of trails, paths or other facilities for off-highway motor vehicles	540
Domestic violence and child abuse prevention	325
Acquisition, rehabilitation, construction and financing of courtrooms, courtroom buildings or court facilities	168
Equipment replacement/system enhancement Caller ID Remote Access Network	116
Offset costs incurred to locate and notify victims to whom restitution is owed	114
Social services child safety education	73
Lease or purchase of California state approved voting systems, or components of voting systems	10
<b>Total General Fund</b>	<b>\$ 86,321</b>
<b>Nonmajor Funds</b>	
Special Revenue Funds	
Flood Control District Fund	
Flood control future drainage improvements	\$ 24,237
Housing Authority - Other Fund	
Disaster related administration	44
Housing repairs and improvements	21
<b>Total Nonmajor Special Revenue Funds</b>	<b>\$ 24,302</b>
<b>Total Nonmajor Funds</b>	<b>\$ 24,302</b>
<b>Total Fund Balances Restricted for Laws or Regulations of Other Governments: Other Purposes</b>	<b>\$ 110,623</b>

**NOTE 23****Fund Balances Committed to Other Purposes**

At June 30, 2019, the fund balances committed to other purposes are presented in **Table 39** as follows:

<b>Table 39</b>	
<b>Fund Balances Committed To Other Purposes</b>	
<b>At June 30, 2019</b>	
<b>Major Fund</b>	
General Fund	
Regional communication system infrastructure enhancements	\$ 14,969
Parks expansion and improvements	9,311
Pension unfunded actuarial accrued liability reduction	6,357
Department of Environmental Health services	4,416
Department of Planning and Development Services activities	3,774
Health based programs reducing adult/youth smoking	3,587
San Diego Fire Authority equipment replacement	2,433
Parks and Recreation land acquisition	1,610
Sheriff's Department helicopter replacement	669
Management of conduit financing programs	575
South County Shelter capital improvements	224
Future purchase of agricultural conservation easements	132
Capital projects or major maintenance projects	102
Parks and Recreation turf replacement Sweetwater Valley	95
<b>Total General Fund</b>	<b>\$ 48,254</b>

**NOTE 24****Fund Balances Assigned to Other Purposes**

At June 30, 2019, the fund balances assigned to other purposes are presented in **Table 40** as follows:

<b>Table 40</b>	
<b>Fund Balances Assigned to Other Purposes</b>	
<b>At June 30, 2019</b>	
<b>Major Fund</b>	
General Fund	
Health, mental health and social services	\$ 50,868
Planning, land use, agriculture, watershed and other public services	36,075
Law enforcement, detention, legal and other protection services	25,653
Maintenance	17,423
Park and Recreation services	8,016
Hall of Justice future lease payments	3,200
Assessor/Recorder/County Clerk services	2,484
Fire protection	1,503
Treasurer-Tax Collector services	367
<b>Total General Fund</b>	<b>\$ 145,589</b>

**NOTE 25**

**Net Position Restricted for Laws or Regulations of Other Governments: Other Purposes**

At June 30, 2019, the net position restricted for laws or regulations of other governments: other purposes is presented in **Table 41** as follows:

<b>Net Position Restricted for Laws or Regulations of Other Governments: Other Purposes</b>	
<b>At June 30, 2019</b>	
Developing new or rehabilitating existing neighborhood or community park or recreational facilities	\$ 20,659
Edgemoor development	17,281
Benefit, education, and welfare of jail inmates	14,590
Library services	11,785
Law enforcement	11,593
Juvenile justice crime prevention	9,314
Parole revocation hearings	8,552
Fingerprinting equipment purchase and operation	6,918
Probation Department activities	4,945
Emergency medical services, various construction costs	4,136
Real estate fraud prosecution	3,843
Public Defender defense of indigent cases	3,733
Street and road lighting maintenance	3,511
Retracement or remonument surveys, improvements for grazing lands, wildlife propagation and aviation purposes capital improvements and repairs, contracts administration, data collection, analysis and reporting, and responding to complaints regarding trash and trash haulers in unincorporated areas	3,483
Projects, programs and services that benefit Crest - Dehesa - Harbison Canyon - Granite Hills sub-region	2,359
Probation community transition unit activities	2,291
Parks and Recreation land acquisition, improvements, stewardship and other activities	2,240
Juvenile probation camp	2,088
Vehicle abatement activities	1,726
Sheriff automated warrant system	1,559
Fire protection and suppression, emergency response, and the operation and maintenance of facilities	1,557
Sheriff law enforcement	1,489
Sheriff vehicle maintenance and replacement	1,389
Improvement, maintenance and operation of the Waterfront Park	1,372
Administration, operation and conservation of trails, paths or other facilities for off-highway motor vehicles	540
Maintenance and operation of parks and recreation services, fire protection services, emergency response, street improvements, street lighting, and flood control services	511
Domestic violence and child abuse prevention	325
Housing activities	267
Acquisition, rehabilitation, construction and financing of courtrooms, courtroom buildings or court facilities	168
Equipment replacement/system enhancement Caller ID Remote Access Network	116
Offset costs incurred to locate and notify victims to whom restitution is owed	114
In home supportive services	87
Social services child safety education	73
Disaster related administration	44
Housing repairs and improvements	21
Housing Authority housing activities	12
Lease or purchase of California state approved voting systems, or components of voting systems	10
<b>Total Net Position Restricted for Laws or Regulations of Other Governments: Other Purposes</b>	<b>\$ 144,701</b>

**NOTE 26****Risk Management**

The County operates a Risk Management Program, whereby it is self-insured for general liability (California Government Code Section 990), malpractice (California Government Code Section 990.9), automobile liability (California Vehicle Code Section 16020(b)(4)) and primary workers' compensation (California Code of Regulations, Title 8, Section 15203.4). The County purchases insurance coverage for all risk property losses, cyber liability, excess workers' compensation, government crime insurance, including employee dishonesty and faithful performance, aviation commercial general liability, and aircraft hull and liability insurance. Settlements in the areas covered have not exceeded insurance coverage for each of the past three fiscal years.

The County's Employee Benefits and Public Liability Insurance Internal Service Funds (ISF) are used to report all of its uninsured risk management activities. Risk management liabilities are reported when it is probable that a loss has occurred and the amount of that loss can be reasonably estimated. Actuarial evaluations were obtained which determine estimates of known and projected public liability and workers compensation claim liabilities. These evaluations include estimates for claims incurred but not reported; allocated and unallocated loss adjustment expenses; and amounts for incremental claim adjustment expenses related to specific claims and other claim adjustment expenses regardless of whether allocated to specific claims.

At June 30, 2019, these liabilities discounted for anticipated investment return (public liability of 1% and workers' compensation of 2.5%), totaled \$272.9 million, including \$87.1 million in public liability and \$185.8 million in workers' compensation. Changes in the balances of claim liabilities for fiscal years 2019 and 2018 are shown in **Table 42**.

**Table 42**  
Risk Management - Changes in Claim Liabilities

	2019	2018
<b>Employee Benefits Fund</b>		
Unpaid claims, July 1	\$ 180,838	175,488
Incurred claims	31,121	28,202
Claim payments	(26,178)	(22,852)
Unpaid claims, June 30	\$ 185,781	180,838
<b>Public Liability Insurance Fund</b>		
Unpaid claims, July 1	\$ 65,109	52,662
Incurred claims	32,218	16,071
Claim payments	(10,233)	(3,624)
Unpaid claims, June 30	\$ 87,094	65,109

**NOTE 27****Contingencies****Litigation**

As of June 30, 2019, the County has no potential liability that could result if unfavorable final decisions are rendered in numerous lawsuits to which the County is a named defendant.

**Unrecorded Leave Benefits**

County employees have unrecorded accumulated benefits of approximately \$220 million in sick leave, holiday and compensatory time. With the exception of sick leave for eligible employees, these benefits are not payable to employees upon termination and are normally liquidated at year-end or as employees elect to use their benefits per Civil Service rules and regulations. Accumulated vacation, sick leave, and compensatory time-off for which employees are eligible for payment upon separation have been recorded as liabilities in the appropriate proprietary funds and the government-wide statement of net position.

### Federal and State Programs

Amounts received or receivable from grantor agencies are subject to audit and adjustment by grantor agencies, principally the federal government. Any disallowed claims, including amounts already collected, may constitute a liability of the applicable funds. The amount, if any, of expenditures that may be disallowed by the grantor cannot be determined at this time, although the County expects such amounts, if any, to be immaterial.

### NOTE 28

#### Joint Ventures

The San Diego Geographic Information Source (SanGIS) was created in July 1997 as a joint powers agreement between the City of San Diego and the County of San Diego. SanGIS objectives are to create and maintain a geographic information system; marketing and licensing compiled digital geographic data and software; providing technical services; and publishing geographic and land related information for the City and the County, other public agencies, and the private sector. It is governed by a Board of Directors consisting of one voting member from the City of San Diego and one from the County of San Diego. SanGIS relies mostly on an annual budget of \$1.5 million contributed primarily by the City and the County to supplement its operating revenues. In its latest report, SanGIS reported an increase in net position of \$66 thousand and ending net position of \$326 thousand for the year ended June 30, 2018. The financial report may be obtained by writing to SanGIS at 5510 Overland Ave., Suite 230, San Diego CA 92123 or by calling (858) 874-7000 or by E-mail at [webmaster@sangis.org](mailto:webmaster@sangis.org).

The County is a participant with 18 incorporated cities to operate the Unified San Diego County Emergency Services Organization for the purpose of providing regional planning and mutual assistance in the event of an emergency or disaster in the region. The organization is governed by the Unified Disaster Council (UDC) with the San Diego County Board of Supervisors, who serves as Chair of the Council, and a representative from each of the 18 incorporated cities. The County of San Diego Office of Emergency Services (OES) serves as staff to the UDC. OES is a liaison between the incorporated cities, the California

Governor's Office of Emergency Services, the Federal Emergency Management Agency, as well as non-governmental agencies such as the American Red Cross. A contractual agreement requires that the cities and the County provide the total required funding each year; one half from the cities and the other half from the County. In its latest report, the organization reported an increase in net position of \$10 thousand and ending net position of \$134 thousand for the year ended June 30, 2018. Separate financial statements may be obtained from the Office of Emergency Services, 5580 Overland Ave., Suite 100, San Diego CA 92123 or by calling (858) 565-3490 or by E-mail at [oes@sdcounty.ca.gov](mailto:oes@sdcounty.ca.gov).

The San Diego Workforce Partnership (Partnership) funds and delivers job training programs that empower job seekers to meet the current and future workforce needs of employers in San Diego County. Two boards provide oversight: The Consortium Policy Board and the Workforce Development Board (WDB). As the Workforce Partnership is a joint authority, the Consortium Policy Board is a community partnership of the City and County of San Diego. Members include two County Board of Supervisors, two San Diego City Council members, and a community representative (currently the United Way of San Diego). The Consortium Policy Board appoints members to, and receives recommendations from, the WDB. The two boards collaborate on funding decisions and programmatic priority. For the year ended June 30, 2018, the Partnership reported a decrease in net position of \$30 thousand and ending net position of \$589 thousand. Complete financial reports may be obtained by writing to the San Diego Workforce Partnership, 9246 Lightwave Ave., Suite 210, San Diego, CA 92123 or by calling (619) 228-2900.

In November 2011, the County of San Diego, which oversees the San Diego County Fire Authority, agreed to be a participant in the Heartland Fire Training Authority effective July 1, 2012. The Authority includes 10 other member agencies and was formed for the purposes of jointly equipping, maintaining, operating, and staffing to provide training of fire-fighting and emergency response personnel to member agencies. It is governed by a Commission comprised of elected officials from each member jurisdiction. The annual budget is derived from fees paid by participating

agencies along with revenue generated from class offerings. In its latest report, Heartland Fire Training Authority reported an increase in net position of \$177 thousand and ending net position of \$1.3 million for the year ended June 30, 2018. The financial report may be obtained by writing to Heartland Fire Training Authority at 1301 North Marshall Ave., El Cajon CA 92020 or by calling (619) 441-1683.

## NOTE 29

### Pension Plans

#### Plan Description

The County contributes to the San Diego County Employees Retirement Association pension plan (SDCERA-PP or the Plan), a cost-sharing, multiple-employer, defined benefit pension plan that is administered by the Board of Retirement of the San Diego County Employees Retirement Association (SDCERA), a public employee retirement system established by the County of San Diego (County) on July 1, 1939. SDCERA is an independent governmental entity separate and distinct from the County of San Diego. The SDCERA-PP provides retirement, disability, death and survivor benefits for its members under the County Employees Retirement Law of 1937 (Government Code Section 31450 et. seq.), the "Retirement Act".

The management of SDCERA is vested with the Board of Retirement. The Board consists of nine members and two alternates made up of member-elected representatives, Board of Supervisors-appointed representatives and the County Treasurer-Tax Collector who is elected by the general public and a member of the Board of Retirement by law. All members of the Board of Retirement serve terms of three years except for the County Treasurer-Tax Collector whose term runs concurrent with his term as County Treasurer.

#### Plan Membership

The participating employers in the SDCERA-PP consist of the County of San Diego; Superior Court of California - County of San Diego; San Dieguito River Valley Joint Powers Authority; Local Agency Formation Commission; and, the San Diego County Office of Education.

All employees of the County of San Diego and the other aforementioned participating employers working in a permanent position at least 20 hours each week are members of the SDCERA. Membership begins with the first biweekly payroll period in the month following employment. Members are vested after accruing five years of service credit.

At June 30, 2018, SDCERA-PP membership totaled 42,825, consisting of the following: Retired members or beneficiaries currently receiving benefits - 19,028, Vested terminated members entitled to, but not yet receiving benefits - 5,928; and Active members - 17,869.

There are separate retirement plans (types of membership) - General and Safety, under the SDCERA-PP. Safety membership is extended to those involved in active law enforcement or who otherwise qualify for Safety membership including court service officers and probation officers. All other employees are classified as General members.

The SDCERA-PP has four Tiers. Any new employee who becomes a member on or after January 1, 2013 is placed into Tier C and is subject to the provisions of California Public Employees' Pension Reform Act of 2013 (PEPRA), California Government Code Section 7522 et seq. and Assembly Bill (AB) 197. Tier C is the current open plan for all new General and Safety employees; Tiers I, A, and B are generally closed to new entrants but have active members. On March 8, 2002, an additional Tier, Tier II, was eliminated for General and Safety members. Tier A was established for active General members and all non-retired Safety members. All active General members were converted to Tier A unless they elected to opt out during the one-time opt-out period that ended March 7, 2002. When Tier II was eliminated, all deferred General Tier II members and active members who elected to opt out of Tier A were converted to Tier I. Both Tier I and Tier II are closed to new members.

**Benefits Provided**

The tiers and their basic provisions are listed in the following table:

**Table 43**  
**SDCERA - PP Tiers and Basic Provisions**

Tier Name	Governing Code	Membership Effective Date	Basic Provisions	Final Average Salary Period
General Tier I	\$31676.12	Before March 8, 2002 (1)	2.62% at 62; maximum 3% COLA	Highest 1 - year
General Tier A	\$31676.17	March 8, 2002 to August 27, 2009	3.0% at 60; maximum 3% COLA	Highest 1 - year
General Tier B	\$31676.12	August 28, 2009 to December 31, 2012	2.62% at 62; maximum 2% COLA	Highest 3 - year
General Tier C (2)	\$7522.20(a)	January 1, 2013	2.5% at 67; maximum 2% COLA	Highest 3 - year
Safety Tier A	\$31664.1	Before August 28, 2009	3% at 50; maximum 3% COLA	Highest 1 - year
Safety Tier B	\$31664.2	August 28, 2009 to December 31, 2012	3% at 55; maximum 2% COLA	Highest 3 - year
Safety Tier C	\$7522.25(d)	January 1, 2013	2.7% at 57; maximum 2% COLA	Highest 3 - year

(1) All general members with membership dates before March 8, 2002 who made a specific and irrevocable election to opt out of General Tier A. This also included those General Members in deferred status on March 8, 2002.

(2) A new General Tier D has been approved by the County for employees with membership date on or after July 1, 2018. However, there will be no General Tier D members reported by SDCERA until the Actuary collects membership data for the June 30, 2019 funding valuation and when the Actuary rolls forward the liability in that valuation for use in the Governmental Accounting Standards Board Statement No. 68 valuation with a measurement date of June 30, 2020 and a reporting date of June 30, 2021.

General members enrolled in Tier 1, A or B are eligible to retire once they attain the age of 70 regardless of service or at age 50 (55 for Tier B) and have acquired 10 or more years of retirement service credit. A General member in Tier 1, A or B with 30 years of service is eligible to retire regardless of age. General members enrolled in General Tier C are eligible to retire once they attain the age of 70 regardless of service or at age of 52, and have acquired five or more years of retirement service credit.

Safety members enrolled in Tier A or B are eligible to retire once they attain the age of 70 regardless of service or at age 50 and have acquired 10 or more

years of retirement service credit. A Safety member in Tier A or B with 20 years of service is eligible to retire regardless of age. Safety members enrolled in Safety Tier C are eligible to retire once they have attained the age of 70 regardless of service or at age of 50, and have acquired five or more years of retirement service credit.

The retirement benefit the member will receive is based upon age at retirement, final average compensation, years of retirement service credit and retirement plan and tier.

For members enrolled in Tier 1, A or B, the maximum monthly retirement allowance is 100% of final compensation. The California Public Employees' Pension Reform Act (PEPRA), limits the amount of compensation that can be used to calculate the retirement benefit for Tier C to 100% of the 2013 Social Security taxable wage base limit for General Members and 120% for Safety Members. These amounts will be adjusted with price inflation starting in 2014.

The member may elect an unmodified retirement allowance, or choose an optional retirement allowance. The unmodified retirement allowance provides the highest monthly benefit and a 60% continuance to an eligible surviving spouse or domestic partner. An eligible surviving spouse or domestic partner is one married to or registered with the member one year prior to the effective retirement date. Certain surviving spouses or domestic partners may also be eligible if marriage or domestic partnership was at least two years prior to the date of death and the surviving spouse or domestic partner has attained age 55. There are four optional retirement allowances the member may choose. Each of the optional retirement allowances requires a reduction in the unmodified retirement allowance in order to allow the member the ability to provide certain benefits to a surviving spouse, domestic partner, or named beneficiary having an insurable interest in the life of the member.

The County Employees Retirement Law of 1937 (Government Code Section 31450 et seq.) assigns the County Board of Supervisors the authority to establish and amend benefit provisions.

In addition to the aforementioned retirement, disability, death and survivor benefits, SDCERA provides an annual cost-of-living benefit to all retirees. The cost-of-living adjustment (COLA), based upon the Consumer Price Index for the San Diego County Area (with 1982-84 as the base period), is capped at 3.0% for Tier 1 and Tier A; and capped at 2.0% for Tier B and Tier C. The County Employees Retirement Law of 1937 (Government Code Section 31450 et seq.) assigns the SDCERA Board of Retirement authority to approve retiree members and beneficiaries cost-of-living increases.

### Contributions

SDCERA-PP is a contributory plan, meaning both the member and the employer pay contributions into the system; membership and contributions are mandatory. All members are required to make contributions to SDCERA regardless of the retirement plan or tier in which they are included. The average member contribution rate as of June 30, 2019 for fiscal year 2019 was 11.40% of compensation, (not adjusted for employer pick-up of employee contributions).

The County of San Diego and the other participating agencies contribute to the retirement plan based upon actuarially determined contribution rates adopted by the Board of Retirement. Employer contribution rates are adopted annually based upon recommendations received from SDCERA's actuary after the completion of the annual actuarial valuation. The average employer contribution rate as of June 30, 2019 for fiscal year 2019 was 41.96% (not adjusted for pick-up) of compensation.

The Retirement Act requires that County and member contributions be actuarially determined to provide a specific level of benefit. California Government Code Section 31454 (Section 31454) requires the Board of Supervisors to adjust the rates of the San Diego County employer and employee retirement contributions in accordance with the recommendations of the Board of Retirement of SDCERA (SDCERA Board). Section 31454 allows the Board of Supervisors to set (amend) the rate to a higher rate than that recommended by the SDCERA Board, but cannot fix the rate lower than the recommended rate. Contribution rates are expressed as a percentage of covered payroll and member rates vary according to age at entry, benefit tier level and certain negotiated contracts that provide for the County to pay a portion of members' contributions.

Contributions to the Plan from the County were \$499,451 for the year ended June 30, 2019.

Employer and employee contribution rates and active members for the General and Safety plans are as follows:

**Table 44**

**Employer/Employee Contribution Rates and Active Members by Tier**

	Employer Contribution Rates	Employee Contribution Rates	Active Members
General Tier I	39.95%	7.95 - 15.48%	22
General Tier A	39.95%	9.55 - 17.08%	7,621
General Tier B	39.95%	6.75 - 13.44%	1,500
General Tier C	33.52%	8.27%	5,234
Safety Tier A	56.82%	13.85 - 20.38%	2,069
Safety Tier B	56.82%	10.74 - 15.99%	463
Safety Tier C	48.96%	14.69%	960

SDCERA issues a publicly available financial report that includes financial statements and required supplementary information for the SDCERA-PP. The financial report may be obtained by writing to San Diego County Employees Retirement Association, 2275 Rio Bonito Way, Suite 100, San Diego, California 92108-1685 or by calling (619) 515-6800.

**Pension Liabilities, Pension Expense, and Deferred Outflows of Resources and Deferred Inflows of Resources Related to Pensions**

At June 30, 2019, the County reported a liability of \$3,197,900 for its proportionate share of the collective Net Pension Liability (NPL). The NPL was measured as of June 30, 2018 and was determined by rolling forward the Total Pension Liability (TPL) as of the June 30, 2017 actuarial valuation date. The NPL is equal to the difference between the TPL and the Plan's Fiduciary Net Position. The Plan's Fiduciary Net Position is equal to the fair value of Plan assets (excluding the Health Insurance Allowance Reserve).

Pension amounts, including the County's proportionate share of the NPL, are determined separately for the General and Safety membership classes based on their benefit provisions, actuarial experience, receipts and expenses. The total pension liability for each membership class was calculated based on the participants in and benefits provided for the respective membership class, and the SDCERA-PP fiduciary net position was determined in proportion to the valuation value of assets for each membership class. San Diego County is the sole active employer in the Safety membership class that made contributions in fiscal year 2018; therefore 100% of the NPL for the Safety membership class is allocated to San Diego County.

For the County's General membership class, actual or statutorily required contributions for the year ended June 30, 2018 were used as the basis for determining the proportion of pension amounts, including the NPL. The ratio of the County's General member contributions to the total SDCERA-PP General member contributions for all participating employers is multiplied by the SDCERA-PP total General member NPL to determine the County's proportionate share of the General membership class NPL. The County's total

proportionate share is the combination of the County's Safety and General member class proportions.

At June 30, 2018, the County's proportionate share of employer contributions was approximately 94.119%, (General 91.382%, Safety 100%), which was an increase of approximately 0.983% from its proportion measured as of June 30, 2017.

For the year ended June 30, 2019, the County recognized pension expense of \$556,530.

At June 30, 2019, the County reported deferred outflows of resources and deferred inflows of resources related to pension from the following sources:

**Table 45**  
**Pension Deferred Outflows/Inflows**

	Deferred Outflows of Resources	Deferred Inflows of Resources
Contributions to the pension plan subsequent to the measurement date	\$ 499,451	
Changes in proportionate share and differences between employer's contributions and proportionate share of contributions	29,189	2,221
Changes of assumptions or other inputs	341,831	
Net difference between projected and actual earnings on pension plan investments	12,355	
Differences between expected and actual experience in the total pension liability	1,964	231,348
	<b>\$ 884,790</b>	<b>233,569</b>

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

Projected earnings on pension investments are recognized as a component of pension expense. The net difference between projected and actual earnings on pension plan investments is reported as a deferred outflow of resources or deferred inflow of resources and amortized as a component of pension expense on a closed basis over a five-year period, beginning with the period in which they are incurred.

Changes in proportionate share and differences between employer's contributions and proportionate share of contributions, changes of assumptions and other inputs, and differences between expected and actual experience in the total pension liability, are amortized over the average of the expected remaining service lives (service lives) of all employees that are provided with pensions through the SDCERA-PP and are recorded as a component of pension expense, beginning with the period in which they are incurred. \$499,451 reported as deferred outflows of resources related to pensions resulting from County contributions subsequent to the measurement date 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 will be recognized in pension expense as follows:

Pension Expense	
Year Ending June 30	Amount
2020	\$ 251,004
2021	95,668
2022	(161,419)
2023	(33,483)
<b>Total</b>	<b>\$ 151,770</b>

### Actuarial Assumptions

Total Pension Liability represents the portion of the actuarial present value of projected benefit payments attributable to past periods of employee service. The significant actuarial assumptions used to measure the total pension liability as of June 30, 2018 (the measurement date) are shown in the following table:

Actuarial Assumptions	
Inflation	3.00%
Salary increases	General: 4.25% to 10.25% and Safety: 4.50% to 12.00% vary by service, including inflation.
Discount rate	7.25%, net of pension plan investment expense, including inflation.
Cost-of-living adjustment	Maximum of 3% for TIER I, II and A Maximum 2% for TIER B and C
Date of last experience study	July 1, 2012 through June 30, 2015

Mortality rates for General members and beneficiaries are based on the Headcount-Weighted RP-2014 Health Annuitant Mortality Table projected 20 years with the two-dimensional scale MP2015D, set forward one year for females. For Safety members, the same mortality table is used with a two-year setback. For General members with a disability retirement, there is a five-year age set forward for males and four-year set forward for females on post-retirement mortality. For Safety members with a disability retirement, there is a one-year age set forward.

The allocation of investment assets within the SDCERA portfolio is approved by the Board of Retirement. Plan assets are managed on a total return basis with a long-term objective of achieving the assumed investment rate of return.

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 inflation) are developed for each major asset class. These returns 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, adding expected inflation and subtracting expected investment expenses and a risk margin. The target allocation and projected arithmetic real rates of return for each major asset class, after deducting inflation, but before deducting investment expenses, are shown in the following table. This information was used in the derivation of the long-term expected investment rate of return assumption for the June 30, 2017 actuarial valuation and rolled forward to the June 30, 2018 measurement period:

**Table 48**

**Target Allocation and Projected Arithmetic Real Rates of Return for each Asset Class**

Asset Class	Target Allocation	Long-Term Expected Real Rate of Return
Large Cap U.S. Equity	17.685%	5.80%
Small Cap U.S. Equity	1.965%	6.47%
Developed International Equity	16.200%	6.97%
Emerging Markets Equity	9.150%	8.93%
U.S. Core Bonds	10.000%	0.84%
High Yield Bonds	5.000%	3.47%
Global Bonds	2.000%	0.49%
Bank Loan	5.000%	2.34%
Cash & Cash Equivalents	2.000%	(0.46%)
Real Estate	4.500%	4.45%
Value Added Real Estate	4.500%	7.10%
Hedge Fund (Fund to Funds)	8.000%	4.40%
Private Real Asset	6.000%	9.00%
Private Equity	8.000%	9.00%
<b>Total</b>	<b>100%</b>	

**Discount Rate**

The discount rate used to measure the total pension liability was 7.25 percent as of June 30, 2018. The projection of cash flows used to determine the discount rate assumed SDCERA-PP member contributions will be made at the current contribution rates and that employer contributions will be made at rates equal to the actuarially determined contribution rates. For this purpose, only employer contributions that are intended to fund benefits for current SDCERA-PP members and their beneficiaries are included. Projected employer contributions that are intended to fund the service costs for future SDCERA-PP members and their beneficiaries, as well as projected contributions from future SDCERA-PP members, are not included. Based on those assumptions, the SDCERA-PP's net position was projected to be available to make all projected future benefit payments for current SDCERA-PP members. Therefore, the long-term expected rate of return on SDCERA-PP investments was applied to all periods of projected benefit payments to determine the total pension liability as of June 30, 2018.

**Sensitivity of the County's Proportionate Share of the Net Pension Liability to the Changes in the Discount Rate**

The following table presents the County's proportionate share of the Net Pension Liability as of June 30, 2018, calculated using the discount rate of 7.25%, as well as what the County's proportionate share of the Net Pension Liability would be if it were calculated using a discount rate that is 1-percentage-point lower (6.25%) or 1-percentage-point higher (8.25%) than the current rate:

**Table 49**

**County's Share of Net Pension Liability Discount Rate Sensitivity**

	1% Decrease	Current Discount Rate	1% Increase
	(6.25%)	(7.25%)	(8.25%)
County's proportionate share of the net pension plan liability	\$5,208,545	\$3,197,900	\$1,544,676

**SDCERA-PP Fiduciary Net Position**

Detailed information about the SDCERA-PP fiduciary net position is available in the aforementioned SDCERA publicly available financial report.

**NOTE 30**

**Other Postemployment Benefits**

**Retiree Health Plan**

**Plan Description**

The County contributes to the SDCERA retiree health plan, (SDCERA-RHP) a cost-sharing, multiple-employer defined benefit health plan administered by SDCERA. The SDCERA-RHP is administered as an Internal Revenue Code Section 401(h) account (Health Benefits 401(h) Trust) within the defined benefit pension plan under the authority granted by the Retirement Act to the SDCERA Board of Retirement. The Health Benefits 401(h) Trust was established by the SDCERA Retirement Board and the County's Board of Supervisors. The Retirement Act assigns the authority to establish and amend Health Insurance Allowance (HIA) benefits to the SDCERA Board of Retirement.

At June 30, 2018, the SDCERA-RHP membership totaled 4,492, consisting of the following: Retired members or beneficiaries currently receiving benefits - 4,332, Vested terminated members entitled to, but not yet receiving benefits - 138; and, Active members - 22.

SDCERA issues a publicly available financial report that includes financial statements and required supplementary information for the SDCERA-RHP. The financial report may be obtained by writing to San Diego County Employees Retirement Association, 2275 Rio Bonito Way, Suite 100, San Diego, California 92108-1685 or by calling (619) 515-6800.

### Benefits Provided

The SDCERA Retirement Board approved the SDCERA-RHP HIA benefits for eligible retired Tier I and Tier II members. The SDCERA-RHP is closed to members in the other Tiers. The HIA is paid from the Health Benefits 401(h) Trust, which is pooled with total fund assets for investment purposes, and is used exclusively to fund future retired member health insurance allowances and program administration. The HIA is not a vested SDCERA benefit and is not guaranteed. It may be reduced or discontinued at any time.

The HIA may be applied to a member's insurance premiums for an SDCERA-sponsored plan or toward medical, dental, and prescription insurance premiums paid to other providers selected by the member. The allowance may not be used toward dependents' premiums, nor can it be used to cover any additional medical expenses incurred. It may not be used toward expenses for vision insurance, office visits or prescription co-payments. An allowance (or any portion of an allowance) that the retiree is unable to use, is forfeited.

Currently, an HIA benefit is paid to retired General and Safety Tier I and Tier II Members with at least 10 years of SDCERA service credit. Reciprocal service credit and purchased service credit from work in a prior public agency do not count toward the total service credit used to determine the level of allowance. The allowance increases for each year of service credit, with a maximum allowance of \$400 per month available for Members with 20 or more years of SDCERA service credit. When Members become

eligible for Medicare, their HIA allowance is set at \$300 per month, plus reimbursement for Medicare Part B premiums.

Members who were granted a disability retirement and were determined to be totally disabled are eligible for the maximum allowance. Members with less than 10 years of service credit who were granted a disability retirement and determined to be partially disabled are eligible for the minimum allowance.

The benefit amounts for non-disabled retirees in Tiers I and II are listed in the following table:

**Table 50**  
**Benefit Amount for Non-Disabled Retirees**

Years of SDCERA Service Credit*	Monthly Allowance if Not Eligible for Medicare	Monthly Allowance if Eligible for Medicare
Less than 10	0	0
10	\$ 200	
11	220	
12	240	
13	260	300
14	280	
15	300	
16	320	
17	340	
18	360	
19	380	
20 or more	400	

In addition to the allowance, \$93.50 will be reimbursed to use toward the cost of the monthly Medicare Part B premium.

\* Members who retired on or before September 30, 1991 may be eligible for the maximum allowance.

Upon the retiree's death, the HIA may be transferred to the retiree's eligible spouse or registered domestic partner. The duration of coverage is lifetime for retiree plus continuance to an eligible surviving spouse or registered domestic partner for life. The level of HIA payable to the survivor is the same as that payable to the retiree.

### Contributions

The SDCERA-RHP is funded by employer contributions that are based on a biennial actuarial valuation, actuarially determined 20-year level dollar amortization schedule. The Actuarial Valuation of Other Postemployment Benefits (OPEB) as of June 30, 2016, established the fiscal year 2019 employer contribution rate of 1.65 percent of covered payroll which amounted to \$18.892 million in required

contributions made by the County. The Internal Revenue Code limits employer contributions to a 401(h) account to a maximum of 25 percent of the employer's normal cost contributions to the pension plan.

**OPEB Liabilities, OPEB Expense, and Deferred Outflows of Resources and Deferred Inflows of Resources Related to OPEB**

At June 30, 2019, the County reported a liability of \$119,483 for its proportionate share of the collective Net Other Postemployment Benefits Liability (NOL). The NOL was measured as of June 30, 2018 (measurement date), and determined based upon the results of the actuarial valuation as of June 30, 2018. The Plan's Fiduciary Net Position (plan assets) and the Total OPEB Liability (TOL) were also valued as of the measurement date. The NOL is equal to the difference between the TOL and the Plan's Fiduciary Net Position. The Plan's Fiduciary Net Position is equal to the fair value of plan assets.

The County's proportion of the NOL, as well as its proportion of the other OPEB related deferred outflows of resources and deferred inflows of resources is determined using the employer contributions from each employer category from July 1, 2017 through June 30, 2018 as provided to the SDCERA Actuary from SDCERA. The ratio of the County's contributions to the total employer contributions is multiplied by the SDCERA-RHP total NOL to determine the County's proportionate share of the NOL. The same calculation is performed for the other OPEB related deferred outflows of resources and deferred inflows of resources.

At June 30, 2018 the County's proportionate share of the NOL was approximately 93.227%, which was an increase of approximately 0.633% from its proportion measured as of June 30, 2017.

For the year ended June 30, 2019, the County recognized OPEB expense of \$5,854.

At June 30, 2019, the County reported deferred outflows of resources and deferred inflows of resources related to OPEB from the following sources:

	Deferred Outflows of Resources
Contributions to the OPEB plan subsequent to the measurement date	\$ 18,892
Net difference between projected and actual earnings on OPEB plan investments	103
	<u>\$ 18,995</u>

Deferred outflows of resources noted above represent the unamortized portion of changes to the net OPEB liability to be recognized in future periods in a systematic and rational manner.

Projected earnings on OPEB investments are recognized as a component of OPEB expense. The net difference between projected and actual earnings on OPEB plan investments is reported as a deferred outflow of resources or deferred inflow of resources and amortized as a component of OPEB expense on a closed basis over a five-year period, beginning with the period in which they are incurred.

Changes in proportionate share and differences between employer's contributions and proportionate share of contributions, changes of assumptions and other inputs, and differences between expected and actual experience in the total OPEB liability, are amortized over the average of the expected remaining service lives (service lives) of all employees that are provided with OPEB through the SDCERA-RHP and are recorded as a component of OPEB expense, beginning with the period in which they are incurred.

\$18,892 reported as deferred outflows of resources related to OPEB resulting from County contributions subsequent to the measurement date will be recognized as a reduction of the NOL in the year ending June 30, 2020.

Other amounts reported as deferred outflows of resources related to OPEB will be recognized in OPEB expense as follows:

Year Ending June 30	Amount
2020	\$ 47
2021	46
2022	46
2023	(36)
<b>Total</b>	<b>\$ 103</b>

### Actuarial Assumptions

The TOL in the June 30, 2018 actuarial valuation was determined using the following actuarial assumptions applied to all periods included in the measurement, as shown in the table below:

Inflation	3.00%
Salary increases	General: 4.25% to 10.25%, including inflation
Discount rate	7.25%, net of investment expenses
Healthcare trend	Non-Medicare: 7.00% graded to ultimate 4.50% over 10 years; Medicare: 6.50% graded to ultimate 4.50% over 8 years.
Health insurance allowance subsidy increases	0.00%

Changes in assumptions were made from the prior measurement period and included changes to the salary increases and changes in the healthcare trend. Salary increases for the prior measurement period for General were 4.50% to 9.75% including inflation. The healthcare trend for the prior measurement period was 6.50% graded to ultimate 4.50% over 8 years.

Mortality rates include Post-retirement mortality rates and Pre-retirement mortality rates. Post-retirement mortality rates include healthy retirement and disabled retirement.

Healthy retirement. General members and all beneficiaries, the mortality rates are based on the Headcount-Weighted RP-2014 Healthy Annuitant Mortality Table projected 20 years with the two-dimensional scale MP2015D, set forward one year for

females. For Safety members, mortality rates are based on the Headcount-Weighted RP-2014 Healthy Annuitant Mortality Table projected 20 years with the two-dimensional scale MP2015D, set back two years.

Disabled retirement. The General members mortality rates are based on the Headcount-Weighted RP-2014 Healthy Annuitant Mortality Table projected 20 years with the two-dimensional scale MP2015D, set forward five years for males and four years for females. The Safety Members mortality rates are based on the Headcount-Weighted RP-2014 Healthy Annuitant Mortality Table projected 20 years with the two-dimensional scale MP2015D, set forward one year.

Pre-retirement. Mortality rates for General and Safety members are based on the Headcount-Weighted RP-2014 Employee Mortality Table projected 20 years with the two-dimensional scale MP2015D times 75%.

The aforementioned mortality data contains about a 20% margin, based on actual to expected deaths, as a provision to anticipate future mortality improvement, based on a review of mortality experience as of the measurement date.

The actuarial assumptions used in the June 30, 2018 valuation were based on the results of an experience study for the period from July 1, 2012 through June 30, 2015. They are the same as the assumptions used in the June 30, 2018 funding actuarial valuation for SDCERA-RHP.

The long-term expected rate of return on OPEB plan investments was determined using a building-block method in which expected future real rates of return (expected returns, net of inflation) are developed for each major asset class. These returns 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, adding expected inflation and subtracting expected investment expenses and a risk margin. The target allocation and projected arithmetic real rates of return for each major asset class, after deducting inflation, but before deducting investment expenses, used in

the derivation of the long-term expected investment rate of return assumption as of June 30, 2018 is summarized in the following table:

**Table 54**  
Target Allocation and Projected Arithmetic Real Rates of Return for each Asset Class

Asset Class	Target Allocation	Long-Term Expected Real Rate of Return
Large Cap U.S. Equity	17.685%	5.80%
Small Cap U.S. Equity	1.965%	6.47%
Developed International Equity	16.200%	6.97%
Emerging Markets Equity	9.150%	8.93%
U.S. Core Bonds	10.000%	0.84%
High Yield Bonds	5.000%	3.47%
Global Bonds	2.000%	0.49%
Bank Loan	5.000%	2.34%
Cash Equivalents	2.000%	(0.46%)
Real Estate	4.500%	4.45%
Value Added Real Estate	4.500%	7.10%
Hedge Fund (Funds to Funds)	8.000%	4.40%
Private Real Asset	6.000%	9.00%
Private Equity	8.000%	9.00%
<b>Total</b>	<b>100%</b>	

**Discount Rate**

The discount rate used to measure the TOL was 7.25% as of June 30, 2018. The projection of cash flows used to determine the discount rate assumed that employer contributions will be made at rates equal to the actuarially determined contribution rates. For this purpose, only employer contributions that are intended to fund benefits for current SDCERA-RHP members and their beneficiaries are included. Projected employer contributions that are intended to fund the service costs (if any) for future SDCERA-RHP members and their beneficiaries, as well as projected contributions (if any) from future SDCERA-RHP members, are not included. Based on those assumptions, the SDCERA-RHP's Fiduciary Net Position was projected to be available to make all projected future benefit payments for current SDCERA-RHP members. Therefore, the long-term expected rate of return on SDCERA-RHP investments was applied to all periods of projected benefit payments to determine the TOL as of June 30, 2018.

**Sensitivity of the County's Proportionate Share of the Net OPEB Liability to the Changes in the Discount Rate and Changes in the Healthcare Cost Trend Rate**

The following table presents the County's proportionate share of the Net OPEB Liability (NOL) as of June 30, 2018, calculated using the discount rate of 7.25%, as well as what the County's proportionate share of the NOL would be if it were calculated using a discount rate that is 1-percentage-point lower (6.25%) or 1-percentage-point higher (8.25%) than the current rate; and presents the County's proportionate share of the NOL as of June 30, 2018 and what it would be if it were calculated using a healthcare cost trend rate that is 1-percentage-point lower or 1-percentage-point higher than the current rate:

**Table 55**  
County's Share of Net OPEB Liability

Discount Rate Sensitivity	1% Decrease (6.25%)	Current Discount Rate (7.25%)	1% Increase (8.25%)
County's proportionate share of the net OPEB plan liability	\$ 129,161	119,483	110,989

  

Healthcare Cost Trend Rate Sensitivity	1% Decrease *	Current Trend Rate*	1% Increase *
County's proportionate share of the net OPEB plan liability	\$ 119,110	119,483	119,837

\* Because current benefits for most members are limited by the fixed dollar health insurance allowance levels, the trend assumption has little effect on the Net OPEB Liability.

**SDCERA-RHP Fiduciary Net Position**

Detailed information about the SDCERA-RHP fiduciary net position is available in the aforementioned SDCERA publicly available financial report.

**NOTE 31**  
**Fund Deficit**

Table 56

**Fund Deficit**  
**At June 30, 2019**

Internal Service Fund:	
Employee Benefits Fund	\$ (5,584)
Facilities Management Fund	(26,672)
Public Liability Insurance Fund	(14,909)

The Employee Benefits Fund deficit of \$5.6 million resulted primarily from the accrual of the estimated liability and costs associated with the reported and unreported workers' compensation claims as prepared by an actuary for the reporting period ended June 30, 2019. The liability increased to \$185.8 million from the prior year's estimate of \$180.8 million. The County will continue to reduce the deficit through increased premium rate charges to County departments by \$5 million per year in excess of projected operating expenses that began in fiscal year 2015-2016 for a 10 year period.

The Facilities Management Fund deficit of \$26.7 million, resulted from adjustments attributed to reporting the County's proportionate shares of the SDCERA-PP net pension liability and the SDCERA-RHP net OPEB liability.

The Public Liability Insurance Fund deficit of \$14.9 million resulted mainly from the accrual of the estimated liability based on an actuarial determination that overall losses had developed significantly higher than expected. The liability increased to \$87 million from the prior year's estimate of \$65 million. The County intends to reduce the deficit through increased rate charges to County Departments in fiscal year 2019-20, primarily based on the 5 year history of actual expenditures by department.

**NOTE 32**  
**County of San Diego Successor Agency Private Purpose Trust Fund for Assets of Former San Diego County Redevelopment Agency**

On December 29, 2011, the California Supreme Court upheld Assembly Bill x1 26 (the "Bill") that provided for the dissolution of all redevelopment agencies in the State of California. This action impacted the reporting entity of the County that previously had reported the San Diego County Redevelopment Agency (SDCRA) as a blended component unit.

The Bill provided that upon dissolution of a redevelopment agency, either the County or another unit of local government would agree to serve as the "successor agency" to hold the assets until they are distributed to other units of state and local government. On January 24, 2012, via Minute Order 14, the County Board of Supervisors designated the County as the successor agency to the SDCRA; in accordance with the Bill.

Subject to the control of an established oversight board, remaining assets can only be used to pay enforceable obligations in existence at the date of dissolution (including the completion of any unfinished projects that were subject to legally enforceable contractual commitments).

In future fiscal years, successor agencies will continue to only be allocated revenue in the amount that is necessary to pay the estimated annual installment payments on enforceable obligations of the former redevelopment agency until all enforceable obligations of the prior redevelopment agency have been paid in full and all assets have been liquidated.

In accordance with the timeline set forth in the Bill (as modified by the California Supreme Court on December 29, 2011) all redevelopment agencies in the State of California were dissolved and ceased to operate as a legal entity as of February 1, 2012.

After the date of dissolution, as allowed in the Bill, the County elected to retain the housing assets and functions previously performed by the former SDCRA. These assets and activities are accounted for in the County Low and Moderate Income Housing Asset Fund and are reported in the County's governmental fund financial statements. The remaining assets,

liabilities, and activities of the dissolved SDCRA are reported in the County of San Diego Successor Agency Private Purpose Trust Fund (fiduciary fund) financial statements of the County.

**Due To Other Funds**

The County of San Diego Successor Agency Private Purpose Trust Fund's "Due To Other Funds" consists of outstanding loans owed to the General Fund for the Upper San Diego River Project (\$1.063 million), to the Airport Enterprise Fund (AEF) for the Airport Projects (\$3.428 million) and to the County Low and Moderate Income Housing Asset Fund (CLMIHAF) (\$500 thousand). The loans were originally made from the General Fund and AEF to the former San Diego County Redevelopment Agency (SDCRA) but were transferred to the County of San Diego Successor Agency Private Purpose Trust Fund upon dissolution of the SDCRA on February 1, 2012. Additionally, in fiscal year 2016, twenty percent of the then outstanding amount owed to the AEF was transferred from the AEF to the CLMIHAF, as mandated by California Health and Safety Code 34191.4. As of June 30, 2019, the interest earned on the General Fund loan accrues on the average quarterly outstanding balance, at a rate equal to the average County earned investment rate as determined by the County Treasurer. Interest earned on the AEF and CLMIHAF loans accrue at the rate mandated by Health and Safety Code 34191.4. Under California Assembly Bills ABx1 26 and AB 1484, it is expected that the County Successor Agency will pay principal and interest on the loans outstanding when funds are available for this purpose. The timing and total amount of any repayment is subject to applicable law.

**NOTE 33**

**San Diego County Redevelopment Agency (SDCRA) Revenue Refunding Bonds**

In December 2005, the San Diego County Redevelopment Agency (SDCRA) issued \$16 million Revenue Refunding Bonds Series 2005A that mature in fiscal year 2033. The SDCRA has pledged property tax increment revenues generated within the Gillespie Field Project Area to pay for the bonds. Gillespie Field Airport revenues may also be used to fund debt service payments if there are insufficient property tax increment revenues to cover a particular fiscal year's debt service requirement. Bonds are also payable from

funds held under the indenture, including earnings on such funds. Pursuant to California Assembly Bill ABx1 26, the responsibility for the payment of this debt was transferred to the County of San Diego Successor Agency Private Purpose Trust Fund. The Series 2005A Bonds are not a debt of the County and are not payable out of any funds or properties other than those of the SDCRA.

Upon the occurrence of an event of default (as described in the financing documents) the principal of all of the Bonds then outstanding and the interest accrued thereon shall be immediately due and payable.

SDCRA revenue refunding bonds outstanding at June 30, 2019 were the following:

**Table 57**  
SDCRA Revenue Refunding Bonds

Issuance	Original Amount	Interest Rate	Final Maturity Date	Outstanding Balance at June 30, 2019
Revenue Refunding Bonds Series 2005A	\$ 16,000	3.65 - 5.75%	2033	9,830
<b>Total</b>	<b>\$ 16,000</b>			<b>9,830</b>

Annual debt service requirements to maturity for SDCRA bonds are as follows:

**Table 58**  
SDCRA Revenue Refunding Bonds - Debt Service Requirements to Maturity

Fiscal Year	Principal	Interest	Total
2020	\$ 553	532	1,085
2021	580	502	1,082
2022	610	471	1,081
2023	645	437	1,082
2024	680	401	1,081
2025-2029	4,000	1,373	5,373
2030-2033	2,762	217	2,979
<b>Total</b>	<b>9,830</b>	<b>\$ 3,933</b>	<b>\$ 13,763</b>
<b>Less:</b>			
Unamortized issuance discount	(23)		
<b>Total</b>	<b>\$ 9,807</b>		

SDCRA pledged revenue for the year ended June 30, 2019 was as follows:

**Table 59**  
SDCRA Revenue Refunding Bonds - Pledged Revenues

Debt Pledged	Final Maturity Date	Pledged Revenue To Maturity	Fiscal Year 2019	
			Debt Principal & Interest Paid	Pledged Revenue Received
Revenue Refunding Bonds Series 2005A	2033	\$ 13,763	\$ 1,417	\$ 1,443

### Changes in Long-Term Liabilities

Long-term liability activities for the year ended June 30, 2019 were as follows:

**Table 60**  
SDCRA Changes in Long-Term Liabilities

	Beginning Balance at July 1, 2018	Additions	Reductions	Ending Balance at June 30, 2019	Amounts Due Within One Year
Revenue Refunding Bonds Series 2005A	\$ 10,675		(845)	9,830	555
Unamortized issuance discounts	(24)		1	(23)	(2)
<b>Total</b>	<b>\$ 10,651</b>		<b>(844)</b>	<b>9,807</b>	<b>553</b>

### NOTE 34 Subsequent Events

#### San Diego County Capital Asset Leasing Corporation - County of San Diego Certificates of Participation, Series 2019 (Justice Facilities Refunding)

In October 2019, the San Diego County Capital Asset Leasing Corporation issued \$19.450 million of fixed rate certificates of participation titled, "County of San Diego Certificates of Participation, Series 2019 (Justice Facilities Refunding)." The 2019 Certificates were issued at a 5.00% fixed rate of interest and will mature on October 1, 2025. The 2019 Certificates were issued with a premium of \$2.555 million. These certificates were issued to advance refund the entire outstanding 2009 Justice Facilities Refunding certificates of participation.

#### Tobacco Securitization Authority of Southern California (Authority) - Tobacco Settlement Asset-Backed Refunding Bonds, Series 2019 Senior Bonds

In November 2019, the Tobacco Securitization Authority of Southern California issued \$405.964 million Series 2019 Tobacco Settlement Asset-Backed Senior Bonds (Bonds). The Bonds were issued as follows: 1) \$252.345 million Series 2019A Class 1 Senior Current Interest Bonds that carry a fixed coupon rate of 5.00% and projected yield rates ranging from 1.200% to 2.970% and final maturity dates ranging from June 2020 through June 2048; 2) \$11 million Series 2019B-1 Class 2 Turbo Current Interest Bonds that carry a fixed coupon rate of 2.25% and projected yield of 2.25% and a final maturity date of June 2029; 3) \$109 million Series 2019B-1 Class 2 Turbo Current Interest Bonds that carry a fixed coupon rate of 5% and projected yield of 3.375% and a final maturity date of June 2048; and, 4) \$33.619 million Series 2019B-2 Class 2 Turbo Capital Appreciation Bonds that carry a fixed coupon rate of 5.625% and

projected yield of 5.625% and a final maturity date of June 2054. The Bonds were issued with a premium of \$63.492 million. The Authority will use the certain proceeds from the issuance to refund a portion of the Authority's outstanding Tobacco Settlement Asset-Backed Bonds, Series 2006.

## NOTE 35

### New Governmental Accounting Standards

#### Implementation Status

In November 2016, the GASB issued *Statement No. 83, Certain Asset Retirement Obligations*. This Statement addresses accounting and financial reporting for certain asset retirement obligations (AROs). An ARO is a legally enforceable liability associated with the retirement of a tangible capital asset. A government that has legal obligations to perform future asset retirement activities related to its tangible capital assets should recognize a liability based on the guidance in this Statement.

This Statement also requires disclosure of information about the nature of a government's AROs, the methods and assumptions used for the estimates of the liabilities, and the estimated remaining useful life of the associated tangible capital assets.

*In Fiscal Year 2019, the County determined that these requirements do not affect the financial reporting for the County, consequently this Statement is not currently applicable.*

In April 2018, the GASB issued *Statement No. 88, Certain Disclosures Related to Debt, Including Direct Borrowings and Direct Placements*. This Statement clarifies which liabilities governments should include when disclosing information related to debt, and defines debt for purposes of disclosure in financial statements. It also requires that additional essential information related to debt be disclosed in notes to financial statements; and that existing and additional information be provided for direct borrowings and direct placements of debt separately from other debt.

*The County has implemented this Statement for the current fiscal year.*

#### Under Analysis

The County is currently analyzing its accounting practices to determine the potential impact on the financial statements for the following GASB Statements:

In January 2017, the GASB issued *Statement No. 84, Fiduciary Activities*. This Statement establishes criteria for identifying fiduciary activities of all state and local governments. The focus of the criteria generally is on (1) whether a government is controlling the assets of the fiduciary activity and (2) the beneficiaries with whom a fiduciary relationship exists. Separate criteria are included to identify fiduciary component units and postemployment benefit arrangements that are fiduciary activities.

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

*The requirements of this Statement are effective for reporting periods beginning after December 15, 2018.*

In June 2017, the GASB issued *Statement No. 87, Leases*. The objective of this Statement is to better meet the information needs of financial statement users by improving accounting and financial reporting for leases by governments. This Statement increases the usefulness of governments' financial statements by requiring recognition of certain lease assets and liabilities for leases that previously were classified as operating leases and recognized as inflows of resources or outflows of resources based on the payment provisions of the contract. It establishes a single model for lease accounting based on the foundational principle that leases are financings of the right to use an underlying asset. Under this Statement, a lessee is required to recognize a lease liability and an intangible right-to-use lease asset, and a lessor is required to recognize a lease receivable and a deferred inflow of resources, thereby enhancing the relevance and consistency of information about governments' leasing activities.

*The requirements of this Statement are effective for reporting periods beginning after December 15, 2019.*

In June 2018, the GASB issued *Statement No. 89, Accounting for Interest Cost Incurred before the End of a Construction Period*. This Statement establishes accounting requirements for interest cost incurred before the end of a construction period and requires that it be recognized as an expense in the period in which the cost is incurred for financial statements prepared using the economic resources measurement focus. It also reiterates that in financial statements prepared using the current financial resources measurement focus, interest cost incurred before the end of a construction period should be recognized as an expenditure on a basis consistent with governmental fund accounting principles.

*The requirements of this Statement are effective for reporting periods beginning after December 15, 2019.*

In August 2018, the GASB issued *Statement No. 90 Majority Equity Interests - an amendment of GASB Statements No. 14 and No. 61*. This Statement defines a majority equity interest and specifies that a majority equity interest in a legally separate organization should be reported as an investment if a government's holding of the equity interest meets the definition of an investment. A majority equity interest that meets the definition of an investment should be measured using the equity method.

For all other holdings of a majority equity interest in a legally separate organization, a government should report the legally separate organization as a component unit, and the government or fund that holds the equity interest should report an asset related to the majority equity interest using the equity method. This Statement establishes that ownership of a majority equity interest in a legally separate organization results in the government being financially accountable for the legally separate organization and, therefore, the government should report that organization as a component unit.

*The requirements of this Statement are effective for reporting periods beginning after December 15, 2018.*

In May 2019, the GASB issued *Statement No. 91 Conduit Debt Obligations*. This Statement clarifies the existing definition of a conduit debt obligation; establishes that a conduit debt obligation is not a liability of the issuer; establishes standards for accounting and financial reporting of additional commitments and voluntary commitments extended by issuers and arrangements associated with conduit debt obligations; and improves required note disclosures.

This Statement also addresses arrangements-often characterized as leases that are associated with conduit debt obligations. In those arrangements, capital assets are constructed or acquired with the proceeds of a conduit debt obligation and used by third-party obligors in the course of their activities. Payments from third-party obligors are intended to cover and coincide with debt service payments. During those arrangements, issuers retain the titles to the capital assets. Those titles may or may not pass to the obligors at the end of the arrangements.

*The requirements of this Statement are effective for reporting periods beginning after December 15, 2020.*