



IONIA COUNTY ROAD COMMISSION

(A Component Unit of Ionia County, Michigan)

Financial Statements

For the Year Ended December 31, 2018



SMITH & KLACZKIEWICZ, PC
CERTIFIED PUBLIC ACCOUNTANTS

Ionia County Road Commission
(A Component Unit of Ionia County)

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SMITH & KLACZKIEWICZ, PC
CERTIFIED PUBLIC ACCOUNTANTS

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A VETERAN OWNED BUSINESS

Independent Auditor's Report

To the Board of County Road Commissioners
County of Ionia, Michigan
Ionia, Michigan

Report on the Financial Statements

We have audited the accompanying financial statements of the governmental activities, the major fund and the aggregate remaining fund information of the *Ionia County Road Commission*, a component unit of Ionia County, Michigan, as of and for the year ended December 31, 2018, and the related notes to the financial statements, which collectively comprise the Road Commission's basic financial statements as listed in the table of contents.

Management's Responsibility for the Financial Statements

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

Auditor's Responsibility

Our responsibility is to express opinions on these financial statements based on our audit. We conducted our audit in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free from material misstatement.

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

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

Opinions

In our opinion, the financial statements referred to above present fairly, in all material respects, the respective financial position of the governmental activities, the major fund and the aggregate remaining fund information of the *Ionia County Road Commission*, as of December 31, 2018, and the respective changes in financial position for the year then ended in accordance with accounting principles generally accepted in the United States of America.

Other Matters

Required Supplementary Information

Accounting principles generally accepted in the United States of America require that the management's discussion and analysis (pages 3-7), budgetary comparison information (page 34), schedules related to the pension plan (pages 35-37) and schedules related to the OPEB plan (pages 38-41) be presented to supplement the basic financial statements. Such information, although not a part of the basic financial statements, is required by the Governmental Accounting Standards Board, who considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic, or historical context. We have applied certain limited procedures to the required supplementary information in accordance with auditing standards generally accepted in the United States of America, which consisted of inquiries of management about the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We do not express an opinion or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.

Other Information

Our audit was conducted for the purpose of forming opinions on the financial statements that collectively comprise the ***Ionia County Road Commission's*** basic financial statements. The other supplementary information schedules are the responsibility of management and were derived from and relate directly to the underlying accounting and other records used to prepare the basic financial statements. Such information has been subjected to the auditing procedures applied in the audit of the basic financial statements and certain additional procedures, including comparing and reconciling such information directly to the underlying accounting and other records used to prepare the basic financial statements or to the basic financial statements themselves, and other additional procedures in accordance with auditing standards generally accepted in the United States of America. In our opinion, the other supplementary information schedules are fairly stated in all material respects in relation to the basic financial statements as a whole.

Other Reporting Required by Government Auditing Standards

In accordance with *Government Auditing Standards*, we have also issued our report dated June 4, 2019, on our consideration of the ***Ionia County Road Commission's*** internal control over financial reporting and on our tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements and other matters. The purpose of that report is to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the ***Ionia County Road Commission's*** internal control over financial reporting and compliance.

Change in Accounting Principle

As described in Note A to the financial statements, the ***Ionia County Road Commission*** adopted the provisions of Government Accounting Standards Board (GASB) Statement No. 75, *Accounting and Financial Reporting for Postemployment Benefits Other Than Pensions*. Our opinions are not modified with respect to this matter

Smith + Klaehowitz PC

Saginaw, Michigan

June 4, 2019

MANAGEMENT'S DISCUSSION AND ANALYSIS

Ionia County Road Commission

Management's Discussion and Analysis

As management of the Ionia County Road Commission, we offer readers of these financial statements this narrative, overview and analysis of the financial activities of the Road Commission for the year ended December 31, 2018. This discussion and analysis is designed to assist the reader in focusing on the significant financial issues and activities and to identify any significant changes in financial position.

OVERVIEW OF THE FINANCIAL STATEMENTS

This discussion and analysis is intended to provide a basis of understanding of the Ionia County Road Commission's basic statements. These basic financial statements comprise three components: (1) government-wide financial statements, (2) fund financial statements, and (3) notes to the financial statements. Supplementary financial information is also provided for additional information purposes.

Government-Wide Financial Statements

The government-wide financial statements are designed to provide readers with a broad overview of the Ionia County Road Commission's finances, in a manner similar to a private-sector business.

The *Statement of Net Position* presents information on all of the Ionia County Road Commission's assets, deferred outflows, liabilities and deferred inflows, with the difference between them reported as net position. Over time, increases or decreases in net position may serve as a useful indicator of whether the financial position of the Road Commission is improving or deteriorating.

The *Statement of Activities* presents information showing how the government's net position changed during the most recent fiscal year. All changes in net position are reported as soon as the underlying event giving rise to the change occurs, regardless of the timing of related cash flows. Thus, revenues and expenses are reported in this statement for some items that will only result in cash flows in future fiscal periods (e.g., vested sick and vacation).

Governmental Fund Financial Statements

Unlike the government-wide financial statements, governmental fund financial statements focus on near-term inflows and outflows of spendable resources, as well as on balances of spendable resources available at the end of the fiscal year. Such information may be useful in evaluating the Road Commission's near-term financing requirements.

Because the focus of governmental funds is narrower than that of the government-wide financial statement, it is useful to compare the information presented for governmental funds financial statements with similar information presented for government-wide financial statements. By doing so, readers may better understand the long-term impact of the government's near-term financing decisions.

Ionia County Road Commission

Management's Discussion and Analysis

The Ionia County Road Commission adopts an annual appropriated budget for the General Operating / Road Fund. A budgetary comparison statement has been provided to demonstrate compliance with this budget.

Notes to the Financial Statements

The notes provide additional information that is essential to a full understanding of the data provided in the government-wide and governmental fund financial statements. The notes to financial statements can be found on pages 12-33 of this report.

FINANCIAL HIGHLIGHTS

Government-Wide Financial Analysis

As noted above net position may serve over time as a useful indicator of the Road Commission's financial position. As shown on the table below, the Road Commission's assets and deferred outflows exceeded liabilities and deferred inflows by \$38,966,684 at the end of the year.

Net position is separated into two major components, net investment in capital assets of \$54,191,607 and unrestricted net position / (deficit) of \$(15,224,923). The investment in capital assets reflects the Road Commission's investment in capital assets (i.e., land, infrastructure, buildings, vehicles and equipment), less any related debt issued to acquire those assets that are still outstanding. The Road Commission uses these capital assets to provide services to citizens; consequently, these assets are not available for future spending. Although the Road Commission's investment in capital assets is reported net of related debt, it should be noted that the resources needed to repay this debt must be provided from other sources, since the capital assets themselves cannot be used to liquidate these liabilities. The remaining balance of unrestricted net position / (deficit) represents the remaining amount may be used to meet the Road Commission's ongoing obligations to citizens and creditors.

At the end of the year, the Road Commission reported a positive balance in net position invested in capital assets and a negative balance in unrestricted net position. The deficit situation mainly results from implementing GASB statement number 68 in the prior year and statement number 75 in the current year, which required the recording of a net pension liability and a net OPEB liability of \$23.9 million on the Statement of Net Position at year-end.

The following compares the net position at December 31, 2018 and 2017 in a condensed format:

	<u>2018</u>	<u>2017</u>
Assets –		
Current and other unrestricted assets	\$ 4,186,069	\$ 2,960,616
Capital and other long-term assets	<u>54,317,445</u>	<u>50,825,376</u>
Total assets	<u>58,503,514</u>	<u>53,785,992</u>
Deferred outflows of resources	<u>5,524,056</u>	<u>1,787,624</u>
Liabilities –		
Current liabilities	739,038	693,021
Long-term liabilities	<u>24,144,007</u>	<u>19,249,648</u>
Total liabilities	<u>24,883,045</u>	<u>19,942,669</u>

Ionia County Road Commission

Management's Discussion and Analysis

	<u>2018</u>	<u>2017</u>
Deferred inflows of resources	\$ 177,841	\$ 100,321
Net position –		
Net investment in capital assets	54,191,607	50,527,472
Unrestricted (deficit)	<u>(15,224,923)</u>	<u>(14,996,846)</u>
Total net position	<u>\$ 38,966,684</u>	<u>\$ 35,530,626</u>

The following presents a comparison of revenues, expenses and changes in net position for the year ended December 31, 2018 and 2017 in a condensed format:

	<u>2018</u>	<u>2017</u>
Revenues –		
Charges for services	\$ 4,601,771	\$ 4,590,595
Operating grants and contributions	8,916,059	7,216,737
Capital grants and contributions	2,691,798	912,995
General revenue	<u>52,472</u>	<u>105,080</u>
Total	<u>16,262,100</u>	<u>12,825,407</u>
Expenses –		
Public works	12,825,816	12,933,051
Debt service	<u>226</u>	<u>7,736</u>
Total	<u>12,826,042</u>	<u>12,940,787</u>
Change in net position	<u>\$ 3,436,058</u>	<u>\$ (115,380)</u>

Financial Analysis of Governmental Fund Financial Statements

As noted earlier, the focus of the governmental fund financial statements is to provide information on the near-term inflows, outflows, and balances of spendable resources. Such information can be useful in assessing the Road Commission's financing requirements. In particular, unreserved fund balance may serve as a useful measure of government's net resources available to finance routine and emergency spending in succeeding years.

For the year ended December 31, 2018, the fund balance of the Road Commission increased by \$1,179,436 to \$3,447,031. Of this amount, \$830,602 is not spendable (prepaid items and inventory), \$2,373,229 is restricted because it may only be used to finance future maintenance projects on the road and bridge system and \$243,200 is assigned for capital improvements.

Total revenues were \$16,262,100, an increase of \$3,436,693, as compared to the prior year. This was primarily the result of increases in State General Fund allocation and Federal participation for projects. Total expenditures of \$15,082,664 increased \$2,234,963 over the prior year, again mainly as a result of increased activity for road and bridge projects.

Ionia County Road Commission

Management's Discussion and Analysis

BUDGETARY HIGHLIGHTS

The Road Commission amended its annual budget several times to reflect status changes in preservation-structural improvements and Road and Bridge routine maintenance. The final revenue budget was \$1,444,611 more than the original budget; the final expenditure budget was \$1,278,169 more than the original budget for those same reasons. The actual revenues were \$276,062 less than the amended budget or 1.70% under budget. The actual expenditures were \$1,266,777 less than the amended budget, or 8.40% under budget.

CAPITAL ASSETS AND DEBT ADMINISTRATION

Capital Assets – The Road Commission had \$54,317,445 in net capital assets at the end of the year. The reason for the increase from the previous year is the result of capital outlay and the capitalization of road and bridge projects funded by Federal, State and local sources. A summary of capital assets net of accumulated depreciation at year-end in comparison to the previous year is as follows:

	<u>2018</u>	<u>2017</u>
Nondepreciable capital assets	\$ 17,920,106	\$ 17,286,064
Buildings and improvements, net	1,025,742	1,092,860
Equipment, net	1,788,658	1,544,745
Infrastructure, net	<u>33,582,939</u>	<u>30,901,707</u>
Total	<u>\$ 54,317,445</u>	<u>\$ 50,825,376</u>

Additional information about the Road Commission's capital assets activity may be found in Note 4 of the financial statements.

Long-term Liabilities – At the beginning of the year the Road Commission's long-term liabilities were comprised of three installment loans outstanding, accrued compensated absences and a retiree life insurance payable. During the year the Road Commission paid off one life insurance policy and made the scheduled principal and interest payments on the installment debt and did not enter into any additional debt agreements. This activity, along with changes in accrued compensated absences resulted in an overall decrease in the outstanding balance in long-term liabilities of \$193,367.

Additional information on the Road Commission's long-term liabilities may be found in Note 4 of the financial statements.

ECONOMIC FACTORS AND NEXT YEAR'S BUDGET

2018 was the second year the Road Commission received additional funding from the Michigan Transportation Fund (MTF) from the Transportation Funding package passed by the State legislature in 2016. In addition, the State Legislature approved additional state funds late in the year. County residents also approved a 1 mill Countywide Primary Road and Bridge millage in August 2018. The additional state funding and the millage proceeds will be used in 2019 to fully fund our Asset Management based preventive maintenance program for our county paved

Ionia County Road Commission

Management's Discussion and Analysis

primary roads aimed at keeping the good and fair roads in Good and Fair condition. This will be an ongoing yearly expenditure. The 2018 millage will be used in 2019 to repair/resurface and chip/fog seal 30 miles of Poor County Primary paved roads. The remaining 28 miles of Poor County Primary paved roads will be done in 2020. These projects will be paid over the 6-year millage.

Our 2019 preliminary budget is programmed with increased revenues due to the increased MTF allocation and the 2018 millage proceeds.

The Board realizes, and the reader should understand that there are not sufficient funds available to repair and/or rebuild every road and bridge in Ionia County's transportation system; therefore, the Board attempts to spend the public's money wisely and equitably and in the best interest of the motoring public and the citizens of Ionia County.

CONTACTING THE ROAD COMMISSION'S MANAGEMENT

This financial report is designed to provide the motoring public, citizens and other interested parties a general overview of the Road Commission's finances and to show accountability for the money it receives. If you have any questions about this report or need additional financial information, contact the Road Commission for Ionia County administrative office at 170 E. Riverside Drive, Ionia, MI 48846; or at info@ioniacountyroads.org.



BASIC FINANCIAL STATEMENTS

Ionia County Road Commission
Governmental Fund Balance Sheet / Statement of Net Position
December 31, 2018

	General Operating / Road Fund	Adjustments (Note 2)	Statement of Net Position
Assets			
Cash and cash equivalents	\$ 1,517,493	\$ -	\$ 1,517,493
Due from other governmental units			
State	1,799,550	-	1,799,550
Local	31,489	-	31,489
Accounts receivable	6,935	-	6,935
Prepaid items	128,039	-	128,039
Inventory	702,563	-	702,563
Non-current assets:			
Capital assets			
Assets not being depreciated	-	17,920,106	17,920,106
Assets being depreciated, net	-	36,397,339	36,397,339
Total assets	<u>\$ 4,186,069</u>	<u>54,317,445</u>	<u>58,503,514</u>
Deferred outflows of resources	<u>-</u>	<u>5,524,056</u>	<u>5,524,056</u>
Liabilities			
Accounts payable	\$ 74,019	-	74,019
Contractors retainage payable	4,856	-	4,856
Accrued liabilities	76,973	-	76,973
Advances and deposits	583,190	-	583,190
Non-current liabilities:			
Due within one year	-	74,497	74,497
Due in more than one year	-	195,562	195,562
Net pension liability	-	11,254,601	11,254,601
Net OPEB liability	-	12,619,347	12,619,347
Total liabilities	<u>739,038</u>	<u>24,144,007</u>	<u>24,883,045</u>
Deferred inflows of resources	<u>-</u>	<u>177,841</u>	<u>177,841</u>
Fund balance			
Nonspendable:			
Prepaid items	128,039	(128,039)	-
Inventory	702,563	(702,563)	-
Assigned for physical plant improvements	243,200	(243,200)	-
Restricted for roads and bridges	2,373,229	(2,373,229)	-
Total fund balance	<u>3,447,031</u>	<u>(3,447,031)</u>	<u>-</u>
Total liabilities, deferred inflows and fund balance	<u>\$ 4,186,069</u>		
Net position / (deficit)			
Net investment in capital assets		54,191,607	54,191,607
Unrestricted (deficit)		(15,224,923)	(15,224,923)
Total net position		<u>\$ 38,966,684</u>	<u>\$ 38,966,684</u>

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

Ionia County Road Commission
Statement of Governmental Revenues, Expenditures and
Changes in Fund Balance / Statement of Activities
For the Year Ended December 31, 2018

	General Operating / Road Fund	Adjustments (Note 2)	Statement of Activities
Expenditures/expenses			
Public works	\$ 8,373,101	\$ 4,452,715	\$ 12,825,816
Debt service	177,343	(177,117)	226
Capital outlay	6,532,220	(6,532,220)	-
Total expenditures/expenses	<u>15,082,664</u>	<u>(2,256,622)</u>	<u>12,826,042</u>
Program revenue			
Charges for services	<u>4,601,771</u>	-	<u>4,601,771</u>
Operating grants and contributions			
State transportation and other funds	<u>8,916,059</u>	-	<u>8,916,059</u>
Capital grants and contributions			
Federal and State sources	<u>2,691,798</u>	-	<u>2,691,798</u>
Total program revenue	<u>16,209,628</u>	-	<u>16,209,628</u>
Net program revenue			<u>3,383,586</u>
General revenue			
Interest and rentals	10,809	-	10,809
Proceeds from sale of capital assets	<u>41,663</u>	-	<u>41,663</u>
Total general revenue	<u>52,472</u>	-	<u>52,472</u>
Total revenue	<u>16,262,100</u>		
Revenue over (under) expenditures / expenses	1,179,436	(1,179,436)	-
Change in net position	-	3,436,058	3,436,058
Fund balance / net position			
Beginning of the year, as restated	<u>2,267,595</u>	<u>33,263,031</u>	<u>35,530,626</u>
End of the year	<u>\$ 3,447,031</u>	<u>\$ 35,519,653</u>	<u>\$ 38,966,684</u>

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

Ionia County Road Commission
Statement of Fiduciary Net Position
Employee Healthcare Benefit Trust Fund
December 31, 2018

Assets	
Investments	<u>\$ 162,585</u>
Net position - restricted for OPEB	<u>\$ 162,585</u>

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

Ionia County Road Commission

Statement of Changes in Fiduciary Net Position Employee Healthcare Benefit Trust Fund

For the Year Ended December 31, 2018

Additions

Employer contributions	\$ -
Unrealized gain (loss) on investments	<u>(10,869)</u>
Total additions	<u>(10,869)</u>

Deductions

Administrative - investment advisory fees	877
Participant benefits	<u>-</u>
Total deductions	<u>877</u>

Change in net position	(11,746)
Net position - Beginning of the year	<u>174,331</u>
Net position - End of the year	<u><u>\$ 162,585</u></u>

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

Ionia County Road Commission

Notes to Financial Statements

NOTE 1 – Summary of Significant Accounting Policies

The accounting policies of the *Ionia County Road Commission* (the “Road Commission”) conform to accounting principles generally accepted in the United States of America (U.S. GAAP) as applied to governmental entities, including the following accounting policies specific to road commissions: allocation of depreciation / depletion and equipment rental; the recording of handling and overhead credits; and the recording of equipment retirements with the related gain or loss on disposal of equipment. The following is a summary of the significant policies.

Reporting Entity

The *Ionia County Road Commission* is a discrete component unit of the County of Ionia, Michigan. The Road Commission is considered to be a component unit of the County because it is an entity for which the County is considered to be financially accountable. The Road Commission, as a component unit of the County, is required by Public Act 51 of the State of Michigan to have a separate audit performed of its operations. These audited financial statements have been prepared to meet this State requirement.

The Road Commission is used to control the expenditure of revenues from the State distribution of gas and weight taxes, reimbursements from the Michigan Department of Transportation for work done by the County on State trunklines, Federal Transportation funds and contributions from other local units of government for work performed by the Road Commission.

The Road Commission is established pursuant to the County Road Law (MCL224.1) and operates under a five-member Board of County Road Commissioners that is appointed by the County Board of Commissioners. The Board of County Road Commissioners establishes policies and reviews operations of the Road Commission. The Road Commission provides services to 16 Townships in Ionia County and maintains approximately 1,383 miles of State, local and primary roads and 67 bridges.

Government-wide and Fund Financial Statements

The government-wide financial statements (i.e., the Statement of Net Position and the Statement of Activities) report information on all of the activities of the Road Commission, excluding fiduciary activity (Employee Healthcare Benefit Trust Fund). *Governmental activities* are supported by charges for services and intergovernmental grants and contributions.

The Statement of Activities demonstrates the degree to which the direct expenses of a given function or segment is offset by program revenues. *Direct expenses* are those that are clearly identifiable with a specific function or segment. *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 or segment and 2) grants and contributions that are restricted to meeting the operational or capital requirements of a particular function or segment. Interest and other items not properly included among program revenues are reported as general revenues.

A combined financial statement is provided for the General Operating / Road Fund Balance Sheet, Statement of Net Position, Statement of Revenues, Expenditures and Changes in Fund Balances and the Statement of Activities. The General Operating / Road Fund is considered to be a major fund for financial reporting purposes.

Ionia County Road Commission

Notes to Financial Statements

Measurement Focus, Basis of Accounting and Financial Statement Presentation

The government-wide financial statements (Statement of Net Position and the Statement of Activities) and the fiduciary fund statements (Employee Healthcare Benefit Trust Fund) are reported using the *economic resources measurement focus* and the *accrual basis of accounting*. Revenues are recorded when earned and expenses are recorded when a liability is incurred, regardless of the timing of related cash flows. Grants and similar items are recognized as revenue as soon as all eligibility requirements imposed by the provider have been met.

Governmental fund (General Operating / Road Fund) financial statements (Balance Sheet and Statement of Revenues, Expenditures and Changes in Fund Balance) are reported using the *current financial resources measurement focus* and the *modified accrual basis of accounting*. Revenues are recognized as soon as they are both measurable and available. Revenues are considered to be *available* when they are collectible within the current period or soon enough thereafter to pay liabilities of the current period. For this purpose, the Road Commission considers revenues to be available if they are collected within 60 days of the end of the current fiscal period. Expenditures generally are recorded when a liability is incurred, as under accrual accounting. However, debt service expenditures, as well as expenditures related to compensated absences not expected to be paid in the current year, pension and retiree healthcare contributions and claims and judgments are recorded only when payment is due.

State and Federal revenue, licenses and interest associated with the current fiscal period are all considered susceptible to accrual and therefore have been recognized as revenues of the current fiscal period. All other revenue items are considered to be measurable and available only when cash is received by the Road Commission.

The Road Commission reports the following major *governmental* fund:

The *General Operating / Road Fund* is the Road Commission's primary operating fund. It accounts for all financial resources of the Road Commission, except those required to be accounted for in another fund.

In addition, the Road Commission reports the following fiduciary fund:

The *Employee Healthcare Benefit Trust Fund* accounts for the financial activity of assets held to fund postemployment health benefits.

Assets, Deferred Outflows, Liabilities, Deferred Inflows and Net Position or Equity

Cash and Cash Equivalents

Cash and cash equivalents consist of cash on hand and deposits in demand and time deposit accounts.

Investments

Investments are comprised of mutual funds and are reported at fair value.

Receivables and Payables

All receivables and payables are reported at their gross value and, where appropriate, are reduced by the estimated portion that is expected to be uncollectible.

Prepaid Items

Certain payments to vendors reflect costs applicable to future fiscal years and are recorded as prepaid expenditures in both the government-wide and fund financial statements.

Ionia County Road Commission

Notes to Financial Statements

Inventory

Inventory consists of various operating parts, supplies and road material and is stated at cost, using the average unit cost method. Inventory items are charged to road construction and maintenance, equipment repairs and operations as they are used.

Capital Assets

Land, buildings, equipment and infrastructure assets (roads, bridges and other similar items) are reported as capital assets in the government-wide financial statements (Statement of Net Position). Capital assets are defined by the Road Commission as land, buildings, improvements and equipment (except road equipment), with an estimated useful life in excess of two (2) years. No minimum cost is used to record road equipment capital assets. Such assets are recorded at historical cost or estimated historical cost if purchased or constructed. Donated capital assets are recorded at estimated fair market value at the date donated. The cost of normal maintenance and repairs that do not add to the value of the asset or materially extend asset lives are not capitalized.

Capital assets are recorded as capital outlay expenditures at the time of purchase in the fund financial statements and are subsequently capitalized on the government-wide statements through an adjustment to the governmental fund (General Operating / Road Fund) column. Infrastructure is reported prospectively from 1980, except for right-of-ways, bridges and traffic signals, which are required to be reported despite the date of purchase. The Uniform Accounting Procedures Manual for Michigan County Road Commissions (the "Manual") provides for removing roads from capital assets at the time the group of individually recorded roads becomes fully depreciated.

The Manual also provides for recording depreciation in the General Operating / Road Fund as a charge to various expense accounts and a credit to the depreciation contra expense account. Accordingly, the annual depreciation expense does not affect the available operating fund balance of the General Operating / Road Fund.

The Manual also provides for the net book value of road equipment that is retired to be reported as an equipment retirement in the equipment retirement credit account that is offset against capital outlay. The net of any proceeds received for the retirement (sale, abandonment, trade-in, etc.) is reported as a gain or loss on disposal of equipment. Accordingly, the annual depreciation expense does not affect the available operating fund balance of the General Operating / Road Fund.

Depreciation is recorded over the following estimated useful lives using the sum-of-years digits method for road equipment and the straight-line method for all other capital assets and infrastructure:

Buildings and improvements	10 to 50 years
Road equipment	5 to 8 years
Shop equipment	5 years
Office equipment	5 to 10 years
Engineering equipment	3 to 10 years
Infrastructure – bridges	12 to 50 years
Infrastructure – roads	5 to 30 years

Deferred Outflows of Resources

In addition to assets, the Statement of Net Position will sometimes report a separate section for deferred outflows of resources. This separate financial statement element represents a consumption of net position that applies to a future period and so will not be recognized as an outflow of resources (expense / expenditure) until then. The Road Commission has several items that qualify for reporting in this category related to the defined benefit pension plan and the defined benefit OPEB plan.

Ionia County Road Commission

Notes to Financial Statements

Advances from the State of Michigan

The State of Michigan advances funds on a State maintenance agreement that it has with the Road Commission for specific maintenance performed by the Road Commission during the year and for equipment purchases. The advances are considered current liabilities because they are subject to repayment annually, based upon results of audit procedures performed by the State of Michigan.

State Trunkline Adjustments

Adjustments to available operating funds resulting from audits of State Trunkline maintenance expenditures are recorded at the time cash settlement is made. Based on past experience, the Road Commission expects that the adjustments for the current year activity will be for a material amount however the amount of the adjustments, if any, cannot be reasonably estimated.

Compensated Absences

In accordance with the union contract and policies adopted by the Board of County Road Commissioners, employees have a vested right upon termination of employment to receive compensation for accumulated unused sick leave and vacation time under formulas and conditions specified in the contract / policies.

Employees are compensated for 100% of their vested vacation upon termination for any reason. Beginning November 1, 1994, unused sick leave has no limit on accumulation and has no provision for payoff at retirement, layoff, death or termination. Accumulated sick leave earned prior to November 1, 1994 was placed into a "sick leave bank" at the hourly wage rate as of that date. Employees are compensated for 50% of their unused sick leave bank upon resignation or termination and 100% of their unused sick leave bank upon death or retirement.

A payable for vacation and sick leave is reported in the General Operating / Road Fund only for matured amounts, for example, as a result of employee resignations and retirements. The remaining portion is recorded as an adjustment to the fund financial statements which results in the government-wide statements including both short and long-term portions of this liability. The Road Commission allows employees to accumulate vacation and sick leave in varying amounts, depending on time of service and other factors.

Long-term Obligations

In the government-wide financial statements (Statement of Net Position), long-term debt and other long-term obligations are reported as liabilities.

Deferred Inflows of Resources

In addition to liabilities, the Statement of Net Position will sometimes report deferred inflows of resources in a separate section. This separate financial statement element represents an acquisition of net position that applies to a future period and therefore will not be recognized as an inflow of resources (revenue) until that time. The Road Commission has several items that qualify for reporting in this category related to the defined benefit pension plan and the defined benefit OPEB plan.

Ionia County Road Commission

Notes to Financial Statements

Defined Benefit Pension Plan

The Road Commission offers a defined benefit pension plan to its employees. The Road Commission records a net pension liability for the difference between the total pension liability calculated by the actuary and the pension plan's fiduciary net position. For the purpose of measuring the net pension liability, deferred outflows of resources and deferred inflows of resources related to pensions, and pension expense, information about the fiduciary net position of the pension plan and additions to / deductions from the pension plan's fiduciary net position have been determined on the same basis as they are reported by the pension plan. For this purpose, benefit payments (including refunds of employee contributions) are recognized when due and payable in accordance with the benefit terms. Investments are reported at fair value.

Other Postemployment Benefits

The Road Commission offers retiree healthcare benefits to retirees. The Road Commission records a net OPEB liability for the difference between the total OPEB liability calculated by the actuary and the OPEB plan's fiduciary net position. For the purpose of measuring the net OPEB liability, deferred outflows of resources and deferred inflows of resources related to OPEB, and OPEB expense, information about the fiduciary net position of the OPEB plan and additions to/deductions from the OPEB plan's fiduciary net position have been determined on the same basis as they are reported by the OPEB plan. For this purpose, benefit payments are recognized when due and payable in accordance with the benefit terms. Investments are reported at fair value.

Equipment Rental

The Michigan Department of Transportation requires that the cost of operating equipment, including depreciation, be allocated (charged) to the various activities. The effect of this allocation is offset to equipment expenditures / expenses.

Fund Equity

In the financial statements, the General Operating / Road Fund reports the following components of fund balance:

Nonspendable

Amounts that are not in spendable form or are legally or contractually required to be maintained intact are reported as nonspendable fund balance.

Restricted

Amounts that are legally restricted by externally imposed constraints that are placed on the use of resources by grantors, contributors, or laws or regulations of other governments are reported as restricted fund balance.

Committed

Amounts that have been formally set aside by the Board of County Road Commissioners for use for specific purposes are reported as committed fund balance. Commitments are made, and can only be rescinded by resolution of the Board of County Road Commissioners.

Assigned

Amounts that are constrained by the Road Commission's *intent* to be used for specific purposes, but are neither restricted nor committed are reported as assigned fund balance. The Board of County Road Commissioners has authorized the Managing Director or her designee the authority to assign fund balance on behalf of the Road Commission.

Ionia County Road Commission

Notes to Financial Statements

Unassigned

Amounts that have not been restricted, committed or assigned to specific purposes are reported as unassigned fund balance.

When the Road Commission incurs expenditures for purposes for which various fund balance classifications can be used, it is the Road Commission's policy to use restricted fund balance first, then committed fund balance, assigned fund balance and finally unassigned fund balance.

Equipment Rental

The Manual requires that the cost of operating equipment, including depreciation, be allocated (charged) to the various activities. The effect of this allocation is offset to equipment expenditures / expenses. As a result, fund balance is not affected.

Handling and Overhead Credits

The Manual requires that the charging of handling and overhead based upon a calculation related to a specific project's cost (particularly projects on the State Trunkline) be reported as an expenditure to the project, with a credit to administrative expenditures. As a result, fund balance is not affected.

Estimates

In preparing financial statements in conformity with U.S. GAAP, management is required to make estimates and assumptions that affect the reported amounts of assets and liabilities, the disclosures of contingent assets and liabilities at the date of the financial statements and the reported amounts of revenues and expenditures during the reporting period. Actual results could differ from those estimates.

Implementation of New Accounting Standard

During the year, the Road Commission implemented Governmental Accounting Standards Board Statement (GASB) No. 75, *Accounting and Financial Reporting for Postemployment Benefits Other Than Pensions*. The objective of this statement is to improve accounting and financial reporting by state and local governments for postemployment benefits other than pensions (OPEB). It also improves information provided by state and local governmental employers about financial support for OPEB that is provided by other entities. As a result of implementing this statement, the beginning net position of governmental activities was reduced by \$5,959,947.

Ionia County Road Commission

Notes to Financial Statements

NOTE 2 – Reconciliation of Government-Wide and Fund Financial Statements

Explanation of differences between the governmental fund statements and the government-wide Statement of Net Position (page 8):

Fund balance – General Operating / Road Fund	\$	3,447,031
<p>Amounts reported for <i>governmental activities</i> in the Statement of Net Position are different because:</p>		
<p>Capital assets used in governmental activities are not financial resources and are therefore not reported in the fund financial statements.</p>		
Capital assets not being depreciated		17,920,106
Capital assets being depreciated		67,495,463
Accumulated depreciation		(31,098,124)
<p>Long-term liabilities are not due and payable in the current period and are therefore not reported in the fund financial statements</p>		
		(270,059)
<p>Certain pension-related amounts such as the net pension liability and deferred amounts are not due and payable in the current period or do not represent current financial resources and therefore are not reported in the fund financial statements</p>		
Net pension liability		(11,254,601)
Deferred inflows related to the net pension liability		(177,841)
Deferred outflows related to the net pension liability		2,058,408
<p>Certain OPEB-related amounts such as the net OPEB liability and deferred amounts are not due and payable in the current period or do not represent current financial resources and therefore are not reported in the fund financial statements</p>		
Net OPEB liability		(12,619,347)
Deferred outflows related to the net OPEB liability		<u>3,465,648</u>
Net position of governmental activities	\$	<u>38,966,684</u>

Ionia County Road Commission

Notes to Financial Statements

Explanation of differences between the governmental fund Statement of Revenues, Expenditures and Changes in Fund Balances and the government-wide Statement of Activities (page 9):

Change in fund balance – General Operating / Road Fund	\$ 1,179,436
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Amounts reported for *governmental activities* in the Statement of Activities are different because:

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 expense.

Capital outlay	831,859
Infrastructure purchases	5,700,362
Depreciation expense	(3,040,150)

Principal payments on long-term liabilities are reported as an expenditure in the fund statements, but not in the government-wide Statement of Activities, where the payment reduces the long-term liability	174,066
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Interest expense adjustment for accrual reported in the government-wide Statement of Activities when the liability is incurred and reported in the fund statements only when the payment is due	3,050
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The change in the net pension liability and related deferred amounts does not impact current financial resources and therefore is not reported in the fund financial statements	34,101
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The change in the net OPEB liability and related deferred amounts does not impact current financial resources and therefore is not reported in the fund financial statements	(1,465,966)
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The change in accrued compensated absences is reported as an expense in the Statement of Activities but does not require the use of current financial resources and therefore is not reported as an expenditure in the fund statements	19,300
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Change in net position of governmental activities	\$ 3,436,058
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NOTE 3 – Stewardship, Compliance and Accountability

Auditing and Reporting

The audit was performed in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States as described in the Independent Auditors' Report and with the types of compliance requirements described in Public Act 51 of 1951, as amended. The financial statements were prepared in accordance with U.S. GAAP, as described in the Independent Auditor's Report and also with applicable rules of the Michigan State Department of Transportation.

Ionia County Road Commission

Notes to Financial Statements

NOTE 4 – Detailed Notes on Select Financial Statement Captions / Transaction Classes

Deposits and Investments

At year-end, the carrying amounts of the Road Commission’s deposits and investments were as follows:

	General Operating / Road Fund	Trust Fund
Cash on hand	\$ 500	\$ -
Deposits with financial institutions		
Imprest checking	1,500	-
Checking maintained by County Treasurer	1,515,493	-
Investments – mutual funds	-	162,585
Total	\$ 1,517,493	\$ 162,585

The Uniform Accounting Procedures Manual for Michigan County Road Commissions provides that the County Treasurer maintain cash of the Road Commission. All Road Commission receipts are deposited with the Ionia County Treasurer’s Office. To make disbursements, the Road Commission requests the County Treasurer to transfer funds to an imprest vendor or payroll checking account.

Deposit and Investment Risk

State law limits the allowable investments and the maturities of some of the allowable investments as identified in the following list of authorized investments.

- Bonds, securities, other obligations and repurchase agreements of the United States, or an agency or instrumentality of the United States
- Certificates of deposit, savings accounts, deposit accounts or depository receipts of a qualified financial institution
- Commercial paper rated at the time of purchase within the 2 highest classifications established by not less than 2 standard rating services and that matures not more than 270 days after the date of purchase
- Bankers acceptances of United States banks
- Obligations of the State of Michigan and its political subdivisions that, at the time of purchase are rated as investment grade by at least one standard rating service
- Mutual funds registered under the investment company act of 1940 with the authority to purchase only investment vehicles that are legal for direct investment by a public corporation
- External investment pools as authorized by Public Act 20 as amended through December 31, 1997

Interest Rate Risk

The Road Commission’s investment policy does not have specific limits in excess of State law on investment maturities as a means of managing its exposure to fair value losses arising from increasing interest rates.

Ionia County Road Commission

Notes to Financial Statements

Credit Risk

The Road Commission's investment policy does not have specific limits in excess of State law on investment credit risk.

Custodial Credit Risk – Deposits

Custodial credit risk is the risk that in the event of a bank failure, the Road Commission's deposits may not be returned. State law does not require, and the Road Commission does not have a policy for deposit custodial credit risk. At year-end, the carrying amount of the Road Commission's deposits was \$1,516,993 and the bank balance was \$1,727,648. At year-end, \$1,227,648 of the Road Commission's bank balance was exposed to custodial credit risk because it was uninsured (FDIC) and uncollateralized.

The Road Commission has determined that due to the dollar amounts of cash deposits and the limits of FDIC insurance, it is impractical to insure all bank deposits. As a result, the County evaluates each financial institution and assesses the level of risk associated with each financial institution. The County's policy is to conduct business only with financial institutions that have an acceptable estimated level of risk as a depository.

Custodial Credit Risk – Investments

Custodial credit risk is the risk that, in the event of the failure of the counterparty, the Road Commission will not be able to recover the value of its investments or collateral securities that are in the possession of an outside party. State law does not require a policy for investment custodial credit risk. The Road Commission's investment policy does not address custodial credit risk for investments. However, while uninsured and unregistered, the Road Commission's funds are not exposed to custodial credit risk since the securities are held in the counterparty's trust department in the Road Commission's name.

Concentration of Credit Risk

State law limits allowable investments but does not limit concentration of credit risk. The Road Commission's investment policy does not have specific limits in excess of State law on concentration of credit risk. At year-end, the Road Commission's investments are comprised of a single investment account; the CLS Investment Account.

Inventory

The year-end inventory balance of \$702,563 was comprised of \$428,540 in road materials and \$274,023 in parts and material for equipment.

Ionia County Road Commission

Notes to Financial Statements

Capital Assets

Capital asset activity for the year was as follows:

	Beginning Balance	Additions	Disposals	Ending Balance
Capital assets not being depreciated				
Land	\$ 169,997	\$ -	\$ -	\$ 169,997
Land improvements	17,025,987	630,120	-	17,656,107
Right of ways	80,000	-	-	80,000
Depletable assets – gravel pits	10,080	-	-	10,080
Construction in progress	-	3,922	-	3,922
	<u>17,286,064</u>	<u>634,042</u>	<u>-</u>	<u>17,920,106</u>
Total capital assets not being depreciated				
Capital assets being depreciated				
Buildings	2,361,975	-	(14,008)	2,347,967
Building improvements	257,389	-	-	257,389
Road equipment	7,604,305	819,160	(188,250)	8,235,215
Shop equipment	235,176	-	-	235,176
Office equipment	146,400	12,699	-	159,099
Engineer equipment	117,369	-	-	117,369
Infrastructure - roads	33,416,940	3,948,640	(2,590,631)	34,774,949
Infrastructure – bridges	20,250,621	1,117,678	-	21,368,299
	<u>64,390,175</u>	<u>5,898,177</u>	<u>(2,792,889)</u>	<u>67,495,463</u>
Total capital assets being depreciated				
Less accumulated depreciation				
Buildings	(1,380,547)	(60,133)	14,008	(1,426,672)
Building improvements	(145,957)	(6,985)	-	(152,942)
Road equipment	(6,116,135)	(567,364)	188,250	(6,495,249)
Shop equipment	(214,765)	(7,270)	-	(222,035)
Office equipment	(113,732)	(11,611)	-	(125,343)
Engineer equipment	(113,873)	(1,701)	-	(115,574)
Infrastructure – roads	(17,017,075)	(1,980,522)	2,590,631	(16,406,966)
Infrastructure – bridges	(5,748,779)	(404,564)	-	(6,153,343)
	<u>(30,850,863)</u>	<u>(3,040,150)</u>	<u>2,792,889</u>	<u>(31,098,124)</u>
Total accumulated depreciation				
Net capital assets being depreciated	<u>33,539,312</u>	<u>2,858,027</u>	<u>-</u>	<u>36,397,339</u>
Total net capital assets	<u>\$ 50,825,376</u>	<u>\$ 3,492,069</u>	<u>\$ -</u>	<u>\$ 54,317,445</u>

Ionia County Road Commission

Notes to Financial Statements

Long-term Debt

Long-term liability activity for the year was as follows:

	<u>Beginning</u>	<u>Increases</u>	<u>(Decreases)</u>	<u>Ending</u>	<u>Due</u>
	<u>Balance</u>			<u>Balance</u>	<u>Within</u>
					<u>One Year</u>
2014 Installment loan	\$ 70,789	\$ -	\$ (46,901)	\$ 23,888	\$ 23,888
2015 Installment loan	75,289	-	(75,289)	-	-
2016 Installment loan	151,826	-	(49,876)	101,950	50,609
Accrued sick and vacation	155,522	-	(19,301)	136,221	-
Retiree life insurance liability	<u>10,000</u>	<u>-</u>	<u>(2,000)</u>	<u>8,000</u>	<u>-</u>
Total	<u>\$ 463,426</u>	<u>\$ -</u>	<u>\$ (193,367)</u>	<u>\$ 270,059</u>	<u>\$ 74,497</u>

Significant details regarding the outstanding balance in long-term liabilities are presented below:

2014 Installment Loan

The Road Commission is obligated for an installment loan dated February 4, 2014, in the original amount of \$226,000. The debt is required to be paid in 10 semi-annual installments, including interest of 2.50%.

2015 Installment Loan

The Road Commission is obligated for an installment loan dated September 2, 2015, in the original amount of \$220,000. The debt is required to be paid in 6 semi-annual installments, with the first payment being due in March 2016, including interest of 2.60%.

2016 Installment Loan

The Road Commission is obligated for an installment loan dated September 23, 2016, in the original amount of \$202,480. The debt is required to be paid in 4 annual installments, with the first payment being due in March 2017, including interest of 1.50%.

The annual debt service requirements for the outstanding balance of the installment loans, including interest at year-end are as follows:

<u>Year Ending</u>	<u>Principal</u>	<u>Interest</u>	<u>Total</u>
<u>December 31</u>			
2019	\$ 74,497	\$ 1,825	\$ 76,322
2020	<u>51,341</u>	<u>770</u>	<u>52,111</u>
Total	<u>\$ 125,838</u>	<u>\$ 2,595</u>	<u>\$ 128,433</u>

Accrued Sick and Vacation

In accordance with Board policy and the labor agreement with the Road Commission, individual employees have a vested right upon termination of employment to receive compensation for accumulated sick leave and vacation under formulas and conditions specified in the contracts. The dollar amounts of these vested rights, which have been accrued on the government-wide statements amounted to approximately \$2,160 for sick leave and \$134,061 for vacation at year-end.

Ionia County Road Commission

Notes to Financial Statements

Retiree Life Insurance Liability

In 1995, the Road Commission elected to become self-insured with respect to retiree life insurance benefits for existing retirees at that time. Employees that retire from the Road Commission after 1995 are no longer granted life insurance at retirement, in accordance with labor contracts. However, employees who retired prior to the effective date of current employee contracts were granted life insurance coverage upon retirement. The Road Commission decided to discontinue paying the premiums on the existing policies and to pay the death benefits from future resources. Accordingly, a liability for retirees' life insurance benefits was recorded in the government-wide statements in the amount of \$8,000, which represents the maximum remaining amount of death benefits to be paid to beneficiaries.

NOTE 5 – Defined Benefit Pension Plan (MERS)

Plan Description

The Road Commission participates in the Municipal Employees' Retirement System (MERS) of Michigan, a defined benefit pension plan providing certain retirement, disability and death benefits to plan members and beneficiaries. MERS is an agent multiple-employer, statewide public employee pension plan established by the Michigan Legislature under Public Act 135 of 1945 and administered by a nine-member Retirement Board. Public Act 427 of 1984, as amended, establishes and amends the benefit provisions of the participants in MERS. MERS issues a publicly available financial report that includes financial statements and required supplementary information. This report may be obtained accessing the MERS website at www.mersofmich.com.

Benefits Provided

The Plan provides certain retirement, disability, and death benefits to plan members and beneficiaries. PA 427 of 1984, as amended, established and amends the benefit provisions of the participants in MERS. Retirement benefits are calculated as 2.0% of the employee's final five-year average salary times the employee's years of service. Normal retirement age is 60 years, with early retirement at 50 with 25 years of service (reduced) or 55 with 30 years of service (unreduced). The vesting period is 10 years. Employees are eligible for non-duty disability benefits after 10 years of service and for duty-related disability benefits upon hire. Disability retirement benefits are determined in the same manner as retirement benefits but are payable immediately without an actuarial reduction. Death benefits are always the larger of the benefit computed as a contingent survivor beneficiary or 85% of accrued retirement allowance benefit. An employee who leaves service may withdraw his or her contributions, plus any accumulated interest.

Benefit terms provide for annual non-compounded cost-of-living adjustments to each employee's retirement allowance subsequent to the employee's retirement date of 2.5%. Benefit terms, within the parameters established by MERS, are generally established and amended by authority of the Board of County Road Commissioners, generally after negotiations of these terms with the labor union.

Employees Covered by the Benefit Term

At the December 31, 2017 measurement date, the following participants were covered by the benefit terms:

Inactive plan members or beneficiaries currently receiving benefits	49
Inactive plan members entitled to but not yet receiving benefits	2
Active employees	<u>33</u>
Total participants	<u><u>84</u></u>

Ionia County Road Commission

Notes to Financial Statements

Contribution Requirements

Article 9, Section 24 of the State of Michigan constitution requires that financial benefits arising on account of employee service rendered in each year be funded during that year. Accordingly, MERS retains an independent actuary to determine the annual contribution. The employer is required to contribute amounts at least equal to the actuarially determined rate, as established by the MERS retirement Board. The actuarially determined rate is the estimated amount necessary to finance the costs of benefits earned by plan members during the year, with an additional amount to finance any unfunded accrued liability. The employer may establish contribution rates to be paid by its covered employees.

For the current year, the Road Commission's actuarially determined contribution rate was a fixed monthly dollar amount of \$79,458. Road Commission employees are required to contribute 7% of their annual covered payroll.

Net Pension Liability

The net pension liability reported at year-end was determined using a measure of the total pension liability and the pension net position as of December 31, 2017. The December 31, 2017 total pension liability was determined by an actuarial valuation performed as of that date.

Changes in the net pension liability during the year were as follows:

Changes in Net Pension Liability	Increase (Decrease)		
	Total Pension Liability	Plan Fiduciary Net Position	Net Pension Liability
Beginning balance, as restated	\$ 18,027,315	\$ 7,320,337	\$ 10,706,978
Service cost	185,759	-	185,759
Interest on total pension liability	1,441,763	-	1,441,763
Changes in benefits	(13,601)	-	(13,601)
Difference in expected and actual experience	(237,121)	-	(237,121)
Changes in assumptions	-	-	-
Employer contributions	-	1,008,261	(1,008,261)
Employee contributions	-	122,043	(122,043)
Net investment income	-	(286,932)	286,932
Benefit payments	(1,197,656)	(1,197,656)	-
Administrative expenses	-	(14,195)	14,195
Other changes	-	-	-
Net changes	179,144	(368,479)	547,623
Ending balance	\$ 18,206,459	\$ 6,951,858	\$ 11,254,601

Sensitivity of the Net Pension Liability to Changes in the Discount Rate - The following presents the Road Commission's net pension liability, calculated using the discount rate of 8.00%, as well as what the net pension liability would be if it were calculated using a discount rate that is 1% lower (7.00%) or 1% higher (9.00%) than the current rate:

	1% Decrease in Rate to 7.00%	Assumed Discount Rate 8.00%	1% Increase in Rate to 9.00%
Net Pension Liability	\$ 13,269,708	\$ 11,254,601	\$ 9,547,085

Ionia County Road Commission

Notes to Financial Statements

Pension Plan Fiduciary Net Position - Detailed information about the Plan's fiduciary net position is available in the separately issued financial report. For the purpose of measuring the net pension liability, deferred outflows of resources and deferred inflows or resources related to pension and pension expense, information about the Plan's fiduciary net position and addition to / deduction from fiduciary net position have been determined on the same basis as they are reported by the Plan. The Plan uses the economic resources measurement focus and the full accrual basis of accounting. Investments are stated at fair value. Contribution revenue is recorded as contributions are due pursuant to legal requirements. Benefit payments and refunds of employee contributions are recognized as expense when due and payable in accordance with the benefit terms.

Pension Expense and Deferred Outflows and Inflows of Resources Related to Pensions

During the year the Road Commission recognized pension expense of \$354,359. At year-end, the Road Commission reported deferred outflows and inflows of resources related to pensions from the following sources:

Description	Deferred Outflows of Resources	Deferred Inflows of Resources
Employer contributions to the plan subsequent to the measurement date	\$ 1,008,261	\$ -
Net difference between projected and actual earnings on pension plan investments	812,774	-
Differences between expected and actual experience	237,373	177,841
Total	\$ 2,058,408	\$ 177,841

The amount reported as deferred outflows of resources related to the net difference between projected and actual earnings on pension plan investments will be recognized as pension expense as follows:

Year Ending December 31,	Net Amount
2019	\$ 343,696
2020	302,158
2021	63,747
2022	162,705
Total	\$ 872,306

The amount reported as deferred outflows of resources related to employer contributions to the plan made subsequent to the measurement date of \$1,008,261 will impact the net pension liability in the next fiscal year, as opposed to being amortized to pension expense over a period of years.

Ionia County Road Commission

Notes to Financial Statements

Actuarial Assumptions

The total pension liability in the December 31, 2017 actuarial valuation was determined using the following actuarial assumptions, applied to all periods included in the measurement:

Inflation	2.50%
Salary increases	3.75% (plus 0.00% to 11.00% for merit and longevity)
Investment rate of return	7.75%, net of investment expense and including inflation

Mortality rates were based on the RP-2014 Group Annuity Mortality Table of a 50% Male and 50% Female blend for non-disabled plan members and 50% Male and 50% Female blend of the RP-2014 Disabled Retiree Mortality Tables for disabled plan members. The actuarial assumptions used in the December 31, 2015 valuation were based on the results of the most recent actuarial experience study dated in 2015 that covers the period from January 1, 2009 through December 31, 2013.

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

<u>Asset Class</u>	<u>Target Allocation</u>	<u>Long-term Expected Real Rate of Return</u>	<u>Expected Money-Weighted Rate of Return</u>
Global equity	57.50%	5.02%	2.87%
Global fixed income	20.00	2.18	0.44
Real assets	12.50	4.23	0.53
Diversifying strategies	<u>10.00</u>	6.56	0.66
	<u>100.00%</u>		
Inflation			2.50
Administrative expenses netted above			<u>0.75</u>
Investment rate of return			<u>7.75%</u>

Discount Rate - The discount rate used to measure the total pension liability was 8.00%. The projection of cash flows used to determine the discount rate assumes that employer and employee contributions will be made at the rates agreed upon for employees and the actuarially determined rates for employers.

Projected Cash Flows - Based on those assumptions, the pension plan's fiduciary net position was projected to be available to make all projected future benefit payments of current active and inactive employees. Therefore, the long-term expected rate of return on pension plan investments was applied to all periods of projected benefit payments to determine the total pension liability.

Ionia County Road Commission

Notes to Financial Statements

NOTE 6 – Postemployment Benefits Other than Pensions (OPEB)

Plan Description, Membership and Benefits

The Road Commission provides postemployment health care to eligible employees and / or their spouses who were hired prior to July 9, 2005 and retire from the Road Commission on or after attaining retirement age with at least ten (10) or twenty (20) years of service, depending on position. This is a single employer defined benefit plan that is administered by the Road Commission. The benefits are provided under the collective bargaining agreement for union employees and by resolution of the Board of County Road Commissioners for nonunion employees.

The collective bargaining agreement requires the Road Commission to pay the insurance premiums / claim costs of the retiree and spouse after retirement until the death of the retiree. The Road Commission obtains healthcare coverage for retirees through private insurers. Upon eligibility for Medicare, the Road Commission pays the difference between the plan costs and the amount covered by Medicare.

Effective July 1, 2012, the employer's contribution towards healthcare cannot exceed those amounts permitted by Public Act 152 (PA 152) of 2011; Publicly Funded Health Insurance Contribution Act, with maximum amounts revised July 1st of each year. Eligible retirees and active employees are required to contribute monthly towards healthcare costs that exceed employer amounts allowed under PA 152.

Beginning in a prior year, the Road Commission advance funded a portion of the liability. Therefore, the financial statements for the Trust Fund used to account for the assets of the Plan are included in the financial statements of the Road Commission.

Funding Policy and Contributions

The contribution requirements of plan members and the Road Commission are established by labor contracts and may be amended by the Board of County Road Commissioners through labor negotiations and Board actions after labor contracts and negotiations. The required contribution is based on projected pay-as-you-go financing requirements, with an additional amount to prefund benefits as determined by the Board of County Road Commissioners.

Expenditures for postemployment healthcare benefits are recognized as the insurance premiums become due. During the year, the Road Commission paid current retiree premiums of \$362,818 and made no advance funding payments. The premiums for postemployment healthcare benefits are recorded as expenditures in the General Operating / Road Fund.

Annual OPEB Cost and Net OPEB Obligation

The Road Commission's annual other postemployment benefit (OPEB) cost (expense) is calculated based on the *actuarially determined contribution of the employer (ADC)*, an amount actuarially determined in accordance with the parameters of GASB Statement 75. The ADC represents the level of funding that, if paid on an ongoing basis, is projected to cover normal costs each year and to amortize any unfunded actuarial liabilities (or funding excess) over a period of 29 (twenty-nine) years.

Actuarial valuations of an ongoing plan involve estimates of the value of reported amounts and assumptions about the probability of occurrence of events far into the future. Examples include assumptions about future employment, mortality, and the healthcare cost trend. Amounts determined regarding the funded status of the plan and the annual required contributions of the employer are subject to continual revision as actual results are compared with past expectation and new estimates are made about the future.

Ionia County Road Commission

Notes to Financial Statements

Participants Covered by the Benefit Terms

At the measurement date, the following participants were covered by the benefit terms:

Retirees and survivors	32
Covered spouses / dependents	30
Active plan members	<u>20</u>
Total participants	<u><u>82</u></u>

Net OPEB Liability

The net OPEB liability reported at year-end was determined using a measure of the total OPEB liability and the OPEB net position as of December 31, 2018. The December 31, 2018 total OPEB liability was determined by an actuarial valuation performed as of that date. Changes in the Road Commission's proportionate share of the net OPEB liability during the year were as follows:

Changes in Net OPEB Liability	Increase (Decrease)		
	Total OPEB Liability	Plan Net Position	Net OPEB Liability
Beginning balances	\$ 7,862,064	\$ 174,331	\$ 7,687,733
Service cost	81,704	-	81,704
Interest on total OPEB liability	582,177	-	582,177
Expected / actual experience differences	73,968	-	73,968
Changes in actuarial assumptions	4,544,837	-	4,544,837
Contributions to OPEB trust	-	-	-
Contributions – benefits paid	-	362,818	(362,818)
Net investment income (loss)	-	(10,869)	10,869
Benefit payments	(362,818)	(362,818)	-
Administrative expenses	-	(877)	877
Net changes	<u>4,919,868</u>	<u>(11,746)</u>	<u>4,931,614</u>
Ending balances	<u>\$ 12,781,932</u>	<u>\$ 162,585</u>	<u>\$ 12,619,347</u>

OPEB Expense and Deferred Outflows of Resources Related to OPEB

During the year the Road Commission recognized OPEB expense of \$1,828,784. At year-end, the Road Commission reported deferred outflows and deferred inflows of resources related to OPEB from the following sources:

Description	Deferred Outflows of Resources
Differences between expected and actual experience	\$ 55,194
Changes of assumptions	3,391,325
Net difference between projected and actual earnings on OPEB plan investments	<u>19,129</u>
Total	<u>\$ 3,465,648</u>

Ionia County Road Commission

Notes to Financial Statements

The amounts reported as deferred outflows of resources will be recognized as OPEB expense as follows:

Year Ending December 31,	Amount
2019	\$ 1,177,068
2020	1,177,068
2021	1,106,730
2022	4,782
Total	\$ 3,465,648

Actuarial Methods and Assumptions

Projections of benefits for financial reporting purposes are based on the substantive plan (the plan as understood by the employer and the plan members) and include the types of benefits provided at the time of each valuation and the historical pattern of sharing of benefit costs between the employer and plan members to that point. The actuarial methods and assumptions used include techniques that are designed to reduce the effects of short-term volatility in actuarial accrued liabilities and the actuarial value of assets, consistent with the long-term perspective of the calculations.

The valuation of the total OPEB liability was determined using the following actuarial assumptions:

Actuarial cost method	Entry age normal (level percent of compensation)
Asset valuation method	Market value
Inflation	2.50% (included in investment rate of return)
Salary increases	3.50%
Investment rate of return	7.50% beginning of year, 7.07% end of year
20-year Aa municipal bond rate	3.64%
Mortality	Public general headcount-weighted 2010 employee and healthy retiree
Medical trend	Pre-Medicare; 8.50% graded down 0.25% per year to 4.50% Post-Medicare; 7.00% graded down 0.25% per year to 4.50% Vision premium; 3.00% per year

Discount Rate

The discount rate used to measure the total OPEB liability was 3.64%. The projection of cash flows used to determine the discount rate assumed that no additional contributions will be made to the trust. Given this assumption, the assets are not projected to be sufficient to make projected future benefit payments of current plan members. For projected benefits that are covered by projected assets, the long-term expected rate was used to discount the projected benefits. From the year that benefit payments were not projected to be covered by the projected assets (the “depletion date”), projected benefits were discounted at a discount rate reflecting a 20-year AA/Aa tax-exempt municipal bond yield. A single equivalent discount rate that yields the same present value of benefits is calculated. This discount rate is used to determine the Total OPEB Liability. The discount rate used at 12/31/2017 was 7.50%.

Investment Rate of Return

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

Ionia County Road Commission

Notes to Financial Statements

allocation are summarized below. The sum of each target allocation times its long-term expected real rate is 5.25%. The long-term expected rate of return after including inflation is 7.07%.

Asset Class	Target Allocation	Long-term Expected Real Rate of Return
Global equity	65.40%	8.00%
Global fixed income	29.10	5.50
Real assets	2.80	6.20
Diversifying strategies	2.20	2.75
Cash	0.50	0.50
	100.00%	

Concentrations: The Plan is invested 100% in the Constellation Trust Supermarket Fund.

Sensitivity of the Net OPEB Liability to Changes in the Discount Rate

The following presents the Road Commission's net pension liability, calculated using the discount rate of 3.64%, as well as what the net pension liability would be if it were calculated using a discount rate that is 1% lower (2.64%) or 1% higher (4.64%) than the current rate:

	1% Decrease in Rate to 2.64%	Assumed Discount Rate 3.64%	1% Increase in Rate to 4.64%
Net OPEB liability	\$ 14,540,345	\$ 12,619,347	\$ 11,054,438

Sensitivity of the Net OPEB Liability to Changes in the Healthcare Cost Trend Rate

The following presents the Road Commission's net OPEB liability, calculated using the assumed cost trend rate, as well as what the net OPEB liability would be if it were calculated using a cost trend rate that is 1% lower or 1% higher than the current rate:

	1% Decrease in Cost Trend Rate	Assumed Cost Trend Rate	1% Increase in Cost Trend Rate
Net OPEB liability	\$ 10,874,905	\$ 12,619,347	\$ 14,817,308

Ionia County Road Commission

Notes to Financial Statements

NOTE 7 – Other Information

Advances and Deposits

The balance reported as advances consists of monies advanced by the State of Michigan and contractor escrow deposits. Under provisions of the State trunkline maintenance contract, the state advances funds to the Road Commission for maintenance costs and equipment purchases. The advances are adjusted annually by the State and must be repaid if the maintenance contract is canceled. The Road Commission received a deposit from a Township for future maintenance projects and requires escrow deposits from contractors for various projects. The following is a summary of the balance, by source and use:

State –		
Trunkline maintenance	\$	130,945
Equipment		257,798
White’s bridge reconstruction		175,000
Local – Township and escrow deposits		19,447
Total	\$	583,190

Equipment Expenditure Net Balance

The Road Commission, in compliance with the Uniform Accounting Procedures Manual for Michigan County Road Commissions charges rental on Road Commission equipment used for various construction and maintenance projects performed by the Road Commission. The cost for this rental, which is based on a rental rate per hour established by the Michigan Department of Transportation multiplied by rental hours, is reported as expenditures in the various maintenance activities. An expenditure credit is reported as an offset against the equipment expenditure activities. Accordingly, the equipment rental does not affect total expenditures or the available operating equity of the Road Commission’s General Operating Fund. The net amount reported as equipment expenditures for the year was comprised of the following:

Equipment –		
Direct	\$	1,375,299
Indirect		598,941
Operating		320,171
Less equipment rental		(2,307,573)
Total	\$	(13,162)

Capital Outlay Expenditure Balance

On the governmental financial statements, the Road Commission reports a depreciation credit to offset capital outlay as a result of charging depreciation to various expenditure accounts. The net book value of capital asset retirements is also reported as a credit against capital outlay. The net amount reported as capital outlay expenditures for the year was comprised of the following:

Capital outlay –		
Road equipment	\$	819,161
Office equipment		12,699
Less equipment retirements		(198)
Less depreciation / depletion		(655,064)
Total	\$	176,598

Ionia County Road Commission

Notes to Financial Statements

Risk Management

The Road Commission is exposed to various risks of loss related to property loss, torts, errors and omissions, and employee injuries (worker’s compensation), as well as medical benefits provided to employees. The Road Commission has purchased commercial insurance for healthcare claims.

The Road Commission is a member of the Michigan County Road Commission Self-Insurance Pool (Pool). The Michigan County Road Commission Self-insurance Pool program operates as a common risk-sharing management program for local units of government in Michigan; member premiums are used to purchase commercial excess insurance coverage and to pay member claims in excess of deductible amounts. The pool provides loss coverage includes, but is not limited to, general liability, auto, property insurance, stop loss protection, errors and omissions, trunkline liability and an umbrella policy. The amount the Road Commission pays annually is determined by the Administrator of the Pool and is based on miles of roads, population and prior claim history of the Road Commission. The Road Commission’s exposure is limited to \$1,000 per claim; all other risk is transferred to the Pool. Settled claims relating to the commercial insurance have not exceeded the amount of insurance coverage in any of the past three (3) fiscal years. The Road Commission is a member of the County Road Association Self-Insurance Fund for workers’ compensation claims. As a member of the fund, the Road Commission is fully insured for workers’ compensation claims incurred.

Contingencies

Under the terms of various Federal and State grants, periodic audits are required, and certain costs may be questioned as not being appropriate expenditures under the terms of the grants. Such grants could lead to reimbursement to the grantor agencies. However, Road Commission management does not believe such disallowances, if any, will be material to the financial position of the Road Commission.

Federal Award Expenditure / Single Audit

The Michigan Department of Transportation (MDOT) requires that Road Commissions report all Federal and State grants pertaining to their County. During the year, the Federal aid received and expended by the Road Commission was \$2,105,814 for contracted projects and \$0 for negotiated projects. Contracted projects are defined as projects performed by private contractors paid for and administrated by MDOT (they are included in MDOT’s single audit). Negotiated projects are projects where the Road Commission administers the grant and either performs the work or contracts it out. The Road Commission would be subject to single audit requirements if it expended \$750,000 or more for negotiated projects.

Restatement / Prior Period Adjustment

During the year, a restatement was necessary to properly account for beginning fund balance and net position in the General Operating / Road Fund and the Governmental Activities to properly account for liability balances. The errors have been corrected and had the following effect on beginning equity. In addition, the Road Commission implemented GASB Statement No. 75 during the year. The change in accounting principle had the following effect on beginning net position.

	Fund Balance	Net Position
Beginning balances	\$ 2,263,769	\$ 41,680,977
Adjustment for liabilities	3,826	(190,404)
Adjustment for GASB Statement No. 75	-	(5,959,947)
Beginning balances, as restated	\$ 2,667,595	\$ 35,530,626



REQUIRED SUPPLEMENTARY INFORMATION

Ionia County Road Commission

Required Supplementary Information Budgetary Comparison Schedule - General Operating / Road Fund

For the Year Ended December 31, 2018

	Original Budget	Final Budget	Actual	Over (Under) Budget
Revenue				
Licenses and permits	\$ 84,320	\$ 93,000	\$ 96,859	\$ 3,859
Intergovernmental				
Federal sources	2,562,108	2,100,000	2,105,814	5,814
State sources	7,919,181	9,679,614	9,368,760	(310,854)
Local sources	2,636,395	2,275,000	2,256,516	(18,484)
Charges for services	1,860,547	2,359,885	2,381,679	21,794
Interest and rents	1,000	6,000	10,809	4,809
Other	30,000	24,663	41,663	17,000
Total revenue	15,093,551	16,538,162	16,262,100	(276,062)
Expenditures				
Current				
Primary preservation - structural improvements	4,416,331	3,850,000	3,766,537	(83,463)
Local preservation - structural improvements	1,004,975	2,054,975	1,933,824	(121,151)
Primary maintenance	3,138,327	3,191,340	3,111,464	(79,876)
Local maintenance	3,234,698	3,224,698	2,867,711	(356,987)
State maintenance	1,860,547	1,640,000	1,618,336	(21,664)
State non-maintenance	-	761,200	782,511	21,311
Administrative	570,970	539,932	406,752	(133,180)
Equipment - net	239,781	108,853	(13,162)	(122,015)
Other	31,633	252,400	254,750	2,350
Capital outlay - net	398,700	548,700	176,598	(372,102)
Debt service	175,310	177,343	177,343	-
Total expenditures	15,071,272	16,349,441	15,082,664	(1,266,777)
Net change in fund balance	22,279	188,721	1,179,436	990,715
Fund balance				
Beginning of the year, as restated	2,263,769	2,263,769	2,267,595	3,826
End of the year	\$ 2,286,048	\$ 2,452,490	\$ 3,447,031	\$ 994,541

Ionia County Road Commission
Required Supplementary Information
Schedule of Changes in Net Pension Liability and Related Ratios
Last 10 Fiscal Years Ended December 31,

	<u>2018</u>	<u>2017</u>	<u>2016</u>	<u>2015*</u>
Total pension liability				
Service cost	\$ 185,759	\$ 200,231	\$ 183,898	\$ 190,229
Interest	1,441,763	1,292,097	1,240,839	1,194,694
Changes of benefit terms	(13,601)	-	(16,340)	-
Differences between expected and actual experience	(237,121)	474,745	(300,963)	-
Changes in assumptions	-	-	939,593	-
Benefit payments	(1,197,656)	(987,456)	(901,452)	(829,003)
Other changes	-	-	-	3,262
Net change in total pension liability	<u>179,144</u>	<u>979,617</u>	<u>1,145,575</u>	<u>559,182</u>
Total pension liability - beginning	<u>18,027,315</u>	<u>17,047,698</u>	<u>15,902,123</u>	<u>15,342,941</u>
Total pension liability - ending	<u>\$ 18,206,459</u>	<u>\$ 18,027,315</u>	<u>\$ 17,047,698</u>	<u>\$ 15,902,123</u>
Plan fiduciary net position				
Contributions - employer	\$ 1,008,261	\$ 816,740	\$ 736,112	\$ 847,936
Contributions - member	122,043	114,117	87,551	95,174
Net investment income (loss), net	(286,932)	676,909	(90,968)	363,684
Benefit payments, including refunds of member contributions	(1,197,656)	(987,456)	(901,452)	(829,003)
Administrative expenses	(14,195)	(13,372)	(13,433)	(13,345)
Other	-	-	-	-
Net change in fiduciary net position	<u>(368,479)</u>	<u>606,938</u>	<u>(182,190)</u>	<u>464,446</u>
Fiduciary net position - beginning	<u>7,320,337</u>	<u>6,713,399</u>	<u>6,895,589</u>	<u>6,431,143</u>
Fiduciary net position - ending	<u>\$ 6,951,858</u>	<u>\$ 7,320,337</u>	<u>\$ 6,713,399</u>	<u>\$ 6,895,589</u>
Net pension liability - ending	<u>\$ 11,254,601</u>	<u>\$ 10,706,978</u>	<u>\$ 10,334,299</u>	<u>\$ 9,006,534</u>
Fiduciary net position as a percentage of the total pension liability	38.18%	40.61%	39.38%	43.36%
Covered-employee payroll	\$ 1,732,195	\$ 1,897,922	\$ 1,885,320	\$ 1,788,822
Net pension liability as percentage of covered-employee payroll	649.73%	564.14%	548.15%	503.49%

* GASB Statement No. 68 was implemented as of December 31, 2015. Information from 2009 through 2014 is not available. Additional years will be presented on this schedule on a prospective basis.

See Notes to Required Supplementary Information

Ionia County Road Commission
Required Supplementary Information
Schedule of Employer's Net Pension Liability
Last 10 Fiscal Years Ended December 31,

	<u>2018</u>	<u>2017</u>	<u>2016</u>	<u>2015*</u>
Total pension liability	\$ 18,206,459	\$ 18,027,315	\$ 17,047,698	\$ 15,902,123
Plan net position	6,951,858	7,320,337	6,713,399	6,895,589
Net pension liability	11,254,601	10,706,978	10,334,299	9,006,534
Plan net position as a percent of total pension liability	38.18%	40.61%	39.38%	43.36%
Covered payroll	\$ 1,732,195	\$ 1,897,922	\$ 1,885,320	\$ 1,788,822
Net pension liability as a percent of covered payroll	649.73%	564.14%	548.15%	503.49%

* GASB Statement No. 68 was implemented as of December 31, 2015. Information from 2009 through 2014 is not available. Additional years will be presented on this schedule on a prospective basis.

See Notes to Required Supplementary Information

Ionia County Road Commission
Required Supplementary Information
Schedule of Employer Contributions - Pension
Last 10 Fiscal Years Ended December 31,

	2018	2017	2016	2015*
Actuarially determined contribution	\$ 953,496	\$ 708,546	\$ 658,356	\$ 591,555
Contributions in relation to the actuarially determined contribution	1,008,261	816,740	736,112	847,936
Contribution deficiency (excess)	\$ (54,765)	\$ (108,194)	\$ (77,756)	\$ (256,381)
 Covered-employee payroll	 \$ 1,732,195	 \$ 1,897,922	 \$ 1,885,320	 \$ 1,788,822
 Contributions as percentage of covered- employee payroll	 58.21%	 43.03%	 39.04%	 47.40%

* GASB Statement No. 68 was implemented as of December 31, 2015. Information from 2009 through 2014 is not available. Additional years will be presented on this schedule on a prospective basis.

See Notes to Required Supplementary Information

Ionia County Road Commission
Required Supplementary Information
Schedule of Changes in Net OPEB Liability and Related Ratios
Last 10 Fiscal Years Ended December 31,

	<u>2018</u>	<u>2017*</u>
Total OPEB liability		
Service cost	\$ 81,704	\$ -
Interest on total OPEB liability	582,177	-
Changes of benefit terms	-	-
Differences between expected and actual experience	73,968	-
Changes in assumptions	4,544,837	-
Benefit payments	(362,818)	-
Other changes	-	(1,030,350)
Net change in total OPEB liability	<u>4,919,868</u>	<u>(1,030,350)</u>
Total OPEB liability - beginning	7,862,064	8,892,414
Total OPEB liability - ending	<u>\$ 12,781,932</u>	<u>\$ 7,862,064</u>
Plan fiduciary net position		
Contributions - employer	\$ 362,818	\$ -
Contributions - member	-	-
Net investment income (loss)	(10,869)	23,683
Benefit payments and refunds	(362,818)	-
Administrative expenses	(877)	(798)
Other	-	-
Net change in fiduciary net position	<u>(11,746)</u>	<u>22,885</u>
Fiduciary net position - beginning	174,331	151,446
Fiduciary net position - ending	<u>\$ 162,585</u>	<u>\$ 174,331</u>
Net OPEB liability - ending	<u>\$ 12,619,347</u>	<u>\$ 7,687,733</u>
Fiduciary net position as a percentage of the total OPEB liability	1.27%	2.22%
Covered-employee payroll	\$ 2,218,728	\$ 1,732,195
Net OPEB liability as percentage of covered-employee payroll	568.76%	443.81%

* GASB Statement No. 74 was implemented as of December 31, 2017. Information from 2009 through 2016 is not available. Additional years will be presented on this schedule on a prospective basis.

See Notes to Required Supplementary Information

Ionia County Road Commission
Required Supplementary Information
Schedule of Employer's Net OPEB Liability
Last 10 Fiscal Years Ended December 31,

	<u>2018</u>	<u>2017*</u>
Total OPEB liability	\$ 12,781,932	\$ 7,862,064
Plan net position	162,585	174,331
Net OPEB liability	12,619,347	7,687,733
Plan net position as a percent of total OPEB liability	1.27%	2.22%
Covered payroll	\$ 2,218,728	\$ 1,732,195
Net OPEB liability as a percent of covered payroll	568.76%	443.81%

* GASB Statement No. 74 was implemented as of December 31, 2017. Information from 2009 through 2016 is not available. Additional years will be presented on this schedule on a prospective basis.

See Notes to Required Supplementary Information

Ionia County Road Commission
Required Supplementary Information
Schedule of Employer Contributions - OPEB
Last 10 Fiscal Years Ended December 31,

	2018	2017*
Actuarially determined contribution	\$ 738,762	\$ 550,877
Contributions in relation to the actuarially determined contribution	362,818	347,802
Contribution deficiency (excess)	\$ 375,944	\$ 203,075
 Covered-employee payroll	 \$ 2,218,728	 \$ 1,732,195
 Contributions as percentage of covered- employee payroll	 16.35%	 20.08%

* GASB Statement No. 74 was implemented as of December 31, 2017. Information from 2009 through 2016 is not available. Additional years will be presented on this schedule on a prospective basis.

See Notes to Required Supplementary Information

Ionia County Road Commission
Required Supplementary Information
Schedule of Investment Returns - OPEB
Last 10 Fiscal Years Ended December 31,

	<u>2018</u>	<u>2017*</u>
Annual money-weighted rate of return, net of investment expenses	-6.45%	14.61%

* GASB Statement No. 74 was implemented as of December 31, 2017. Information from 2009 through 2016 is not available. Additional years will be presented on this schedule on a prospective basis.

See Notes to Required Supplementary Information

Ionia County Road Commission

Notes to Required Supplementary Information

Budgetary Data

The Road Commission's procedures for establishing budgetary data are as follows:

- * The Managing Director prepares a proposed operating budget for the calendar year commencing January 1st, using data offered by the administrative staff. The proposed operating budget includes identification of expenditures and resources to finance them.
- * Prior to December 31st, the proposed budget is presented to the Board of County Road Commissioners. The budget is reviewed and may be amended by the Board and a public hearing is held regarding the proposed budget. The budget is then legally enacted through passage of a resolution adopted by the Board of County Road Commissioners and is placed in the Board minutes.
- * The Road Commission's approved budget was adopted at the activity level. This is the legally enacted level under the State of Michigan Uniform Budgeting and Accounting Act, since the Board of County Road Commissioners must approve amendments to the budget at the activity level.
- * The budget for the General Operating / Road Fund is adopted on a basis consistent with U.S. GAAP. Budget amounts shown in the financial statements consist of those amounts contained in the formal budget approved and amended by the Board.
- * The Road Commission adopts a budget for the General Operating / Road Fund by means of an appropriations resolution, on a departmental activity basis in summary form. Periodic internal reporting is on a detail basis in accordance with the State-prescribed uniform chart of accounts consistent with the way the books are maintained. The budget is prepared on the modified accrual basis of accounting.
- * Michigan Public Act 621 of 1978, Section 18(1), as amended, provides that a governmental unit shall not incur expenditures in excess of the amount appropriated at the legally adopted level. Variances at the legal level of control are as disclosed on the Budgetary Comparison Schedule.

Ionia County Road Commission

Notes to Required Supplementary Information

Methods and Assumptions Used to Determine Contribution Rates:

Defined Benefit Pension Plan

Valuation date	December 31, 2016
Notes	Actuarially determined contribution rates are calculated as of the December 31 that is 12 months prior to the beginning of the fiscal year in which contributions are reported.

Methods and assumptions used to determine contribution rates:

Actuarial cost method	Entry-age normal
Amortization method	Level percentage of payroll, closed
Remaining amortization period	23 years
Asset valuation method	Open; 5-year smoothed market
Inflation	2.50%
Salary increases	3.75% (plus 0.00% to 11.00% for merit and longevity)
Investment rate of return	7.75% (net of administrative and investment expenses)
Retirement age	Age-based table of rates that are specific to the type of eligibility condition.
Mortality	RP-2014 Group Annuity Mortality Table of a 50% Male and 50% Female blend for non-disabled plan members and 50% Male and 50% Female blend of the RP-2014 Disabled Retiree Mortality Tables for disabled plan members.

Other Postemployment Benefits (OPEB) Plan

Valuation date	December 31, 2018
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Methods and assumptions used to determine contribution rates:

Actuarial cost method	Entry-age normal (level percent of compensation)
Asset valuation method	Market value
Inflation	2.50% (included in investment rate of return)
Salary increases	3.50%
Investment rate of return	7.50% beginning of year, 7.07% end of year
20-year Aa municipal bond	3.64%
Discount rate	3.64%
Mortality	Public general headcount-weighted 2010 employee and healthy retiree
Medical trend rate	Pre-Medicare; 8.50% graded down 0.25% per year to 4.50% Post-Medicare; 7.00% graded down 0.25% per year to 4.50% Vision premium; 3.00% per year

OTHER SUPPLEMENTARY INFORMATION

Ionia County Road Commission

Other Supplementary Information Schedule of Road Fund Revenue and Other Financing Sources

For the Year Ended December 31, 2018

	<u>Primary Road</u>	<u>Local Road</u>	<u>County Road</u>	<u>Total</u>
Licenses and permits	\$ -	\$ -	\$ 96,859	\$ 96,859
Federal sources				
Surface Tran. Program (STP)	840,422	-	-	840,422
Bridge	782,530	-	-	782,530
Other	-	473,619	9,243	482,862
State sources				
Michigan Transportation Fund				
Engineering	6,620	3,380	-	10,000
Urban road	307,694	84,656	-	392,350
Allocation	4,580,825	2,339,076	-	6,919,901
Other				
Local bridge	146,724	-	-	146,724
State General Fund allocation	-	-	1,459,370	1,459,370
State FEMA allocation	-	-	1,155	1,155
Economic Development Fund				
Target Industries (A)	-	293,600	-	293,600
Rural Primary (D)	145,660	-	-	145,660
Contributions from local units				
City and Village	-	-	133,283	133,283
Townships	257,275	1,572,758	-	1,830,033
Other	-	162,110	131,090	293,200
Charges for services				
State trunkline maintenance	1,577,644	-	-	1,577,644
State trunkline non-maintenance	782,511	-	-	782,511
Salvage sales	-	-	16,628	16,628
Other	-	-	4,896	4,896
Interest earned on deposits	-	-	5,692	5,692
Property rentals	-	-	5,117	5,117
Other				
Gain / loss on equipment disposals	41,663	-	-	41,663
Total revenue	<u>\$ 9,469,568</u>	<u>\$ 4,929,199</u>	<u>\$ 1,863,333</u>	<u>\$ 16,262,100</u>

Ionia County Road Commission

Other Supplementary Information Schedule of Road Fund Expenditures

For the Year Ended December 31, 2018

	<u>Primary Road</u>	<u>Local Road</u>	<u>County Road</u>	<u>Total</u>
Primary road				
Preservation / structural improvements	\$ 2,644,936	\$ -	\$ -	\$ 2,644,936
Maintenance	2,647,176	-	-	2,647,176
Winter maintenance	436,248	-	-	436,248
Local road				
Preservation / structural improvements	-	1,933,824	-	1,933,824
Maintenance	-	2,485,890	-	2,485,890
Winter maintenance	-	381,821	-	381,821
Primary road structure				
Preservation / structural improvements	1,121,601	-	-	1,121,601
Maintenance	15,475	12,565	-	28,040
State trunkline				
Maintenance	1,618,336	-	-	1,618,336
Non-maintenance	782,511	-	-	782,511
Administrative - net	239,096	167,656	-	406,752
Equipment - net	(6,304)	(5,879)	(979)	(13,162)
Capital outlay - net	176,598	-	-	176,598
Debt service				
Principal payments	172,066	-	-	172,066
Interest / fees	5,277	-	-	5,277
Other	-	-	254,750	254,750
Total expenditures	<u>\$ 9,853,016</u>	<u>\$ 4,975,877</u>	<u>\$ 253,771</u>	<u>\$ 15,082,664</u>

Ionia County Road Commission
Other Supplementary Information
Schedule of Changes in Road Fund Balances
For the Year Ended December 31, 2018

	<u>Primary Road</u>	<u>Local Road</u>	<u>County Road</u>	<u>Total</u>
Total revenue	\$ 9,469,568	\$ 4,929,199	\$ 1,863,333	\$ 16,262,100
Total expenditures	<u>9,853,016</u>	<u>4,975,877</u>	<u>253,771</u>	<u>15,082,664</u>
Excess of revenue over (under) expenditures	(383,448)	(46,678)	1,609,562	1,179,436
Other financing sources (uses)				
Optional transfers	<u>383,448</u>	<u>46,678</u>	<u>(430,126)</u>	<u>-</u>
Excess of revenue and other financing sources over (under) expenditures	-	-	1,179,436	1,179,436
Fund balance				
Beginning of the year, as restated	<u>-</u>	<u>-</u>	<u>2,267,595</u>	<u>2,267,595</u>
End of the year	<u>\$ -</u>	<u>\$ -</u>	<u>\$ 3,447,031</u>	<u>\$ 3,447,031</u>



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A VETERAN OWNED BUSINESS

**Independent Auditor's Report on Internal Control Over Financial Reporting
and on Compliance and Other Matters Based on an Audit of Financial Statements
Performed in Accordance with *Government Auditing Standards***

To the Board of County Road Commissioners
County of Ionia, Michigan
Ionia, Michigan

We have audited, in accordance with the auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States, the financial statements of the governmental activities, the major fund and the aggregate remaining fund information of the ***Ionia County Road Commission***, a component unit of Ionia County, as of and for the year ended December 31, 2018, and the related notes to the financial statements, which collectively comprise the ***Ionia County Road Commission's*** basic financial statements and have issued our report thereon dated June 4, 2019.

Internal Control Over Financial Reporting

In planning and performing our audit of the financial statements, we considered ***Ionia County Road Commission's*** internal control over financial reporting (internal control) to determine the audit procedures that are appropriate in the circumstances for the purpose of expressing our opinions on the financial statements, but not for the purpose of expressing an opinion on the effectiveness of the ***Ionia County Road Commission's*** internal control. Accordingly, we do not express an opinion on the effectiveness of the ***Ionia County Road Commission's*** internal control.

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

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

Compliance and Other Matters

As part of obtaining reasonable assurance about whether *Ionia County Road Commission's* financial statements are free of material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements, noncompliance with which could have a direct and material effect on the determination of financial statement amounts. However, providing an opinion on compliance with those provisions was not an objective of our audit, and accordingly, we do not express such an opinion. The results of our tests disclosed no instances of noncompliance or other matters that are required to be reported under *Government Auditing Standards*.

Purpose of this Report

The purpose of this report is solely to describe the scope of our testing of internal control and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the Road Commission's internal control or on compliance. This report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the Road Commission's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.

Smith + Klaehowitz PC

Saginaw, Michigan

June 4, 2019