Other Postemployment Benefits Fund of the City of Gainesville, Florida

Financial Statements and Independent Auditor's Report

September 30, 2017

Other Postemployment Benefits Fund of the City of Gainesville, Florida

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INDEPENDENT AUDITOR'S REPORT

Honorable Mayor and City Commissioners
City of Gainesville, Florida

Report on the Financial Statements

We have audited the accompanying financial statements of the Other Postemployment Benefits Fund of the City of Gainesville, Florida (the "Plan"), which comprise the statement of fiduciary net position as of September 30, 2017, and the related statement of changes in fiduciary net position for the year then ended, and the related notes to the financial statements.

Management's Responsibility for the Financial Statements

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

Auditor's Responsibility

Our responsibility is to express an opinion on these financial statements based on our audit. We conducted our audit in accordance with auditing standards generally accepted in the United States of America. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free of 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 Plan'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 Plan's internal control. Accordingly, we express no such opinion. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluating the overall presentation of the financial statements.

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

Opinion

In our opinion, the financial statements referred to above present fairly, in all material respects, the net position restricted for other postemployment benefits of the Plan as of September 30, 2017, and the changes in its net position restricted for other postemployment benefits for the year then ended in accordance with accounting principles generally accepted in the United States of America.

Emphasis of Matters

As discussed In Note 1, the accompanying financial statements present only the Other Postemployment Benefits Fund and do not purport to, and do not, present a complete presentation of the City's financial activity in accordance with accounting principles generally accepted in the United States of America. Our opinion is not modified with respect to that matter.

As discussed in Note 6 to the financial statements, the Plan implemented the provisions of GASB Statement No. 74, *Financial Reporting for Postemployment Benefit Plans Other Than Pension Plans*, effective October 1, 2016. Our opinion is not modified with respect to that matter.

Required Supplementary Information

Accounting principles generally accepted in the United States of America require that the schedules identified in the table of contents as "Required Supplementary Information" 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.

Management has omitted management's discussion and analysis that accounting principles generally accepted in the United States of America require to be presented to supplement the basic financial statements. Such missing 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. Our opinion on the basic financial statements is not affected by this missing information.

Carr, Riggs & Ingram, L.L.C.

Gainesville, Florida
June 5, 2018

Other Postemployment Benefits Fund of the City of Gainesville, Florida

Statement of Fiduciary Net Position
September 30, 2017

Assets		
Cash and equivalents	$	2,347,746
Investments, at fair value		61,228,620
Total assets		63,576,366
Liabilities		
Accounts payable and accrued liabilities		76,013
Net position restricted for other postemployment benefits	$	63,500,353

The accompanying "Notes to Financial Statements" form an integral part of this statement.

Other Postemployment Benefits Fund
of the City of Gainesville, Florida

Statement of Changes in Fiduciary Net Position
For the Fiscal Year Ended September 30, 2017

Additions	
Contributions:	
Employer contributions	$ 1,622,729
Employee contributions	3,405,757
Total contributions	5,028,486
Investment income:	
Net appreciation in fair value of investments	5,786,262
Dividends and interest	1,231,202
Total	7,017,464
Less investment expense	467,059
Net investment income	6,550,405
Total additions	11,578,891
Deductions	
Benefit payments	7,514,930
Administrative expenses	6,082
Total deductions	7,521,012
Net increase	4,057,879
Net position restricted for other postemployment benefits, October 1, 2016	59,442,474
Net position restricted for other postemployment benefits, September 30, 2017	$ 63,500,353

The accompanying "Notes to Financial Statements" form an integral part of this statement.

Notes to Financial Statements

NOTE 1 – PLAN DESCRIPTION

The Plan is a single-employer, defined benefit healthcare plan administered by the City of Gainesville, Florida (the "City"), covering all permanent employees of the City.

The Plan is reported as a trust fund in the City's comprehensive annual financial report. Accordingly, the accompanying financial statements do not purport to, and do not, present a complete presentation of the City's financial activity.

Membership

As of the latest actuarial valuation, Plan membership consisted of the following:

Active Members		1,867
DROP Members		133
Inactive Members Not Receiving Benefit		1,052
Members Receiving Benefits		746
Total	$	3,798

Contribution Information

In 1995, the City instituted a cost sharing agreement with retired employees for individual coverage only, based on a formula taking into account age at the time the benefit is first accessed and service at time of retirement. The contribution requirements of plan members and the City are established and may be amended by City Ordinance approved by the City Commission. These contributions are neither mandated nor guaranteed. The City has retained the right to unilaterally modify its payment for retiree health care benefits.

Plan members receiving benefits contribute a percentage of the monthly insurance premium. The Plan pays up to 50% of the individual premium for each insured according to the age/service formula factor of the retiree. Spouses and dependents are eligible for coverage, but the employee is responsible for the entire premium cost, there is no direct Plan subsidy. The employee contributes the premium cost each month, less the Plan subsidy calculated as a percentage of the individual premium.

In September 2008, the City approved Ordinance 0-08-52, terminating the existing program and trust and creating a new program and trust, effective January 1, 2009. This action changed the benefits available to retirees, such that the City will contribute towards the premium of those who retire after August 31, 2008 under a formula that provides ten dollars per year of credit service, adjusted for age at first access of the benefit. Current retirees receive a similar benefit, however the age adjustment is modified to be set at the date the retiree first accesses the benefit or January 1, 2009, whichever is later. For current retirees that are 65 or older as of January 1, 2009, the City's contribution towards the premium will be the greater of the amount calculated under this method or the amount provided under the existing Ordinance. The City's contribution towards the premium will be adjusted annually at the rate of 50% of the annual percentage change in the individual premium compared to the prior year.

NOTE 1 – PLAN DESCRIPTION (CONTINUED)

The State of Florida prohibits the City from separately rating retirees and active employees. The City therefore charges both groups an equal, blended rate premium. Although both groups are charged the same blended rate premium, GAAP requires the Plan to report it's activity using age adjusted premiums approximating claim costs for retirees separate from active employees. The use of age adjusted premiums results in the addition of an implicit rate subsidy into the OPEB liability. However, the City has elected to contribute to the Plan at a rate that is based on an actuarial valuation prepared using the blended rate premium that is actually charged to the Plan.

The City's funding policy provides for periodic employer contributions at actuarially determined rates that, expressed as percentages of annual covered payroll, are sufficient to accumulate sufficient assets to pay benefits when due.

The required contribution rate for the City for the current fiscal year was 0.46%. Administrative costs are financed through investment earnings.

NOTE 2 – SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

Basis of Accounting

The accompanying financial statements are prepared using the accrual basis of accounting. Employer contributions are recognized as revenues in the period in which employee services are performed. Employee contributions are recognized as revenues in the period in which the employee receives monthly retiree health insurance benefits. Benefits are recognized when due and payable.

Use of Estimates

The preparation of financial statements in conformity with generally accepted accounting principles requires management to make various estimates. Actual results could differ from those estimates.

NOTE 3 – DEPOSITS AND INVESTMENTS

Investment Policies

These funds represent investments administered by the City's Other Postemployment Benefits Fund Investment Managers. These investments are reported at fair value. The fair value of this plan is derived through valuation efforts done by our investment managers in conjunction with our plan custodian. The fair values for the vast majority of these assets are readily available. For those assets whose fair value is less verifiable, the best available information is used.

The Plan maintains separate investment managers for its equity and fixed income portfolios. The managers are required to comply with Florida statutes, City ordinances, other applicable laws and with the fiduciary standards set forth in the Employees Retirement Income Security Act of 1974 at 29 U.S.C. Section 1140(a)(1)(A)(C). The managers of these funds are permitted to invest in the following instruments:

NOTE 3 – DEPOSITS AND INVESTMENTS (CONTINUED)

Equity Funds (domestic)
- Common Stocks
- Stock Index Futures
- Convertible and Preferred Stocks
- American Depository Receipts
- REITS
- Limited Liability Companies (LLCs)

Equity Funds (international)
- Restricted to managers specifically hired to invest in international equities
- Common and Preferred Stocks of foreign issuers domiciled in developed and developing countries (emerging markets)
- Forward Foreign Currency Exchange Contracts for hedging purposes
- American and Global Depository Receipts and similar securities

Fixed Income Funds (domestic)
- Must have a rating of investment grade (BBB/Baa) or better
- United States Treasury and Agency Securities
- Commercial Paper with either a Standard & Poor’s quality rating of A-1 or a Moody’s quality rating of P-1 and a maturity of 270 days or less
- Certificates of Deposit up to FDIC or FSLIC insurance coverage or any amount fully collateralized by United States Government Securities or issued by an institution which is a qualified public depository within the State of Florida
- Corporate Bonds, Mortgage Backed Securities, or Asset Backed Securities
- Yankee Bonds
- Convertible Securities
- Money Market or Cash Equivalent Securities

Fixed Income Funds (international)
- Investment Grade Sovereign Issued Debt
- Investment Grade Corporate Bonds and Commercial Paper

Cash Equivalents
- Certificates of Deposit, Commercial Paper, Direct Obligations of the U.S. Government, Repurchase Agreements, Bankers Acceptances, Custodian STIFs, and other appropriate liquid short-term investments

Real Estate and Alternative Assets
- Discretionary commingled vehicles such as insurance company separate accounts, open-end or closed-end funds and real estate investment trusts (REITS) holding either leveraged or unleveraged positions in real property and real property related assets

NOTE 3 – DEPOSITS AND INVESTMENTS (CONTINUED)

- All must be of institutional investment quality and must be diversified by property type and geographic location

  Pooled or Commingled Funds

  - The fund may invest in commingled vehicles such as mutual funds, LLCs or common trust funds that are invested in substantially the same manner and same investments as stated above

  Derivatives

  - No use of leverage
  - No use of "linked" securities that have the principal value or interest rate tied to anything not specifically allowed as permissible investments in these guidelines
  - Any structured note must maintain a constant spread relationship with its underlying acceptable index
  - Collateralized mortgage obligations cannot be more sensitive to interest-rate changes than the underlying mortgage-backed security

  Restricted Direct Investments – Prohibited

  - Short Sales or Margin Transactions
  - Investments in Commodities or Commodity Contracts
  - Direct loans or extension lines of credit to any interested party
  - Letter Stock
  - Unregistered securities and private placements (except those regulated by SEC Rule 144a or as specifically permitted by the Board)
  - Investments and assets for which a generally recognized market is not available or for which there is no consistent or generally accepted pricing mechanism, unless specifically permitted by the Board

Custodial Credit Risk - Deposits

Deposits are exposed to custodial credit risk if they are not covered by depository insurance and they are uncollateralized, collateralized with securities held by the pledging financial institution, or collateralized with securities held by the pledging financial institution's trust department or agent, but not in the Plan's name. All deposits of the Plan are either covered by depository insurance or are collateralized by the pledging financial institution's trust department or agent in the Plan's name.

Custodial Credit Risk - Investments

Investment securities are exposed to custodial credit risk if they are uninsured and are not registered in the name of the Plan and are held by either the counterparty or by the counterparty's trust department or agent but not in the Plan's name. All identifiable investment securities of the Plan are either insured or are registered in the custodian's street name for the benefit of the Plan and held by the counterparty's trust department or agent.

NOTE 3 – DEPOSITS AND INVESTMENTS (CONTINUED)

Credit Risk

Generally, credit risk is the risk that an issuer of an investment will not fulfill its obligation to the holder of the investment. This is measured by the assignment of a rating by a nationally recognized statistical rating organization. The investment policies described above provide guidelines for the credit ratings of specific types of investments. Presented below is the rating as of year end for each investment type.

Investment Type	Fair Value	Exempt from Disclosure	AAA	AA+
Common stock	$ 59,546,256	$ 59,546,256	$ -	-
US Government bonds	462,791	-	462,791	-
Mortgage & asset backed	1,219,573	-	1,105,895	113,678
Totals	$ 61,228,620	$ 59,546,256	$ 1,568,686	$ 113,678

Concentration of Credit Risk

The Plan's investment policies do not specifically restrict the concentration allowed to be held with any individual issuer, except that the equity portion of each portfolio manager shall not be more than 10% invested in the securities of any one company at market value.

No investments in any one issuer exceed 5% of total Plan investments.

Interest Rate Risk

Interest rate risk is the risk that changes in market interest rates will adversely affect the fair value of an investment. Generally, the longer the maturity of an investment, the greater is the sensitivity of its fair value to changes in market interest rates. The Plan's investment policies do not provide specific restrictions as to maturity length of investments. Information about the sensitivity of the fair values of the Plan's investments to market interest rate fluctuations is provided below, using the segmented time distribution method:

Investment Type	Fair Value	< 5 years	5-10 years	>10 years
Common stock *	$ 59,546,256	$ -	$ -	$ -
US Government bonds	462,791	370,156	92,635	-
Mortgage & asset backed	1,219,573	63,330	-	1,148,656
Totals	$ 61,228,620	$ 433,486	$ 92,635	$ 1,148,656

* Included but not required to be presented by maturity date

NOTE 4 – FAIR VALUE MEASUREMENTS

The Plan categorizes its fair value measurements within the fair value hierarchy established by generally accepted accounting principles. The hierarchy is based on the valuation inputs used to measure the fair value of the asset. Level 1 inputs are quoted prices in active markets for identical assets; Level 2 inputs are significant other observable inputs; Level 3 inputs are significant unobservable inputs.

The Plan has the following recurring fair value measurements as of September 30, 2017:

- Common stock – Valued at the daily closing price.
- U.S. Government bonds – Valued using quoted market prices.
- Mortgage & asset backed securities – Valued using interest rate curves and credit spreads applied to the terms of the instrument and consider the counterparty credit rating.

The following table summarizes the Plan's assets for which fair values are determined on a recurring basis:

Investment Type	Fair Value	Quoted Prices in Active Markets For Identical Assets (Level 1)	Significant Observable Inputs (Level 2)	Significant Unobservable Inputs (Level 3)
Common stock	$ 59,546,256	$ 59,546,256	$ -	$ -
US Government bonds	462,791	462,791	-	-
Mortgage & asset backed	1,219,573	-	1,219,573	-
	$ 61,228,620	$ 60,009,047	$ 1,219,573	$ -

NOTE 5 – NET OPEB LIABILITY OF THE CITY

The net OPEB liability related to the Plan was measured as of September 30, 2017 and the total OPEB liability used to calculate the net OPEB liability was determined by an actuarial valuation as of October 1, 2015, rolled forward to September 30, 2017.

NOTE 5 – NET OPEB LIABILITY OF THE CITY (CONTINUED)

The components of the net OPEB liability at September 30, 2017 were as follows:

Total OPEB liability	$ 67,590,559
Plan fiduciary net pension	(63,500,353)
City's net OPEB liability	$ 4,090,206
Plan fiduciary net position as a percentage of the total OPEB liability	93.95%

Actuarial Assumptions

The total OPEB liability was determined by an actuarial valuation as of October 1, 2015 using the following actuarial assumptions, applied to all periods included in the measurement, unless otherwise specified:

Actuarial cost method	Entry Age Normal
Amortization method	Level percentage, closed
Amortization period	10 years
Asset valuation method	Actuarial value
Inflation rate	3.75%
Payroll growth	4.50%
Investment return rate	8.10%, net investment expenses
Salary increase rate	3.75% to 7.00%
Health Care Cost Trend Rate	6.00%
Retirement rates	Schedule of probabilities based on age and service, increasing as age and service increase
Mortality rates	RP-2000 Mortality Table

Discount Rate

The discount rate used to measure total OPEB liability was 8.1%. The projection of cash flows used to determine the discount rate assumed the plan members contributions will be made at the current contribution rate and that City contributions will be made at rates equal to the actuarially determined contribution rates. Based on those assumptions, the OPEB plan’s fiduciary net position was projected to be available to make all projected future benefit payments of current plan members. Therefore, the long-term expected rate of return on the OPEB plan investments was applied to all period of projected benefit payments to determine the total OPEB liability.

NOTE 5 – NET OPEB LIABILITY OF THE CITY (CONTINUED)

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

The following presents the net OPEB liability, calculated using the discount rate of 8.1%, as well as what the Plan's net OPEB liability would be if it were calculated using a discount rate that is 1 percentage-point lower (7.1%) or 1 percentage point higher (9.1%) than the current rate:

	1% Decrease (7.1%)	Current Discount Rate (8.1%)	1% Increase (9.1%)
Net OPEB liability (asset)	$ 10,156,721	$ 4,090,206	$ (1,165,281)

Sensitivity of the Net OPEB Liability to Changes in the Health Care Trend Rate

The following presents the net OPEB liability, calculated using the health care cost trend rate of 6.0%, as well as what the Plan's net OPEB liability would be if it were calculated using the health care cost trend rate that is 1 percentage-point lower (5.0%) or 1 percentage point higher (7.0%) than the current rate:

	1% Decrease (5.0%)	Current Rate (6.0%)	1% Increase (7.0%)
Net OPEB liability (asset)	$ (2,343,426)	$ 4,090,206	$ 11,583,731

NOTE 6 – IMPLEMENTATION OF NEW FINANCIAL REPORTING STANDARD

Effective October 1, 2016, the Plan implemented the provisions of GASB Statement No. 74, *Financial Reporting for Postemployment Benefit Plans Other Than Pension Plans*.

Required Supplementary Information

Other Postemployment Benefits Fund
of the City of Gainesville, Florida

Schedule of Changes in City's Net OPEB Liability and Related Ratios

	2017
Total OPEB Liability	
Service costs	$ 1,282,158
Interest	5,274,094
Differences between expected and actual experience	(914,359)
Changes in assumptions	559,494
Benefit payments, including refunds of employee contributions	(4,109,173)
Net change in total OPEB liability	2,092,214
Total OPEB liability - beginning	65,498,345
Total OPEB liability - ending (a)	$ 67,590,559
Plan fiduciary net position	
Employer contributions	$ 1,622,729
Net investment income	6,550,405
Net benefit payments	(4,109,173)
Administrative expense	(6,082)
Net change in plan fiduciary net position	4,057,879
Plan fiduciary net position - beginning	59,442,474
Plan fiduciary net position - ending (b)	$ 63,500,353
City's net OPEB liability - ending (a)-(b)	$ 4,090,206
Plan fiduciary net position as a percentage of the total OPEB liability	93.95%
Annual covered payroll	$ 122,798,859
Net OPEB liability as a percentage of covered payroll	3.33%

Notes to schedule:

A. Benefit Changes: None

B. Changes in assumptions:

The discount rate was updated from 8.2% at 9/30/16 to 8.1% at 9/30/17.

The following assumption changes are reflected in both the total OPEB liability at the beginning of FY17 and the total OPEB liability at the end of FY17:

- The mortality assumptions were updated in accordance with the changes that were enacted in the 2015 legislative session to sections 112.63 and 112.664 of the Florida Statutes.
- The retirement rates for firefighters and the withdrawal rate and salary increase assumption for firefighters and police officers were updated to police officers were updated to reflect the results of an experience study conducted by Conduent in 2017.
- The salary increase assumption for general employees was updated to reflect the results of an experience study conducted by Conduent in 2017.
- The healthcare claims cost per perticipant assumption was updated to include October 2016 through September 2017 actual claims.
- Updated valuation model for Medicare participants due to the implementation of Alternative Medicare options in 2016:
  a. Assumed both pre-Medicare and Medicare-eligible future retirees (i.e. active employees) and DROP participants would assume to elect medical coverage according to the "Plan Participation" table shown on page 14 of the GASB 45 report dated March 13, 2017.
  b. Assumed 10% of deferred retirees and terminated vested participants elect coverage after age 65, all under the Alternative Medicare options.
  c. Assumed 50% of currently covered post-65 retirees elect coverage under the Alternative Medicare options, with the other 20% remaining in the
  d. Alternative Medicare plan participants were assumed to utilize 95% of their available subsidy.
  e. Participants covered by Alternative Medicare options are assumed to continue coverage for life.

Schedule of City Contributions

		2017
Actuarially determined contribution	$	616,087
Contributions in relation to the actuarially determined contribution		1,622,729
Contribution deficiency (excess)	$	(1,006,642)
Covered payroll	$	122,798,859
Contributions as a percentage of covered payroll		1.32%

Notes to Schedule:

A. Valuation Date: Actuarially determined contribution calculated as of October 1, 2015 applies for the fiscal year ended September 30, 2017.

B. Methods and assumptions used to determine contribution:

Actuarial cost method	Entry Age Normal
Amortization method	Level percentage, closed
Amortization period	10 years
Asset valuation method	Actuarial value
Inflation rate	3.75%
Payroll growth	4.50%
Investment return rate	8.10%, net of investment expenses
Salary increase rate	3.75% to 7.00%
Retirement rates	Schedule of probabilities based on age and service, increasing as age and service increase
Mortality rates	RP-2000 Mortality Table

Note: The schedule will present ten years of comparative data in the future.

Schedule of Investment Returns

FY	Annual Money-Weighted Rate of Return on OPEB Plan Investments
2017	11.25%

Note: The schedule will present ten years of comparative data in the future.