

*County of Lehigh,  
Pennsylvania*

*December 31, 2018*

*Financial Statements  
and Independent Auditor's Report*



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County of Lehigh

Year Ended December 31, 2018

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## Independent Auditor's Report

To the Board of County Commissioners  
County of Lehigh, Pennsylvania  
Allentown, Pennsylvania

### Report on the Financial Statements

We have audited the accompanying financial statements of the governmental activities, the business-type activities, each major fund, and the aggregate remaining fund information of the County of Lehigh, Pennsylvania (the County) as of and for the year ended December 31, 2018, and the related notes to the financial statements, which collectively comprise the County'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 business-type activities, each major fund, and the aggregate remaining fund information of the County of Lehigh, Pennsylvania as of December 31, 2018 and the respective changes in financial position and, where applicable, cash flows thereof for the year then ended in accordance with accounting principles generally accepted in the United States of America.

## Emphasis of a Matter

As discussed in Note 1 to the financial statements, effective January 1, 2018, the County of Lehigh, Pennsylvania adopted the provisions of Governmental Accounting Standards Board (GASB) Statement No. 75, *Accounting and Financial Reporting for Postemployment Benefits Other Than Pensions*. Our audit opinion was not modified with respect to this matter.

## Required Supplementary Information

Accounting principles generally accepted in the United States of America require that management's discussion and analysis, budgetary comparison information, schedule of County contributions - pension, schedule of changes in the County's net pension liability and related ratios, and schedule of changes in the County's total OPEB liability and related ratios as listed in the table of contents, 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 Reporting Required by *Government Auditing Standards*

In accordance with *Government Auditing Standards*, we have also issued our report, dated June 24, 2019, on our consideration of the County'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 County's internal control over financial reporting and compliance.

RKL LLP

June 24, 2019  
Lancaster, Pennsylvania

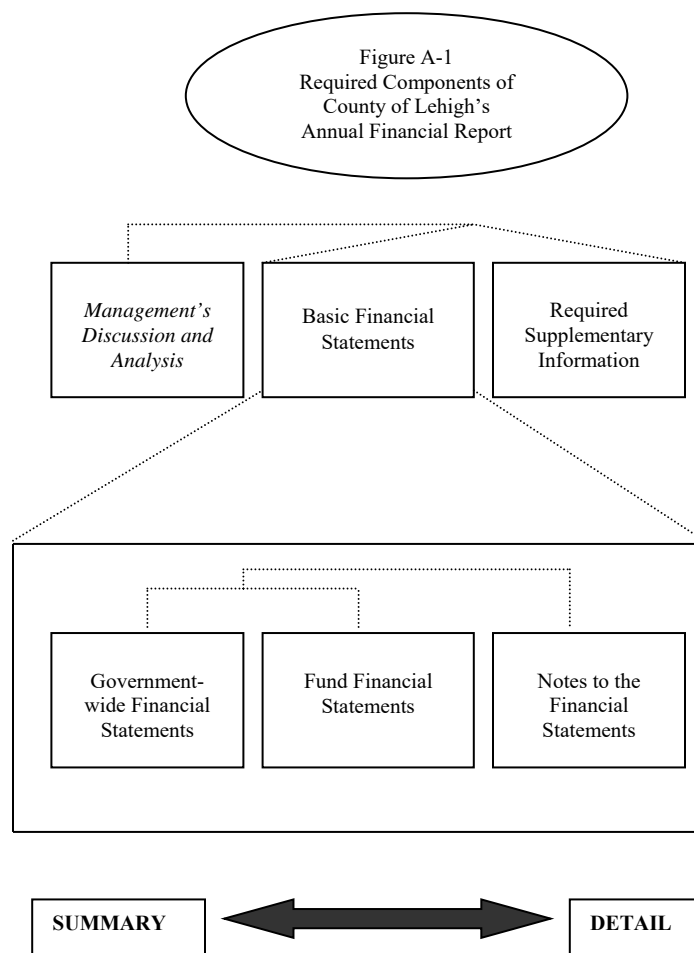
## MANAGEMENT'S DISCUSSION AND ANALYSIS

This section of the County of Lehigh's annual financial report presents our discussion and analysis of the County's financial performance during the fiscal year that ended on December 31, 2018. Please read it in conjunction with the County's financial statements that follow this section.

### OVERVIEW OF THE FINANCIAL STATEMENTS

This report consists of three parts - management's discussion and analysis (this section), the basic financial statements, and required supplementary information. The basic financial statements include two kinds of statements that present different views of the County.

- The first two statements are government-wide financial statements that provide both long-term and short-term information about the County's overall financial status.
- The remaining statements are fund financial statements that focus on individual parts of the County government, reporting the County's operations in more detail than the government-wide statements.
  - The governmental fund statements tell how general governmental services were financed in the short term as well as what remains for future spending.
  - Proprietary fund statements offer short and long-term financial information about the activities the government operates like businesses, such as the Cedar View Apartments.
  - Fiduciary fund statements provide information about the financial relationships in which the County acts solely as a trustee or agent for the benefit of others, such as the Employees' Retirement Fund.



The financial statements also include *notes* that explain some of the information in the financial statements and provide more detailed data. The statements are followed by a section of *required supplementary information* that further explains and supports the information in the financial statements. Figure A-1 shows how the required parts of this annual report are arranged and relate to one another.

Figure A-2 summarizes the major features of the County’s financial statements, including the portion of the County government they cover and the types of information they contain. The remainder of this overview section of management’s discussion and analysis explains the structure and contents of each of the statements.

Figure A-2 Major Features of County of Lehigh’s Government-wide and Fund Financial Statements				
	<u>Government-wide Statements</u>	<u>Governmental Funds</u>	<u>Fund Statements Proprietary Funds</u>	<u>Fiduciary Funds</u>
Scope	Entire County Government (except fiduciary funds)	The activities of the County that are not proprietary or fiduciary, such as general governmental operations, courts, human services and public works	Activities the County operates similar to private businesses, such as Cedar View Apartments	Instances in which the County is the trustee or agent for someone else’s resources, such as the retirement plan for County employees
Required financial statements	* Statement of net position * Statement of activities	* Balance sheet * Statement of revenues, expenditures and changes in fund balances	* Statement of net position * Statement of revenues, expenses, and changes in net position * Statement of cash flow	* Statement of fiduciary net position * Statement of changes in fiduciary net position
Accounting basis and measurement focus	Accrual accounting and economic resources focus	Modified accrual accounting and current financial resources focus	Accrual accounting and economic resources focus	Accrual accounting and economic resources focus
Type of asset/liability information	All assets and liabilities, both financial and capital, and short-term and long-term	Only assets expected to be used up and liabilities that come due during the year or soon thereafter, no capital assets included	All assets and liabilities, both financial and capital, and short-term and long-term	All assets and liabilities, both short-term and long-term
Type of inflow/outflow information	All revenues and expenses during the year, regardless of when cash is received or paid	Revenues for which cash is received during or soon after the end of the year, expenditures when goods or services have been received and payment is due during the year or soon thereafter	All revenues and expenses during the year, regardless of when cash is received or paid	All revenues and expenses during the year regardless of when cash is received or paid

## Government-wide Statements

The government-wide statements report information about the County as a whole using accounting methods similar to those used by private-sector companies. The statement of net position includes *all* of the County’s assets, liabilities, deferred outflows of resources, and deferred inflows of resources. All of the current year’s revenues and expenses are accounted for in the statement of activities regardless of when cash is received or paid. The two government-wide statements report the County’s *net position* and how it has changed. Net position - the difference between the County’s assets and liabilities including deferred inflows and outflows - is a way to measure the County’s financial health, *or position*. Over time, increases or decreases in the County’s net position are an indicator of whether its financial health is improving or deteriorating, respectively. To assess the overall health of the County, you need to consider additional nonfinancial factors such as changes in the County’s property tax base and the anticipated level of funding from the federal and state governments.

Government-wide financial statements display information about the reporting government as a whole, except for fiduciary activities. *Governmental activities*, which normally are supported by taxes and intergovernmental revenues, are reported separately from *business-type activities*, which rely to a significant extent on fees and charges for support. The *governmental activities* include most of the County’s basic services, such as operation of general government, human services, corrections, and court system.

## **Fund Financial Statements**

The fund financial statements provide more detailed information about the County's most significant *funds* - not the County as a whole. Funds are accounting devices that the County uses to keep track of specific sources of funding and spending for particular purposes.

- Some funds are required by state law or by bond indentures.
- The County administration establishes other funds to control and manage money for particular purposes (like Record Improvement Fee collections) or to show that it is properly using certain taxes and grants (like the Hotel Room Rental Tax and grants from the federal and state governments).

The County has three kinds of funds:

- *Governmental funds* - Most of the County's basic services are included in governmental funds, which focus on (1) how cash and other *financial assets* that can readily be converted to cash flow in and out and (2) the balances left at year-end that are available for spending. Consequently, the governmental funds statements provide a detailed *short-term* view that helps determine whether there are more or fewer financial resources that can be spent in the near future to finance the County's programs. Because this information does not encompass the additional long-term focus of the government-wide statements, we provide additional information on the subsequent pages of the governmental funds statements, that explains the relationship (or difference) between them.
- *Proprietary funds* - Services for which the County charges customers a fee that covers the costs of the related service are generally reported in proprietary funds. Proprietary funds, like the government-wide statements, provide both long-term and short-term financial information. We use an *internal service fund* (one type of proprietary fund) to report activities that provide services for the County's other programs and activities - such as the Government Center.
- *Fiduciary funds* - The County is the trustee, or *fiduciary*, for its employees' pension plan. It is also responsible for other assets that are collected and held for others and are restricted for that use. The County is responsible for ensuring that the assets reported in these funds are used for their intended purposes. All of the County's fiduciary activities are reported in a separate statement of fiduciary net position and a statement of changes in fiduciary net position. We exclude these activities from the County's government-wide financial statements because the County cannot use these assets to finance its operations.

## Government-wide Financial Analysis

The County's assets and deferred outflows of resources - pension exceeded liabilities and deferred inflows of resources - debt refinance by approximately \$49.1 million at the close of the 2018 fiscal year. The County adopted GASB Statement No. 75, *Accounting and Financial Reporting for Postemployment Benefit Plans Other Than Pensions* in its 2018 financial statements. This Statement amends financial accounting and reporting requirements for sponsors (employers) of OPEB plans and resulted in a restatement of governmental activities' net position and business-type activities' net position as of January 1, 2018. See note 1 on page 32 for additional information. The following is a condensed summary of net position for the years 2017 and 2018:

### County of Lehigh's Net Position

	Total Governmental Activities		Total Business - Type Activities		Total	
	(Restated) 2017	2018	(Restated) 2017	2018	(Restated) 2017	2018
	Current and other assets	\$ 162,542,272	\$ 152,917,826	\$ 1,117,560	\$ 1,272,152	\$ 163,659,832
Capital assets	246,827,472	260,137,757	636,985	466,013	247,464,457	260,603,770
<b>Total Assets</b>	<u>409,369,744</u>	<u>413,055,583</u>	<u>1,754,545</u>	<u>1,738,165</u>	<u>411,124,289</u>	<u>414,793,748</u>
Deferred outflows of resources - Pension	0	44,251,147	0	80,007	0	44,331,154
General obligation bonds and notes payable	118,712,452	104,394,956			118,712,452	104,394,956
Other liabilities	277,216,325	304,093,842	449,021	470,976	277,665,346	304,564,818
<b>Total Liabilities</b>	<u>395,928,777</u>	<u>408,488,798</u>	<u>449,021</u>	<u>470,976</u>	<u>396,377,798</u>	<u>408,959,774</u>
Deferred inflows of resources - Pension	4,675,839	0	2,525	0	4,678,364	0
Debt refinance	1,403,720	1,052,790	0	0	1,403,720	1,052,790
	6,079,559	1,052,790	2,525	0	6,082,084	1,052,790
Net Position:						
Net investment in capital assets	123,697,945	152,020,208	636,985	466,013	124,334,930	152,486,221
Restricted	71,043,920	67,589,040			71,043,920	67,589,040
Unrestricted deficit	(187,380,457)	(171,844,106)	666,014	881,183	(186,714,443)	(170,962,923)
<b>Total Net Position</b>	<u>\$ 7,361,408</u>	<u>\$ 47,765,142</u>	<u>\$ 1,302,999</u>	<u>\$ 1,347,196</u>	<u>\$ 8,664,407</u>	<u>\$ 49,112,338</u>

Current and other assets decreased \$9.5 million largely due to the \$6.3 million decrease in cash and cash equivalents resulting from capital asset acquisitions with existing Bond Fund 2016 proceeds and a decrease in grants receivable of \$3 million resulting from the timing of expenditure reimbursements from the state used for major bridge reconstruction as noted on page 9. Net capital assets increased \$13.1 million due to the net of \$24.9 million in capital asset purchases and \$11.7 million in net current year accumulated depreciation. See Note 5 on page 41 for additional capital asset information.

Deferred outflows of resources - pension increased \$44.3 million and deferred inflows of resources - pension decreased \$4.7 million resulting from unfavorable market conditions. See note 6 on page 42 for additional information.



General obligation bonds and notes payable decreased \$14.3 million. See Note 3 on Page 38 for additional information concerning the County's long-term debt.

Other liabilities increased \$26.9 million due to the net of:

- A decrease in accrued vacation and other compensation of \$1.1 million due to a decrease in healthcare fringe benefit accruals. The county is self-insured for such benefits.
- A decrease in unearned grant revenues of \$2.4 million resulting from a decrease of \$1.9 million in Health Choices due to the timing of managed care assessment reimbursement payments.
- An increase in net pension liability of \$60.1 million resulting from unfavorable market conditions. See note 6 on page 42 for additional information.
- A decrease in total OPEB liability of \$28.6 million resulting from net favorable claims experience and actual demographic experience different than projected. See note 7 on page 47 for additional information.

Total net investment in capital assets/net position restricted for capital improvements increased \$28.2 million due to the net of an increase in net capital assets of \$13.1 million as previously noted, a decrease in general obligation bonds and notes payable of \$14.3 million as previously noted, and the current year amortization of unamortized bond premium/deferred inflows of resources - debt refinance of \$.7 million. Unrestricted deficit decreased \$15.8 million largely due to the net effect of the changes in net pension liability, deferred inflows/outflows of resources – pension, and unfunded other postemployment benefits as previously noted.

### Changes in Net Position:

The following is a summary of the key elements comprising the changes in net position for the years 2017 and 2018.

### County of Lehigh's Changes in Net Position

	<u>Governmental Activities</u>		<u>Business-type Activities</u>		<u>Total</u>	
	(Restated) <u>2017</u>	<u>2018</u>	(Restated) <u>2017</u>	<u>2018</u>	(Restated) <u>2017</u>	<u>2018</u>
Revenues:						
Program revenue:						
Charges for services	\$ 30,830,526	\$ 30,571,906	\$ 1,011,929	\$ 1,123,967	\$ 31,842,455	\$ 31,695,873
Operating grants and contributions	253,696,914	285,418,347			253,696,914	285,418,347
General revenues:						
Property taxes	106,063,524	107,413,232			106,063,524	107,413,232
Unrestricted investment earnings	902,813	1,739,588	6,681	18,581	909,494	1,758,169
Transfers	140,274	123,872	(140,274)	(123,872)		
<b>Total revenues</b>	<b>391,634,051</b>	<b>425,266,945</b>	<b>878,336</b>	<b>1,018,676</b>	<b>392,512,387</b>	<b>426,285,621</b>
Expenses:						
Elected officials	27,201,360	25,430,213			27,201,360	25,430,213
County executive	4,968,350	5,143,206			4,968,350	5,143,206
Administration	20,082,055	12,072,217			20,082,055	12,072,217
Human services	160,874,912	179,633,612	996,378	974,479	161,871,290	180,608,091
General services	14,877,104	16,869,926			14,877,104	16,869,926
Nursing homes	78,198,047	76,664,417			78,198,047	76,664,417
Corrections	34,963,211	32,071,591			34,963,211	32,071,591
Department of law	58,773	(313,061)			58,773	(313,061)
Courts	35,153,654	32,024,832			35,153,654	32,024,832
Development	2,305,753	2,194,491			2,305,753	2,194,491
Interest on long-term debt	5,943,960	3,071,767			5,943,960	3,071,767
<b>Total expenses</b>	<b>384,627,179</b>	<b>384,863,211</b>	<b>996,378</b>	<b>974,479</b>	<b>385,623,557</b>	<b>385,837,690</b>
<b>Changes in Net Position</b>	<b>7,006,872</b>	<b>40,403,734</b>	<b>(118,042)</b>	<b>44,197</b>	<b>6,888,830</b>	<b>40,447,931</b>
Beginning Net Position, as restated	354,536	7,361,408	1,421,041	1,302,999	1,775,577	8,664,407
Ending Net Position	<b>\$ 7,361,408</b>	<b>\$ 47,765,142</b>	<b>\$ 1,302,999</b>	<b>\$ 1,347,196</b>	<b>\$ 8,664,407</b>	<b>\$ 49,112,338</b>

The County's total revenues increased \$33.8 million to \$426.3 million due to:

- An increase in operating grants and contributions of \$31.7 million due to an increase in various human service funds, such as an increase in the Health Choices Fund of \$15.8 million resulting from a change in managed care assessment reimbursements, along with a corresponding increase in human services expenditures. In addition, an increase in the Infrastructure Fund of \$7.7 million resulting from state grant revenues used for major bridge reconstruction as previously noted.
- An increase in property taxes of \$1.3 million.

The County's expenses totaled \$385.8 million. The Human Services and Nursing Homes functions comprise 66.7% of the total expenses. The Corrections and Courts functions comprise 16.6% of the total expenses.

### **Financial Analysis of the Governmental Funds**

The County's governmental funds combined fund balances were \$109.5 million, which is a \$7.4 million decrease from the prior year. The primary reasons for this decrease in fund balances were:

- The General Fund decreased \$3.5 million due to continued budgetary pressure as a result of flat tax millage rates combined with increasing expenditures and no additional one-time savings events.
- The Other Governmental Funds decreased \$4.9 million largely due to a \$5.6 million decrease in Bond Fund 2016 resulting from capital asset acquisitions in 2018.

### **General Fund Budgetary Highlights**

#### Original vs. Final Budget

Differences between the original adopted budget and the final amended budget of revenues in the General Fund resulted in a net increase of \$0.4 million, or 0.3 percent.

Differences between the original adopted budget and the final amended budget of expenditures in the General Fund resulted in a net increase of \$1.3 million, or 1.1 percent, which is largely the result of revisions for purchase order and other committed fund carryovers.

#### Final Budget vs. Actual

- \$0.4 million favorable variance in tax revenues.
- \$0.8 million unfavorable variance in departmental earnings largely due to reduced holding fee activity in the Jail of non-county inmates.
- \$1.1 million favorable variance in Elected Officials expenditures largely due to favorable budget variations in personnel costs, professional services such as legal services and other specialized services, and death certificate expenses in the Coroner's office.
- \$2.2 million favorable variance in Corrections expenditures largely due to favorable budgetary variations in personnel costs, operational costs such as electricity and meal provisions, and juvenile maintenance costs.

- \$1.5 million favorable variance in Courts expenditures largely due to favorable budgetary variations in personnel costs, operational costs such as legal services and other professional services, and shared institutional costs for juvenile placements.

Budgeted operating transfers in and operating transfers out include a \$2.5 million underwrite transfer from the Stabilization Fund to the Operating Fund that did not occur. The remaining variance in operating transfers out is largely due to anticipated capital asset activity totaling \$10.9 million that did not occur as of the close of the year. \$7.1 million of that balance was budgeted to be financed by bond proceeds. The remaining \$3.8 million is not funded through debt borrowings. Funding of these projects is achieved through transfers from individual funds to the Other Capital Projects Fund which is carried forward to the following year. In addition, a budgeted underwrite transfer to the Cedarbrook Fund of \$3.4 million was not required.

## **Capital Assets**

The following is a schedule of the County's net capital assets as of December 31, 2017 and December 31, 2018:

### **County of Lehigh's Capital Assets**

	<b>Total Governmental Activities</b>		<b>Total Business-Type Activities</b>		<b>Total</b>	
	<b>2017</b>	<b>2018</b>	<b>2017</b>	<b>2018</b>	<b>2017</b>	<b>2018</b>
Land	\$ 12,240,981	\$ 12,310,981	\$ 236,533	\$ 236,533	\$ 12,477,514	\$ 12,547,514
Buildings and improvements	160,115,275	157,264,619	374,512	200,594	160,489,787	157,465,213
Machinery and equipment	8,244,449	10,510,270	3,871	10,920	8,248,320	10,521,190
Furniture and Fixtures	738,989	701,138	22,069	17,966	761,058	719,104
Easements	22,809,160	24,093,079			22,809,160	24,093,079
Infrastructure	42,678,618	55,257,670			42,678,618	55,257,670
<b>Total</b>	<b>\$ 246,827,472</b>	<b>\$ 260,137,757</b>	<b>\$ 636,985</b>	<b>\$ 466,013</b>	<b>\$ 247,464,457</b>	<b>\$ 260,603,770</b>

Noteworthy capital asset purchases/projects that took place in 2018 were as follows:

- \$14 million - Major bridge reconstruction
- \$1.3 million - Agriculture land easements
- \$3.5 million - Regional communication center consolidation
- \$2.7 million – Courthouse renovation project

Additional information of the County's Capital Assets can be found in Note 5 on page 41.

## **Debt Administration**

At year-end, the County had \$46 million in general obligation bonds and \$58.4 million in general obligation notes outstanding. More detailed information about the County's long-term liabilities is presented in Note 3 on Page 38.

The County's general obligation debt has been rated as Aa1 by Moody's Investor Services and AA by Standard and Poor's due to the County's stable financial position.

State statutes limit the amount of general obligation debt a governmental entity may issue. The current debt limitation for the County of Lehigh is \$657 million as stated within the debt statement of the County's most recent note issuance, which is significantly in excess of the County's outstanding general obligation debt.

### **Economic Factors and Next Year's Budgets and Rates**

- Unemployment in Lehigh County was 4 percent compared to the state's rate of 4.2 percent and the national rate of 3.9 percent.
- Northeast region 2018 inflation was 1.7 percent.

These indicators were taken into account when adopting the general fund budget for 2019.

Property tax millage for 2019 is the same as 2018 - 3.64 mills.

### **Request for Information**

This financial report is designed to provide the reader an overview of the County. Questions regarding any information in this report should be directed to: Fiscal Office, Room 467, Government Center, 17 South Seventh Street, Allentown, PA, 18101-2400.

COUNTY OF LEHIGH, PENNSYLVANIA  
Statement of Net Position  
December 31, 2018

	Governmental Activities	Business-type Activities	Total
<b>ASSETS</b>			
Cash and cash equivalents	\$ 117,779,836	\$ 1,269,480	\$ 119,049,316
Receivables:			
Grants	19,964,882		19,964,882
Real estate taxes	3,270,928		3,270,928
Other	2,067,877	2,672	2,070,549
Other	2,928,732		2,928,732
Cash and cash equivalents - restricted	6,905,571		6,905,571
Capital assets, not being depreciated	36,404,060	236,533	36,640,593
Capital assets (net of accumulated depreciation)	223,733,697	229,480	223,963,177
Total assets	413,055,583	1,738,165	414,793,748
<b>DEFERRED OUTFLOWS OF RESOURCES</b>			
Pension	44,251,147	80,007	44,331,154
<b>LIABILITIES</b>			
Accounts payable	20,498,731	46,721	20,545,452
Deposits and agency amounts payable	6,905,571		6,905,571
Accrued payroll and payroll taxes	5,352,932	9,693	5,362,625
Due to other governmental units	159,757		159,757
Unearned grant revenues	5,448,534		5,448,534
Current portions of long term liabilities:			
General obligation bonds payable	405,000		405,000
Note payable	14,525,372		14,525,372
Unamortized bond premium	343,552		343,552
Noncurrent portions of long term liabilities:			
Accrued vacation and other compensation	15,695,705		15,695,705
Accrued worker's compensation	4,330,320		4,330,320
General obligation bonds payable	45,615,000		45,615,000
Note payable	43,849,584		43,849,584
Unamortized bond premium	2,326,251		2,326,251
Net pension liability	113,439,922	195,960	113,635,882
Total OPEB liability	129,592,567	218,602	129,811,169
Total liabilities	408,488,798	470,976	408,959,774
<b>DEFERRED INFLOWS OF RESOURCES</b>			
Debt refinance	1,052,790		1,052,790
<b>NET POSITION</b>			
Net investment in capital assets	152,020,208	466,013	152,486,221
Restricted for:			
Program expenditures	52,814,886		52,814,886
Debt service	15,068		15,068
Capital improvements	14,759,086		14,759,086
Unrestricted (deficit)	(171,844,106)	881,183	(170,962,923)
Total net position	\$ 47,765,142	\$ 1,347,196	\$ 49,112,338

The notes to the financial statements are an integral part of this statement.

COUNTY OF LEHIGH, PENNSYLVANIA  
Statement of Activities  
For the Year Ended December 31, 2018

Function	Expenses	Indirect Expenses Allocation	Program Revenues		Net (Expense) Revenue and Changes in Net Assets		
			Charges for Services	Operating Grants and Contributions	Governmental Activities	Business-type Activities	Total
Governmental activities:							
Elected officials	\$ 22,509,234	\$ 2,920,979	\$ 6,415,612	\$ 2,098,814	\$ (16,915,787)		\$ (16,915,787)
County executive Administration	4,093,696	1,049,510	42,439		(5,100,767)		(5,100,767)
Human services	28,487,463	(16,415,246)	5,002,724	1,093,860	(5,975,633)		(5,975,633)
General services	176,825,963	2,807,649	119,122	177,326,248	(2,188,242)		(2,188,242)
Nursing homes	18,389,090	(1,519,164)	243,864	23,317,824	6,691,762		6,691,762
Corrections	70,955,862	5,708,555	8,686,362	71,895,900	3,917,845		3,917,845
Department of law	30,396,715	1,674,876	3,534,346	1,047,712	(27,489,533)		(27,489,533)
Courts	1,026,974	(1,340,035)	136,880		449,941		449,941
Development	27,166,331	4,858,501	4,263,959	7,468,299	(20,292,574)		(20,292,574)
Interest on long-term debt	2,060,572	133,919	2,126,598	1,169,690	1,101,797		1,101,797
Total governmental activities	384,983,667	(120,456)	30,571,906	285,418,347	(68,872,958)		(68,872,958)
Business-type activities:							
Enterprise funds	854,023	120,456	1,123,967			149,488	149,488
Total primary government	\$ 385,837,690	\$ 0	\$ 31,695,873	\$ 285,418,347	(68,872,958)	149,488	(68,723,470)
			General revenues:				
			Taxes		107,413,232		107,413,232
			Unrestricted investment earnings		1,739,588	18,581	1,758,169
			Transfers		123,872	(123,872)	0
			Total general revenues		109,276,692	(105,291)	109,171,401
			Change in net position		40,403,734	44,197	40,447,931
			Net position, January 1 as restated (see Note 1)		7,361,408	1,302,999	8,664,407
			Net position, December 31		\$ 47,765,142	\$ 1,347,196	\$ 49,112,338

The notes to the financial statements are an integral part of this statement.

COUNTY OF LEHIGH, PENNSYLVANIA  
Balance Sheet  
Governmental Funds  
December 31, 2018

	General	Mental Health	Health Choices	Children and Youth	Cedarbrook	Other Governmental Funds	Total Governmental Funds
<b>ASSETS</b>							
Cash and cash equivalents	\$ 39,021,668	\$ 1,660,780	\$ 32,363,609	\$ 1,514,641	\$ 1,707,669	\$ 39,051,937	\$ 115,320,304
Receivables:							
Grants	1,180,080	570,853	78,443	1,740,742	9,943,740	6,451,024	19,964,882
Real estate taxes	3,270,928						3,270,928
Other	1,656,586	23,702	33,360	1,015	49,831	362,701	2,127,195
Other	3,732					2,925,000	2,928,732
Cash and cash equivalents - restricted	448,212		6,200,000			257,359	6,905,571
Total assets	<u>\$ 45,581,206</u>	<u>\$ 2,255,335</u>	<u>\$ 38,675,412</u>	<u>\$ 3,256,398</u>	<u>\$ 11,701,240</u>	<u>\$ 49,048,021</u>	<u>\$ 150,517,612</u>
<b>LIABILITIES AND FUND BALANCES</b>							
Liabilities:							
Accounts payable	\$ 1,855,300	\$ 2,155,165	\$ 5,962,613	\$ 2,637,985	\$ 1,632,223	\$ 6,254,936	\$ 20,498,222
Deposits and agency amounts payable	448,212		6,200,000			257,359	6,905,571
Payroll and payroll taxes	2,850,329	100,170	17,003	265,615	1,526,175	559,268	5,318,560
Due to other governmental units	159,757						159,757
Unearned grant revenues				352,798		5,095,736	5,448,534
Total liabilities	<u>5,313,598</u>	<u>2,255,335</u>	<u>12,179,616</u>	<u>3,256,398</u>	<u>3,158,398</u>	<u>12,167,299</u>	<u>38,330,644</u>
<b>DEFERRED INFLOWS OF RESOURCES</b>							
Unavailable revenue - real estate taxes	<u>\$ 2,707,265</u>						<u>\$ 2,707,265</u>
Fund balances:							
Restricted			26,495,796			30,061,477	56,557,273
Committed					8,542,842	6,819,245	15,362,087
Unassigned	37,560,343						37,560,343
Total fund balances	<u>37,560,343</u>	<u>0</u>	<u>26,495,796</u>	<u>0</u>	<u>8,542,842</u>	<u>36,880,722</u>	<u>109,479,703</u>
Total liabilities, deferred inflows of resources, and fund balances	<u>\$ 45,581,206</u>	<u>\$ 2,255,335</u>	<u>\$ 38,675,412</u>	<u>\$ 3,256,398</u>	<u>\$ 11,701,240</u>	<u>\$ 49,048,021</u>	<u>\$ 150,517,612</u>

The notes to the financial statements are an integral part of this statement.

**COUNTY OF LEHIGH, PENNSYLVANIA**  
**Reconciliation of Balance Sheet of Governmental Funds**  
**to the Statement of Net Position**  
**December 31, 2018**

Total fund balances for governmental funds \$ 109,479,703

Total net position reported for governmental activities in the statement of net position is different because:

Capital assets used in governmental activities are not financial resources and therefore are not reported in the funds. Those assets consist of:

Land	12,310,981
Buildings and improvements, net of \$140,718,615 accumulated depreciation	157,264,619
Machinery and equipment, net of \$54,305,717 accumulated depreciation	10,510,270
Furniture and fixtures, net of \$7,818,077 accumulated depreciation	701,138
Easements	24,093,079
Infrastructure, net of \$9,806,074 accumulated depreciation	<u>55,257,670</u>

Net capital assets 260,137,757

An internal service fund is used to account for operational, debt service, and depreciation expenses of the Government Center Building that are reimbursed through building use allocations and parking rentals. The assets and liabilities of the internal service fund are included in the governmental activities in the statement of net position.

2,365,333

Some of the County's taxes will be collected after year end but are not available soon enough to pay for the current period's expenditures, and therefore are reported as unearned revenue in the funds.

2,707,265

Long-term liabilities applicable to the County's governmental activities are not due and payable in the current period and accordingly are not reported as fund liabilities. Interest on long-term debt is not accrued in governmental funds, but rather is recognized as an expenditure when due. All liabilities, both current and long-term, are reported in the statement of net position.

Balances at December 31, 2018 are:

Accrued vacation and other compensation	(15,695,705)
Accrued worker's compensation	(4,330,320)
Bonds and notes payable	(104,394,956)
Unamortized bond premium	(2,669,803)
Net pension liability (net of related deferred outflows of resources)	(69,188,775)
Total OPEB liability	(129,592,567)
Deferred inflows of resources – debt refinance	<u>(1,052,790)</u> <u>(326,924,916)</u>

Total net position of governmental activities \$ 47,765,142

The notes to the financial statement are an integral part of this statement.



COUNTY OF LEHIGH, PENNSYLVANIA  
Statement of Revenues, Expenditures, and Changes in Fund Balances  
Governmental Funds  
For the Year Ended December 31, 2018

	<u>General</u>	<u>Mental Health</u>	<u>Health Choices</u>	<u>Children and Youth</u>	<u>Cedarbrook</u>	<u>Other Governmental Funds</u>	<u>Total Governmental Funds</u>
<b>REVENUES</b>							
Taxes	\$ 107,588,167						\$ 107,588,167
Grants and reimbursements	6,348,322	\$ 16,487,296	\$ 109,279,547	\$ 27,468,955	\$ 71,895,900	\$ 53,938,327	285,418,347
Departmental earnings	13,050,060	8,288			8,332,092	3,105,756	24,496,196
Judicial costs and fines	3,855,587					21,006	3,876,593
Investment income	796,482	27,200	432,046	19,040	15,223	449,597	1,739,588
Rents	420,477					572,026	992,503
Other	325,175			2,160	4,437	180,360	512,132
Total revenues	<u>132,384,270</u>	<u>16,522,784</u>	<u>109,711,593</u>	<u>27,490,155</u>	<u>80,247,652</u>	<u>58,267,072</u>	<u>424,623,526</u>
<b>EXPENDITURES</b>							
Current:							
Elected officials	23,509,647					1,473,134	24,982,781
County executive	3,967,840					533,845	4,501,685
Administration	23,958,209					3,092,494	27,050,703
Human services	229,432	16,325,428	108,033,434	29,868,287		25,392,643	179,849,224
General services	8,239,174					29,470,204	37,709,378
Nursing homes					74,778,420	1,280,002	76,058,422
Corrections	31,109,678					645,470	31,755,148
Department of law	1,161,655						1,161,655
Courts	25,007,844					5,015,243	30,023,087
Development	395,972					1,674,356	2,070,328
Indirect cost allocation charges	(9,547,321)	391,446	161,185	973,218	5,791,044	2,109,972	(120,456)
Debt Service:							
Principal retirement						14,230,104	14,230,104
Interest						3,048,486	3,048,486
Total expenditures	<u>108,032,130</u>	<u>16,716,874</u>	<u>108,194,619</u>	<u>30,841,505</u>	<u>80,569,464</u>	<u>87,965,953</u>	<u>432,320,545</u>
Excess of revenues over (under) expenditures	<u>24,352,140</u>	<u>(194,090)</u>	<u>1,516,974</u>	<u>(3,351,350)</u>	<u>(321,812)</u>	<u>(29,698,881)</u>	<u>(7,697,019)</u>
<b>OTHER FINANCING SOURCES (USES)</b>							
Operating transfers in	13,950,709	512,566		3,973,980	14,772,079	25,653,186	58,862,520
Operating transfers out	(41,768,355)	(318,476)	(832,593)	(622,630)	(14,144,167)	(883,443)	(58,569,664)
Total other financing sources / (uses)	<u>(27,817,646)</u>	<u>194,090</u>	<u>(832,593)</u>	<u>3,351,350</u>	<u>627,912</u>	<u>24,769,743</u>	<u>292,856</u>
Net change in fund balances	(3,465,506)	0	684,381	0	306,100	(4,929,138)	(7,404,163)
Fund balances, January 1	41,025,849	0	25,811,415	0	8,236,742	41,809,860	116,883,866
Fund balances, December 31	<u>\$ 37,560,343</u>	<u>\$ 0</u>	<u>\$ 26,495,796</u>	<u>\$ 0</u>	<u>\$ 8,542,842</u>	<u>\$ 36,880,722</u>	<u>\$ 109,479,703</u>

The notes to the financial statements are an integral part of this statement.

**COUNTY OF LEHIGH, PENNSYLVANIA**  
**Reconciliation of the Statement of Revenues, Expenditures, and Changes in**  
**Fund Balances of Governmental Funds to the Statement of Activities**  
**For the Year Ended December 31, 2018**

Net change in fund balances – total governmental funds \$ (7,404,163)

The change in position reported for governmental activities in the statement of activities is 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. The net effect of the retirement of capital assets is to decrease net position. This is the amount by which net capital outlays exceeded depreciation in the current period. 13,310,285

The issuance of long-term debt is another financing source in the governmental funds but increases the liability in the statement of net position. The repayment of long-term debt principal is an expenditure in the governmental funds but reduces the liability in the statement of net position. Also, governmental funds report the effect of issuance costs, premiums, discounts, and similar items when debt is first issued, whereas these amounts are deferred and amortized in the statement of activities. This amount is the net effect of these differences in the treatment of long-term debt and related items. 14,573,656

Under the modified accrual basis of accounting used in the governmental funds, expenditures are not recognized for transactions that are not normally paid with expendable available financial resources. In the statement of activities, however, which is presented on the accrual basis, expenses and liabilities are reported regardless of when financial resources are available. In addition, interest on long-term debt is not recognized under the modified accrual basis of accounting until due, rather than as it accrues. This adjustment combines the net changes of these balances.

Accrued worker’s compensation	483,777	
Accrued vacation and other compensation	1,114,472	
Unearned real estate tax revenue	(174,935)	
Deferred outflows of resources - pension	48,926,986	
Net pension liability	(60,017,403)	
Total OPEB liability	28,574,271	
Deferred inflows of resources - debt refinance	350,930	19,258,098

An internal service fund is used to account for operational, debt service, and depreciation expenses of the Government Center Building that are reimbursed through building use allocations and parking rentals. The net income of the internal service fund (net of \$683,434 depreciation which is included in the capital outlays adjustment above) is included in the governmental activities. 665,858

Change in net position of governmental activities \$ 40,403,734

The notes to the financial statements are an integral part of this statement.

COUNTY OF LEHIGH, PENNSYLVANIA  
Statement of Net Position  
Proprietary Funds  
December 31, 2018

	<u>Business-type Activities Enterprise Funds</u>	<u>Governmental Activities Internal Service Fund</u>
<b>ASSETS</b>		
Current assets:		
Cash and cash equivalents	\$ 1,269,480	\$ 2,459,532
Other receivables	2,672	
Total current assets	1,272,152	2,459,532
Noncurrent assets:		
Capital assets:		
Land and improvements	236,533	
Buildings and improvements	6,671,781	23,354,186
Equipment	401,793	1,010,142
Furniture and fixtures	63,887	1,441,539
Less accumulated depreciation	(6,907,981)	(14,982,531)
Total capital assets (net of accumulated depreciation)	466,013	10,823,336
<b>TOTAL ASSETS</b>	1,738,165	13,282,868
<b>DEFERRED OUTFLOWS OF RESOURCES - PENSION</b>	80,007	
<b>LIABILITIES</b>		
Current liabilities:		
Accounts payable	46,721	59,827
Accrued payroll and payroll taxes	9,693	34,372
Current portion of general obligation bonds payable	89,851	89,851
Total current liabilities	56,414	184,050
Noncurrent liabilities:		
General obligation bonds payable		593,495
Net pension liability	195,960	
Total OPEB liability	218,602	
<b>TOTAL LIABILITIES</b>	470,976	777,545
<b>NET POSITION</b>		
Net investment in capital assets	466,013	10,139,990
Unrestricted	881,183	2,365,333
<b>TOTAL NET POSITION</b>	\$ 1,347,196	\$ 12,505,323

The notes to the financial statements are an integral part of this statement.

COUNTY OF LEHIGH, PENNSYLVANIA  
Statement of Revenues, Expenses, and Changes in Fund Net Position  
Proprietary Funds  
For the Year Ended December 31, 2018

	<u>Business-type Activities Enterprise Funds</u>	<u>Governmental Activities Internal Service Fund</u>
<b>OPERATING REVENUES</b>		
Tenant rentals - Cedar View	\$ 1,123,967	
Government Center revenues		\$ 2,321,319
Total operating revenues	<u>1,123,967</u>	<u>2,321,319</u>
<b>OPERATING EXPENSES</b>		
Administration and maintenance:		
Cedar View apartments	672,351	
Government Center		1,491,707
Depreciation	181,672	683,434
Indirect cost allocation charges	120,456	
Total operating expenses	<u>974,479</u>	<u>2,175,141</u>
<b>OPERATING INCOME</b>	<u>149,488</u>	<u>146,178</u>
<b>NONOPERATING REVENUES (EXPENSES)</b>		
Investment earnings	18,581	28,511
Interest expense		(23,281)
Total nonoperating revenues (expenses)	<u>18,581</u>	<u>5,230</u>
<b>OTHER FINANCING USES</b>		
Transfers out	<u>(123,872)</u>	<u>(168,984)</u>
	(123,872)	(168,984)
Change in net position	44,197	(17,576)
Total net position, January 1, as restated (see Note 1)	<u>1,302,999</u>	<u>12,522,899</u>
Total net position, December 31	<u>\$ 1,347,196</u>	<u>\$ 12,505,323</u>

The notes to the financial statements are an integral part of this statement.

COUNTY OF LEHIGH, PENNSYLVANIA  
Statement of Cash Flows  
Proprietary Funds  
For the Year Ended December 31, 2018

	<u>Business-type Activities</u>	<u>Governmental Activities</u>
	<u>Enterprise Funds</u>	<u>Internal Service Fund</u>
<b>CASH FLOWS FROM OPERATING ACTIVITIES</b>		
Receipts from customers and users	\$ 1,122,256	\$ 2,321,319
Payments to suppliers	(451,883)	(362,493)
Payments to employees	(161,569)	(805,061)
Payments of benefits on behalf of employees	(119,476)	(318,118)
Indirect cost allocation charges	<u>(120,456)</u>	<u>(835,647)</u>
Net cash provided by operating activities	<u>268,872</u>	<u>835,647</u>
<b>CASH FLOWS FROM NONCAPITAL FINANCING ACTIVITIES</b>		
Transfers to other funds	<u>(123,872)</u>	<u>(168,984)</u>
Net cash used for noncapital financing activities	<u>(123,872)</u>	<u>(168,984)</u>
<b>CASH FLOWS FROM CAPITAL AND RELATED FINANCING ACTIVITIES</b>		
Purchases of capital assets	(10,700)	
Principal paid on capital debt		(87,392)
Interest paid on capital debt		<u>(23,281)</u>
Net cash used by capital and related financing activities	<u>(10,700)</u>	<u>(110,673)</u>
<b>CASH FLOWS FROM INVESTING ACTIVITIES</b>		
Interest and dividends on investments	<u>18,581</u>	<u>28,511</u>
Net cash provided by investing activities	<u>18,581</u>	<u>28,511</u>
Net increase in cash and cash equivalents	152,881	584,501
Cash and cash equivalents, January 1	<u>1,116,599</u>	<u>1,875,031</u>
Cash and cash equivalents, December 31	<u>\$ 1,269,480</u>	<u>\$ 2,459,532</u>
<b>Reconciliation of operating income to net cash provided by operating activities:</b>		
Operating income	\$ 149,488	\$ 146,178
Adjustments to reconcile operating income to net cash provided by operating activities:		
Depreciation expense	181,672	683,434
Increase in other receivables	(1,711)	
Increase in deferred outflows of resources - pension	(82,532)	
Decrease in accounts payable	(32,734)	(854)
Increase in payroll and payroll taxes payable	1,649	6,889
Increase in net pension liability	101,240	
Decrease in total OPEB liability	<u>(48,200)</u>	
Net cash provided by operating activities	<u>\$ 268,872</u>	<u>\$ 835,647</u>

The notes to the financial statements are an integral part of this statement.

COUNTY OF LEHIGH, PENNSYLVANIA  
Statement of Fiduciary Net Position  
Fiduciary Funds  
December 31, 2018

	<u>Employee Retirement Plan</u>	<u>Agency Funds</u>
<b>ASSETS</b>		
Cash and cash equivalents	\$ 32,840,571	\$ 11,368,699
Investments, at fair value:		
United States government and municipal obligations	47,773,243	
Corporate and foreign bonds	48,505,770	
Mortgage/asset backed securities	7,835,063	
Common and preferred stock	104,242,237	153,962
Mutual funds	192,614,882	334,948
Alternative investments	37,635,941	
Total investments	<u>438,607,136</u>	<u>488,910</u>
Receivables:		
Interest and dividends	1,007,027	
Employee contributions	265,367	
Other	9	55,736
Total receivables	<u>1,272,403</u>	<u>55,736</u>
Total assets	<u>472,720,110</u>	<u>11,913,345</u>
<b>LIABILITIES</b>		
Accounts payable	189,353	
Deposits and agency amounts payable		10,190,989
Due to other governmental units		1,722,356
Withdrawals payable	124,634	
Pension benefits payable	257,383	
Due to broker	678,815	
Total liabilities	<u>1,250,185</u>	<u>11,913,345</u>
<b>NET POSITION</b>		
Held in trust for pension benefits	<u>\$ 471,469,925</u>	<u>\$ 0</u>

The notes to the financial statements are an integral part of this statement.

COUNTY OF LEHIGH, PENNSYLVANIA  
Statement of Changes in Fiduciary Net Position  
Fiduciary Funds  
For the Year Ended December 31, 2018

	<u>Employee Retirement Plan</u>
<b>ADDITIONS</b>	
Contributions:	
Employee	\$ 6,683,134
Employer	<u>12,378,575</u>
Total contributions	19,061,709
Investment income:	
Interest and dividend income	10,880,027
Net appreciation (depreciation) in fair value of investments:	
United States government and municipal obligations	(385,566)
Corporate and foreign bonds	(6,083,698)
Mortgage/asset backed securities	(81,411)
Common stock	(4,689,638)
Mutual funds	(20,294,483)
Alternative investments	<u>(3,221,459)</u>
	<u>(34,756,255)</u>
Less investment expenses	<u>(1,095,026)</u>
Net investment income	<u>(24,971,254)</u>
Other additions	<u>8,578</u>
Total additions	(5,900,967)
<b>DEDUCTIONS</b>	
Employee contributions refunded	1,478,000
Retirement benefits paid	32,078,455
Death benefits paid	71,737
Administrative expense	39,414
Total deductions	<u>33,667,606</u>
Change in net position	(39,568,573)
Net position, January 1	<u>511,038,498</u>
Net position, December 31	<u><u>\$ 471,469,925</u></u>

The notes to the financial statements are an integral part of this statement.

**COUNTY OF LEHIGH**  
**NOTES TO THE FINANCIAL STATEMENTS**  
**FOR THE YEAR ENDED DECEMBER 31, 2018**

**NOTE 1      SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES**

**Reporting Entity**

For financial reporting purposes, the County's financial statements include all funds, departments, agencies, boards, commissions and other organizations for which County officials are financially accountable. The County's major operations include administrative and judicial general government, corrections, civil defense, and health and welfare. In addition, the County owns and operates the Cedarbrook and Fountain Hill Nursing Homes and the Lehigh County Jail.

Consistent with the guidance issued by the Governmental Accounting Standards Board (GASB), the County evaluated the possible inclusion of related entities (Authorities, Boards, Councils, etc.) within its reporting entity based on financial accountability and the nature and significance of the relationship. In determining financial accountability in a given case, the County reviewed the applicability of the following criteria:

The County is financially accountable for:

- Organizations that make up the legal County entity.
- If County officials appoint a voting majority of the legally separate organization's governing body and the County is able to impose its will on the organization, or if there is a potential for the organization to provide specific financial benefits to, or impose specific financial burdens on, the County as defined below.

**Impose Its Will** - If the County can significantly influence the programs, projects, or activities of, or the level of services performed or provided by, the organization.

**Financial Benefit or Burden** - Exists if the County (1) is entitled to the organization's resources, (2) is legally obligated or has otherwise assumed the obligation to finance the deficits of, or provide support to, the organization, or (3) is obligated in some manner for the debt of the organization.

- Organizations that are fiscally dependent on the County. Fiscal dependency is established if the organization is unable to adopt its budget without approval by the County.



The County has reviewed and evaluated its relationship with the following organizations to determine if these organizations should be included in the financial statements of the County:

- Lehigh County Authority
- Lehigh County General Purpose Authority
- Lehigh County Housing Authority
- Lehigh County Industrial Development Authority
- Lehigh County Redevelopment Authority
- Lehigh-Northampton Airport Authority
- Lehigh and Northampton Transportation Authority
- Lehigh Valley Planning Commission
- Lehigh County Conservation District
- Private Industry Council of the Lehigh Valley

As required by GASB, these entities have been placed in one of the following categories:

1. Component Unit - A legally separate organization for which elected officials of the County are financially accountable. This type of entity may then be reported in one of the two following manners:
  - Discrete presentation - Financial data for the component unit is presented in a column separate from that of the County's financial data. There is no such presentation for the County's financial statements.
  - Blended presentation - Financial data for the component unit is presented in the same manner as that of the County's financial data and is reported as part of the County's financial operations. There is no such presentation for the County's financial statements.
2. Joint Venture - A legal entity or other organization that results from a contractual arrangement is owned, operated or governed by two or more participants as a separate and specific activity subject to joint control, in which the participants retain an ongoing financial interest or an ongoing financial responsibility. There are no such entities included in the County's reporting entity.
3. Related Organization - An organization for which the County is not financially accountable even though the County appoints a voting majority of the organization's governing board.

The criteria used to determine how these organizations should be categorized in the financial statements of the County were: (1) selection of the governing board, (2) ability to significantly influence operations, (3) existence of a financial benefit/burden relationship and (4) financial interdependency.

The County Executive is responsible for appointing members of the governing boards of the Lehigh County Authority, Lehigh County General Purpose Authority, Lehigh County Housing Authority, Lehigh County Industrial Development Authority, Lehigh County Redevelopment Authority, Lehigh-Northampton Airport Authority, Lehigh County Conservation District, and the Private Industry Council of the Lehigh Valley. These appointments are approved by the County Board of Commissioners. The County's accountability for these organizations does not extend beyond making the appointments. Thus, these organizations have been determined to be related organizations.

In addition, the County supports the Lehigh Valley Planning Commission which is engaged in general, regional, environmental, transportation, housing and other studies. In 2018, the County paid \$550,000 in support of this Commission. The County also supports the Lehigh and Northampton Transportation Authority, which owns and operates a bus transportation system. In 2018, the County provided \$523,701 in subsidies to this Authority. The County Executive appoints, and the County Board of Commissioners approves, one half of the governing board for each organization. These two organizations have been determined to be related organizations.

## **Measurement Focus and Basis of Accounting**

### Government-wide Financial Statements

Government-wide financial statements display information about the reporting government as a whole, except for fiduciary activities. *Governmental activities*, which normally are supported by taxes and intergovernmental revenues, are reported separately from *business-type activities*, which rely to a significant extent on fees and charges for support.

Government-wide financial statements are reported using the economic resources measurement focus and the accrual basis of accounting, as are the proprietary fund, retirement trust fund, and agency fund financial statements. Under the accrual basis of accounting, revenues, expenses, gains, losses, assets, and liabilities resulting from exchange and exchange-like transactions are recognized when the exchange takes place. Revenues, expenses, gains, losses, assets, and liabilities resulting from non-exchange transactions are recognized in accordance with the requirements of GASB.

Program revenues include charges for services, special assessments, and payments made by parties outside of the reporting government's citizenry if that money is restricted to a particular program. Program revenues are netted with program expenses in the statement of activities to present the net cost of each program.

Amounts paid to acquire capital assets are capitalized as assets in the government-wide financial statements, rather than reported as an expenditure. Amounts paid to reduce long-term indebtedness are reported as a reduction of the related liability, rather than an expenditure.

As a general rule, the effect of interfund activity has been eliminated from the government-wide financial statements. A separate column is presented in the government-wide financial statements to allocate indirect expenses to their various functional activities. That column presents a decrease for each function that reports an expense to be allocated and a corresponding increase for each function to which that expense is being allocated.

### Fund Financial Statements

The underlying accounting system of the County is organized and operated on the basis of separate funds, each of which is considered a separate accounting entity. The operations of each fund are accounted for using a separate set of self-balancing accounts that comprise its assets, liabilities, fund balances or net position, revenues and expenditures or expenses, as appropriate. Fund financial statements for the governmental, proprietary, and fiduciary funds are presented after the government-wide financial statements. These statements display information about major funds individually and nonmajor funds in the aggregate. The determination of major funds is based on minimum criteria set forth by GASB. When both restricted and unrestricted resources are combined in a fund, expenses are considered to be paid first from restricted sources, and then from unrestricted sources. The following funds are used to account for the activities of the County:

### ***Governmental Funds***

Governmental funds are those through which most governmental functions of the County are financed. The acquisition, use, and balances of the County's expendable financial resources and the related liabilities are accounted for through governmental funds. Governmental fund financial statements 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 collected within the current period or soon enough thereafter to pay liabilities of the current period. For this purpose, the County considers revenues, except taxes, to be available if they are anticipated within 180 days of the end of the current fiscal period. Expenditures are generally recorded when a liability is incurred, as under accrual accounting.

Under the current financial resources measurement focus, only current assets and current liabilities are generally included on the balance sheet. The reported fund balance is considered to be a measure of "available spendable resources". Governmental funds operating statements present increases (revenues and other financing sources) and decreases (expenditures and other financing uses) in net current position. Accordingly, they are said to present a summary of sources and uses of "available spendable resources" during a period.

Because of their spending measurement focus, expenditure recognition for governmental funds exclude amounts represented by non-current liabilities. Since they do not affect net current position, such long-term amounts are not recognized as governmental fund expenditures or fund liabilities.

Amounts expended to acquire capital assets are recorded as expenditures in the year that resources were expended, rather than fund assets. Debt service expenditures as well as expenditures related to compensated absences and claims and judgements are recorded only when payment is due.

The County's major Governmental Funds are General Fund, Mental Health Fund, Health Choices Fund, Children and Youth Fund, and Cedarbrook Fund.

The General Fund is used to account for all financial resources except those required to be accounted for in another fund. Revenues of this Fund are primarily derived from general property taxes, departmental earnings, which are fees for services, and state and federal distributions. Many of the more important activities of the County, including operation of general County government, boards, commissions, and the court system are accounted for in this Fund.

The Mental Health Fund is used to account for the proceeds of specific revenue sources related to the provision of mental health services that are restricted to expenditures for those specified purposes.

The Health Choices Fund is used to account for the proceeds of specific revenue sources related to the provision of managed care services programs (including mental health and intellectual disabilities) that are restricted to expenditures for those specified purposes.

The Children and Youth Fund is used to account for the proceeds of specific revenue sources related to the provision of children and youth services that are restricted to expenditures for those specified purposes.

The Cedarbrook Fund is used to account for the operation of the County nursing homes, including medical assistance and Medicare reimbursements.

### ***Proprietary Funds***

Enterprise Funds are used to account for operations (a) that are financed and operated in a manner similar to private business enterprises - where the intent of the governing body is that the costs (expenses, including depreciation) of providing goods or services to the general public on a continuing basis be financed or recovered primarily through user charges, or (b) where the governing body has decided that periodic determination of revenues earned, expenses incurred, and/or net income is appropriate for capital maintenance, public policy, management control, accountability, or other purposes.

Internal service funds are used to account for goods or services provided by a central service department or agency to other departments, agencies, or to other unrelated governmental units, usually on a cost reimbursement basis. Accordingly, revenue and other financial resources of these funds should recover expenses, including depreciation.

Proprietary fund operating revenues and operating expenses are the result of providing services in connection with the fund's principal ongoing operations. Operating revenues include charges to customers for sales and services. Operating expenses include the cost of sales and services, administrative expenses, and depreciation on capital assets. Investment earnings, amortization of bond premium, and bond interest are reported as nonoperating items as they are ancillary to the principal ongoing operations.

#### ***Enterprise Fund***

- The Cedar View Apartments Fund is used to account for tenant rentals received from occupants of a 200-unit apartment building for the elderly and related maintenance expenses.

#### ***Internal Service Fund***

- The Government Center Fund is used to account for operational, debt service, and depreciation expenses of the Government Center Building that are reimbursed through building use allocations and parking rentals.

#### ***Fiduciary Funds***

The Employees' Retirement Fund is used to account for the revenue and expenditures of the County's retirement system.

Agency Funds are used to account for assets held as an agent for individuals, private organizations, and/or other governmental units.

#### **Cash and Cash Equivalents**

The County considers all highly liquid investments with an original maturity of three months or less when purchased to be cash equivalents. Cash equivalents consist of certificates of deposit, interest-bearing accounts and noninterest-bearing accounts.

#### **Investments**

The County accounts for its investments at fair value.

#### **Real Estate Taxes**

Substantially all real estate taxes are levied annually on April 1 with the face amount due by July 31. Unpaid taxes become delinquent on December 31 in the year of levy. Current year and delinquent tax payments are recognized as revenue in the year received, except for those received within 60 days of year end, which are recognized as revenue as of December 31. The 2018 real estate taxes assessed equaled \$109,101,574 based on a total County valuation of \$29,972,960,000. Based on the 2018 levy of 3.64 mills, a property owner would pay \$3.64 per \$1,000 of assessed valuation.

The dates relevant to the collection of delinquent 2018 real estate taxes are as follows:

July 31, 2019	Notices of unpaid delinquent taxes must be mailed by the County, or its agent.
August 30, 2020	Posting of properties of the pending tax sale (upset sale) to force the recovery of unpaid delinquent taxes, penalties, costs, and interest.
September 7, 2020	This is the earliest date on which the County, or its agent, may conduct the tax sale (upset sale) to recover unpaid delinquent taxes, penalties, costs, and interest.
December 9, 2020	This is the earliest date on which the County, or its agent, would conduct the judicial tax sale for parcels remaining unsold at the previous upset sale to recover all costs incurred by the County in its attempt to collect unpaid taxes on a particular parcel (actual taxes, interest, and penalties are waived). Parcels remaining unsold after the judicial tax sale are placed in a repository for unsold properties.

### **Capital Assets**

Capital assets, which include land, easements, buildings and improvements, machinery and equipment, furniture and fixtures, and infrastructure assets, are reported in the governmental and business-type activities columns in the government-wide financial statements and in the proprietary fund financial statements. The County defines capital assets as assets with an initial, individual cost exceeding \$5,000 (\$50,000 for infrastructure assets and \$500 for nursing home assets) and an estimated useful life exceeding one year. All capital assets are recorded at cost, if known, or estimated historical cost. Donated fixed assets are recorded at their fair market value on the date of donation. The costs of normal maintenance and repairs that do not add to the value of the asset or materially extend its useful life are not capitalized. Depreciation is not recognized for easement assets since they have an indefinite life.

Depreciation is recognized over the estimated useful lives of the assets using the straight-line method. The estimated useful lives are as follows:

Buildings and improvements	15-40 years
Machinery and equipment	5-15 years
Furniture and fixtures	8-15 years
Infrastructure	40 years

### **Accrued Vacation and Other Compensation**

County policy is to pay terminated employees for unused vacation, and upon retirement, qualified full-time employees, as defined by County policy, are paid for 30% of their earned unused sick leave to a maximum of one hundred eighty days. Unpaid vacation and other compensatory leave is accrued in the period it is earned. Unpaid sick pay is accrued as such benefits are earned by employees who qualify for voluntary retirement as defined by County policy as well as for those employees who are estimated to become eligible to receive such benefits. The estimated value of vacation and other compensatory leave and sick leave earned by employees which may be used in subsequent years, or paid upon termination or retirement, is accrued in the government-wide financial statements.

### **Long-term Obligations**

In the government-wide financial statements, long-term debt and other long-term obligations are reported as liabilities in the applicable governmental activities statement of net position. Bond premiums and discounts are deferred and amortized over the life of the bonds.

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

### **Interfund Transactions**

The County affects a variety of transactions between funds to finance operations, service debt, and other similar functions. Accordingly, to the extent that certain interfund transactions have not been paid or received, appropriate interfund receivables and payables have been established at the fund level.

### **Unearned Revenues**

Revenues that are received but not earned are recorded as unearned revenue in the government-wide and enterprise funds financial statements. In the County's governmental funds, deferred revenues arise when potential revenue does not meet both the "measurable" and "available" criteria for recognition in the current period. Unearned revenues also arise when resources are received by the government before it has a legal claim to them, as when grant monies are received prior to the incurrence of qualifying expenditures. In subsequent periods, when both revenue recognition criteria are met, or when the County has a legal claim to the resources, the liability for unearned revenue is removed from the governmental funds' balance sheet and revenue is recognized.

## **Pension**

For purposes 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 Plan and additions to/deductions from the Plan's fiduciary net position have been determined on the same basis as they are reported by the 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.

## **Postemployment Benefits Other Than Pensions (OPEB)**

For purposes of measuring the total 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 Plan and additions to/deductions from the Plan's fiduciary net position have been determined on the same basis as they are reported by the Plan. For this purpose, benefit payments are recognized when due and payable in accordance with the benefit terms.

## **Deferred Inflows of Resources – Debt Refinance**

In May 2017 the County issued a fixed rate General Obligation Note in the original amount of \$67,280,000. The note was issued to refund the General Obligation Bonds Series 2007 and pay issuance costs. The County incurred a refunding gain of \$1,754,650 which represents the difference between the carrying value (including the unamortized premium) and the reacquisition cost of the refunded bonds. The refunding gain has been deferred and is being amortized through November 2022. The unamortized balance of the refunding gain is classified as a deferred inflow of resources for the County's governmental activities and totals \$1,052,790 at December 31, 2018.

## **Net Position/Fund Balances**

The government-wide financial statements utilize a net position presentation. Net position is categorized as net investment in capital assets, restricted, and unrestricted.

- *Net Investment in Capital Assets* – This category groups all capital assets into one component of net position. Accumulated depreciation and the outstanding balances of debt that are attributable to the acquisition, construction or improvement of these assets reduce the balance in this category.
- *Restricted Net Position* – This category presents external restrictions imposed by creditors, grantors, contributors or laws or regulations of other governments and restrictions imposed by law through constitutional provisions or enabling legislation.
- *Unrestricted Net Position* - This category represents net position of the County, not restricted for any project or other purpose.



Sometimes the government will fund outlays for a particular purpose from both restricted (e.g. restricted bond or grant proceeds) and unrestricted resources. In order to calculate the amounts to report as restricted net position and unrestricted net position in the government-wide and proprietary fund financial statements, a flow assumption must be made about the order in which the resources are considered to be applied. It is the government's policy to consider restricted net position to have been depleted before unrestricted net position is applied.

The governmental fund financial statements present fund balances based on classifications that comprise a hierarchy that is based primarily on the extent to which the County is bound to honor constraints on the specific purposes for which amounts in the respective governmental funds can be spent. The classifications used in the governmental fund financial statements are as follows:

- Nonspendable fund balance – This classification includes amounts that cannot be spent because they are either (a) not in spendable form or (b) are legally or contractually required to be maintained intact.
- Restricted fund balance – This classification includes amounts for which constraints have been placed on the use of the resources either (a) externally imposed by creditors (such as through a debt covenant), grantors, contributors, or laws or regulations of other governments, or (b) imposed by law through constitutional provisions or enabling legislation.
- Committed fund balance – This classification includes amounts that can be used only for specific purposes pursuant to constraints imposed by formal action of the Board of Commissioners. These amounts cannot be used for any other purpose unless the Board of Commissioners remove or change the specified use by taking the same type of action that was employed when the funds were initially committed.
- Assigned fund balance – This classification includes amounts that are constrained by the County's intent to be used for a specific purpose but are neither restricted nor committed. The Board of Commissioners has the responsibility to approve or remove assigned fund balance to reflect the intended use of the resources.
- Unassigned fund balance – This classification represents amounts that are available for any purpose.

In circumstances where an expenditure is to be made for a purpose for which amounts are available in multiple fund balance classifications, the order in which resources will be expended is as follows: restricted fund balance, followed by committed fund balance, assigned fund balance and lastly unassigned fund balance.

### Accounting Estimates

The preparation of the financial statements in accordance with accounting principles generally accepted in the United States of America requires management to make estimates and assumptions that affect certain reported amounts and disclosures. Accordingly, actual amounts may differ from those estimates.

### Recent Accounting Pronouncements

The County adopted GASB Statement No. 75, *Accounting and Financial Reporting for Postemployment Benefit Plans Other Than Pensions* in its 2018 financial statements. This Statement amends financial accounting and reporting requirements for sponsors (employers) of OPEB plans and resulted in a restatement of governmental activities' net position and business-type activities' net position as follows as of January 1, 2018.

#### Governmental Activities

Beginning net position, as previously reported	\$ 137,163,996
Net OPEB liability as of December 31, 2017 measurement date (GASB No. 75)	(158,166,838)
Unfunded other postemployment benefits previously reported December 31, 2017 (GASB No. 45)	<u>28,364,250</u>
Net Position, beginning, as restated	<u>\$ 7,361,408</u>

#### Business-type Activities

Beginning net position, as previously reported	\$ 1,512,062
Net OPEB liability as of December 31, 2017 measurement date (GASB No. 75)	(266,802)
Unfunded other postemployment benefits previously reported December 31, 2017 (GASB No. 45)	<u>57,739</u>
Net Position, beginning, as restated	<u>\$ 1,302,999</u>

On January 1, 2018 the County adopted the provisions of GASB Statement No. 85, *Omnibus 2017*. This Statement makes various technical corrections to codified generally accepted accounting principles for governmental entities. Adoption of this guidance did not have a material effect of the County's financial statements.

In November 2016, the GASB issued Statement No. 83, *Certain Asset Retirement Obligations*. This Statement establishes guidance for determining the timing and pattern of recognition for liabilities and deferred outflows of resources related to certain asset retirement obligations. Statement No. 83 is effective for periods beginning after June 15, 2018.

In January 2017, the GASB issued Statement No. 84, *Fiduciary Activities*. This Statement amends criteria for identifying fiduciary activities and clarifies whether and how business-type activities should report their fiduciary activities. Statement No. 84 is effective for periods beginning after December 15, 2018.

In June 2017, the GASB issued Statement No. 87, *Leases*. This Statement requires recognition of certain lease assets and liabilities for leases that previously were classified as operating leases and recognized as inflows of resources (or outflows of resources) based on the payment provisions of the contract. It establishes a single model for lease accounting based on the foundational principle that leases are financings of the right to use an underlying asset. Under this statement, a lease is required to recognize a lease liability and an intangible right-to-use asset, and a lessor is required to recognize a lease receivable and a deferred inflow of resources. Statement No. 87 is effective for periods beginning after December 15, 2019.

In March 2018, the GASB issued Statement No. 88, *Certain Disclosures Related to Debt, Including Direct Borrowings and Direct Placements*. This Statement clarifies which liabilities governments should include in their note disclosures related to debt and requires that additional essential information related to debt be disclosed in notes to financial statements, including unused lines of credit; assets pledged as collateral for the debt; and terms specified in debt agreements related to significant events of default with finance-related consequences, significant termination events with finance-related consequences, and significant subjective acceleration clauses. This Statement also requires that disclosures present direct borrowings and direct placements of debt separately from other types of debt. Statement No. 88 is effective for periods beginning after June 15, 2018.

In June 2018, the GASB issued Statement No. 89, *Accounting for Interest Cost Incurred before the End of a Construction Period*. This Statement establishes accounting requirements for interest cost incurred before the end of a construction period. Statement No. 89 is effective for periods beginning after December 15, 2019.

In August 2018, the GASB issued Statement No. 90, *Majority Equity Interests*. This Statement clarifies the accounting and financial reporting requirements for a state or local government's majority equity interest in an organization that remains legally separate after acquisition. This Statement also establishes guidance for remeasuring assets and liabilities of wholly acquired governmental organizations that remain legally separate. Statement No. 90 is effective for periods beginning after December 15, 2018.

The County is currently evaluating what effect the adoption of GASB Statements No. 83, 84 and 87 through 90 will have on the County's financial statements.

**NOTE 2 DEPOSITS AND INVESTMENTS**

As of December 31, 2018, the County had the following debt investments and maturities within its Employee Retirement Plan Fund:

Investment Type	Investment Maturities (in Years)				
	Fair Value	Less Than 1	1-5	6-10	More Than 10
U.S. government treasuries	\$ 10,155,018		\$ 1,701,499	\$ 3,094,161	\$ 5,359,358
U.S. government agencies	36,842,941		1,434,479	11,316,061	24,092,401
Municipal obligations	775,284				775,284
Corporate bonds	48,505,770	\$ 688,560	23,793,154	13,736,443	10,287,613
Mortgage/asset backed securities	7,835,063	118,505	2,528,961	507,864	4,679,733
<b>Total</b>	<b>\$ 104,114,076</b>	<b>\$ 807,065</b>	<b>\$ 29,458,093</b>	<b>\$ 28,654,529</b>	<b>\$ 45,194,389</b>

*Interest Rate Risk* – As a means of limiting its exposure to fair value losses arising from rising interest rates, the County’s investment policy is to invest funds to meet the projected cash flow requirements and by investing primarily in shorter-term securities, money market mutual funds, or similar investment pools. Investments must be made in accordance with the Commonwealth of Pennsylvania’s Act 72.

The County’s Retirement Plan Investment Policy states that emphasis shall be placed on providing adequate and timely investment cash flow to permit benefit payments from the Retirement Plan when due. Fixed income investment allocation is targeted to 35% (with an allowable range of 20% - 45%) of the portfolio. The investments may be adjusted to meet economic and/or investment market conditions.

The County’s Retirement Investment Policy states that the overall rating of the fixed income assets shall be at least “A”. In cases where the yield spread adequately compensates for additional risk, securities with a rating less than “A” can be purchased up to a maximum of 20% of the total market value of fixed income securities. The County is in compliance with the Retirement Investment Policy. Fixed income securities invested in mutual funds are excluded from the table below.

As of December 31, 2018, the County’s fixed income retirement investments had a credit rating as follows:

Credit Quality Rating	Percent of Fixed Income Investments
AAA	18%
AA+	9%
AA	27%
AA-	3%
A+	5%
A	10%
A-	15%
BBB+	5%
BBB	7%
BBB-	1%

*Custodial Credit Risk* – For deposits and investments, custodial credit risk is the risk that in the event of the failure of the counterparty, the County will be able to recover the value of its investments or collateral securities that are in the possession of an outside party. The County’s custodial credit risk policy for governmental fund’s investments is to limit investments to the safest types of securities, to pre-qualify the financial institutions the County does business with and to diversify the investment portfolio so that potential losses on individual securities will be minimized. The County’s Retirement Investment Policy states that fixed income investments shall be high quality, marketable securities with a preponderance of the fixed income investments in (1) U.S. Treasury, federal agencies and U.S. Government guaranteed obligations, and (2) investment grade corporate assets including convertibles.

As of December 31, 2018, the County’s cash and restricted cash balances for its governmental funds, proprietary funds and agency funds were \$137,291,397 and its bank balances were \$141,382,218. The entire bank balance was either insured or collateralized with securities held by the pledging financial institutions, or by their trust departments or agents, but not in the County’s name. The cash and cash equivalents balance in the Employee Retirement Plan Fund was insured up to limits established by the Federal Deposit Insurance Corporation (FDIC). The County had petty cash balances totaling \$32,189 at December 31, 2018.

The County categorizes its fair value measurements within the fair value hierarchy established by generally accepted accounting principles. The hierarchy sets out a fair value hierarchy with the highest priority being quoted prices in active markets (Level 1 measurements) and the lowest priority to unobservable inputs (Level 3 measurement). Accordingly, the degree of judgement exercised in determining fair value is greatest for instruments categorized in Level 3. The inputs used to measure fair value may fall into different levels of the fair value hierarchy. In such cases, for disclosure purposes, the fair value hierarchy classification is determined based on the lowest level input that is significant to the fair value measurement in its entirety. Fair value measurements will be classified and disclosed in one of the following three categories:

Level 1 – Quoted market prices in active markets for identical assets or liabilities.

Level 2 – Observable market based inputs or unobservable inputs that are corroborated by market data.

Level 3 – Unobservable inputs that are not corroborated by market data.

The following tables present the balances of fair value measurement on a recurring basis by level within the hierarchy as of December 31, 2018:

Employees' Retirement Plan Fund

	<u>Level 1</u>	<u>Level 2</u>	<u>Level 3</u>	<u>Total</u>
<b>Debt Securities</b>				
Treasury obligations	\$ 10,155,018			\$ 10,155,018
Agency obligations		\$ 36,842,941		36,842,941
Municipal obligations		775,284		775,284
Corporate bonds		48,505,770		48,505,770
Mortgage/asset backed securities		7,835,063		7,835,063
	<u>10,155,018</u>	<u>93,959,058</u>	<u>\$ 0</u>	<u>104,114,076</u>
<b>Common and Preferred Stocks</b>				
Energy	3,296,609			3,296,609
Materials	3,612,500			3,612,500
Industrials	6,057,815			6,057,815
Consumer discretionary	15,831,880			15,831,880
Consumer staples	8,652,996			8,652,996
Health care	17,594,469			17,594,469
Financials	5,854,850			5,854,850
Information technology	19,208,438			19,208,438
Telecommunication services	7,409,461			7,409,461
Utilities	3,172,980			3,172,980
Real estate	13,550,239			13,550,239
	<u>104,242,237</u>	<u>0</u>	<u>0</u>	<u>104,242,237</u>
<b>Mutual Funds</b>				
Domestic equities	86,443,708			86,443,708
International equities	44,082,615			44,082,615
Commodities	10,138,864			10,138,864
Absolute return	12,196,365			12,196,365
Preferred equity	12,023,118			12,023,118
Short term fixed income	12,401,531			12,401,531
Unconstrained Fixed Income	15,328,681			15,328,681
	<u>192,614,882</u>	<u>0</u>	<u>0</u>	<u>192,614,882</u>
Total investments measured by fair value level	<u>\$ 307,012,137</u>	<u>\$ 93,959,058</u>	<u>\$ 0</u>	<u>400,971,195</u>
<b>Investments measured at the net asset value (NAV)</b>				
International long/short hedge fund				24,763,356
Risk arbitrage hedge fund				12,872,585
				<u>37,635,941</u>
Total investments measured at fair value				<u>\$ 438,607,136</u>

Agency Funds

	Level 1	Level 2	Level 3	Total
Common and Preferred Stocks				
Energy	\$ 5,692			\$ 5,692
Materials	3,830			3,830
Industrials	16,092			16,092
Consumer discretionary	23,717			23,717
Consumer staples	14,937			14,937
Health care	26,046			26,046
Financials	15,035			15,035
Information technology	41,433			41,433
Telecommunication services	4,779			4,779
Utilities	2,401			2,401
	<u>153,962</u>	<u>\$ 0</u>	<u>\$ 0</u>	<u>153,962</u>
Mutual Funds				
International equities	68,995			68,995
Commodities	9,236			9,236
Absolute return	256,717			256,717
	<u>334,948</u>	<u>0</u>	<u>0</u>	<u>334,948</u>
Total investments measured at fair value	<u>\$ 488,910</u>	<u>\$ 0</u>	<u>\$ 0</u>	<u>\$ 488,910</u>

Debt and equity securities classified in Level 1 of the fair value hierarchy are valued using prices quoted in active markets for those securities. Debt securities classified in Level 2 of the fair value hierarchy are valued using a matrix pricing technique. Matrix pricing is used to value securities based on the securities' relationship to benchmark quoted prices.

The valuation method for investments measured at the net asset value (NAV) per share (or its equivalent) is presented on the following table:

	Fair Value	Unfunded commitments	Redemption frequency	Redemption notice period
International long/short hedge fund (1)	\$ 24,763,356	N/A	Quarterly	60 days
Risk arbitrage hedge fund (2)	12,872,585	N/A	Monthly	30 days
Total investments measured at the NAV	<u>\$ 37,635,941</u>			

(1) This classification includes a hedge fund which seeks capital appreciation by investing in international equity positions. The fund's investments include primarily international long and short positions on international equities and long positions on absolute return investments. The fair value of the investments has been determined using the NAV per share (or its equivalent) of the investments. The fund has a lock-up period of one year which has been waived by the general partner. The fund manager may impose a gate of up to 15% of capital per quarter.

(2) This classification includes a hedge fund which seeks capital appreciation by investing in risk arbitrage transactions in connection with mergers, consolidations, acquisitions and similar transactions. The fund's investments include primarily US Government bonds, long and short position on domestic equities. The fair value of the investments has been determined using the NAV per share (or its equivalent) of the investments. In addition to the stated redemption notice and frequency period, the fund may levy a 2% fee on shareholder redemption who has been shareholder for less than twelve months.

**NOTE 3 LONG-TERM OBLIGATIONS**

The following is a summary of changes in long-term obligations of the County for the year ended December 31, 2018:

	<b>Balance at January 1, 2018</b>	<b>Additions</b>	<b>Retirement s</b>	<b>Balance at December 31, 2018</b>	<b>Amount due within one year</b>
Accrued vacation and other compensation	\$ 16,810,177		\$ (1,114,472)	\$ 15,695,705	
Accrued worker's compensation	4,814,097	\$ 1,057,453	(1,541,230)	4,330,320	
General obligation bonds payable	46,035,000		(15,000)	46,020,000	\$ 405,000
Note payable	72,677,452		(14,302,496)	58,374,956	14,525,372
Unamortized bond premium/discount	3,013,355		(343,552)	2,669,803	343,552
	<u>\$ 143,350,081</u>	<u>\$ 1,057,453</u>	<u>\$ (17,316,750)</u>	<u>\$ 127,090,784</u>	<u>\$ 15,273,924</u>

Compensated absences and the liability for worker's compensation self-insurance are liquidated by the General, Health Choices, Children and Youth, Mental Health, Cedarbrook, and certain other nonmajor funds.

**General Obligation Bonds and Notes Payable**

The following is a summary of general obligation notes and bonds payable of the County for the year ended December 31, 2018:

		<b>Amount Due Within One Year</b>
\$16,690,000 2016 General Obligation Bonds, serial bonds due in annual installments of \$5,000 to \$5,995,000 through November 15, 2025, interest rate of 4%	\$ 16,685,000	\$ 30,000
\$16,230,000 2016 Federally Taxable General Obligation Bonds, serial bonds due in annual installments of \$370,000 to \$900,000 through December 15, 2045, interest rates vary from 2.65% to 4%	16,220,000	370,000
\$13,120,000 2017 Guaranteed Authority Bonds, serial bonds due in annual installments of \$5,000 to \$1,600,000 through December 15, 2037, interest rates vary from 2% to 5%	<u>13,115,000</u>	<u>5,000</u>
Total general obligation bonds payable	<u>46,020,000</u>	<u>405,000</u>



\$4,975,756 2009 General Obligation Note, due in quarterly installments of \$89,000 to \$109,000 through September 1, 2024, interest rate of 3.73%	2,268,000	361,000
\$4,768,538 2010 General Obligation Note, due in annual installments of \$324,372 to \$381,744 through November 15, 2025, interest rates of 3.75% and 5.60%	2,466,956	324,372
\$67,280,000 2017 General Obligation Note, due in annual installments of \$12,715,000 to \$14,035,000 through November 15, 2022, interest rate of 1.68%	<u>53,640,000</u>	<u>13,840,000</u>
Total notes payable	<u>58,374,956</u>	<u>14,525,372</u>
Total general obligation bonds and notes payable	<u>\$ 104,394,956</u>	<u>\$ 14,930,372</u>

The annual requirements to amortize all general obligation bonds and notes payable as of December 31, 2018 are as follows:

	<u>Governmental Activities</u>		<u>Internal Service Fund</u>		<u>Total Debt Service</u>		
	<u>Principal</u>	<u>Interest</u>	<u>Principal</u>	<u>Interest</u>	<u>Principal</u>	<u>Interest</u>	<u>Total</u>
2019	\$ 14,840,521	\$ 2,751,532	\$ 89,851	\$ 19,922	\$ 14,930,372	\$ 2,771,454	\$ 17,701,826
2020	15,109,976	2,482,508	92,324	17,325	15,202,300	2,499,833	17,702,133
2021	13,756,468	2,207,260	94,812	14,648	13,851,280	2,221,908	16,073,188
2022	14,131,723	1,955,679	97,591	11,893	14,229,314	1,967,572	16,196,886
2023	6,264,293	1,696,894	100,108	9,047	6,364,401	1,705,941	8,070,342
2024-2028	17,393,629	5,168,129	208,660	9,229	17,602,289	5,177,358	22,779,647
2029-2033	7,545,000	3,319,810			7,545,000	3,319,810	10,864,810
2034-2038	8,980,000	1,872,720			8,980,000	1,872,720	10,852,720
2039-2043	3,920,000	749,198			3,920,000	749,198	4,669,198
2044-2045	1,770,000	96,120			1,770,000	96,120	1,866,120
	<u>\$103,711,610</u>	<u>\$22,299,850</u>	<u>\$ 683,346</u>	<u>\$ 82,064</u>	<u>\$104,394,956</u>	<u>\$22,381,914</u>	<u>\$126,776,870</u>

**NOTE 4 INTERFUND TRANSFERS**

Certain interfund transfers are executed as a result of the General Fund’s requirement to match a portion of another fund’s expenses or expenditures. In addition, the General Fund receives certain reimbursements from other funds. Interfund transfers to and transfers from each individual fund for the year ended December 31, 2018 are as follows:

	<b><u>Transfer In:</u></b>					
	General Fund	Mental Health Fund	Children and Youth Fund	Cedarbrook Fund	Other Governmental Funds	Total
<b><u>Transfer Out:</u></b>						
General Fund		\$ 423,833	\$ 3,973,980	\$14,666,880	\$ 22,703,662	\$ 41,768,355
Mental Health Fund	\$ 130,200				188,276	\$ 318,476
Health Choices Fund	152,300	88,733			591,560	\$ 832,593
Children and Youth Fund	130,200				492,430	\$ 622,630
Cedarbrook Fund	12,637,065				1,507,102	\$ 14,144,167
Other Governmental Funds	778,244			105,199		\$ 883,443
Enterprise Fund					123,872	\$ 123,872
Internal Service Fund	122,700				46,284	\$ 168,984
	<u>\$ 13,950,709</u>	<u>\$ 512,566</u>	<u>\$ 3,973,980</u>	<u>\$14,772,079</u>	<u>\$ 25,653,186</u>	

## NOTE 5 CAPITAL ASSETS

Capital asset activity for the year ended December 31, 2018 was as follows:

<b>Governmental Activities:</b>	Beginning <u>Balance</u>	Increases	Decreases	Ending <u>Balance</u>
Capital assets, not being depreciated:				
Land	\$ 12,240,981	\$ 70,000		\$ 12,310,981
Easements	<u>22,809,160</u>	<u>1,283,919</u>		<u>24,093,079</u>
Total capital assets, not being depreciated	<u>35,050,141</u>	<u>1,353,919</u>	<u>-</u>	<u>36,404,060</u>
Capital assets, being depreciated:				
Buildings and improvements	293,746,028	4,237,206		297,983,234
Machinery and equipment	60,178,504	5,010,763	\$ (373,280)	64,815,987
Furniture and fixtures	8,234,394	284,821		8,519,215
Infrastructure	<u>51,074,339</u>	<u>13,989,405</u>		<u>65,063,744</u>
Total capital assets, being depreciated	<u>413,233,265</u>	<u>23,522,195</u>	<u>(373,280)</u>	<u>436,382,180</u>
Total capital assets, historical cost	<u>448,283,406</u>	<u>24,876,114</u>	<u>(373,280)</u>	<u>472,786,240</u>
Less accumulated depreciation for:				
Buildings and improvements	(133,630,753)	(7,087,862)		(140,718,615)
Machinery and equipment	(51,934,055)	(2,723,342)	351,680	(54,305,717)
Furniture and fixtures	(7,495,405)	(322,672)		(7,818,077)
Infrastructure	<u>(8,395,721)</u>	<u>(1,410,353)</u>		<u>(9,806,074)</u>
Total accumulated depreciation	<u>(201,455,934)</u>	<u>(11,544,229)</u>	<u>351,680</u>	<u>(212,648,483)</u>
Total capital assets, net of accumulated depreciation	<u>\$ 246,827,472</u>	<u>\$ 13,331,885</u>	<u>\$ (21,600)</u>	<u>\$ 260,137,757</u>
<b>Business-type Activities:</b>	Beginning <u>Balance</u>	Increases	Decreases	Ending <u>Balance</u>
Capital assets, not being depreciated:				
Land	\$ 236,533			\$ 236,533
Capital assets, being depreciated:				
Buildings and improvements	6,671,781			6,671,781
Machinery and equipment	391,093	\$ 10,700		401,793
Furniture and fixtures	<u>63,887</u>			<u>63,887</u>
Total capital assets, being depreciated	<u>7,126,761</u>	<u>10,700</u>	<u>-</u>	<u>7,137,461</u>
Total capital assets, historical cost	<u>7,363,294</u>	<u>10,700</u>	<u>-</u>	<u>7,373,994</u>
Less accumulated depreciation for:				
Buildings and improvements	(6,297,269)	(173,918)		(6,471,187)
Machinery and equipment	(387,222)	(3,651)		(390,873)
Furniture and fixtures	<u>(41,818)</u>	<u>(4,103)</u>		<u>(45,921)</u>
Total accumulated depreciation	<u>(6,726,309)</u>	<u>(181,672)</u>	<u>-</u>	<u>(6,907,981)</u>
Total capital assets, net of accumulated depreciation	<u>\$ 636,985</u>	<u>\$ (170,972)</u>	<u>-</u>	<u>\$ 466,013</u>

Depreciation expense was charged to each function in the Statement of Activities as follows:

	<u>Depreciation</u>
Governmental activities:	
Elected officials	\$ 279,798
Administration	3,047,943
Human services	103,877
General services	4,572,697
Nursing homes	1,371,519
Corrections	2,105,143
Courts	16,440
Development	<u>46,812</u>
 Total depreciation expense-governmental activities	 <u><u>\$11,544,229</u></u>
 Total depreciation expense - business-type activities - enterprise funds	 <u><u>\$ 181,672</u></u>

**NOTE 6 EMPLOYEES' RETIREMENT FUND**

*Plan description.* The County of Lehigh Employees' Retirement Fund ("Plan"), a single-employer plan, was established in 1942 and is a contributory defined benefit pension plan. Plan benefits and obligations are under the authority of Pennsylvania State Act Number 96 of 1971 and can be amended by Act of the General Assembly of the Commonwealth of Pennsylvania. All County employees with the expectation of working over 1,000 hours per year are required to participate in the Plan. Elected officials have the option to participate, while other full-time employees must participate. The Plan issues a stand-alone financial report which is available by contacting the County of Lehigh Retirement Board of Trustees, 17 South Seventh Street, Allentown, PA 18101-2400.

The Retirement Board of Trustees administers the Lehigh County Employees' Pension Plan. Management of the Plan is vested in the Board, which consists of seven members – the County Executive, Executive Appointee, Chairman of Commissioners, Commissioners Representative, the County Controller, the Employee Representative, and the Retiree Representative.

*Plan membership.* For the 2018 measurement period, pension plan membership consisted of the following:

Inactive plan members or beneficiaries currently receiving benefits	1,728
Inactive plan members entitled to but not yet receiving benefits	86
Active plan members	<u>1,913</u>
	<u><u>3,727</u></u>

*Benefits provided.* Lehigh County Employees' Pension Plan provides retirement, disability, and death benefits. Retirement benefits for plan members are calculated as a percent of the member's highest 3-year average salary times the member's years of service depending on class basis. Plan members with 20 years of service are eligible to retire at age 55. Plan members that have attained age 60 are eligible to retire. All plan members are eligible for disability benefits after 5 years of service if disabled while in service and unable to continue as a county employee. Disability retirement benefits are equal to 25% of final average salary at time of retirement. Death benefits for a member who dies with 10 years of service prior to retirement is the total present value of member's retirement paid in a lump sum. A plan member who leaves County service with less than 5 years of service may withdraw his or her contributions, plus any accumulated interest.

On an ad hoc basis, cost of living adjustments to each member's retirement allowance shall be reviewed at least once in every three years subsequent to the member's retirement date. The adjustment, should the County elect to give one, is a percentage of the change in the Consumer Price Index.

The long-term expected rate of return on pension 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 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. Best estimates of arithmetic real rates of return for each major asset class included in the pension plan's target asset allocation for the 2018 measurement period (see the discussion of the pension plan's investment policy) are summarized in the following table:

<u>Asset Class</u>	<u>Long-Term Expected Real Rate of Return</u>
Domestic equity	5.4-6.4%
International equity	5.5-6.5
Fixed income	1.3-3.3
Alternatives	4.5-5.5
Cash	0.0-1.0

*Discount rate.* The discount rate used to measure the total pension liability was 7.5 percent. The projection of cash flows used to determine the discount rate assumed that plan member contributions will be made at the current contribution rate and that County contributions will be made at rates equal to the actuarially determined contribution rates. 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 plan members. 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 (i.e. no depletion date is projected to occur).

*Sensitivity of the net pension liability to changes in the discount rate.* The following presents the net pension liability of the County, calculated using the discount rate of 7.5 percent, as well as what the County’s net pension liability would be if it were calculated using a discount rate that is 1 percentage point lower (6.5 percent) or 1 percentage point higher (8.5 percent) than the current rate:

	1% Decrease <u>(6.5%)</u>	Current Discount Rate <u>(7.5%)</u>	1% Increase <u>(8.5%)</u>
County’s net pension liability	\$177,729,010	\$113,635,882	\$59,579,674

*Pension plan fiduciary net position.* Detailed information about the pension plan’s fiduciary net position is available in the separately issued financial report.

*Contributions.* An actuarially determined contribution is recommended by the plan actuary. 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 an unfunded accrued liability. For the 2018 measurement period, the active member contribution rate was 5.0 percent of annual pay, and the County average contribution rate was 11.41 percent of annual payroll.

Contributions to the Plan made by the County and its employees are accumulated and transferred to Wells Fargo Bank, the Plan's custodian. The Plan’s assets are invested with the following investment advisors based on recommendations from Cornerstone Advisor’s Assets Management Inc., the Plan’s consultant: Agincourt Capital Management, LLC, American EuroPacific Growth Fund, Blackrock Strategic Income Opportunities Fund, CBRE Clarion Securities, LLC, CoreCommodity Management CompleteCommodities Strategy Fund, C. S. McKee, LP, Edgar Lomax Company, Emerald Advisers, Inc., Gabelli Associates Limited II E, Invesco Equally-Weighted S&P 500 Fund, John Hancock Global Absolute Return Strategies Fund, Nuveen Preferred Securities Fund, Sustainable Growth Advisors, LP, Vanguard Developed Markets Index Fund, Vanguard Short Term Investment Grade Admiral Fund, Vanguard SCV Index Fund, Vanguard Institutional Index Fund, and Vittoria Offshore Fund, Ltd.

*Investment policy.* The pension plan’s policy in regard to the allocation of invested assets is established and may be amended by the Board by a majority vote of its members. It is the policy of the Board to pursue an investment strategy that reduces risk through the prudent diversification of the portfolio across a broad selection of distinct asset classes. The following was the Board’s asset allocation policy for the 2018 measurement period:

<u>Asset Class</u>	<u>Target Allocation</u>
Domestic equity	25-45%
International equity	5-25
Fixed income	20-45
Alternatives	0-20
Cash	0-15
Total	<u>100%</u>

### Changes in the Net Pension Liability

	Increase/(Decrease)		
	Total Pension Liability (a)	Plan Fiduciary Net Position (b)	Net Pension Liability (a) – (b)
<b>Balances as of December 31, 2017</b>	\$ 564,555,737	\$ 511,038,498	\$ 53,517,239
<b>Changes for the Year:</b>			
Service Cost	10,183,476		10,183,476
Interest	42,015,619		42,015,619
Differences Between Expected and Actual Experience	1,979,167		1,979,167
Contributions-Employer		12,378,575	(12,378,575)
Contributions-Member		6,683,134	(6,683,134)
Net Investment Income		(24,971,254)	24,971,254
Benefit Payments, Including Refunds of Member Contributions	(33,628,192)	(33,628,192)	-
Plan Administrative Expenses		(39,414)	39,414
Other Changes		8,578	(8,578)
<b>Net Changes</b>	<u>20,550,070</u>	<u>(39,568,573)</u>	<u>60,118,643</u>
<b>Balances as of December 31, 2018</b>	<u>\$ 585,105,807</u>	<u>\$ 471,469,925</u>	<u>\$ 113,635,882</u>

#### Net Pension Liability

The County's net pension liability was measured as of December 31, 2018, and the total pension liability used to calculate the net pension liability was determined by an actuarial valuation as of that date.

*Actuarial assumptions.* The total pension liability was determined by an actuarial valuation for the 2018 measurement period, using the following actuarial assumptions, applied to all periods included in the measurement:

Inflation	3.0 percent
Salary increases	4.0 percent, average, including inflation
Investment rate of return	7.50 percent, net of pension plan investment expense, including inflation

Mortality rates were based on the RP-2013 Annuitant and Non-Annuitant Mortality Tables for Males and Females with no projected improvement.

The actuarial assumptions used in the valuation for the 2018 measurement period were based on past experience under the plan and reasonable future expectations which represent our best estimate of anticipated experience under the plan. An actuarial experience study was performed during 2016; however, no modifications to assumptions were made as a result.

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

For the 2018 measurement period, the County recognized pension expense of \$23,487,700 and reported deferred outflows of resources and deferred inflows of resources related to pensions from the following sources:

	<u>Deferred Outflows of Resources</u>	<u>Deferred Inflows of Resources</u>
Differences between expected and actual experience	\$ 4,152,923	\$ -
Net difference between projected and actual earnings on pension plan investments	40,178,231	-
Total	<u>\$ 44,331,154</u>	<u>\$ -</u>

Amounts reported as deferred outflows of resources and deferred inflows of resources related to pensions will be recognized in pension expense as follows:

<b>Year ended:</b>	
2019	\$ 15,730,970
2020	8,564,670
2021	7,263,341
2022	12,772,173

For the 2018 measurement period, the County had no outstanding amount of employer contribution to the pension plan required for the year ended December 31, 2018.



**NOTE 7: POSTEMPLOYMENT BENEFITS OTHER THAN RETIREMENT FUND**

**Plan Description**

*Plan Administration:* The County sponsors a single-employer postemployment benefit plan that covers health and life insurance benefits for eligible retirees. These benefits were granted by County Commissioner Resolution 1975-3 (pre-home rule) and were rescinded in 1986, effective for employees hired after January 1, 1987. To be eligible for the postemployment benefits, an employee must meet the following requirements:

- Is classified as a retiree under the requirements of the State of Pennsylvania Act Number 96 of 1971
- Was employed by the County prior to January 1, 1987
- Was in the continuous employment of the County from January 1, 1987 until the date of retirement
- Received fully paid County health care benefits or an equivalent contribution to a Health Maintenance Organization program for the five years preceding the date of retirement
- Selected options of the Plan other than the "Vesting Option", as defined in the Plan, prior to receiving pension benefits or the "Lump Sum Distribution" option upon retirement

*Plan Membership:* At December 31, 2018, membership consisted of the following:

Inactive plan members or beneficiaries currently receiving benefits	679
Inactive plan members entitled to but not yet receiving benefits	0
Active plan members	<u>32</u>
	<u>711</u>

*Benefits Provided:* The County provides medical, prescription, and life insurance benefits for eligible retirees and their dependents. Dependent coverage ceases with the death of the retiree.

*Contributions:* The County currently funds the plan on a pay-as-you-go basis. The eligible retirees currently do not contribute towards the plan's costs.

**Net OPEB Liability and Assumptions**

The components of the net OPEB liability were as follows:

Total OPEB liability	\$ 129,811,169
Plan fiduciary net position	<u>0</u>
County's net OPEB liability	<u>\$ 129,811,169</u>
Plan fiduciary net position as a percentage of the total OPEB liability	0%

*Actuarial assumptions:*

Inflation	3.0 percent
Salary increases	4.0 percent, average, including inflation
Investment rate of return	
Municipal bond rate	4.11%
Healthcare cost trend rates	5.5% for January 1, 2018 valuation, decreasing to an ultimate rate of 3.84% by 2075

*Discount rate:* The discount rate used to measure the total OPEB liability was 4.11%. This rate is based on the Bond Buyer General Obligation 20-year Municipal Bond Index rate which is the plan's default long-term expected rate of return as the plan has no fiduciary net position available to make projected future benefit payments of plan members.

Mortality rates were based on the RP-2013 Annuitant and Non-Annuitant Mortality Tables for Males and Females with no projected improvement.

**Changes in the Total OPEB Liability**

	<b>Total OPEB Liability Increase/(Decrease)</b>
<b>Balances as of December 31, 2017</b>	\$ 158,433,640
<b>Changes for the Year:</b>	
Service Cost	85,538
Interest	5,289,675
Differences Between Expected and Actual Experience	(25,744,240)
Changes of Assumptions	1,326,685
Benefit Payments	(9,580,129)
<b>Net Changes</b>	<u>(28,622,471)</u>
<b>Balances as of December 31, 2018</b>	<u>\$ 129,811,169</u>

*Changes of assumptions.* The discount rate was based on the Bond Buyer General Obligation 20-year Municipal Bond Index. This amount represents the recognition of the change in the discount rate from 3.44% in the prior measurement date (12/31/17) to 4.11% in the current measurement date (12/31/18). This rate will be reset each measurement period.

*Sensitivity of the total OPEB liability to changes in the discount rate.* The following presents the total OPEB liability of the County, calculated using the discount rate of 4.11 percent, as well as what the County’s total OPEB liability would be if it were calculated using a discount rate that is 1 percentage point lower (3.11 percent) or 1 percentage point higher (5.11 percent) than the current rate:

	1% Decrease <u>(3.11%)</u>	Current Discount <u>Rate (4.11%)</u>	1% Increase <u>(5.11%)</u>
County’s total OPEB liability	\$145,117,208	\$129,811,169	\$117,103,394

*Sensitivity of the total OPEB liability to changes in the healthcare cost trend rates.* The following presents the total OPEB liability of the County, calculated using the healthcare cost trend rate of 5.5 percent, as well as what the County’s total OPEB liability would be if it were calculated using a discount rate that is 1 percentage point lower (4.5 percent) or 1 percentage point higher (6.5 percent) than the current rate:

	1% Decrease <u>(4.5%)</u>	Current Discount <u>Rate (5.5%)</u>	1% Increase <u>(6.5%)</u>
County’s total OPEB liability	\$116,801,606	\$129,811,169	\$145,243,965

**OPEB Expenses and Deferred Outflows of Resources and Deferred Inflows of Resources Related to OPEB**

For the year ended December 31, 2018, the County recognized OPEB expense, net of changes of assumptions, of \$ (19,042,342). At December 31, 2018, there are no reported deferred outflows of resources and deferred inflows of resources related to OPEB.

**NOTE 8 RISK MANAGEMENT**

The County is exposed to various risks of loss related to torts; theft of, damage to, and destruction of assets; errors and omissions; injuries to employees; and natural disasters which are accounted for as follows:

**General Liability and Property Damage**

The County is insured for general liability and property damage losses. The property damage and time element deductible is \$25,000 for each occurrence during the policy term. General liability losses are covered in excess of \$100,000 applicable to each occurrence.

## Healthcare

The County provides one self-insured health care plan for active employees, which is a PPO (preferred provider organizations). Retirees, under age 65, are covered under a PPO plan. Retirees, age 65 and over, are covered by Highmark Blue Shield where Medicare is primary and the Plan is secondary.

## Worker's Compensation

The County is self-insured for worker's compensation losses. Excessive losses are covered by commercial insurance with a \$750,000 maximum retention per accident or employee.

The County records reported loss claims and claims incurred but not reported for worker's compensation based on estimates of independent actuaries. Such claims and estimates are not discounted. The following provides aggregate information for the current and prior year on worker's compensation liabilities, incurred claims and payments:

	<u>Change In Incurred Claims</u>			<u>Payments</u>		
	<u>January 1</u>	<u>Current</u>	<u>Prior</u>	<u>Current</u>	<u>Prior</u>	<u>December 31</u>
2017	\$ 4,976,751	\$ 755,682	\$ 52,032	\$ (151,842)	\$ (818,526)	\$ 4,814,097
2018	4,814,097	1,057,453	(1,219,547)	(303,424)	(18,259)	4,330,320

During 2018, there has not been a significant reduction in any insurance coverage and the amount of settlements has not exceeded insurance coverage for each of the past three fiscal years.

## NOTE 9 RESTRICTED ASSETS

Cash and cash equivalents whose use is limited to a specific purpose have been classified as restricted in the governmental funds balance sheets as follows:

<u>General Fund</u>		
Cash restricted for temporarily held balances that are due other parties.		\$ 448,212
<u>Health Choices Fund</u>		
Cash restricted for claims payable.		6,200,000
<u>Other Governmental Funds</u>		
Cash restricted for temporarily held balances that are due to other parties.		257,359
Total Restricted Assets		<u>\$ 6,905,571</u>

**NOTE 10 FUND BALANCE / NET POSITION**

The constraints on fund balance included in the governmental fund financial statements represent portions of fund balances that are restricted or committed for various purposes and are not available for the payment of other subsequent expenditures. The following restricted and committed fund balances are included in the governmental fund financial statements:

Health Choices Fund

Restricted fund balance

Amounts restricted for the payment of specific grant program expenditures. \$ 26,495,796

Cedarbrook Fund

Committed fund balance

Amounts committed for the payment of nursing home expenditures. \$ 8,542,842

Other Governmental Funds

Restricted fund balance amounts for:

The payment of specific grant and fee program expenditures. \$ 10,217,181

The payment of capital project expenditures. 14,759,086

The required worker's compensation self-insurance reserve. 5,070,142

Debt service payments. 15,068

\$ 30,061,477

Committed fund balance amounts for:

The payment of specific program expenditures. \$ 6,469,245

General insurance reserve. 350,000

\$ 6,819,245

Fiduciary Fund

Held in trust for pension benefits

Amounts restricted to Employee Retirement Plan use for future payment of member benefits.

\$ 471,469,925

**NOTE 11 CONSTRUCTION COMMITMENTS**

The County has entered into a variety of construction commitments for bridge replacement and repair for the Copley/Northampton Bridge. These commitments totaled \$11,857,774 at December 31, 2018 and are significantly funded by federal and state grants.

**NOTE 12 OPERATING LEASE**

The County has entered into a lease agreement with the Allentown Parking Authority to lease up to 326 parking spaces in a parking deck for a period of 50 years. In an effort to better serve the parking needs of the citizens of Lehigh County as well as business and government owned enterprises located near the site, the County has contributed \$3,750,000 towards the construction costs of the parking deck. In return, the County received 162 parking spaces. The County will rent at market rate the balance of the parking spaces as needed up to 326 spaces. The \$3,750,000 is treated as an asset that will be amortized over the length of the lease. The unamortized balance at December 31, 2018 was \$2,925,000.

**NOTE 13 STABILIZATION FUND**

A Stabilization Fund was established by the Board of Commissioners through Ordinance 2003-168 as a prudent budgetary practice to mitigate current and future risks, such as revenue shortfalls and unanticipated expenditures. All transfers into or transfers from the Stabilization Fund shall be established during the County's budget process or upon approval of a subsequent ordinance of the Board of Commissioners. The balance of the Fund at December 31, 2018 was \$25,000,000 and is included in unassigned fund balance in the Governmental Funds Balance Sheet and unrestricted net position in the Statement of Net Position.

**NOTE 14 TAX ABATEMENTS**

The County of Lehigh provides tax abatements under the following five programs:

KOZ (Keystone Opportunity Zone) / SDA (Strategic Development Area) provides tax abatements giving property owners 100% exemption from real estate taxes for 10 years in order to foster economic opportunities, stimulate industrial, commercial and residential improvements, and prevent physical and infrastructure deterioration within the designated areas, as well as creating new employment and diminishing blight. Abatements are obtained through application by the property owner each year.

TIF (Tax Increment Financing Act) authorizes local taxing bodies to cooperate in providing financing for public facilities and residential, commercial, and industrial development and revitalization in order to eliminate or prevent the development or spread of blight within the respective jurisdictions. The taxing authority retains the base amount and the remainder is submitted to the authority managing the TIF for the period of the agreement.

Clean and Green (Pennsylvania Farmland and Forest Land Assessment Act, Act 319) is a state law, authorized by the state constitution, which allows qualifying land that is devoted to agricultural use, agricultural reserve, and forest land use to be assessed at a value for that use rather than Fair Market Value. The intent of the program is to encourage property owners to retain their land in agricultural, open space, or forest land use by providing some real estate tax relief.

Act 515 (County program) requires that land be designated as farm, forest, water supply, or open space to be assessed at a value for that use rather than Fair Market Value. The intent of the program is to encourage property owners to preserve the land within the county.

Act 4 authorizes a real estate tax millage rate freeze for eligible open space property in the County of Lehigh. The following categories of real property are exempt from further millage increases:

- a. Real property in which the open space property interests have been acquired by a local government unit in accordance with the Open Space Lands legislation;
- b. Real property that is subject to an easement acquired in accordance with the Act of June 30, 1981 known as the “Agricultural Area Security Law”; and
- c. Real property from which the transferable development rights (TDR’s) have been transferred and retired by a local government unit without their development potential having occurred on other lands.

Information relevant to these programs for the year ended December 31, 2018 is:

<u>Tax Abatement Program</u>	<u>Amount of Taxes Abated during the Year</u>
KOZ/SDA	\$ 179,474
TIF	194,054
Clean and Green	2,332,828
Act 515	732,763
Act 4	7,696

**NOTE 15 LITIGATION**

The County is defending a number of lawsuits, the outcomes of which, in the opinion of counsel, will not materially affect the financial position of the County.

**NOTE 16 SUBSEQUENT EVENTS**

The County evaluated subsequent events through June 24, 2019. This is the date the financial statements were available to be issued. No material events subsequent to December 31, 2018 were noted.

COUNTY OF LEHIGH, PENNSYLVANIA  
Schedule of County Contributions - Pension  
Last 10 Fiscal Years

	<u>2009</u>	<u>2010</u>	<u>2011</u>	<u>2012</u>	<u>2013</u>	<u>2014</u>	<u>2015</u>	<u>2016</u>	<u>2017</u>	<u>2018</u>
Actuarially determined contribution	\$ 8,046,712	\$ 9,632,648	\$ 10,428,623	\$ 11,076,512	\$ 12,372,805	\$ 10,265,444	\$ 10,711,406	\$ 11,156,406	\$ 12,078,974	\$ 12,378,575
Contributions in relation to the actuarially determined contribution	<u>8,046,712</u>	<u>9,632,648</u>	<u>10,428,623</u>	<u>11,076,512</u>	<u>12,372,805</u>	<u>10,265,444</u>	<u>10,711,406</u>	<u>11,156,406</u>	<u>12,078,974</u>	<u>12,378,575</u>
Contribution deficiency (excess)	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0
Covered-employee payroll	\$ 104,774,896	\$ 108,008,635	\$ 109,572,720	\$ 109,197,576	\$ 108,693,112	\$ 108,186,851	\$ 102,995,368	\$ 103,664,965	\$ 107,362,273	\$ 108,523,831
Contributions as a percentage of covered-employee payroll	7.68%	8.92%	9.52%	10.14%	11.38%	9.49%	10.40%	10.76%	11.25%	11.41%

**Notes to Schedule**

Valuation date: January 1, 2009      January 1, 2010      January 1, 2011      January 1, 2012      January 1, 2013      January 1, 2014      January 1, 2015      January 1, 2016      January 1, 2017      January 1, 2018

Actuarially determined contribution rates are calculated as of January 1, one year prior to the end of the fiscal year in which contributions are reported

Methods and assumptions used to determine contribution rates:

Actuarial cost method	Entry age
Amortization method	Level dollar
Remaining amortization period	22 years
Asset valuation method	Market value adjusted for unrecognized gains and losses from prior years
Inflation	3%
Salary increases	4.0% average, including inflation
Investment rate of return	7.5% net of pension plan investment expense, including inflation
Retirement age	Age 60 or 55 with 20 years service
Mortality	2013 RP Annuitant and Non-Annuitant Tables for males and females with no projected improvement



COUNTY OF LEHIGH, PENNSYLVANIA  
Schedule of Changes in the County's Net  
Pension Liability and Related Ratios

	<u>2014</u>	<u>2015</u>	<u>2016</u>	<u>2017</u>	<u>2018</u>
<b>Total pension liability</b>					
Service cost	\$ 11,310,997	\$ 10,790,875	\$ 10,874,331	\$ 11,111,378	\$ 10,183,476
Interest	35,900,234	37,573,900	38,883,632	40,358,181	42,015,619
Differences between expected and actual experience	385,509	3,615,214	(629,408)	2,368,139	1,979,167
Benefit payments, including refunds of member contributions	<u>(27,050,997)</u>	<u>(29,127,092)</u>	<u>(31,495,895)</u>	<u>(33,771,831)</u>	<u>(33,628,192)</u>
Net change in total pension liability	20,545,743	22,852,897	17,632,660	20,065,867	20,550,070
Total pension liability - beginning	<u>483,458,570</u>	<u>504,004,313</u>	<u>526,857,210</u>	<u>544,489,870</u>	<u>564,555,737</u>
Total pension liability - ending (a)	<u>\$ 504,004,313</u>	<u>\$ 526,857,210</u>	<u>\$ 544,489,870</u>	<u>\$ 564,555,737</u>	<u>\$ 585,105,807</u>
<b>Plan fiduciary net position</b>					
Contributions - employer	\$ 10,265,444	\$ 10,711,406	\$ 11,156,406	\$ 12,078,974	\$ 12,378,575
Contributions - member	6,294,826	6,138,640	6,267,603	6,442,846	6,683,134
Net investment income	25,991,473	(1,731,653)	27,008,272	66,562,661	(24,971,254)
Benefit payments, including refunds of member contributions	(27,050,997)	(29,127,092)	(31,495,895)	(33,771,831)	(33,628,192)
Administrative expense	(46,798)	(57,934)	(36,875)	(41,375)	(39,414)
Other	<u>23,158</u>	<u>23,903</u>	<u>180,093</u>	<u>9,749</u>	<u>8,578</u>
Net change in plan fiduciary net position	15,477,106	(14,042,730)	13,079,604	51,281,024	(39,568,573)
Plan fiduciary net position - beginning	<u>\$ 445,243,494</u>	<u>\$ 460,720,600</u>	<u>\$ 446,677,870</u>	<u>\$ 459,757,474</u>	<u>\$ 511,038,498</u>
Plan fiduciary net position - ending (b)	<u>\$ 460,720,600</u>	<u>\$ 446,677,870</u>	<u>\$ 459,757,474</u>	<u>\$ 511,038,498</u>	<u>\$ 471,469,925</u>
County's net pension liability - ending (a) - (b)	<u>\$ 43,283,713</u>	<u>\$ 80,179,340</u>	<u>\$ 84,732,396</u>	<u>\$ 53,517,239</u>	<u>\$ 113,635,882</u>
Plan fiduciary net position as a percentage of the total pension liability	91.41%	84.78%	84.44%	90.52%	80.58%
Covered-employee payroll	\$ 108,186,851	\$ 102,995,368	\$ 103,664,965	\$ 107,362,273	\$ 108,523,831
County's net pension liability as a percentage of covered-employee payroll	40.01%	77.85%	81.74%	49.85%	104.71%

Data prior to 2014 is not available.

COUNTY OF LEHIGH, PENNSYLVANIA  
Schedule of Changes in the County's Total  
OPEB Liability and Related Ratios

	<u>2017</u>	<u>2018</u>
<b>Total OPEB liability</b>		
Service cost	\$ 88,566	\$ 85,538
Interest	5,686,611	5,289,675
Differences between expected and actual experience	0	(25,744,240)
Changes of assumptions	7,003,028	1,326,685
Benefit payments, including refunds of member contributions	<u>(9,568,018)</u>	<u>(9,580,129)</u>
Net change in total OPEB liability	3,210,187	(28,622,471)
Total OPEB liability - beginning	<u>155,223,453</u>	<u>158,433,640</u>
Total OPEB liability - ending (a)	<u><u>\$ 158,433,640</u></u>	<u><u>\$ 129,811,169</u></u>
Covered-employee payroll	*	\$ 2,214,640
County's total OPEB liability as a percentage of covered-employee payroll	*	5861.50%

Data prior to 2017 is not available.

\* Data was not available in the initial year of valuation.

*Changes of assumptions.* The discount rate was based on the Bond Buyer General Obligation 20-year Municipal Bond Index. This amount represents the recognition of the change in the discount rate from 3.44% in the prior measurement date (12/31/17) to 4.11% in the current measurement date (12/31/18). This rate will be reset each measurement period.

COUNTY OF LEHIGH, PENNSYLVANIA  
Schedule of Revenues, Expenditures, and Changes in Fund Balance - Budget (Cash Basis) and Actual - General Fund  
For the Year Ended December 31, 2018

	Budgeted Amounts		Actual	Variance with
	Original	Final		Final Budget Over (Under)
<b>REVENUES</b>				
Taxes	\$ 107,389,136	\$ 107,389,136	\$ 107,747,598	\$ 358,462
Grants and reimbursements	6,386,242	6,642,081	5,820,527	(821,554)
Departmental earnings	13,814,016	13,821,511	13,033,568	(787,943)
Costs and fines	4,076,802	4,076,802	3,831,112	(245,690)
Investment income	170,001	221,501	753,382	531,881
Rents	469,619	469,619	426,442	(43,177)
Payments in lieu of taxes	189,000	189,000	181,560	(7,440)
Other revenues	136,994	214,236	159,977	(54,259)
Total revenues	<u>132,631,810</u>	<u>133,023,886</u>	<u>131,954,166</u>	<u>(1,069,720)</u>
<b>EXPENDITURES</b>				
Current:				
Elected officials	23,604,714	24,471,778	23,387,368	(1,084,410)
County executive	3,979,513	4,083,481	3,929,992	(153,489)
Administration	25,570,687	25,033,900	24,158,737	(875,163)
Human services	236,143	236,743	228,671	(8,072)
General services	8,335,034	8,571,612	8,251,641	(319,971)
Corrections	32,984,635	33,173,799	30,976,088	(2,197,711)
Department of law	1,152,685	1,173,012	1,157,308	(15,704)
Courts	26,147,415	26,475,799	24,977,870	(1,497,929)
Development	492,124	611,921	390,607	(221,314)
Total expenditures	<u>122,502,950</u>	<u>123,832,045</u>	<u>117,458,282</u>	<u>(6,373,763)</u>
Excess of revenues over expenditures	<u>10,128,860</u>	<u>9,191,841</u>	<u>14,495,884</u>	<u>5,304,043</u>
<b>OTHER FINANCING SOURCES (USES)</b>				
Operating transfers in	5,560,696	18,200,909	14,259,299	(3,941,610)
Indirect cost allocation in	16,281,125	16,281,125	16,279,391	(1,734)
Proceeds of general obligation bonds	0	7,065,308	0	(7,065,308)
Operating transfers out	(36,681,762)	(61,720,595)	(42,076,945)	19,643,650
Indirect cost allocation out	(6,732,070)	(6,732,070)	(6,732,070)	0
Total other financing sources (uses)	<u>(21,572,011)</u>	<u>(26,905,323)</u>	<u>(18,270,325)</u>	<u>8,634,998</u>
Net change in fund balances	(11,443,151)	(17,713,482)	(3,774,441)	13,939,041
Fund balance, January 1	31,655,000	38,203,734	42,218,733	4,014,999
Fund balance, December 31	<u>\$ 20,211,849</u>	<u>\$ 20,490,252</u>	<u>\$ 38,444,292</u>	<u>\$ 17,954,040</u>

COUNTY OF LEHIGH, PENNSYLVANIA  
Adjustments to Reconcile GAAP Basis to Budgetary Basis - General Fund  
For the Year Ended December 31, 2018

	<u>Excess of Revenues and Other Sources Over (Under) Expenditures and Other Uses</u>	<u>Fund Balance at End of Year</u>
GAAP Basis	\$ (3,465,506)	\$ 37,560,343
Increase (Decrease):		
Due to revenues:		
Received in cash during the year but accrued as receivables (net of unearned revenues) at December 31, 2017	2,752,146	
Accrued as receivables (net of unearned revenues) at December 31, 2018 but not recognized in budget	(3,361,408)	(3,361,408)
Due to expenditures:		
Paid in cash during the year but accrued as liabilities at December 31, 2017	(3,945,030)	
Accrued as liabilities at December 31, 2018 but not recognized in budget	<u>4,245,357</u>	<u>4,245,357</u>
Budgetary Basis	<u><u>\$ (3,774,441)</u></u>	<u><u>\$ 38,444,292</u></u>

COUNTY OF LEHIGH, PENNSYLVANIA

Schedule of Revenues, Expenditures, and Changes in Fund Balance - Budget (Cash Basis) and Actual - Mental Health Fund  
For the Year Ended December 31, 2018

	Budgeted Amounts		Actual	Variance with Final Budget Over (Under)
	Original	Final		
<b>REVENUES</b>				
Taxes				
Grants and reimbursements	\$ 14,764,748	\$ 14,881,128	\$ 14,617,897	\$ (263,231)
Departmental earnings	8,234	8,234	11,812	3,578
Costs and fines				
Investment income	10,651	10,651	27,200	16,549
Rents				
Payments in lieu of taxes				
Other revenues	2	2		(2)
Total revenues	<u>14,783,635</u>	<u>14,900,015</u>	<u>14,656,909</u>	<u>(243,106)</u>
<b>EXPENDITURES</b>				
Current:				
Elected officials				
County executive				
Administration				
Human services	14,678,035	18,857,202	18,547,375	(309,827)
General services				
Nursing homes				
Corrections				
Department of law				
Courts				
Development				
Total expenditures	<u>14,678,035</u>	<u>18,857,202</u>	<u>18,547,375</u>	<u>(309,827)</u>
Excess of revenues over (under) expenditures	<u>105,600</u>	<u>(3,957,187)</u>	<u>(3,890,466)</u>	<u>66,721</u>
<b>OTHER FINANCING SOURCES (USES)</b>				
Operating transfers in	606,442	606,442	512,566	(93,876)
Operating transfers out	(320,596)	(337,596)	(318,476)	19,120
Indirect cost allocation out	(391,446)	(391,446)	(391,446)	0
Total other financing sources (uses)	<u>(105,600)</u>	<u>(122,600)</u>	<u>(197,356)</u>	<u>(74,756)</u>
Net change in fund balances	0	(4,079,787)	(4,087,822)	(8,035)
Fund balance, January 1	<u>0</u>	<u>4,107,022</u>	<u>5,770,941</u>	<u>1,663,919</u>
Fund balance, December 31	<u>\$ 0</u>	<u>\$ 27,235</u>	<u>\$ 1,683,119</u>	<u>\$ 1,655,884</u>

COUNTY OF LEHIGH, PENNSYLVANIA  
Adjustments to Reconcile GAAP Basis to Budgetary Basis - Mental Health Fund  
For the Year Ended December 31, 2018

	Excess of Revenues and Other Sources Over (Under) Expenditures and Other Uses	Fund Balance at End of Year
GAAP Basis	\$ 0	\$ 0
Increase (Decrease):		
Due to revenues:		
Received in cash during the year but accrued as receivables (net of unearned revenues) at December 31, 2017	(1,293,659)	
Accrued as receivables (net of unearned revenues) at December 31, 2018 but not recognized in budget	(572,216)	(572,216)
Due to expenditures:		
Paid in cash during the year but accrued as liabilities at December 31, 2017	(4,477,282)	
Accrued as liabilities at December 31, 2018 but not recognized in budget	<u>2,255,335</u>	<u>2,255,335</u>
Budgetary Basis	<u>\$ (4,087,822)</u>	<u>\$ 1,683,119</u>

COUNTY OF LEHIGH, PENNSYLVANIA  
Schedule of Revenues, Expenditures, and Changes in Fund Balance - Budget (Cash Basis) and Actual - Health Choices Fund  
For the Year Ended December 31, 2018

	Budgeted Amounts		Actual	Variance with Final Budget Over (Under)
	Original	Final		
<b>REVENUES</b>				
Taxes				
Grants and reimbursements	\$ 103,112,908	\$ 103,112,909	\$ 107,501,632	\$ 4,388,723
Departmental earnings				
Costs and fines				
Investment income	153,001	153,001	432,046	279,045
Rents				
Payments in lieu of taxes				
Other revenues				
Total revenues	<u>103,265,909</u>	<u>103,265,910</u>	<u>107,933,678</u>	<u>4,667,768</u>
<b>EXPENDITURES</b>				
Current:				
Elected officials				
County executive				
Administration				
Human services	106,093,231	111,286,653	106,074,302	(5,212,351)
General services				
Nursing homes				
Corrections				
Department of law				
Courts				
Development				
Total expenditures	<u>106,093,231</u>	<u>111,286,653</u>	<u>106,074,302</u>	<u>(5,212,351)</u>
Excess of revenues over (under) expenditures	<u>(2,827,322)</u>	<u>(8,020,743)</u>	<u>1,859,376</u>	<u>9,880,119</u>
<b>OTHER FINANCING SOURCES (USES)</b>				
Operating transfers out	(986,492)	(1,003,932)	(832,593)	171,339
Indirect cost allocation out	(161,185)	(161,185)	(161,185)	0
Total other financing sources (uses)	<u>(1,147,677)</u>	<u>(1,165,117)</u>	<u>(993,778)</u>	<u>171,339</u>
Net change in fund balances	(3,974,999)	(9,185,860)	865,598	10,051,458
Fund balance, January 1	27,500,000	27,831,107	31,451,732	3,620,625
Fund balance, December 31	<u>\$ 23,525,001</u>	<u>\$ 18,645,247</u>	<u>\$ 32,317,330</u>	<u>\$ 13,672,083</u>

COUNTY OF LEHIGH, PENNSYLVANIA  
Adjustments to Reconcile GAAP Basis to Budgetary Basis - Health Choices Fund  
For the Year Ended December 31, 2018

	Excess of Revenues and Other Sources Over (Under) Expenditures and Other Uses	Fund Balance at End of Year
GAAP Basis	\$ 684,381	\$ 26,495,796
Increase (Decrease):		
Due to revenues:		
Received in cash during the year but accrued as receivables (net of unearned revenues) at December 31, 2017	(1,666,112)	
Accrued as receivables (net of unearned revenues) at December 31, 2018 but not recognized in budget	(111,803)	(111,803)
Due to expenditures:		
Paid in cash during the year but accrued as liabilities at December 31, 2017	(3,974,205)	
Accrued as liabilities at December 31, 2018 but not recognized in budget	5,933,337	5,933,337
Budgetary Basis	\$ 865,598	\$ 32,317,330



COUNTY OF LEHIGH, PENNSYLVANIA  
Schedule of Revenues, Expenditures, and Changes in Fund Balance - Budget (Cash Basis) and Actual - Children and Youth Fund  
For the Year Ended December 31, 2018

	Budgeted Amounts		Actual	Variance with Final Budget Over (Under)
	Original	Final		
<b>REVENUES</b>				
Taxes				
Grants and reimbursements	\$ 24,976,673	\$ 28,394,850	\$ 28,518,383	\$ 123,533
Departmental earnings	2,000	2,000		(2,000)
Costs and fines				
Investment income	501	501	19,040	18,539
Rents				
Payments in lieu of taxes				
Other revenues	2,000	2,000	4,353	2,353
Total revenues	<u>24,981,174</u>	<u>28,399,351</u>	<u>28,541,776</u>	<u>142,425</u>
<b>EXPENDITURES</b>				
Current:				
Elected officials				
County executive				
Administration				
Human services	27,356,774	30,747,970	29,679,632	(1,068,338)
General services				
Nursing homes				
Corrections				
Department of law				
Courts				
Development				
Total expenditures	<u>27,356,774</u>	<u>30,747,970</u>	<u>29,679,632</u>	<u>(1,068,338)</u>
Excess of revenues over (under) expenditures	<u>(2,375,600)</u>	<u>(2,348,619)</u>	<u>(1,137,856)</u>	<u>1,210,763</u>
<b>OTHER FINANCING SOURCES (USES)</b>				
Operating transfers in	3,973,778	3,973,980	3,973,980	0
Operating transfers out	(624,960)	(659,641)	(622,630)	37,011
Indirect cost allocation out	(973,218)	(973,218)	(973,218)	0
Total other financing sources (uses)	<u>2,375,600</u>	<u>2,341,121</u>	<u>2,378,132</u>	<u>37,011</u>
Net change in fund balances	0	(7,498)	1,240,276	1,247,774
Fund balance, January 1	0	7,498	274,365	266,867
Fund balance, December 31	<u>\$ 0</u>	<u>\$ 0</u>	<u>\$ 1,514,641</u>	<u>\$ 1,514,641</u>

COUNTY OF LEHIGH, PENNSYLVANIA  
 Adjustments to Reconcile GAAP Basis to Budgetary Basis - Children and Youth Fund  
 For the Year Ended December 31, 2018

	Excess of Revenues and Other Sources Over (Under) Expenditures and Other Uses	Fund Balance at End of Year
GAAP Basis	\$ 0	\$ 0
Increase (Decrease):		
Due to revenues:		
Received in cash during the year but accrued as receivables (net of unearned revenues) at December 31, 2017	2,440,580	
Accrued as receivables (net of unearned revenues) at December 31, 2018 but not recognized in budget	(1,388,959)	(1,388,959)
Due to expenditures:		
Paid in cash during the year but accrued as liabilities at December 31, 2017	(2,714,945)	
Accrued as liabilities at December 31, 2018 but not recognized in budget	2,903,600	2,903,600
Budgetary Basis	\$ 1,240,276	\$ 1,514,641

COUNTY OF LEHIGH, PENNSYLVANIA  
Schedule of Revenues, Expenditures, and Changes in Fund Balance - Budget (Cash Basis) and Actual - Cedarbrook Fund  
For the Year Ended December 31, 2018

	Budgeted Amounts		Actual	Variance with Final Budget Over (Under)
	Original	Final		
<b>REVENUES</b>				
Taxes				
Grants and reimbursements	\$ 58,393,823	\$ 71,028,110	\$ 73,212,949	\$ 2,184,839
Departmental earnings	7,605,702	7,605,702	8,322,423	716,721
Costs and fines				
Investment income	1,000	1,000	15,228	14,228
Rents				
Payments in lieu of taxes				
Other revenues	5,402	5,402	4,514	(888)
Total revenues	<u>66,005,927</u>	<u>78,640,214</u>	<u>81,555,114</u>	<u>2,914,900</u>
<b>EXPENDITURES</b>				
Current:				
Elected officials				
County executive				
Administration				
Human services				
General services				
Nursing homes	64,086,961	77,271,828	75,534,166	(1,737,662)
Corrections				
Department of law				
Courts				
Development				
Total expenditures	<u>64,086,961</u>	<u>77,271,828</u>	<u>75,534,166</u>	<u>(1,737,662)</u>
Excess of revenues over (under) expenditures	<u>1,918,966</u>	<u>1,368,386</u>	<u>6,020,948</u>	<u>4,652,562</u>
<b>OTHER FINANCING SOURCES (USES)</b>				
Operating transfers in	5,554,525	18,191,590	14,772,079	(3,419,511)
Operating transfers out	(1,682,447)	(14,618,220)	(14,144,167)	474,053
Indirect cost allocation out	(5,791,044)	(5,791,044)	(5,791,044)	0
Total other financing sources (uses)	<u>(1,918,966)</u>	<u>(2,217,674)</u>	<u>(5,163,132)</u>	<u>(2,945,458)</u>
Net change in fund balances	0	(849,288)	857,816	1,707,104
Fund balance, January 1	0	849,288	849,288	0
Fund balance, December 31	<u>\$ 0</u>	<u>\$ 0</u>	<u>\$ 1,707,104</u>	<u>\$ 1,707,104</u>

COUNTY OF LEHIGH, PENNSYLVANIA  
Adjustments to Reconcile GAAP Basis to Budgetary Basis - Cedarbrook Fund  
For the Year Ended December 31, 2018

	<u>Excess of Revenues and Other Sources Over (Under) Expenditures and Other Uses</u>	<u>Fund Balance at End of Year</u>
GAAP Basis	\$ 306,100	\$ 8,542,842
Increase (Decrease):		
Due to revenues:		
Received in cash during the year but accrued as receivables (net of unearned revenues) at December 31, 2017	11,301,033	
Accrued as receivables (net of unearned revenues) at December 31, 2018 but not recognized in budget	(9,993,571)	(9,993,571)
Due to expenditures:		
Paid in cash during the year but accrued as liabilities at December 31, 2017	(3,913,579)	
Accrued as liabilities at December 31, 2018 but not recognized in budget	<u>3,157,833</u>	<u>3,157,833</u>
Budgetary Basis	<u><u>\$ 857,816</u></u>	<u><u>\$ 1,707,104</u></u>