

# **CITY OF CLEVELAND, OHIO**



**DEPARTMENT OF PUBLIC UTILITIES  
DIVISION OF WATER POLLUTION CONTROL**

**REPORT ON AUDIT OF FINANCIAL STATEMENTS  
For the year ended December 31, 2018**



**CITY OF CLEVELAND, OHIO**  
**DEPARTMENT OF PUBLIC UTILITIES**  
**DIVISION OF WATER POLLUTION CONTROL**

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## **INDEPENDENT AUDITORS' REPORT**

To the Honorable Frank G. Jackson, Mayor, Members of Council and the Audit Committee  
Division of Water Pollution Control  
Department of Public Utilities  
City of Cleveland, Ohio:

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

We have audited the accompanying financial statements of the Division of Water Pollution Control, Department of Public Utilities, City of Cleveland, Ohio (the "Division") as of and for the year ended December 31, 2018, and the related notes to the financial statements, as listed in the table of contents.

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

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

#### ***Auditor's Responsibility***

Our responsibility is to express an opinion on these financial statements based on our audit. We conducted our audit in accordance with auditing standards generally accepted in the United States of America 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 auditors' judgment, including the assessment of the risks of material misstatement of the financial statements, whether due to fraud or error. In making those risk assessments, the auditor considers internal control relevant to the entity's preparation and fair presentation of the financial statements in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the entity's internal control. Accordingly, we express no such opinion. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluating the overall presentation of the financial statements.

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

#### ***Opinions***

In our opinion, the financial statements referred to above present fairly, in all material respects, the financial position of the Division of Water Pollution Control, Department of Public Utilities, City of Cleveland, Ohio as of December 31, 2018, and the changes in financial position and cash flows thereof for the year then ended in accordance with accounting principles generally accepted in the United States of America.

## **Emphasis of Matter**

As described in Note A to the basic financial statements, the financial statements present only the Division and do not purport to, and do not present fairly the financial position of the City of Cleveland as of December 31, 2018, and the respective changes in its financial position and cash flows for the year then ended in accordance with accounting principles generally accepted in the United States of America. Our opinion is not modified with respect to this matter.

## **Change in Accounting Principle**

During the year ended December 31, 2018, the Division adopted Governmental Accounting Standards Board (GASB) Statement No. 75, *Accounting and Financial Reporting for Postemployment Benefit Plans Other than Pensions*. As a result of the implementation of GASB Statement No. 75, the Division restated net position at January 1, 2018 for the change in accounting principle (See Note J). Our opinion is not modified with respect to this matter.

## **Other Matters**

### *Required Supplementary Information*

Accounting principles generally accepted in the United States of America require that the management's discussion and analysis and schedules of net pension and OPEB liabilities and pension and OPEB contributions, 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.

*Clark, Schaefer, Hackett & Co.*

Cincinnati, Ohio  
June 25, 2019

**CITY OF CLEVELAND, OHIO  
DEPARTMENT OF PUBLIC UTILITIES  
DIVISION OF WATER POLLUTION CONTROL**

**MANAGEMENT'S DISCUSSION AND ANALYSIS**

**GENERAL**

As management of the City of Cleveland's (the City) Department of Public Utilities, Division of Water Pollution Control (the Division), we offer readers of the Division's financial statements this narrative overview and analysis of the financial activities of the Division for the year ended December 31, 2018. Please read this information in conjunction with the Division's basic financial statements and footnotes that begin on page 16.

The Division was created for the purpose of supplying sewer services to customers within the Cleveland metropolitan area. Embarking with a rudimentary system in the late 1800's, the Cleveland Sewer System developed as the City itself expanded. Until the early 1970's, the City operated the entire system and managed all aspects of sewage treatment and disposal.

In 1972, a court order created the Northeast Ohio Regional Sewer District (NEORS) and transferred the operation of all wastewater treatment plants and interceptors to the NEORS in December 1973.

The City retained responsibility for the sewer collector system in Cleveland. The Division serves a significant portion of the entire metropolitan area by managing the sanitary sewage and storm water drainage collection system. The sewer collection system transfers sanitary and storm sewage from its point of origin to an interceptor sewer or treatment plant for processing. The system is comprised of over 1,400 miles of sewer lines with attendant catch basins and includes 12 pump/lift stations. The Division is also responsible for the cleaning of 44,000 catch basins and for maintaining two storm detention basins.

The Division currently has 116,942 customer accounts in the City, of which 95.5% are residential and 4.5% commercial. Also, in 2018, the Division's sewers transported 1,698,122 Mcf's (thousand cubic feet) of water.

The Division acts as a custodian of billings and receipts for 17 other agencies including the NEORS, other municipalities and HomeServe USA's residential service line protection plan. Accounts are billed monthly and payments collected each month are remitted to the appropriate agency by the 15th of the subsequent month.

**COMPARISON OF CURRENT YEAR'S AND PRIOR YEAR'S DATA**

**FINANCIAL HIGHLIGHTS**

- The assets and deferred outflows of resources of the Division exceeded its liabilities and deferred inflows of resources (net position) by \$103,813,000 and \$101,504,000 at December 31, 2018 and 2017, respectively. Of these amounts, \$28,688,000 and \$24,991,000 are unrestricted net position at December 31, 2018 and 2017, respectively and may be used to meet the Division's ongoing obligations to customers and creditors.
- The Division's net position increased by \$2,309,000 in 2018. Operating revenues increased by \$627,000 or 2.1% primarily due to an increase in consumption and fixed fee revenue.

**CITY OF CLEVELAND, OHIO  
DEPARTMENT OF PUBLIC UTILITIES  
DIVISION OF WATER POLLUTION CONTROL**

**MANAGEMENT'S DISCUSSION AND ANALYSIS (Continued)**

**FINANCIAL HIGHLIGHTS (Continued)**

- The Division's total debt decreased in 2018 by \$594,000 due to the payment of principal on the Division's revenue bonds and outstanding loans.

**OVERVIEW OF THE FINANCIAL STATEMENTS**

This discussion and analysis is intended to serve as an introduction to the Division's basic financial statements. The accompanying financial statements present financial information for the City's Division of Water Pollution Control Fund, in which the City accounts for the operations of the Department of Public Utilities, Division of Water Pollution Control. A fund is a grouping of related accounts that is used to maintain control over resources that have been segregated for specific activities or objectives. The City, like other state and local governments, uses fund accounting to ensure and demonstrate compliance with finance-related legal requirements.

The Division is considered an enterprise fund because the operations of the Division are similar to a private sector business enterprise. Accordingly, in accounting for the activities of the Division, the economic resources measurement focus and the accrual basis of accounting is used.

The basic financial statements of the Division can be found on pages 16 - 21 of this report.

The notes to the financial statements provide additional information that is essential to a full understanding of the data provided in the basic financial statements. The notes to the basic financial statements can be found on pages 23 - 49 of this report. Required supplementary information can be found on pages 50 - 53 of this report.



**CITY OF CLEVELAND, OHIO  
DEPARTMENT OF PUBLIC UTILITIES  
DIVISION OF WATER POLLUTION CONTROL**

**MANAGEMENT'S DISCUSSION AND ANALYSIS (Continued)**

**CONDENSED STATEMENT OF NET POSITION INFORMATION**

Provided below are the statements of net position information for the Division as of December 31, 2018 and December 31, 2017:

	<b>2018</b>	<b>Restated 2017</b>
	<b>(Amounts in Thousands)</b>	
<b>Assets:</b>		
Capital assets, net	\$ 100,828	\$ 92,526
Restricted assets	9,422	17,921
Current assets	193,043	177,622
Total Assets	303,293	288,069
Deferred outflows of resources	2,636	4,309
<b>Net position:</b>		
Net investment in capital assets	72,531	73,967
Restricted for debt service	2,594	2,546
Unrestricted	28,688	24,991
Total net position	103,813	101,504
<b>Liabilities:</b>		
Long-term obligations	48,925	52,298
Current liabilities	150,794	138,272
Total liabilities	199,719	190,570
Deferred inflows of resources	2,397	304

**Current assets:** The Division's current assets increased by \$15,421,000. Unrestricted cash and cash equivalents rose by \$9,110,000, while net accounts receivable increased by \$8,730,000. The increase in both is primarily attributed to rising sewer rates. These increases were partially offset by \$1,359,000 decrease in due from other governments due to lower grant reimbursements outstanding at year end.

**Restricted assets:** The Division's restricted assets decreased by \$8,499,000 due to disbursements of bond proceeds for construction related expenses.

**CITY OF CLEVELAND, OHIO  
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DIVISION OF WATER POLLUTION CONTROL**

**MANAGEMENT’S DISCUSSION AND ANALYSIS (Continued)**

**CONDENSED STATEMENT OF NET POSITION INFORMATION (Continued)**

*Capital assets:* At December 31, 2018, net capital assets amounted to \$100,828,000. This is a net increase of \$8,302,000 from the prior year, mainly attributed to a net increase of \$26,807,000 in utility plant, partially offset by a net decrease of \$13,328,000 in construction in progress and a net increase in accumulated depreciation of \$5,958,000. A summary of the activity in the Division’s capital assets during the year ended December 31, 2018, is as follows:

	<b>Balance January 1, 2018</b>	<b>Additions</b>	<b>Reductions</b>	<b>Balance December 31, 2018</b>
(Amounts in Thousands)				
Land	\$ 297	\$	\$	\$ 297
Land improvements	73	72		145
Utility plant	156,807	26,852	(45)	183,614
Buildings, structures and improvements	9,607	568		10,175
Furniture, fixture, equipment and vehicles	18,159	743	(602)	18,300
Construction in progress	30,254	14,182	(27,510)	16,926
Total	215,197	42,417	(28,157)	229,457
Less: Accumulated depreciation	(122,671)	(6,562)	604	(128,629)
Capital assets, net	\$ 92,526	\$ 35,855	\$ (27,553)	\$ 100,828

In 2018, the largest capital additions were sewer installations, re-linings, replacements, connections and the Bryant Avenue sewer rehabilitation.

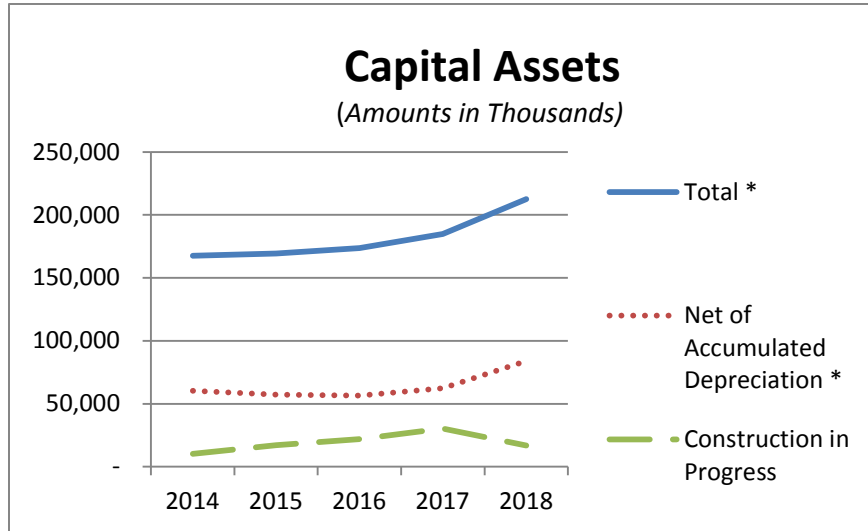
The major capital projects/expenses for the year included:

- Sewer installations
- East 75<sup>th</sup> Street rehabilitation
- Project management
- Building improvements
- East 103<sup>rd</sup> Street rehabilitation

**CITY OF CLEVELAND, OHIO  
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DIVISION OF WATER POLLUTION CONTROL**

**MANAGEMENT’S DISCUSSION AND ANALYSIS (Continued)**

**CONDENSED STATEMENT OF NET POSITION INFORMATION (Continued)**



\* Construction in Progress not included

Additional information on the Division’s capital assets, including commitments made for future capital expenditures, can be found in Note D – Capital Assets.

**Deferred outflows of resources:** Deferred outflows of resources decreased by \$1,673,000 in 2018, due to a decrease in pension of \$2,114,000 primarily due to investment returns exceeding expectations, offset by an increase in other postemployment benefits (OPEB) of \$441,000.

**Current liabilities:** Current liabilities increased by \$12,522,000 in 2018, mainly due to an increase in amounts due for billings on behalf of others of \$14,907,000. The growth is primarily attributed to rising sewer account balances associated with the NEORS. A decrease in due to other City of Cleveland departments, divisions or funds of \$1,750,000 is primarily due to more timely transfers of amounts owed at year end.

**Net pension/OPEB liabilities:** The net pension liability is reported by the Division at December 31, 2018 and is reported pursuant to Government Accounting Standards Board (GASB) Statement No. 68, *Accounting and Financial Reporting for Pensions — an Amendment of GASB Statement No. 27*. For fiscal year 2018, the Division adopted GASB Statement No. 75, *Accounting and Financial Reporting for Postemployment Benefits Other Than Pensions*, which significantly revises accounting for costs and liabilities related to OPEB. For reasons discussed below, many end users of this financial statement will gain a clearer understanding of the Division’s actual financial condition by adding deferred inflows of resources related to pension and OPEB, the net pension liability and the net OPEB liability to the reported net position and subtracting deferred outflows of resources related to pension and OPEB.

**CITY OF CLEVELAND, OHIO  
DEPARTMENT OF PUBLIC UTILITIES  
DIVISION OF WATER POLLUTION CONTROL**

**MANAGEMENT'S DISCUSSION AND ANALYSIS (Continued)**

**CONDENSED STATEMENT OF NET POSITION INFORMATION (Continued)**

GASB standards are national and apply to all government financial reports prepared in accordance with generally accepted accounting principles. Prior accounting for pensions (GASB Statement No. 27, *Accounting for Pensions by State and Local Government Employers*) and postemployment benefits (GASB Statement No. 45, *Accounting and Financial Reporting by Employers for Postemployment Benefits Other Than Pensions*) focused on a funding approach. This approach limited pension and OPEB costs to contributions annually required by law, which may or may not be sufficient to fully fund each plan's net pension liability or net OPEB liability. GASB Statement No. 68 and GASB Statement No. 75 take an earnings approach to pension and OPEB accounting; however, the nature of Ohio's statewide pension/OPEB plans and state law governing those systems requires additional explanation in order to properly understand the information presented in these statements.

GASB Statement No. 68 and GASB Statement No. 75 require the net pension liability and the net OPEB liability to equal the Division's proportionate share of each plan's collective:

1. Present value of estimated future pension/OPEB benefits attributable to active and inactive employees' past service
2. Minus plan assets available to pay these benefits

GASB notes that pension and OPEB obligations, whether funded or unfunded, are part of the employment exchange – that is, the employee is trading his or her labor in exchange for wages, benefits and the promise of a future pension and other postemployment benefits. GASB noted that the unfunded portion of this promise is a present obligation of the Division, part of a bargained-for benefit to the employee and should accordingly be reported by the Division as a liability since they received the benefit of the exchange. However, the Division is not responsible for certain key factors affecting the balance of these liabilities. In Ohio, the employee shares the obligation of funding pension benefits with the employer. Both employer and employee contribution rates are capped by State Statute. A change in these caps requires action of both Houses of the General Assembly and approval of the Governor. Benefit provisions are also determined by State Statute. The Ohio Revised Code (ORC) permits, but does not require the retirement systems to provide healthcare to eligible benefit recipients. The retirement systems may allocate a portion of the employer contributions to provide for these OPEB benefits.

The employee enters the employment exchange with the knowledge that the employer's promise is limited not by contract but by law. The employer enters the exchange also knowing that there is a specific, legal limit to its contribution to the retirement system. In Ohio, there is no legal means to enforce the unfunded liability of the pension/OPEB plan as against the public employer. State law operates to mitigate/lessen the moral obligation of the public employer to the employee, because all parties enter the employment exchange with notice as to the law. The retirement system is responsible for the administration of the pension and OPEB plans.

Most long-term liabilities have set repayment schedules or, in the case of compensated absences (i.e. sick and vacation leave), are satisfied through paid time-off or termination payments. There is no repayment schedule for the net pension liability or the net OPEB liability. As previously explained, changes in benefits, contribution rates and return on investments affect the balance of these liabilities, but are outside the control of the Division. In the event that contributions, investment returns and other changes are insufficient to keep up with required payments, State Statute does not assign/identify the responsible party for the unfunded portion. Due to the unique nature of how the net pension liability and the net OPEB liability are satisfied, these liabilities are separately identified within the long-term liability section of the statement of net position.

**CITY OF CLEVELAND, OHIO  
DEPARTMENT OF PUBLIC UTILITIES  
DIVISION OF WATER POLLUTION CONTROL**

**MANAGEMENT’S DISCUSSION AND ANALYSIS (Continued)**

**CONDENSED STATEMENT OF NET POSITION INFORMATION (Continued)**

In accordance with GASB Statement No. 68 and GASB Statement No. 75, the Division’s statements prepared on an accrual basis of accounting include an annual pension expense and an annual OPEB expense for their proportionate share of each plan’s change in net pension liability and net OPEB liability, respectively, not accounted for as deferred inflows/outflows of resources.

As a result of implementing GASB Statement No. 75, the Division is reporting a net OPEB liability and deferred inflows/outflows of resources related to OPEB on the accrual basis of accounting. This implementation also had the effect of restating net position at December 31, 2017 from \$106,196,000 to \$101,504,000. Additional information on the restatement can be found in Note J – Restatement of Net Position.

**Long-term debt:** At the end of 2018, the Division had total debt outstanding of \$31,340,000 associated with its issuance of revenue bonds and two OPWC construction loans. The revenue bonds are backed by the net revenues of the Division. The loans are payable from revenues generated by the Division but do not have a lien on the revenues.

The activity in the Division’s debt obligations outstanding during the year ended December 31, 2018 is summarized below:

	<b>Balance January 1, 2018</b>	<b>Debt Issued</b>	<b>Debt Retired</b>	<b>Balance December 31, 2018</b>
(Amounts in Thousands)				
Water Pollution Control				
Revenue Bonds, Series 2016	\$ 31,840	\$	\$ (570)	\$ 31,270
Ohio Public Works				
Commission Loans (OPWC)	94		(24)	70
Total	\$ 31,934	\$ -	\$ (594)	\$ 31,340

**CITY OF CLEVELAND, OHIO  
DEPARTMENT OF PUBLIC UTILITIES  
DIVISION OF WATER POLLUTION CONTROL**

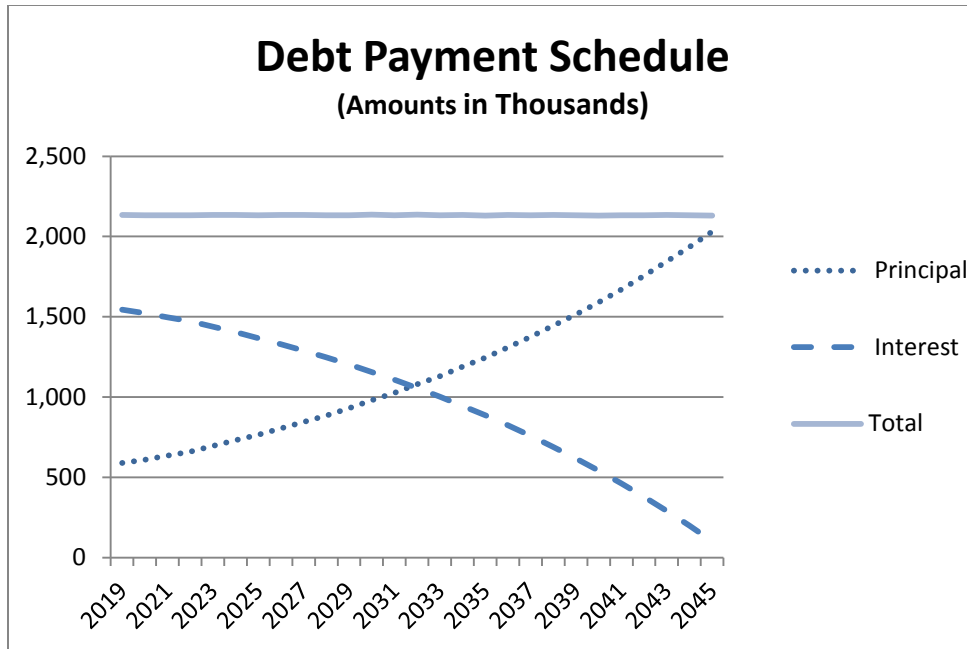
**MANAGEMENT’S DISCUSSION AND ANALYSIS (Continued)**

**CONDENSED STATEMENT OF NET POSITION INFORMATION (Continued)**

The bonds ratings for the Division’s outstanding revenue bonds as of December 31, 2018, are as follows:

	<u>Moody’s Investors Service</u>	<u>Standard &amp; Poor’s</u>
Water Pollution Control Revenue Bonds	Aa3	A+

The ratio of net revenue available for debt service to debt service requirements (revenue bond coverage) is a useful indicator of the Division’s debt position to management, customers and creditors and investors. The Division’s revenue bond coverage for 2018 was 483%.



Additional information on the Division’s long-term debt can be found in Note B – Long-term Obligations on pages 27 - 31.

**Deferred inflows of resources:** Deferred inflows of resources increased by \$2,093,000 in 2018. The increase is attributed to increases in pension and OPEB deferred inflows of resources due to investment returns exceeding expectations.

**CITY OF CLEVELAND, OHIO  
DEPARTMENT OF PUBLIC UTILITIES  
DIVISION OF WATER POLLUTION CONTROL**

**MANAGEMENT'S DISCUSSION AND ANALYSIS (Continued)**

**CONDENSED STATEMENT OF NET POSITION INFORMATION (Continued)**

*Net position:* Net position serves as a useful indicator of a government's financial position. In the case of the Division, assets and deferred outflows of resources exceeded liabilities and deferred inflows of resources by \$103,813,000 and \$101,504,000 at December 31, 2018 and 2017, respectively.

The largest portion of the Division's net position, \$72,531,000 at December 31, 2018, reflects its investment in capital assets (e.g., land, buildings, utility plant, machinery and equipment), net of accumulated depreciation, less any related outstanding debt used to acquire those assets. The Division uses these capital assets to provide services to its customers. Consequently, these assets are not available for future spending. Although the Division's investment in capital assets is reported net of related debt, it should be noted that the resources needed to repay this debt must be provided from other sources since the capital assets themselves cannot be used to liquidate these liabilities.

An additional portion of the Division's net position, \$2,594,000 at December 31, 2018, represents resources that are subject to external restrictions. These funds are set aside for the payment of revenue bonds.

The remaining balance of net position, \$28,688,000 at December 31, 2018, is unrestricted and may be used to meet the Division's ongoing obligations to customers and creditors.





**CITY OF CLEVELAND, OHIO  
DEPARTMENT OF PUBLIC UTILITIES  
DIVISION OF WATER POLLUTION CONTROL**

**MANAGEMENT’S DISCUSSION AND ANALYSIS (Continued)**

**CONDENSED STATEMENT OF REVENUES, EXPENSES AND CHANGES IN NET POSITION  
INFORMATION (Continued)**

*Non-operating revenues:* From 2017 to 2018, non-operating revenues increased by \$10,000 or 1.1%. This increase is primarily related to increased cash position and higher interest rates.

*Non-operating expenses:* From 2017 to 2018, non-operating expenses increased by \$41,000; resulting from a loss on disposal of assets.

*Capital and other contributions:* The Division was the recipient of a grant from the NEORSD totaling \$258,000. The grant is intended to help mitigate the detrimental effects of storm water runoff.

*Non-OPEB expenses:* The information necessary to restate the 2017 beginning balances and the 2017 OPEB expense amounts for the effects of the initial implementation of GASB Statement No. 75 is not available. Therefore, 2017 functional expenses still include OPEB expense of \$66,000 computed under GASB Statement No. 45. GASB Statement No. 45 required recognizing pension expense equal to the contractually required contributions to the plan. Under GASB Statement No. 75, OPEB expense represents additional amounts earned, adjusted by deferred inflows/outflows of resources. The contractually required contribution is no longer a component of OPEB expense. Under GASB Statement No. 75, the 2018 statements report OPEB expense of \$506,000. Consequently, in order to compare 2018 total program expenses to 2017, the following adjustments are needed:

	<b>(Amounts in Thousands)</b>
Total 2018 program expenses under GASB 75	\$ 28,897
OPEB expense under GASB 75	<u>(506)</u>
Adjusted 2018 program expenses	28,391
Total 2017 program expenses under GASB 45	<u>(27,417)</u>
Increase in program expenses not related to OPEB	<u>\$ 974</u>

**ADDITIONAL INFORMATION**

This financial report is designed to provide a general overview of the Division’s finances. Questions concerning any of the information provided in this report or requests for additional information should be addressed to the Office of the Finance Director, City Hall, Room 104, 601 Lakeside Avenue, Cleveland, Ohio 44114.

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# **BASIC FINANCIAL STATEMENTS**

**CITY OF CLEVELAND, OHIO**  
**DEPARTMENT OF PUBLIC UTILITIES**  
**DIVISION OF WATER POLLUTION CONTROL**  
**STATEMENT OF NET POSITION**  
**December 31, 2018**  
**(Amounts in Thousands)**

**ASSETS AND DEFERRED OUTFLOWS OF RESOURCES**

**CAPITAL ASSETS**

Land	\$	297
Land improvements		145
Utility plant		183,614
Buildings, structures and improvements		10,175
Furniture, fixtures, equipment and vehicles		18,300
		212,531
Less: Accumulated depreciation		(128,629)
		83,902
Construction in progress		16,926
		100,828
<b>CAPITAL ASSETS, NET</b>		

**RESTRICTED ASSETS**

Cash and cash equivalents		9,403
Accrued interest receivable		19
		9,422
<b>TOTAL RESTRICTED ASSETS</b>		

**CURRENT ASSETS**

Cash and cash equivalents		78,495
Restricted cash and cash equivalents		1,509
Receivables:		
Accounts receivable - net of allowance for doubtful accounts of \$2,981 in 2018		110,218
Unbilled revenue		1,843
Accrued interest receivable		36
Due from other governments		258
Due from other City of Cleveland departments, divisions or funds		27
Materials and supplies		591
Prepaid expenses		66
		193,043
<b>TOTAL CURRENT ASSETS</b>		
<b>TOTAL ASSETS</b>		303,293

**DEFERRED OUTFLOWS OF RESOURCES**

Pension		2,129
OPEB		507
		2,636
<b>TOTAL DEFERRED OUTFLOWS OF RESOURCES</b>		

**CITY OF CLEVELAND, OHIO**  
**DEPARTMENT OF PUBLIC UTILITIES**  
**DIVISION OF WATER POLLUTION CONTROL**  
**STATEMENT OF NET POSITION**  
**December 31, 2018**  
**(Amounts in Thousands)**

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**NET POSITION, LIABILITIES AND DEFERRED INFLOWS OF RESOURCES**

**NET POSITION**

Net investment in capital assets	\$	72,531
Restricted for debt service		2,594
Unrestricted		28,688
		103,813

**TOTAL NET POSITION** 103,813

**LIABILITIES**

**LONG-TERM OBLIGATIONS-excluding amounts due within one year:**

OPWC loans		46
Accrued wages and benefits		150
Revenue bonds		35,309
Net pension liability		8,110
Net OPEB liability		5,310

**TOTAL LONG-TERM OBLIGATIONS** 48,925

**CURRENT LIABILITIES**

Accounts payable		666
Customer deposits and other liabilities		190
Payable from restricted assets		1,509
Accrued wages and benefits		1,167
Due to other City of Cleveland departments, divisions or funds		2,585
Amounts due for billing on behalf of others		143,870
Accrued interest payable		193
Current portion of long-term debt, due within one year		614

**TOTAL CURRENT LIABILITIES** 150,794

**TOTAL LIABILITIES** 199,719

**DEFERRED INFLOWS OF RESOURCES**

Pension		2,001
OPEB		396
		2,397

**TOTAL DEFERRED INFLOWS OF RESOURCES** 2,397

See notes to financial statements.

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# CITY OF CLEVELAND, OHIO

**DEPARTMENT OF PUBLIC UTILITIES  
DIVISION OF WATER POLLUTION CONTROL  
STATEMENT OF REVENUES, EXPENSES AND CHANGES IN NET POSITION  
For the year ended December 31, 2018  
(Amounts in Thousands)**

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## OPERATING REVENUES

Charges for services	\$ 30,019
<b>TOTAL OPERATING REVENUES</b>	<u>30,019</u>

## OPERATING EXPENSES

Operations	12,923
Maintenance	9,369
Depreciation	<u>6,562</u>
<b>TOTAL OPERATING EXPENSES</b>	<u>28,854</u>

**OPERATING INCOME (LOSS)** 1,165

## NON-OPERATING REVENUE (EXPENSE)

Investment income	642
Amortization of bond premiums and discounts	276
Gain (loss) on disposal of assets	(43)
Other	<u>11</u>
<b>TOTAL NON-OPERATING REVENUE (EXPENSE), NET</b>	<u>886</u>

**INCOME (LOSS) BEFORE CAPITAL AND OTHER CONTRIBUTIONS** 2,051

Capital and other contributions	<u>258</u>
<b>INCREASE (DECREASE) IN NET POSITION</b>	2,309

**NET POSITION, BEGINNING OF YEAR (as restated)** 101,504

**NET POSITION, END OF YEAR** \$ 103,813

See notes to financial statements.

# CITY OF CLEVELAND, OHIO

## DEPARTMENT OF PUBLIC UTILITIES DIVISION OF WATER POLLUTION CONTROL

### STATEMENT OF CASH FLOWS For the year ended December 31, 2018

(Amounts in Thousands)

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#### CASH FLOWS FROM OPERATING ACTIVITIES

Cash received from customers	\$ 29,044
Cash payments to suppliers for goods or services	(9,937)
Cash payments to employees for services	(9,931)
Agency activity on behalf of NEORS	4,645
Other	<u>42</u>

**NET CASH PROVIDED BY (USED FOR) OPERATING ACTIVITIES** 13,863

#### CASH FLOWS FROM CAPITAL AND RELATED FINANCING ACTIVITIES

Acquisition and construction of capital assets	(14,509)
Principal paid on long-term debt	(594)
Interest paid on long-term debt	(1,562)
Capital grant proceeds	<u>1,617</u>

**NET CASH PROVIDED BY (USED FOR) CAPITAL AND  
RELATED FINANCING ACTIVITIES** (15,048)

#### CASH FLOWS FROM INVESTING ACTIVITIES

Purchase of investment securities	(9,914)
Proceeds from sale and maturity of investment securities	9,914
Interest received on investments	<u>842</u>

**NET CASH PROVIDED BY  
(USED FOR) INVESTING ACTIVITIES** 842

**NET INCREASE (DECREASE) IN  
CASH AND CASH EQUIVALENTS** (343)

<b>CASH AND CASH EQUIVALENTS, BEGINNING OF YEAR</b>	<u>89,750</u>
<b>CASH AND CASH EQUIVALENTS, END OF YEAR</b>	<u><u>\$ 89,407</u></u>



**CITY OF CLEVELAND, OHIO**  
**DEPARTMENT OF PUBLIC UTILITIES**  
**DIVISION OF WATER POLLUTION CONTROL**  
**STATEMENT OF CASH FLOWS**  
**For the year ended December 31, 2018**  
**(Amounts in Thousands)**

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**RECONCILIATION OF OPERATING INCOME (LOSS) TO  
NET CASH PROVIDED BY (USED FOR) OPERATING ACTIVITIES**

<b>OPERATING INCOME (LOSS)</b>	\$	1,165
Adjustments		
Depreciation		6,562
(Increase) decrease in assets:		
Accounts receivable, net		(8,730)
Unbilled revenue		228
Due from other City of Cleveland departments, divisions or funds		5
Materials and supplies, net		(42)
Prepaid expenses		(66)
(Increase) decrease in deferred outflows of resources:		
Pension		2,114
OPEB		(441)
Increase (decrease) in liabilities:		
Accounts payable		311
Customer deposits and other liabilities		1
Accrued wages and benefits		89
Due to other City of Cleveland departments, divisions or funds		(1,750)
Amounts due for billings on behalf of others		14,907
Net pension liability		(3,135)
Net OPEB liability		552
Increase (decrease) in deferred inflows of resources:		
Pension		1,697
OPEB		396
<b>TOTAL ADJUSTMENTS</b>		<u>12,698</u>
<b>NET CASH PROVIDED BY (USED FOR)</b>		
<b>OPERATING ACTIVITIES</b>	\$	<u>13,863</u>

**SCHEDULE OF NONCASH CAPITAL AND RELATED  
FINANCING ACTIVITIES:**

Accounts payable related to capital assets	\$	1,509
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See notes to financial statements.

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**CITY OF CLEVELAND, OHIO  
DEPARTMENT OF PUBLIC UTILITIES  
DIVISION OF WATER POLLUTION CONTROL**

**NOTES TO FINANCIAL STATEMENTS  
For the Year Ended December 31, 2018**

**NOTE A - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES**

The Division of Water Pollution Control (the Division) is reported as an Enterprise Fund of the City of Cleveland's Department of Public Utilities and is a part of the City of Cleveland's (the City) primary government. The Division was created for the purpose of supplying sewer services to customers within the metropolitan area. The following is a summary of the more significant accounting policies.

***Reporting Model and Basis of Accounting:*** The accounting policies and financial reporting practices of the Division comply with accounting principles generally accepted in the United States of America applicable to governmental units.

In June of 2015, GASB Statement No. 75, *Accounting and Financial Reporting for Postemployment Benefits Other Than Pensions*, was issued. This Statement is effective for fiscal periods beginning after June 15, 2017. The primary objective of this Statement is to improve accounting and financial reporting by state and local governments for postemployment benefits other than pensions. It also improves information provided by state and local governmental employers about financial support for OPEB that are provided by other entities. As required, the Division has implemented GASB Statement No. 75 as of December 31, 2018.

In March of 2017, GASB Statement No. 85, *Omnibus 2017*, was issued. This Statement is effective for fiscal periods beginning after June 15, 2017. The primary objective of this Statement is to improve consistency in accounting and financial reporting by addressing practice issues that have been identified during the implementation and application of certain GASB Statements, specifically for blending component units, goodwill, fair value measurements and application and postemployment benefits. The Division has determined that GASB Statement No. 85 has no impact on its financial statements as of December 31, 2018.

In May of 2017, GASB Statement No. 86, *Certain Debt Extinguishments*, was issued. This Statement is effective for fiscal periods beginning after June 15, 2017. The primary objective of this Statement is to improve consistency in accounting and financial reporting for in-substance defeasance of debt by providing guidance for transactions in which cash and other monetary assets acquired with only existing resources, resources other than the proceeds of refunding debt, are placed in an irrevocable trust for the sole purpose of extinguishing debt. This Statement also improves accounting and financial reporting for prepaid insurance on debt that is extinguished and notes to the financial statements for debt that is defeased in substance. The Division has determined that GASB Statement No. 86 has no impact on its financial statements as of December 31, 2018.

**CITY OF CLEVELAND, OHIO  
DEPARTMENT OF PUBLIC UTILITIES  
DIVISION OF WATER POLLUTION CONTROL**

**NOTES TO FINANCIAL STATEMENTS (Continued)  
For the Year Ended December 31, 2018**

**NOTE A - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)**

The Division's net position is accounted for in the accompanying statements of net position and is divided into the following categories:

- Net investment in capital assets
- Amount restricted for debt service
- Remaining unrestricted amount

In addition, certain additional financial information regarding the Division is included in these footnotes.

***Basis of Accounting:*** The Division's financial statements are prepared under the accrual basis of accounting. Under this method, revenues are recognized when earned and measurable and expenses are recognized as incurred.

***Revenues:*** Revenues are derived primarily from sales of sewer services to residential, commercial and industrial customers based upon actual water consumption. Sewer rates are authorized by City Council and billings are made on a cyclical basis. Estimates for services between the end of the various cycles and the end of the year are recorded as unbilled revenue.

***Inventory of Supplies:*** The Division's inventory is valued at average cost. Inventory costs are charged to operations when consumed.

***Prepaid Expenses and Other Assets:*** Payments made to vendors for services that benefit future periods are recorded as prepayments in the financial statements. A current asset for the prepaid amount is recorded at the time of purchase and the expense is reported in the year in which services are consumed.

***Interfund Transactions:*** During the course of normal operations the Division has numerous transactions between other City divisions and departments. Unpaid amounts at year end are generally reflected as due to or due from in the accompanying financial statements.

***Accounts Receivables:*** The Division's share of the accounts receivable balance is \$13,341,000, net of allowance for doubtful accounts of \$2,981,000. The remaining net accounts receivable balance of \$96,877,000 belongs to the Northeast Ohio Regional Sewer District (NEORS), other municipalities in the Greater Cleveland Region and to HomeServe USA and is offset by corresponding amounts in due for billings on behalf of others.

***Statement of Cash Flows:*** The Division utilizes the direct method of reporting for the statement of cash flows as defined by GASB Statement No. 9, *Reporting Cash Flows of Proprietary and Non-Expendable Trust Funds and Governmental Entities That Use Proprietary Fund Accounting*. In a statement of cash flows, cash receipts and cash payments are classified according to operating, noncapital financing, capital and related financing and investment activities.

**CITY OF CLEVELAND, OHIO  
DEPARTMENT OF PUBLIC UTILITIES  
DIVISION OF WATER POLLUTION CONTROL**

**NOTES TO FINANCIAL STATEMENTS (Continued)  
For the Year Ended December 31, 2018**

**NOTE A - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)**

**Cash and Cash Equivalents:** Cash and cash equivalents represent cash on hand and cash deposits maintained by the City Treasurer on behalf of the Division. Cash equivalents are defined as highly liquid investments with maturity of three months or less when purchased.

**Investments:** The Division follows the provisions of GASB Statement No. 72 *Fair Value Measurement and Application* which requires governmental entities to record their investments at fair value within the fair value hierarchy. The hierarchy is based on the valuation inputs used to measure fair value of the assets. Level 1 inputs are quoted prices in an active market for identical assets. Level 2 inputs are significant other observable inputs valued by pricing sources used by the City's investment managers. Level 3 inputs are significant unobservable inputs. The Division's investments in money market mutual funds and the State Treasury Asset Reserve of Ohio (STAR Ohio) funds are excluded from fair value measurement requirements under GASB Statement No. 72 and instead are reported at amortized cost.

The Division has invested funds in STAR Ohio during 2018. STAR Ohio is an investment pool managed by the State Treasurer's Office, which allows governments within the State to pool their funds for investment purposes. STAR Ohio is not registered with the SEC as an investment company, but has adopted GASB Statement No. 79 for the purpose of measuring the value of shares in STAR Ohio. The Division measures their investment in STAR Ohio at the net asset value (NAV) per share provided by STAR Ohio. The NAV per share is calculated on an amortized cost basis that provides a NAV share that approximates fair value.

**Capital Assets and Depreciation:** Capital assets are stated on the basis of historical cost or, if contributed, at their acquisition value on the date contributed. Depreciation is computed by allocating the cost of capital assets over the estimated useful lives of the assets using the straight-line method. A capital asset is defined as an item with a useful life in excess of one year and an individual cost of more than \$5,000 for furniture, fixtures, equipment and vehicles and \$10,000 for all other assets. When capital assets are disposed of, the cost and related accumulated depreciation are removed from the accounts with gains or losses on disposition being reflected in operations. The estimated useful lives are as follows:

Utility plant	5 to 100 years
Land improvements	15 to 100 years
Building, structures and improvements	5 to 60 years
Furniture, fixtures, equipment and vehicles	3 to 60 years

The Division's policy is to capitalize interest on construction projects up to the point in time that the project is substantially completed. Capitalized interest is included in the cost of the assets and is depreciated on the straight-line basis over the estimated useful lives of such assets. The Division applies GASB guidance pertaining to capitalization of interest costs for its revenue bonds. This statement requires capitalization of interest cost of eligible borrowings, less interest earned on investment of the related bond proceeds from the date of borrowing until the assets constructed from the bond proceeds are ready for their intended use.

For 2018, total interest costs incurred amounted to \$1,560,000, of which \$1,341,000 was capitalized, net of interest income of \$219,000.

**CITY OF CLEVELAND, OHIO  
DEPARTMENT OF PUBLIC UTILITIES  
DIVISION OF WATER POLLUTION CONTROL**

**NOTES TO FINANCIAL STATEMENTS (Continued)  
For the Year Ended December 31, 2018**

**NOTE A - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)**

***Bond Issuance Costs, Discounts, Premiums and Unamortized Losses on Debt Refundings:*** Bond issuance costs are expensed when incurred. Deferred bond discounts/premiums are netted against long-term debt. The discounts/premiums are amortized over the lives of the applicable bonds. Unamortized loss on debt refundings are categorized as a deferred outflow of resources and is amortized over the shorter of the defeased bond or the newly issued bond.

***Deferred Outflows/Inflows of Resources:*** In addition to assets, the statement of financial position will sometimes report a separate section for deferred outflows of resources. This separate financial statement element, deferred outflows of resources, represents a consumption of net position that applies to a future period(s) and so will not be recognized as an outflow of resources (expense) until then. In addition to liabilities, the statement of financial position will sometimes report a separate section for deferred inflows of resources. This separate financial statement element, deferred inflows of resources, represents an acquisition of net position that applies to a future period(s) and so will not be recognized as an inflow of resources (revenue) until that time.

***Net Pension/OPEB Liabilities:*** For purposes of measuring the net pension/OPEB liabilities, deferred outflows of resources and deferred inflows of resources related to pensions/OPEB and pension/OPEB expenses, information about the fiduciary net position of the pension/OPEB plans and additions to/deductions from their fiduciary net position have been determined on the same basis as they are reported by the pension/OPEB systems. For this purpose, benefit payments (including refunds of employee contributions) are recognized when due and payable in accordance with the benefit terms. The pension/OPEB systems report investments at fair value.

***Compensated Absences:*** The Division accrues for compensated absences such as vacation, sick leave and compensatory time using the termination payment method specified under GASB Statement No. 16, *Accounting for Compensated Absences*. These amounts are recorded as accrued wages and benefits in the accompanying statement of net position. The portion of the compensated absence liability that is not expected to be paid or utilized within one year is reported as a long-term liability.

Normally, all vacation time is to be taken in the year available. The Division allows employees to carryover vacation time from one year to the next. Sick days not taken may be accumulated until retirement. An employee is paid one-third of accumulated sick leave upon retirement, calculated at the three-year average base salary rate, with the balance being forfeited.

**CITY OF CLEVELAND, OHIO  
DEPARTMENT OF PUBLIC UTILITIES  
DIVISION OF WATER POLLUTION CONTROL**

**NOTES TO FINANCIAL STATEMENTS (Continued)  
For the Year Ended December 31, 2018**

**NOTE B - LONG-TERM OBLIGATIONS**

Long-term obligations outstanding at December 31, 2018 as follows:

		<b>Original</b>	
	<b>Interest Rate</b>	<b>Issuance</b>	<b>2018</b>
<b>(Amounts in Thousands)</b>			
Water Pollution Control Revenue Bonds, Series 2016 due through 2045	3.00% - 5.00%	\$ 32,390	\$ 31,270
Ohio Public Works Commission (OPWC) Loans payable annually through 2022	0.00%	<u>481</u>	<u>70</u>
		<u>\$ 32,871</u>	31,340
Less:			
Unamortized discount and premium			4,629
Current portion			<u>(614)</u>
Total Long-Term Debt			<u>\$ 35,355</u>

**CITY OF CLEVELAND, OHIO  
DEPARTMENT OF PUBLIC UTILITIES  
DIVISION OF WATER POLLUTION CONTROL**

**NOTES TO FINANCIAL STATEMENTS (Continued)  
For the Year Ended December 31, 2018**

**NOTE B - LONG-TERM OBLIGATIONS (Continued)**

*Summary:* Changes in long-term obligations for the year ended December 31, 2018, are as follows:

	Restated Balance January 1, 2018	Increase	Decrease	Balance December 31, 2018	Due Within One Year
(Amounts in Thousands)					
Water Pollution Control Revenue Bonds, Series 2016 due through 2045	\$ 31,840	\$	\$ (570)	\$ 31,270	\$ 590
Ohio Public Works Commission (OPWC) Loans payable annually through 2022	94		(24)	70	24
Total bonds and loans	31,934	-	(594)	31,340	614
Accrued wages and benefits	1,228	1,267	(1,178)	1,317	1,167
Net pension liability	11,245		(3,135)	8,110	
Net OPEB liability	4,758	552		5,310	
Total	\$ 49,165	\$ 1,819	\$ (4,907)	\$ 46,077	\$ 1,781



**CITY OF CLEVELAND, OHIO  
DEPARTMENT OF PUBLIC UTILITIES  
DIVISION OF WATER POLLUTION CONTROL**

**NOTES TO FINANCIAL STATEMENTS (Continued)  
For the Year Ended December 31, 2018**

**NOTE B - LONG-TERM OBLIGATIONS (Continued)**

Minimum principal and interest payments on long-term debt are as follows:

	<u>Principal</u>		<u>Interest</u>		<u>Total</u>
	(Amounts in Thousands)				
2019	\$ 614	\$	1,545	\$	2,159
2020	634		1,522		2,156
2021	646		1,497		2,143
2022	671		1,472		2,143
2023	695		1,439		2,134
2024-2028	4,030		6,636		10,666
2029-2033	5,145		5,523		10,668
2034-2038	6,565		4,102		10,667
2039-2043	8,375		2,289		10,664
2044-2045	<u>3,965</u>		<u>299</u>		<u>4,264</u>
Total	<u>\$ 31,340</u>	<u>\$</u>	<u>26,324</u>	<u>\$</u>	<u>57,664</u>

The Ohio Public Works Commission Loans are being paid from the revenues derived from operations of the Division.

On April 14, 2016, the City issued \$32,390,000 Water Pollution Control Revenue Bonds, Series 2016 (Green Bonds). This was the first series of revenue bonds issued by the Division, with the bonds being issued under and secured by a newly created Master Trust Agreement. The proceeds of these bonds are being used to pay capital costs relating to the acquisition, construction and improvement of the system along with funding the debt service reserve requirement and paying the costs of issuing the bonds.

In conjunction with the issuance of the Water Pollution Control Revenue Bonds, Series 2016 the City entered into a Master Trust Agreement for the Series 2016 Bonds and any future series of revenue bonds. Under the terms of the Trust Agreement, the Bonds are special obligations payable solely from and secured by a pledge of and lien on the net revenues of the Division and the Special Funds. The Special Funds include the construction fund, the debt service fund, the debt service reserve fund, the rate stabilization fund, the contingency fund and the balance sub fund.

**CITY OF CLEVELAND, OHIO  
DEPARTMENT OF PUBLIC UTILITIES  
DIVISION OF WATER POLLUTION CONTROL**

**NOTES TO FINANCIAL STATEMENTS (Continued)  
For the Year Ended December 31, 2018**

**NOTE B - LONG-TERM OBLIGATIONS (Continued)**

The indenture requires that the City will at all times prescribe, charge and collect such rates, rental and other charges for the use of the services of the system and will restrict the operating expenses of the system in such a way that the net revenues available for debt service in each fiscal year shall be not less than the greater of i) 120.0% of debt service on all bonds then outstanding and payable during the fiscal year or ii) 100.0% of the sum of (a) debt service on all bonds then outstanding payable during that fiscal year, (b) all required deposits to the debt service reserve fund during that fiscal year, (c) all required deposits to the subordinated debt service fund and to any reserve fund securing subordinated indebtedness during the fiscal year, (d) all required deposits to the contingency fund during the fiscal year and (e) debt service payable on any other obligations payable from the balance sub fund and deposits to any reserve funds securing such other obligations. As of December 31, 2018, the Division was in compliance with the terms and requirements of the indenture.

The indenture establishes the following fund accounts for the application of revenues:

**Revenue Fund:** All revenues of the system are required to be deposited first into the revenue fund. Every month, amounts in the fund are first applied to the payment of operating expenses. A reasonable amount is also maintained in this fund as a working capital reserve.

**Debt Service Fund:** Deposits are made from the revenue fund on a monthly basis to cover succeeding principal and interest payments as they become due on the revenue bonds.

**Debt Service Reserve Fund:** Deposits will be made to this fund if the amount in the fund at any given time is less than the debt service reserve requirement. Amounts in the fund were deposited from the proceeds of the revenue bonds secured by the reserve fund and represent the maximum annual debt service requirement of these bonds. The City may elect not to secure any series of bonds with the reserve fund.

**Contingency Fund:** The balance in this fund must be maintained at a minimum of \$1,000,000. Amounts in this fund may be used for the payment of capital costs or for redeeming bonds.

**Balance Subfund:** Amounts in this fund may be used for any lawful purpose of the water pollution control system.

**Construction Fund:** Proceeds of the various series of revenue bonds are deposited into this fund to be used, along with earnings from investments of amounts held therein, for the payment of capital costs and issuance costs.

Amounts held in any fund may be invested by the City Treasurer or the trustee in permitted investments. However, the use of funds is limited by the bond indenture and accordingly, the funds are classified as restricted assets in the accompanying financial statements.

The City has pledged future water pollution control revenues to repay \$31,270,000 in Water Pollution Control Revenue Bonds issued in 2016. Proceeds from the bonds are being used to pay capital costs relating to the acquisition, construction and improvement of the system. The bonds are payable from water pollution control net revenues and are payable through 2045. Annual principal and interest payments on the bonds are expected to require less than 21.0% of net revenues.

**CITY OF CLEVELAND, OHIO  
DEPARTMENT OF PUBLIC UTILITIES  
DIVISION OF WATER POLLUTION CONTROL**

**NOTES TO FINANCIAL STATEMENTS (Continued)  
For the Year Ended December 31, 2018**

**NOTE B - LONG-TERM OBLIGATIONS (Continued)**

The total principal and interest remaining to be paid on the Water Pollution Control Revenue Bonds is \$57,594,000. Principal and interest funded in the current year and total net revenues (including other available funds) were \$2,132,000 and \$10,307,000 respectively.

**Water Pollution Control Loans:** Under Title VI of the Clean Water Act, Congress created the State Revolving Fund (SRF). The SRF program provides federal capitalization grants to states, in addition to the 20% state matching funds, in order to capitalize state level revolving loan funds. Besides the traditional types of municipal wastewater treatment projects, Congress expanded the potential use of SRF funds to include correction of combined sewer overflows, major sewer rehabilitation and new collector sewers.

In Ohio, this SRF program is known as the Water Pollution Control Loan Fund and is jointly administered by the Ohio EPA and the Ohio Water Development Authority. Principal balances on loans increase as project costs are incurred. Interest accrues on principal amounts outstanding during the construction period and is combined with the principal balance upon completion of the project. The repayment period for each loan commences no later than the 1<sup>st</sup> of January or July following the expected completion dates of the project to which it relates utilizing an estimate of total eligible project costs as the preliminary loan amount. Construction loans and design loans are to be repaid in semi-annual payments of principal and interest over a period of twenty years and five years, respectively. The Division had no SRF loan awards related to projects as of December 31, 2018.

In addition, the Division had two OPWC loan awards as of December 31, 2018. The loan related projects are for sewer repair and replacement at the Hamlet and Adolpha Streets intersection and a storm water detention basin project at Kerruish Park. Both loans are interest-free and principal repayment will be made from the Division's operating revenues.

**NOTE C - DEPOSITS AND INVESTMENTS**

**Deposits:** The Division's carrying amount of deposits at December 31, 2018, totaled \$5,614,000 and the Division's bank balances were approximately \$9,669,000. The differences represent positions in pooled bank accounts and normal reconciling items. Based on the criteria described in GASB Statement No. 3, *Deposits with Financial Institutions, Investments (Including Repurchase Agreements) and Reverse Repurchase Agreements* and GASB Statement No. 40, *Deposit and Investment Risk Disclosures – an Amendment of GASB Statement No. 3*, \$9,669,000 of the bank balances at December 31, 2018, was insured or collateralized with securities held by the City or by its agent in the City's name.

Custodial credit risk for deposits is the risk that in the event of bank failure, the Division will not be able to recover deposits or collateral for securities that are in possession of an outside party. At year end, the Division's deposits were fully insured or collateralized. All deposits are collateralized with eligible securities pledged and deposited either with the City or with a qualified trustee by the financial institution as security for repayment of all public monies deposited in the financial institution whose market value at all times is equal to at least 110.0% of the carrying value of the deposits being secured.

**CITY OF CLEVELAND, OHIO  
DEPARTMENT OF PUBLIC UTILITIES  
DIVISION OF WATER POLLUTION CONTROL**

**NOTES TO FINANCIAL STATEMENTS (Continued)  
For the Year Ended December 31, 2018**

**NOTE C – DEPOSIT AND INVESTMENTS (Continued)**

**Investments:** In accordance with GASB Statement No. 72, *Fair Value Measurement and Application*, the City reports its investments at fair value based on quoted market values, where applicable and recognized the corresponding change in the fair value of the investments recorded in investment earnings in the year in which the change occurs. The City's investment policies are governed by State Statutes and City ordinances which authorize the City to invest in obligations of the U.S. Treasury, agencies and instrumentalities; State Treasurer Asset Reserve Fund (STAR Ohio); commercial paper; U.S. Government Money Market Mutual Funds; guaranteed investment contracts; manuscript debt; bonds and other State of Ohio obligations; certificates of deposit; and repurchase transactions. Such repurchase transactions must be purchased from financial institutions or registered broker/dealers. Repurchase transactions are not to exceed a period of one year and confirmation of securities pledged must be obtained.

Generally, investments are recorded and are kept at the Federal Reserve Bank in the depository institutions' separate custodial account for the City, apart from the assets of the depository institution. Ohio Statute prohibits the use of reverse repurchase agreements.

Investment securities are exposed to various risks such as interest rate, market and credit. Market values of securities fluctuate based on the magnitude of changing market conditions; significant changes in market conditions could materially affect portfolio value.

**Interest Rate Risk:** As a means of limiting its exposure to fair value losses caused by rising interest rates, the Division invests primarily in both short and long-term investments maturing within five years from the date of purchase. The intent is to avoid the need to sell securities prior to maturity. Investment maturities are disclosed in the Concentration of Credit Risk section.

**Custodial Credit Risk:** For an investment, custodial credit risk is the risk that, in the event of the failure of the counterparty, the Division will not be able to recover the value of the investments or collateral securities that are in the possession of an outside party. The Division does not have an investment policy dealing with investment custodial credit risk beyond the requirement in the State Statute.

**Credit Risk:** The Division's investments as of December 31, 2018 include STAR Ohio and money market mutual funds. The Division maintains the highest ratings for their investments. Investments in STAR Ohio, Morgan Stanley Government Institutional Funds and the PNC Treasury Money Market Fund carry a rating of AAAM, which is the highest money market fund rating given by Standard & Poor's. Ohio law requires that STAR Ohio maintain the highest rating provided by at least one nationally recognized standard rating service.

**CITY OF CLEVELAND, OHIO  
DEPARTMENT OF PUBLIC UTILITIES  
DIVISION OF WATER POLLUTION CONTROL**

**NOTES TO FINANCIAL STATEMENTS (Continued)  
For the Year Ended December 31, 2018**

**NOTE C – DEPOSIT AND INVESTMENTS (Continued)**

**Concentration of Credit Risk:** The Division places a limitation on the amount it may invest in any one issuer to minimize the concentration of credit risk. The Division had the following investments at December 31, 2018, which include those classified as cash and cash equivalents in the statement of net position in accordance with the provisions of GASB Statement No. 9 *Reporting Cash Flows of Proprietary and Nonexpendable Trust Funds and Government Entities That Use Proprietary Accounting*, since they have a maturity of three months or less:

<b>Type of Investment</b>	<b>2018 Value</b>	<b>2018 Cost</b>	<b>Investment Maturities Less than One Year</b>
(Amounts in Thousands)			
STAR Ohio	\$ 48,166	\$ 48,166	\$ 48,166
Money Market Mutual Funds	<u>35,627</u>	<u>35,627</u>	<u>35,627</u>
Total Investments	83,793	83,793	83,793
Total Deposits	<u>5,614</u>	<u>5,614</u>	<u>5,614</u>
Total Deposits and Investments	<u>\$ 89,407</u>	<u>\$ 89,407</u>	<u>\$ 89,407</u>

These amounts are monies invested by the City Treasurer on behalf of the Division and are used in daily operations with excess monies invested daily in STAR Ohio and money market mutual funds. These investments are carried at cost which approximates fair value.

As of December 31, 2018, the investments in STAR Ohio and money market mutual funds are 57.5% and 42.5%, respectively, of the Division's total investments.

**CITY OF CLEVELAND, OHIO  
DEPARTMENT OF PUBLIC UTILITIES  
DIVISION OF WATER POLLUTION CONTROL**

**NOTES TO FINANCIAL STATEMENTS (Continued)  
For the Year Ended December 31, 2018**

**NOTE D - CAPITAL ASSETS**

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

	<b>Balance January 1, 2018</b>	<b>Additions</b>	<b>Reductions</b>	<b>Balance December 31, 2018</b>
	<b>(Amounts in Thousands)</b>			
Capital assets, not being depreciated:				
Land	\$ 297	\$	\$	\$ 297
Construction in progress	30,254	14,182	(27,510)	16,926
Total capital assets, not being depreciated	30,551	14,182	(27,510)	17,223
Capital assets, being depreciated:				
Land improvements	73	72		145
Utility plant	156,807	26,852	(45)	183,614
Buildings, structures and improvements	9,607	568		10,175
Furniture, fixtures, equipment and vehicles	18,159	743	(602)	18,300
Total capital assets, being depreciated	184,646	28,235	(647)	212,234
Less: Accumulated depreciation	(122,671)	(6,562)	604	(128,629)
Total capital assets being depreciated, net	61,975	21,673	(43)	83,605
Capital assets, net	<u>\$ 92,526</u>	<u>\$ 35,855</u>	<u>\$ (27,553)</u>	<u>\$ 100,828</u>

*Commitments:* The Division had outstanding commitments of approximately \$20,280,000 for future capital expenses at December 31, 2018. It is anticipated that these commitments will be financed from the Division's cash balances. However, at the discretion of the Division, additional long-term debt may be issued in the future to finance a portion of the costs.

**CITY OF CLEVELAND, OHIO  
DEPARTMENT OF PUBLIC UTILITIES  
DIVISION OF WATER POLLUTION CONTROL**

**NOTES TO FINANCIAL STATEMENTS (Continued)  
For the Year Ended December 31, 2018**

**NOTE E – DEFINED BENEFIT PENSION PLAN**

**Net Pension Liability:** The net pension liability reported on the statement of net position represents a liability to employees for pensions. Pensions are a component of exchange transactions between an employer and its employees of salaries and benefits for employee services. Pensions are provided to an employee on a deferred-payment basis as part of the total compensation package offered by an employer for employee services each financial period. The obligation to sacrifice resources for pensions is a present obligation because it was created as a result of employment exchanges that already have occurred.

The net pension liability represents the Division's proportionate share of each pension plan's collective actuarial present value of projected benefit payments attributable to past periods of service, net of each pension plan's fiduciary net position. The net pension liability calculation is dependent on critical long-term variables, including estimated average life expectancies, earnings on investments, cost of living adjustments (COLA) and others. While these estimates use the best information available, unknowable future events require adjusting this estimate annually.

The Ohio Revised Code (ORC) limits the Division's obligation for this liability to annually required payments. The Division cannot control benefit terms or the manner in which pensions are financed; however, the Division does receive the benefit of employees' services in exchange for compensation including pension.

GASB Statement No. 68 assumes the liability is solely the obligation of the employer, because (1) they benefit from employee services; and (2) State Statute requires all funding to come from these employers. All contributions to date have come solely from these employers (which also includes costs paid in the form of withholdings from employees). State Statute requires the pension plans to amortize unfunded liabilities within 30 years. If the amortization period exceeds 30 years, each pension plan's board must propose corrective action to the State legislature. Any resulting legislative change to benefits or funding could significantly affect the net pension liability. Resulting adjustments to the net pension liability would be effective when the changes are legally enforceable.

The proportionate share of each plan's unfunded benefits is presented as a long-term net pension liability on the accrual basis of accounting. Any liability for the contractually-required pension contribution outstanding at the end of the year is included in accrued wages and benefits on both the accrual and modified accrual bases of accounting.

**Ohio Public Employees Retirement System (OPERS):** Division's employees, other than full-time police and firefighters, participate in OPERS. OPERS administers three separate pension plans. The Traditional Pension Plan is a cost-sharing, multiple-employer defined benefit pension plan. The Member-Directed Plan is a defined contribution plan and the Combined Plan is a cost-sharing, multiple-employer defined benefit pension plan with defined contribution features. While members (e.g. Division's employees) may elect the Member-Directed Plan and the Combined Plan, substantially all employee members are in OPERS' Traditional Plan; therefore, the following disclosure focuses on the Traditional Pension Plan.

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**NOTE E – DEFINED BENEFIT PENSION PLAN (Continued)**

OPERS provides retirement, disability, survivor and death benefits and annual cost of living adjustments (COLA) to members of the Traditional Plan. Authority to establish and amend benefits is provided by Chapter 145 of the ORC. OPERS issues a stand-alone financial report that includes financial statements, required supplementary information and detailed information about OPERS’ fiduciary net position that may be obtained by visiting <https://www.opers.org/financial/reports.shtml>, by writing to the OPERS, 277 East Town Street, Columbus, Ohio 43215-4642, or by calling (800) 222-7377.

Senate Bill (SB) 343 was enacted into law with an effective date of January 7, 2013. In the legislation, members were categorized into three groups with varying provisions of the law applicable to each group. The following table provides age and service requirements for retirement and the retirement formula applied to final average salary (FAS) for the three member groups under the traditional plan as per the reduced benefits adopted by SB 343 (see OPERS CAFR referenced above for additional information):

<b>Group A</b>	<b>Group B</b>	<b>Group C</b>
Eligible to retire prior to January 7, 2013 or five years after January 7, 2013	20 years of service credit prior to January 7, 2013 or eligible to retire ten years after January 7, 2013	Members not in other Groups and members hired on or after January 7, 2013
<b>State and Local</b>	<b>State and Local</b>	<b>State and Local</b>
<b>Age and Service Requirements:</b> Age 60 with 60 months of service credit or Age 55 with 25 years of service credit	<b>Age and Service Requirements:</b> Age 60 with 60 months of service credit or Age 55 with 25 years of service credit	<b>Age and Service Requirements:</b> Age 57 with 25 years of service credit or Age 62 with 5 years of service credit
<b>Formula:</b> 2.2% of FAS multiplied by years of service for the first 30 years and 2.5% for service years in excess of 30	<b>Formula:</b> 2.2% of FAS multiplied by years of service for the first 30 years and 2.5% for service years in excess of 30	<b>Formula:</b> 2.2% of FAS multiplied by years of service for the first 35 years and 2.5% for service years in excess of 35

FAS represents the average of the three highest years of earnings over a member’s career for Groups A and B. Group C is based on the average of the five highest years of earnings over a member’s career.

Members who retire before meeting the age and years of service credit requirement for unreduced benefits receive a percentage reduction in the benefit amount.

When a benefit recipient has received benefits for 12 months, an annual COLA is provided. This COLA is calculated on the base retirement benefit at the date of retirement and is not compounded. For those retiring prior to January 7, 2013, the COLA will continue to be a 3.0% simple annual COLA. For those retiring subsequent to January 7, 2013, beginning in calendar year 2019, the COLA will be based on the average percentage increase in the Consumer Price Index, capped at 3.0%.



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**NOTE E – DEFINED BENEFIT PENSION PLAN (Continued)**

*Funding Policy:* The Ohio Revised Code (ORC) provides statutory authority for member and employer. For 2018, member contribution rates were 10.0% and employer contribution rates were 14.0%.

Employer contribution rates are actuarially determined and are expressed as a percentage of covered payrolls. The Division’s contractually required contribution was \$959,000 for 2018. All required payments have been made.

*Pension Liabilities, Pension Expense, Deferred Outflows of Resources and Deferred Inflows of Resources Related to Pensions:* The net pension liability for OPERS was measured as of December 31, 2017 and the total pension liability used to calculate the net pension liability was determined by an actuarial valuation as of that date. The Division’s proportion of the net pension liability was based on the Division’s share of contributions to the pension plan relative to the contributions of all participating entities. Following is information related to the proportionate share and pension expense:

	<b>OPERS</b>
	<b>(Amounts in Thousands)</b>
Proportionate Share of the Net Pension Liability	\$ 8,110
Proportion of the Net Pension Liability	0.049706%
Change in proportion	0.001741%
Pension Expense	\$ 1,649

At December 31, 2018, the Division’s reported deferred outflows of resources and deferred inflows of resources related to pensions from the following sources:

	<b>OPERS</b>
	<b>(Amounts in Thousands)</b>
<b>Deferred Outflows of Resources</b>	
Differences between expected and actual economic experience	\$ 8
Change in proportionate share	259
Change in assumptions	903
Division's contributions subsequent to the measurement date	959
<b>Total Deferred Outflows of Resources</b>	<b>\$ 2,129</b>
 <b>Deferred Inflows of Resources</b>	
Differences between expected and actual economic experience	\$ 170
Difference in projected and actual investment earnings	1,715
Change in Division's proportionate share	116
<b>Total Deferred Inflows of Resources</b>	<b>\$ 2,001</b>

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**NOTES TO FINANCIAL STATEMENTS (Continued)  
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**NOTE E – DEFINED BENEFIT PENSION PLAN (Continued)**

The \$959,000 reported as deferred outflows of resources related to pension resulting from the Division’s contributions subsequent to the measurement date which will be recognized as a reduction of the net pension liability in the year ending December 31, 2019. Other amounts reported as deferred outflows of resources and deferred inflows of resources related to pension will be recognized in pension expense as follows:

	<u><b>OPERS</b></u>	
	<u><b>(Amounts in Thousands)</b></u>	
Year Ending December 31:		
2019	\$	680
2020		(70)
2021		(741)
2022		(693)
2023		(2)
Thereafter		(5)
Total	<u>\$</u>	<u>(831)</u>

**Actuarial Assumptions – OPERS:** Actuarial valuations of an ongoing plan involve estimates of the values of reported amounts and assumptions about the probability of occurrence of events far into the future. Examples include assumptions about future employment, mortality and cost trends. Actuarially determined amounts are subject to continual review or modification as actual results are compared with past expectations and new estimates are made about the future.

Projections of benefits for financial reporting purposes are based on the substantive plan (the plan as understood by the employers and plan members) and include the types of benefits provided at the time of each valuation. The total pension liability in the December 31, 2017, actuarial valuation was determined using the following actuarial assumptions, applied to all periods included in the measurement:

Valuation Date	December 31, 2017
Wage Inflation	3.25%
Future Salary Increases, including inflation	3.25% to 10.75%
COLA or Ad Hoc COLA	3.25%, simple
	Pre 1/7/2013 retirees: 3%, simple
	Post 1/7/2013 retirees: 3%, simple
	through 2018, then 2.15%, simple
Investment Rate of Return	7.5%
Actuarial Cost Method	Individual Entry Age
Mortality Tables	RP-2014

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**NOTE E – DEFINED BENEFIT PENSION PLAN (Continued)**

Pre-retirement mortality rates are based on the RP-2014 Employees Mortality Table for males and females, adjusted for mortality improvement back to the observation period base year of 2006. The base year for males and females was then established to be 2015 and 2010, respectively. Post-retirement mortality rates are based on the RP-2014 Healthy Annuitant Mortality Table for males and females, adjusted for mortality improvement back to the observation period base year of 2006. The base year for males and females was then established to be 2015 and 2010, respectively. Post-retirement mortality rates for disabled retirees are based on the RP-2014 Disabled Mortality Table for males and females, adjusted for mortality improvement back to the observation period base year of 2006. The base year for males and females was then established to be 2015 and 2010, respectively. Mortality rates for a particular calendar year are determined by applying the MP-2015 mortality improvement scale to all of the above described tables.

The most recent experience study was completed for the five-year period ended December 31, 2015.

The long-term rate of return on defined benefit investment assets was determined using a building-block method in which best-estimate ranges of expected future real rates of return are developed for each major asset class. These ranges are combined to produce the long-term expected real rate of return by weighting the expected future real rates of return by the target asset allocation percentage, adjusted for inflation.

During 2017, OPERS managed investments in three investment portfolios: the Defined Benefit Portfolio, the Health Care Portfolio and the Defined Contribution Portfolio. The Defined Benefit Portfolio contains the investment assets for the Traditional Pension Plan, the defined benefit component of the Combined Plan and the annuitized accounts of the Member-Directed Plan. Within the Defined Benefit Portfolio, contributions into the plans are all recorded at the same time and benefit payments all occur on the first of the month. Accordingly, the money-weighted rate of return is considered to be the same for all plans within the Defined Benefit Portfolio. The annual money-weighted rate of return expressing investment performance, net of investment expenses and adjusted for the changing amounts actually invested, for the Defined Benefit Portfolio was 16.82% for 2017.

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**NOTE E – DEFINED BENEFIT PENSION PLAN (Continued)**

The allocation of investment assets with the Defined Benefit Portfolio is approved by the Board of Trustees (the Board) as outlined in the annual investment plan. Plan assets are managed on a total return basis with a long-term objective of achieving and maintaining a fully funded status for the benefits provided through the defined benefit pension plans. The table below displays the Board-approved asset allocation policy for 2017 and the long-term expected real rates of return:

<b>Asset Class</b>	<b>Target Allocation</b>	<b>Weighted Average Long-Term Expected Real Rate of Return (Arithmetic)</b>
Fixed Income	23.00 %	2.20 %
Domestic Equities	19.00	6.37
Real Estate	10.00	5.26
Private Equity	10.00	8.97
International Equities	20.00	7.88
Other Investments	18.00	5.26
<b>Total</b>	<b>100.00 %</b>	<b>5.66 %</b>

**Discount Rate:** The discount rate used to measure the total pension liability was 7.5%. The projection of cash flows used to determine the discount rate assumed that contributions from plan members and those of the contributing employers are made at the contractually required rates, as actuarially determined. Based on those assumptions, the pension plan’s fiduciary net position was projected to be available to make all projected future benefits 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.

**Sensitivity of the Division’s Proportionate Share of the Net Pension Liability to Changes in the Discount Rate:** The following table presents the Division’s proportionate share of the net pension liability calculated using the current period discount rate assumption of 7.5%, as well as what the Division’s proportionate share of the net pension liability would be if it were calculated using a discount rate that is one-percentage-point lower (6.5%) or one-percentage-point higher (8.5%) than the current rate:

	<b>1% Decrease 6.5%</b>	<b>Current Discount Rate 7.5%</b>	<b>1% Increase 8.5%</b>
	<b>(Amounts in Thousands)</b>		
Division's proportionate share of the net pension liability	\$ 14,623	\$ 8,110	\$ 2,790

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**NOTE F – DEFINED BENEFIT OPEB PLANS**

*Net OPEB Liability:* The net OPEB liability reported on the statement of net position represents a liability to employees for OPEB. OPEB is a component of exchange transactions between an employer and its employees of salaries and benefits for employee services. OPEB are provided to an employee on a deferred-payment basis as part of the total compensation package offered by an employer for employee services each financial period. The obligation to sacrifice resources for OPEB is a present obligation because it was created as a result of employment exchanges that already have occurred.

The net OPEB liability represents the Division's proportionate share of each OPEB plan's collective actuarial present value of projected benefit payments attributable to past periods of service, net of each OPEB plan's fiduciary net position. The net OPEB liability calculation is dependent on critical long-term variables, including estimated average life expectancies, earnings on investments, COLA and others. While these estimates use the best information available, unknowable future events require adjusting these estimates annually.

The ORC limits the Division's obligation for this liability to annually required payments. The Division cannot control benefit terms or the manner in which OPEB are financed; however, the Division does receive the benefit of employees' services in exchange for compensation including OPEB.

GASB Statement No. 75 assumes the liability is solely the obligation of the employer, because they benefit from employee services. OPEB contributions come from these employers and health care plan enrollees which pay a portion of the health care costs in the form of a monthly premium. The ORC permits, but does not require the retirement systems to provide healthcare to eligible benefit recipients. Any change to benefits or funding could significantly affect the net OPEB liability. Resulting adjustments to the net OPEB liability would be effective when the changes are legally enforceable. The retirement systems may allocate a portion of the employer contributions to provide for these OPEB benefits.

The proportionate share of each plan's unfunded benefits is presented as a long-term net OPEB liability on the accrual basis of accounting. Any liability for the contractually-required OPEB contribution outstanding at the end of the year is included in accrued wages and benefits on both the accrual and modified accrual bases of accounting.

*Plan Description – OPERS:* OPERS administers three separate pension plans: the Traditional Pension Plan, a cost-sharing, multiple-employer Defined Benefit Pension Plan; the Member-Directed Plan, a Defined Contribution Plan; and the Combined Plan, a cost-sharing, multiple-employer defined benefit pension plan that has elements of both a defined benefit and defined contribution plan.

OPERS maintains a cost-sharing, multiple-employer defined benefit post-employment health care trust, which funds multiple health care plans including medical coverage, prescription drug coverage and deposits to a Health Reimbursement Arrangement to qualifying benefit recipients of both the Traditional Pension and the Combined Plans. This trust is also used to fund health care for Member-Directed Plan participants, in the form of a Retiree Medical Account (RMA). At retirement or refund, Member Directed Plan participants may be eligible for reimbursement of qualified medical expenses from their vested RMA balance.

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**NOTE F – DEFINED BENEFIT OPEB PLANS (Continued)**

In order to qualify for postemployment health care coverage, age and service retirees under the Traditional Pension and Combined Plans must have twenty or more years of qualifying Ohio service credit. Health care coverage for disability benefit recipients and qualified survivor benefit recipients is available. The health care coverage provided by OPERS meets the definition of OPEB as described in GASB Statement No. 75. See OPERS' CAFR referenced below for additional information.

The ORC permits, but does not require OPERS to provide health care to its eligible benefit recipients. Authority to establish and amend health care coverage is provided to the OPERS Board of Trustees (Board) in Chapter 145 of the ORC.

Disclosures for the health care plan are presented separately in the OPERS financial report. Interested parties may obtain a copy by visiting <https://www.opers.org/financial/reports.shtml>, by writing to OPERS, 277 East Town Street, Columbus, Ohio 43215-4642, or by calling 800-222-7377.

**Funding Policy:** The ORC provides the statutory authority requiring public employers to fund postemployment health care through their contributions to OPERS. When funding is approved by the Board, a portion of each employer's contribution to OPERS is set aside to fund OPERS health care plans.

Employer contribution rates are expressed as a percentage of the earnable salary of active members. In 2018, state and local employers contributed at a rate of 14.0% of earnable salary. This is the maximum employer contribution rates permitted by the ORC. Active member contributions do not fund health care.

Each year, the Board determines the portion of the employer contribution rate that will be set aside to fund health care plans. The portion of employer contributions allocated to health care for members in the Traditional Pension Plan and Combined Plan was 1.0% during calendar year 2017. As recommended by OPERS' actuary, the portion of employer contributions allocated to health care beginning January 1, 2018 decreased to 0.0% for both plans. The Board is also authorized to establish rules for the retiree or their surviving beneficiaries to pay a portion of the health care provided. Payment amounts vary depending on the number of covered dependents and the coverage selected. The employer contribution as a percentage of covered payroll deposited into the RMA for participants in the Member-Directed Plan for 2018 was 4.0%.

For the year ended December 31, 2018, OPERS did not allocate any employer contributions to the OPEB plan.

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**NOTES TO FINANCIAL STATEMENTS (Continued)  
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**NOTE F – DEFINED BENEFIT OPEB PLANS (Continued)**

*OPEB Liabilities, OPEB Expense, Deferred Outflows of Resources and Deferred Inflows of Resources Related to OPEB:* The net OPEB liability and total OPEB liability for OPERS were determined by an actuarial valuation as of December 31, 2016, rolled forward to the measurement date of December 31, 2017, by incorporating the expected value of health care cost accruals, the actual health care payment and interest accruals during the year. The Division's proportion of the net OPEB liability was based on the Division's share of contributions to the retirement plan relative to the contributions of all participating entities. Following is information related to the proportionate share and OPEB expense:

	<b>OPERS</b>
	<b>(Amounts in Thousands)</b>
Proportion of the Net OPEB Liability:	
Current Measurement Date	0.048898%
Prior Measurement Date	0.047116%
Change in Proportionate Share	0.001782%
Proportion Share of the Net OPEB Liability	\$ 5,310
OPEB Expense	\$ 506

At December 31, 2018, the Division reported deferred outflows of resources and deferred inflows of resources related to OPEB from the following sources:

	<b>OPERS</b>
	<b>(Amounts in Thousands)</b>
<b>Deferred Outflows of Resources</b>	
Differences between expected and actual economic experience	\$ 4
Changes in assumptions	387
Changes in proportion and differences between Division contributions and proportionate share of contributions	116
<b>Total Deferred Outflows of Resources</b>	<b>\$ 507</b>
<b>Deferred Inflows of Resources</b>	
Net difference between projected and actual earnings on OPEB plan investments	\$ 396
<b>Total Deferred Inflows of Resources</b>	<b>\$ 396</b>

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**NOTES TO FINANCIAL STATEMENTS (Continued)  
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**NOTE F – DEFINED BENEFIT OPEB PLANS (Continued)**

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

Year Ending December 31:	<b>OPERS</b>
	(Amounts in Thousands)
2019	\$ 143
2020	143
2021	(76)
2022	(99)
Total	\$ 111

**Actuarial Assumptions – OPERS:** Actuarial valuations of an ongoing plan involve estimates of the values of reported amounts and assumptions about the probability of occurrence of events far into the future. Examples include assumptions about future employment, mortality and cost trends. Actuarially determined amounts are subject to continual review or modification as actual results are compared with past expectations and new estimates are made about the future.

Projections of benefits for financial reporting purposes are based on the substantive plan and include the types of coverage provided at the time of each valuation and the historical pattern of sharing of costs between OPERS and plan members. The total OPEB liability was determined by an actuarial valuation as of December 31, 2016, rolled forward to the measurement date of December 31, 2017. The actuarial valuation used the following actuarial assumptions applied to all prior periods included in the measurement in accordance with the requirements of GASB Statement No. 74, *Financial Reporting for Postemployment Benefits Plans Other Than Pension Plans*:

Wage Inflation	3.25%
Projected Salary Increases, including wage inflation	3.25% to 10.75%
Single Discount Rate:	
Current Measurement Date	3.85%
Prior Measurement Date	4.23%
Investment Rate of Return	6.50%
Municipal Bond Rate	3.31%
Health Care Cost Trend Rate	7.50%, initial 3.25%, ultimate in 2028
Actuarial Cost Method	Individual Entry Age



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**NOTE F – DEFINED BENEFIT OPEB PLANS (Continued)**

Pre-retirement mortality rates are based on the RP-2014 Employees Mortality Table for males and females, adjusted for mortality improvement back to the observation period base year of 2006. The base year for males and females was then established to be 2015 and 2010, respectively. Post-retirement mortality rates are based on the RP-2014 Healthy Annuitant Mortality Table for males and females, adjusted for mortality improvement back to the observation period base year of 2006. The base year for males and females was then established to be 2015 and 2010, respectively. Post-retirement mortality rates for disabled retirees are based on the RP-2014 Disabled Mortality Table for males and females, adjusted for mortality improvement back to the observation period base year of 2006. The base year for males and females was then established to be 2015 and 2010, respectively. Mortality rates for a particular calendar year are determined by applying the MP-2015 mortality improvement scale to all of the above described tables.

The most recent experience study was completed for the five-year period ended December 31, 2015.

The long-term expected rate of return on health care investment assets was determined using a building-block method in which best-estimate ranges of expected future real rates of return are developed for each major asset class. These ranges are combined to produce the long-term expected real rate of return by weighting the expected future real rates of return by the target asset allocation percentage, adjusted for inflation.

During 2017, OPERS managed investments in three investment portfolios: the Defined Benefit Portfolio, the Health Care Portfolio and the Defined Contribution Portfolio. The Health Care Portfolio includes the assets for health care expenses for the Traditional Pension Plan, Combined Plan and Member-Directed Plan eligible members. Within the Health Care Portfolio, contributions into the plans are assumed to be received continuously throughout the year based on the actual payroll payable at the time contributions are made and health care-related payments are assumed to occur mid-year. Accordingly, the money-weighted rate of return is considered to be the same for all plans within the Health Care Portfolio. The annual money-weighted rate of return expressing investment performance, net of investment expenses and adjusted for the changing amounts actually invested, for the Health Care Portfolio was 15.2% for 2017.

The allocation of investment assets with the Health Care Portfolio is approved by the Board as outlined in the annual investment plan. Assets are managed on a total return basis with a long-term objective of continuing to offer a sustainable health care program for current and future retirees. OPERS' primary goal is to achieve and maintain a fully funded status for the benefits provided through the defined pension plans. Health care is a discretionary benefit. The table below displays the Board-approved asset allocation policy for 2017 and the long-term expected real rates of return:

Asset Class	Target Allocation	Weighted Average Long-Term Expected Real Rate of Return (Arithmetic)
Fixed Income	34.00 %	1.88 %
Domestic Equities	21.00	6.37
Real Estate Investment Trust	6.00	5.91
International Equities	22.00	7.88
Other Investments	17.00	5.39
Total	<u>100.00 %</u>	4.98 %

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**NOTE F – DEFINED BENEFIT OPEB PLANS (Continued)**

**Discount Rate:** A single discount rate of 3.85% was used to measure the OPEB liability on the measurement date as of December 31, 2017. A single discount rate of 4.23% was used to measure the OPEB liability on the measurement date of December 31, 2016. Projected benefit payments are required to be discounted to their actuarial present value using a single discount rate that reflects (1) a long-term expected rate of return on OPEB plan investments (to the extent that the health care fiduciary net position is projected to be sufficient to pay benefits) and (2) tax-exempt municipal bond rate based on an index of 20-year general obligation bonds with an average AA credit rating as of the measurement date (to the extent that the contributions for use with the long-term expected rate are not met). This single discount rate was based on an expected rate of return on the health care investment portfolio of 6.50% and a municipal bond rate of 3.31%. The projection of cash flows used to determine this single discount rate assumed that employer contributions will be made at rates equal to the actuarially determined contribution rate. Based on these assumptions, the health care fiduciary net position and future contributions were sufficient to finance health care costs through 2034. As a result, the long-term expected rate of return on health care investments was applied to projected costs through the year 2034 and the municipal bond rate was applied to all health care costs after that date.

**Sensitivity of the Division’s Proportionate Share of the Net OPEB Liability to Changes in the Discount Rate:** The following table presents the Division’s proportionate share of the net OPEB liability calculated using the single discount rate of 3.85%, as well as what the Division’s proportionate share of the net OPEB liability would be if it were calculated using a discount rate that is one-percentage-point lower (2.85%) or one-percentage-point higher (4.85%) than the current rate:

	<b>1% Decrease (2.85%)</b>	<b>Current Discount Rate (3.85%)</b>	<b>1% Increase (4.85%)</b>
	<b>(Amounts in Thousands)</b>		
Division's proportionate share of the net OPEB liability	\$ 7,055	\$ 5,310	\$ 3,899

**Sensitivity of the Division’s Proportionate Share of the Net OPEB Liability to Changes in the Health Care Cost Trend Rate:** Changes in the health care cost trend rate may also have a significant impact on the net OPEB liability. The following table presents the net OPEB liability calculated using the assumed trend rates and the expected net OPEB liability if it were calculated using a health care cost trend rate that is one-percentage-point lower or one-percentage-point higher than the current rate.

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**NOTE F – DEFINED BENEFIT OPEB PLANS (Continued)**

Retiree health care valuations use a health care cost-trend assumption that changes over several years built into the assumption. The near-term rates reflect increases in the current cost of health care; the trend starting in 2018 is 7.50%. If this trend continues for future years, the projection indicates that years from now virtually all expenses will be for health care. A more reasonable alternative is that in the not-too-distant future, the health plan cost trend will decrease to a level at, or near, wage inflation. On this basis, the actuaries project premium rate increases will continue to exceed wage inflation for approximately the next decade, but by less each year, until leveling off at an ultimate rate, assumed to be 3.25% in the most recent valuation.

	<b>Current Health Care Cost Trend Rate</b>		
	<b>1% Decrease (2.25%)</b>	<b>Assumption (3.25%)</b>	<b>1% Increase (4.25%)</b>
	<b>(Amounts in Thousands)</b>		
Division's proportionate share of the net OPEB liability	\$ 5,081	\$ 5,310	\$ 5,547

**NOTE G - CONTINGENT LIABILITIES AND RISK MANAGEMENT**

**Contingent Liabilities:** Various claims are pending against the City involving the Division for personal injuries, property damage and other matters, which the City is responsible for. The City's management is of the opinion that ultimate settlement of such claims will not result in a material adverse effect on the Division's financial position, results of operations or cash flows.

**Risk Management:** The Division is exposed to various risks of loss related to torts; thefts of, damage to and destruction of assets; errors and omissions; injuries to employees; and natural disasters. The Division is generally self-insured. No material losses, including incurred but not reported losses, occurred in 2018.

The City provides the choice of two separate health insurance plans to its employees. The operating funds are charged a monthly rate per employee by type of coverage. The City participates in the State of Ohio workers' compensation retrospective rating program.

In accordance with GASB Statement No. 10, *Accounting and Financial Reporting for Risk Financing and Related Insurance Issues*, claims liabilities are reported when it is probable that a loss has occurred and the amount of the loss can be reasonably estimated. Liabilities include an amount for claims that have been incurred but not reported. The result of the process to estimate the claims liability is not an exact amount as it depends on many complex factors, such as inflation, changes in legal doctrines and damage awards. Accordingly, claims are re-evaluated periodically to consider the effects of inflation, recent claim settlement trends (including frequency and amount of pay-outs) and other economic and social factors.

The estimate of the claims liability also includes amounts for incremental claim adjustment expenses related to specific claims and other claim adjustment expenses, regardless of whether allocated to specific claims. Estimated recoveries, for example from salvage or subrogation, are another component of the claims liability estimate. Claims liability for the Division is immaterial.

**CITY OF CLEVELAND, OHIO  
DEPARTMENT OF PUBLIC UTILITIES  
DIVISION OF WATER POLLUTION CONTROL**

**NOTES TO FINANCIAL STATEMENTS (Continued)  
For the Year Ended December 31, 2018**

**NOTE H - RELATED PARTY TRANSACTIONS**

*Revenues and Accounts Receivable:* The Division provides sewer services to the City, including its various departments and divisions. Standard consumption rates are charged, except for the Division of Fire, public buildings and certain other facilities owned by the City, which by ordinance are provided free sewer services. Billing, collection and various other services for the Division are performed by the Division of Water for a fee. This fee is primarily based on the number of billings made on behalf of the Division during the year at the same rates as charged to other users of the billing system. These fees were approximately \$2,238,000 in 2018.

*Operating Expenses:* The Division is provided various intra-city services. Charges are based on actual use or on a reasonable pro-rata basis. The more significant costs for the year ended December 31, 2018, was as follows:

	<b>(Amounts in Thousands)</b>
Utilities Administration and Utilities Fiscal Control	\$ 1,149
City Administration	969
Motor Vehicle Maintenance	293
Electricity purchases	246
Street construction/repairs	95

**NOTE I - CUYAHOGA COUNTY REAL PROPERTY TAXES**

The Division is required by ordinance to keep records of the estimated property taxes which would be payable to Cuyahoga County were it subject to such taxes. The estimated property taxes for the Division, based on book value of real estate at the current tax rates, would have been approximately \$22,000 for the year ended December 31, 2018.

**NOTE J – RESTATEMENT OF NET POSITION**

For 2018, the Division implemented GASB Statement No. 75, *Accounting and Financial Reporting for Postemployment Benefits Other than Pensions*. It established standards for measuring and recognizing postemployment benefits other than pension, deferred outflows of resources, deferred inflows of resources and expense/expenditure. The implementation of GASB Statement No. 75 had the following effect on net position as reported December 31, 2017:

	<b>Net Position</b>		<b>Restated Net Position</b>
	<b>December 31, 2017</b>	<b>Restatement</b>	<b>December 31, 2017</b>
<b>(Amounts in Thousand's)</b>			
Beginning net position	\$ 106,196	\$ (4,692)	\$ 101,504

**CITY OF CLEVELAND, OHIO  
DEPARTMENT OF PUBLIC UTILITIES  
DIVISION OF WATER POLLUTION CONTROL**

**NOTES TO FINANCIAL STATEMENTS (Continued)  
For the Year Ended December 31, 2018**

**NOTE K – SUBSEQUENT EVENTS**

Ordinance No. 422-18 was passed on May 14, 2018, authorizing the Director of Public Utilities to apply and accept any loans related to the public improvement of E. 185<sup>th</sup> Street and Marcella Rd. On January 31, 2019, the Ohio Water Development Authority approved a loan for phase one of the E. 185<sup>th</sup> Street and Marcella Rd relief sewer. The total loan amount is \$15,770,000 and repayment is scheduled to begin on January 1, 2021.

**CITY OF CLEVELAND  
DEPARTMENT OF PUBLIC UTILITIES  
DIVISION OF WATER POLLUTION CONTROL**

**Required Supplementary Information**

**Schedule of the Division's Proportionate Share of the Net Pension Liability  
Ohio Public Employees Retirement System  
Last Five Measurement Years (1), (2)**

	2018	2017	2016	2015	2014
	(Amounts in Thousands)				
Division's Proportion of the Net Pension Liability	0.049706%	0.047965%	0.047798%	0.054153%	0.054153%
Division's Proportionate Share of the Net Pension Liability (Asset)	\$ 8,110	\$ 11,245	\$ 8,979	\$ 6,511	\$ 6,375
Division's Covered Payroll	\$ 6,585	\$ 6,367	\$ 6,092	\$ 6,783	\$ 6,138
Division's Proportionate Share of the Net Pension Liability (Asset) as a Percentage of its Covered Payroll	123.16%	176.61%	147.39%	95.99%	103.86%
Plan Fiduciary Net Position as a Percentage of the Total Pension Liability	84.66%	77.25%	81.08%	86.45%	86.36%

(1) Information presented for each year was determined as of the Division's measurement date, which is the prior year end.

(2) Information prior to 2014 was not available. The Division will continue to present information for years available until a full ten-year trend is compiled.

**Note to Schedule:**

*Change in assumptions.* In 2017, changes in assumptions were made based upon an updated experience study that was completed for the five-year period ended December 31, 2015. Significant changes included a reduction of the discount rate from 8.0% to 7.5%, a reduction in the wage inflation rate from 3.75% to 3.25% and transition from the RP-2000 mortality tables to the RP-2014 mortality tables.

**CITY OF CLEVELAND  
DEPARTMENT OF PUBLIC UTILITIES  
DIVISION OF WATER POLLUTION CONTROL**

**Required Supplementary Information (Continued)**

**Schedule of Contributions - Net Pension Liability  
Ohio Public Employees Retirement System  
Last Six Years (1)**

	2018	2017	2016	2015	2014	2013
(Amounts in Thousands)						
Contractually Required Contributions	\$ 959	\$ 856	\$ 764	\$ 731	\$ 814	\$ 798
Contributions in Relation to the Contractually Required Contributions	<u>(959)</u>	<u>(856)</u>	<u>(764)</u>	<u>(731)</u>	<u>(814)</u>	<u>(798)</u>
Contribution Deficiency (Excess)	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>
Division's Covered Payroll	\$ 6,850	\$ 6,585	\$ 6,367	\$ 6,092	\$ 6,783	\$ 6,138
Contributions as a Percentage of Covered Payroll	14.00%	13.00%	12.00%	12.00%	12.00%	13.00%

(1) Represents Division's calendar year. Information prior to 2013 was not available. The Division will continue to present information for years available until a full ten-year trend is compiled.

**CITY OF CLEVELAND  
DEPARTMENT OF PUBLIC UTILITIES  
DIVISION OF WATER POLLUTION CONTROL**

**Required Supplementary Information (Continued)**

**Schedule of the Division's Proportionate Share of the Net OPEB Liability  
Ohio Public Employees Retirement System  
Last Two Measurement Years (1), (2)**

	<b>2018</b>	<b>2017</b>
	<b>(Amounts in Thousands)</b>	
Division's Proportion of the Net OPEB Liability	0.048898%	0.047116%
Division's Proportionate Share of the Net OPEB Liability (Asset)	\$ 5,310	\$ 4,758
Division's Covered Payroll	\$ 6,585	\$ 6,367
Division's Proportionate Share of the Net OPEB Liability (Asset) as a Percentage of its Covered Payroll	80.64%	74.73%
Plan Fiduciary Net Position as a Percentage of the Total OPEB Liability	54.14%	54.04%

(1) Information presented for each year was determined as of the Division's measurement date, which is the prior year end.

(2) Information prior to 2017 is not available. The Division will continue to present information for years available until a full ten-year trend is compiled.

**Note to Schedule:**

For 2018, the single discount rate changed from 4.23% to 3.85%



**CITY OF CLEVELAND  
DEPARTMENT OF PUBLIC UTILITIES  
DIVISION OF WATER POLLUTION CONTROL**

**Required Supplementary Information (Continued)**

**Schedule of Contributions - Net OPEB Liability  
Ohio Public Employees Retirement System  
Last Three Years (1), (2), (3)**

	<b>2018</b>	<b>2017</b>	<b>2016</b>
	<b>(Amounts in Thousands)</b>		
Contractually Required Contributions	\$ -	\$ 66	\$ 127
Contributions in Relation to the Contractually Required Contributions	<u>-</u>	<u>(66)</u>	<u>(127)</u>
Contribution Deficiency (Excess)	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>
Division's Covered Payroll	\$ 6,850	\$ 6,585	\$ 6,367
Contributions as a Percentage of Covered Payroll	0.00%	1.00%	2.00%

(1) Beginning in 2016, OPERS used one trust as the funding vehicle for all health care plans; therefore, information prior to 2016 is not presented.

(2) The OPEB plan includes the members from the Traditional Plan, the Combined Plan and the Member-Directed Plan.

(3) Represents Division's calendar year. Information prior to 2016 is not available. The Division will continue to present information for years available until a full ten year trend is compiled.