

**BAY COUNTY ROAD COMMISSION**  
A Component Unit of Bay County, Michigan

**ANNUAL FINANCIAL REPORT**  
With Supplementary Information

**FOR THE YEAR ENDED DECEMBER 31, 2016**



**BAY COUNTY ROAD COMMISSION**  
**A Component Unit of Bay County, Michigan**

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**DECEMBER 31, 2016**

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## INDEPENDENT AUDITOR'S REPORT

To the Board of County Road Commissioners  
of Bay County Road Commission  
Kawkawlin, Michigan

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

We have audited the accompanying financial statements of the governmental activities and the General Fund of the Bay County Road Commission (the "Road Commission"), a component unit of Bay County, Michigan as of and for the year ended December 31, 2016 and the related notes to the financial statements, which collectively comprise the Road Commission's basic financial statements as listed in the table of contents.

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

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

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

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

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the financial statements. The procedures selected depend on the auditor's judgement, 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 Road Commission'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 Road Commission's internal control. Accordingly, we express no such opinion. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluating the overall presentation of the financial statements.

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

### ***Opinions***

In our opinion, the financial statements referred to above present fairly, in all material respects, the respective financial position of the governmental activities and the General Fund of the Bay County Road Commission as of December 31, 2016 and the respective changes in financial position for the year then ended in accordance with accounting principles generally accepted in the United States of America.

## ***Other Matters***

### ***Required Supplementary Information***

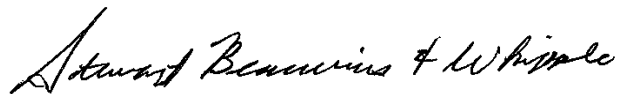
Accounting principles generally accepted in the United States of America require that the management's discussion and analysis, budgetary comparison information, and defined benefit pension schedules, as listed in the table of contents, be presented to supplement the basic financial statements. Such 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.

### ***Supplementary Information***

Our audit was conducted for the purpose of forming opinions on the financial statements that collectively comprise the Bay County Road Commission's basic financial statements. The accompanying supplementary information, as listed in the table of contents, is presented for purposes of additional analysis and is not a required part of the basic financial statements. The supplementary information is the responsibility of management and was derived from and relates directly to the underlying accounting and other records used to prepare the basic financial statements. Such information has been subjected to the auditing procedures applied in the audit of the basic financial statements and certain additional procedures, including comparing and reconciling such information directly to the underlying accounting and other records used to prepare the basic financial statements or to the basic financial statements themselves, and other additional procedures in accordance with auditing standards generally accepted in the United States of America. In our opinion, the supplementary information is fairly stated in all material respects in relation to the basic financial statements as a whole.

### ***Other Reporting Required by Government Auditing Standards***

In accordance with *Government Auditing Standards*, we have also issued our report dated May 10, 2017 on our consideration of Bay County Road Commission's internal control over financial reporting and on our tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements and other matters. The purpose of that report is to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing and not to provide an opinion on internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the Road Commission's internal control over financial reporting and compliance.



Certified Public Accountants

May 10, 2017

# **BAY COUNTY ROAD COMMISSION**

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## **MANAGEMENT'S DISCUSSION AND ANALYSIS**

As management of the Bay County Road Commission (the "Road Commission"), we offer readers of these financial statements this narrative, overview and analysis of the financial activities of the Road Commission for the year ended December 31, 2016. This discussion and analysis is designed to assist the reader in focusing on the significant financial issues and activities and to identify any significant changes in financial position.

## **OVERVIEW OF THE FINANCIAL STATEMENTS**

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

### **Government-wide Financial Statements**

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

The *statement of net position* presents information on all of the Road Commission assets, deferred outflows of resources, and liabilities, with the differences between them reported as net position. Over time, increases or decreases in net position may serve as a useful indicator of whether the financial condition of the Road Commission is improving or deteriorating.

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

### **General Fund Financial Statements**

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

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

Both the General Fund balance sheet and the General Fund statement of revenues, expenditures, and changes in fund balance provide a reconciliation to facilitate this comparison between General Fund and the government-wide financial statements.

The Road Commission adopts an annual appropriated budget for the General Fund. A budgetary comparison statement has been provided as required supplementary information to demonstrate compliance with this budget.

## Notes to the Financial Statements

The notes provide additional information that is essential to a full understanding of the data provided in the government-wide and fund financial statements. The notes to the financial statements can be found on pages 10-27 of this report.

## FINANCIAL HIGHLIGHTS

### Government-wide Financial Analysis

As noted earlier, net position may serve over time as a useful indicator of a government's financial position. As shown on the chart below, the Road Commission's assets and deferred outflows of resources exceeded liabilities by \$91,435,043 at the end of the year.

The net position is separated into three major components, net investment in capital assets of \$88,182,280, restricted net position of \$7,237,882, and unrestricted net position of \$(3,985,119). The net investment in capital assets of the Road Commission reflects its investment in capital assets (i.e. land, buildings, vehicles, equipment, and infrastructure) net of any related debt used to acquire these amounts. The Road Commission uses these capital assets to provide services to citizens; consequently, these assets are not available for future spending. The restricted net position reflects the Road Commission's proportionate share of the net pension asset in the Bay County Employees' Retirement System. These assets are held in trust and are not considered available to the Road Commission other than for defined benefit pension obligations of employees.

The table below shows a comparison of the Statement of Net Position as of December 31, 2016 and 2015 in a condensed format.

### Statement of Net Position

	<u>2016</u>	<u>2015</u>
Other assets	\$ 6,375,791	\$ 7,180,428
Capital assets	88,182,280	88,442,076
Net pension asset	<u>1,725,500</u>	<u>7,175,781</u>
Total Assets	<u>96,283,571</u>	<u>102,798,285</u>
 Deferred Outflows of Resources	 <u>5,512,382</u>	 <u>991,441</u>
 Other liabilities	 768,293	 661,484
Noncurrent liabilities	<u>9,592,617</u>	<u>9,311,839</u>
Total Liabilities	<u>10,360,910</u>	<u>9,973,323</u>
 Deferred Inflows of Resources	 <u>-</u>	 <u>242,249</u>
 Net Position		
Net investment in capital assets	88,182,280	88,384,553
Restricted	7,237,882	7,175,781
Unrestricted (deficit)	<u>(3,985,119)</u>	<u>(1,986,180)</u>
 Total Net Position	 <u>\$ 91,435,043</u>	 <u>\$ 93,574,154</u>

## Statement of Activities

The table below compares the revenues and expenses for the years ended December 31, 2016 and 2015:

	<u>2016</u>	<u>2015</u>
Revenues		
Federal sources	\$ 74,029	\$ 2,137,486
State sources	9,189,486	9,248,182
Local sources	2,084,341	2,105,451
Charges for services	1,882,479	1,620,425
Interest and other	<u>307,383</u>	<u>124,013</u>
Total Revenues	<u>13,537,718</u>	<u>15,235,557</u>
Expenses		
Maintenance	9,467,094	6,237,758
Administrative	1,421,887	1,023,038
Equipment (Net)	( 463,380)	( 548,005)
Depreciation	4,955,667	5,121,612
Debt Service and other	<u>295,561</u>	<u>342,133</u>
Total Expenses	<u>15,676,829</u>	<u>12,176,536</u>
Change in Net Position	( 2,139,111)	3,059,021
Net Position - Beginning of Year	<u>93,574,154</u>	<u>90,515,133</u>
Net Position - End of Year	<u>\$ 91,435,043</u>	<u>\$ 93,574,154</u>

As shown in the preceding schedule comparing 2016 and 2015 Statement of Activities amounts, total revenue decreased \$1,697,839 or about 11.1%.

Total expenses increased by \$3,500,293 or 28.7% from 2015 to 2016.

### General Fund Financial Analysis

As noted earlier, the focus of the General Fund financial statements is to provide information on the near-term inflows, outflows, and balances of spendable resources. Such information is useful in assessing the Road Commission's financing requirements. In particular, unassigned fund balance may serve as a useful measure of a government's net resources available for spending at the end of the year.

Of the state source revenue, \$8,107,448 and \$7,934,495 was recorded in 2016 and 2015, respectively, from Michigan Transportation Funds, which represents approximately 57.0% of the total revenue received in 2016 and 53.1% of the total revenue received in 2015.

As of the end of the current year, the Road Commission reported an ending fund balance of \$5,524,730, a decrease of \$78,729 from the prior year. Approximately 67.3% or \$3,719,609 of the fund balance constitutes unassigned fund balance, which is available for spending at the government's discretion. The remainder of the fund balance is nonspendable, assigned, or committed to indicate that the amount is not available for new spending due to \$907,920 of prepaid items and inventory as nonspendable and \$897,201 committed for healthcare premiums.

## BUDGETARY HIGHLIGHTS

The difference between the original budget and the final budgeted revenues was a decrease of \$1,619,851 or approximately 10.4% of the original budget. The difference between the original budget and the final budget was the fact that a couple of our larger projects did not happen in 2016 and were pushed into the 2017 year. The difference between the original budget and the final budgeted expenditures was a decrease of \$1,475,459 or approximately 9.4% of the original budget due mainly to an amendment made to reduce the primary and local preservation structural improvements activity budget categories to provide increases for primary and local routine maintenance.

Actual expenditures were less than final budgeted expenditures by \$29,049 or approximately 0.2% of the final budgeted expenditures. Actual revenues were greater than the final budgeted revenues by \$257,012 or approximately 1.8% of the final budgeted revenues.

Details of the original budget, final budget, and actual amounts may be found on page 28 of the report.

## CAPITAL ASSETS AND DEBT ADMINISTRATION

**Capital Assets** - As of year-end, the Road Commission had \$88,182,280 invested in capital assets (net of accumulated depreciation), representing a decrease of \$259,796 from the 2015 balance. Major capital asset additions included approximately \$4.0 million of road and bridge construction, resurfacing, and widening.

Additional information on the Road Commission's capital assets may be found in Note 7 to the financial statements.

**Long-term Liabilities** - The Road Commission has recorded liabilities of \$881,105 for accrued sick and vacation. Additional information on the Road Commission's long-term liabilities may be found in Note 10 to the financial statements.

## ECONOMIC FACTORS AND NEXT YEAR'S BUDGET

The Road Commission's primary revenue stream, the Michigan Motor Transportation Fund (MTF), has remained virtually the same with very little or minimal increases over the past several years. The continued long-term shortfall in overall State funding, especially in transportation and local government revenue sharing, has taken a toll on Bay County's Primary and Local road and bridge systems. Specifically, severely affecting the Road Commission's ability to maintain and/or improve the road and bridge facilities under its jurisdiction. However, there is a bit of relief coming in 2017. The State legislature approved a road funding package in 2016 that will increase the Road Commission's MTF receipts approximately \$1.5 million in 2017. Additional MTF dollars are slated to be received, increasing yearly, until 2021. If the increases occur as projected, the Road Commission's MTF will be approximately \$12.5 million in 2021. Even with the increases, it will take time to restore the roads and bridges to a maintainable state. The overall transportation system in Bay County has deteriorated to a level that the Road Commission will need to prioritize which facilities will be fully addressed and which will receive a short-term repair, waiting to receive a more permanent repair in a future year. The Road Commission has assembled and implemented an Asset Management Plan for its roadways, with one for its bridges on the way. By rating and applying a factor of significance to each road or bridge, the Road Commission can effectively use its limited funding to repair those facilities that impact commercial, agricultural, transient, or tourist traffic the most. As for MDOT maintenance, the Road Commission expects the State Trunkline Maintenance budget for fiscal year 2017 to remain approximately the same as it was for 2016.



Again for 2017, the Road Commission adjusted the dollars allocated for routine maintenance for the Primary and Local road system to align and represent the actual dollars received through the MTF formula for each of Bay County's 14 townships. With the extra anticipated MTF dollars, both the Local Road and Primary Road maintenance budget line items increased for 2017. The Road Commission expects a continued increase in local road structural improvements in 2017 due to the passage of several township road millages over the past several years. As for the Road Commission's Primary road and bridge system, there are several large projects utilizing Federal aid fund match dollars to be completed in 2017. Of the overall construction costs estimated at \$5.30 million, \$1.30 million will be funded through Rural Task Force 7B, \$560,000 through BCATS, \$220,000 will come from a MDEQ grant, with the remaining balance coming from the Road Commission's MTF and other smaller grants. By utilizing these grant and funding programs, we project an increase in fund balance of \$100,948 for 2017, with the Road Commission's overall fund balance for 2017 holding strong at \$5,397,715.

#### **CONTACTING THE ROAD COMMISSION MANAGEMENT**

This financial report is designed to provide a general overview of the Bay County Road Commission's finances and to show accountability. Questions concerning any of the information provided in this report or request for additional financial information should be addressed to the Bay County Road Commission, 2600 E. Beaver Road, Kawkawlin, Michigan 48631.

## **BASIC FINANCIAL STATEMENTS**

**BAY COUNTY ROAD COMMISSION**  
**A Component Unit of Bay County, Michigan**

**BALANCE SHEET / STATEMENT OF NET POSITION**  
**DECEMBER 31, 2016**

	General Fund	Adjustments (Note 2)	Governmental Activities
<b>Assets:</b>			
Cash	\$ 231,539	\$ -	\$ 231,539
Investments	2,655,491	-	2,655,491
Due from other governmental units -			
State	1,764,308	-	1,764,308
Local	539,842	-	539,842
Accounts and interest receivable	115,605	-	115,605
Prepaid items	150,470	161,086	311,556
Inventory	757,450	-	757,450
Capital assets, net of accumulated depreciation			
Assets not being depreciated	-	35,921,220	35,921,220
Assets being depreciated	-	52,261,060	52,261,060
Net pension asset	-	1,725,500	1,725,500
Total Assets	6,214,705	90,068,866	96,283,571
<b>Deferred Outflows of Resources:</b>			
Related to pension plan	-	5,512,382	5,512,382
Total Assets and Deferred Outflows of Resources	\$ 6,214,705		
<b>Liabilities:</b>			
Accounts payable	\$ 371,303	78,318	449,621
Accrued liabilities	60,299	-	60,299
Advances	258,373	-	258,373
Noncurrent liabilities -			
Due within one year	-	250,000	250,000
Due in more than one year	-	631,105	631,105
Net OPEB Obligation	-	8,711,512	8,711,512
Total Liabilities	689,975	9,670,935	10,360,910
<b>Fund Balance:</b>			
Nonspendable- prepaids/inventory	907,920	( 907,920)	
Committed - Healthcare	897,201	( 897,201)	-
Unassigned	3,719,609	( 3,719,609)	-
Total Fund Balance	5,524,730	( 5,524,730)	-
Total Liabilities and Fund Balance	\$ 6,214,705		
<b>Net Position:</b>			
Net investment in capital assets		88,182,280	88,182,280
Restricted for pension benefits		7,237,882	7,237,882
Unrestricted (deficit)		( 3,985,119)	( 3,985,119)
Total Net Position		\$ 91,435,043	\$ 91,435,043

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

**BAY COUNTY ROAD COMMISSION**  
**A Component Unit of Bay County, Michigan**

**STATEMENT OF REVENUES, EXPENDITURES, AND CHANGE IN FUND BALANCE/  
STATEMENT OF ACTIVITIES  
FOR THE YEAR ENDED DECEMBER 31, 2016**

	General Fund	Adjustments (Note 2)	Governmental Activities
<b>Revenues:</b>			
Permits	\$ 65,215	\$ -	\$ 65,215
Intergovernmental -			
Federal sources	136,789	( 62,760)	74,029
State sources	9,817,506	( 628,020)	9,189,486
Local sources	2,084,341	-	2,084,341
Charges for services	1,882,479	-	1,882,479
Interest and rents	49,865	-	49,865
Other	192,303	-	192,303
<b>Total Revenues</b>	<b>14,228,498</b>	<b>( 690,780)</b>	<b>13,537,718</b>
<b>Expenditures/Expenses:</b>			
Current -			
Primary construction/capacity improvements	176,033	( 176,033)	-
Primary preservation - structural improvements	2,488,469	( 2,488,469)	-
Local preservation - structural improvements	1,391,757	( 1,391,757)	-
Primary maintenance	3,815,505	340,963	4,156,468
Local maintenance	3,374,561	238,592	3,613,153
State maintenance	1,697,473	-	1,697,473
Administrative	1,137,432	284,455	1,421,887
Equipment operations	2,148,666	( 162,038)	1,986,628
Less: equipment rental charged to other activities	( 2,450,008)	-	( 2,450,008)
Depreciation	-	4,955,667	4,955,667
Other - Services	293,923	-	293,923
Capital Outlay	640,147	( 640,147)	-
Less: depreciation credit and retirement	( 465,892)	465,892	-
Debt Service	59,161	( 57,523)	1,638
<b>Total Expenditures/Expenses</b>	<b>14,307,227</b>	<b>1,369,602</b>	<b>15,676,829</b>
<b>Change in Fund Balance/Net Position</b>	<b>( 78,729)</b>	<b>( 2,060,382)</b>	<b>( 2,139,111)</b>
<b>Fund Balance/Net Position at January 1, 2016</b>	<b>5,603,459</b>	<b>87,970,695</b>	<b>93,574,154</b>
<b>Fund Balance/Net Position at December 31, 2016</b>	<b>\$ 5,524,730</b>	<b>\$ 85,910,313</b>	<b>\$ 91,435,043</b>

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

**BAY COUNTY ROAD COMMISSION**  
**A Component Unit of Bay County, Michigan**

**NOTES TO FINANCIAL STATEMENTS**  
**DECEMBER 31, 2016**

**NOTE 1 - NATURE OF OPERATIONS AND SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES:**

**A. Description of Road Commission Operations -**

The Bay County Road Commission is a component unit of the County of Bay, Michigan, and is used to control the expenditure of revenues from the State of Michigan (the "State") distribution of gas and weight taxes, federal financial assistance, reimbursements from the Department of Transportation (MDOT) for work performed within the County on State trunklines and contributions from other local units of government (townships) for work performed by the Road Commission. The General Fund is a governmental fund and the only fund of the Road Commission.

The Road Commission, which is established pursuant to the County Road Law (MCL224.1), operates under an elected Board of three County Road Commissioners who establish policies and review operations of the Road Commission. The Road Commission provides services to fourteen (14) townships in Bay County and maintains over 1,400 miles of state, local, and primary roads.

**B. Measurement Focus, Basis of Accounting, and Financial Statement Presentation -**

The financial statements of the Bay County Road Commission (the "Road Commission"), a component unit of the County of Bay, Michigan, conform to accounting principles generally accepted in the United States of America as applicable to governmental entities, including the following accounting policies specific to road commissions: allocation of depreciation/depletion and equipment rental, the recording of handling and overhead credits and the recording of equipment retirements with the related gain or loss on disposal of equipment. The more significant accounting policies are described as follows.

The government-wide financial statements (statement of net position and statement of activities) are reported using the *economic resources measurement focus* and the *accrual basis of accounting*. Revenue is recorded when earned and expenses are recorded when a liability is incurred, regardless of the timing of related cash flows. Grants and similar items are recognized as revenues as soon as all eligibility requirements imposed by the provider have been met.

The General Fund financial statements are reported using the *current financial resources measurement focus* and the *modified accrual basis of accounting*. Revenue is recognized when it is both measurable and available. Revenue is considered to be available if it is collected within the current period or soon enough thereafter to pay liabilities of the current period. For this purpose, the government considers revenues to be available if they are collected within 60 days of the end of the year. The major revenue sources that are susceptible to accrual are motor vehicle highway funds and township contributions. Expenditures generally are recorded when a liability is incurred, as under accrual accounting. However, debt service expenditures, expenditures relating to compensated absences, pension and retiree healthcare contributions, and claims and judgements are recorded only when payment is due.

When an expense is incurred for the purpose for which both restricted and unrestricted net position or fund balance is available, the Road Commission's policy is to first apply restricted resources.

**BAY COUNTY ROAD COMMISSION**  
**A Component Unit of Bay County, Michigan**

**NOTES TO FINANCIAL STATEMENTS**  
**DECEMBER 31, 2016**

**NOTE 1 - NATURE OF OPERATIONS AND SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES - (cont'd):**

**C. Assets, Liabilities, Deferred Outflows/Inflows of Resources, and Fund Balance or Net Position -**

**Cash** - The Road Commission's cash is cash on hand and demand deposits.

**Investments** - The Road Commission's investments are maintained by the County Treasurer and are part of the pooling of investments by Bay County.

**Accounts Receivable** - Accounts receivable consist of billable accident claims for damage to Road Commission property and infrastructure, permits, retiree insurance copays, various billing services, and other miscellaneous receivables.

**Inventories** - Inventories of road materials and equipment parts are recognized using the consumption method (inventories are recorded as expenditures when they are used). Inventories are stated at the lower of average cost or market.

**Prepaid Items** - Certain payments to vendors (particularly for insurance coverage) reflect costs that are applicable to a future period and are recorded as prepaid items in the General Fund and governmental activities financial statements. The governmental activities also report prepaids/deposits on prepayments made relative to the self-insured healthcare benefits program.

**Capital Assets** - Capital assets, which include property, plant, equipment, and infrastructure, are reported in the government-wide (statement of net position) financial statements. Capital assets for land, buildings and improvements, and equipment are defined by the Road Commission as assets with an initial, individual cost of \$2,000 or more and an estimated useful life in excess of one year. This dollar value may be superseded for equipment that appears on the State Equipment List (Schedule C), whereby the piece of equipment must be reported as a capital asset without consideration of a minimum cost. Capital assets are recorded at historical cost or estimated cost if purchased or constructed. Donated capital assets are recorded at estimated fair market value at the date of donation. The costs of normal maintenance and repairs that do not add to the value of the asset or materially extend asset lives are not capitalized.

Depreciation is computed on the sum-of-the-years digits method for road equipment and straight-line method for all other capital assets over the estimated useful life of the related asset.

The estimated useful lives are as follows:

Buildings and Improvements	40 years
Equipment	5-8 years
Roads	8-30 years
Bridges	25-50 years
Traffic signals	15 years

**BAY COUNTY ROAD COMMISSION**  
**A Component Unit of Bay County, Michigan**

**NOTES TO FINANCIAL STATEMENTS**  
**DECEMBER 31, 2016**

**NOTE 1 - NATURE OF OPERATIONS AND SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES - (cont'd):**

Infrastructure is reported retrospectively from 1980, except for right-of-ways, bridges, and traffic signals, which are required to be reported despite the date of purchase. The Uniform Accounting Procedures Manual for Michigan County Road Commissions (the "Manual") provides for removing roads from the capital assets at the time the group of individually recorded roads has been fully depreciated.

The Manual also provides for recording depreciation and depletion in the General Fund as a charge to various expenditure accounts, and a credit to a depreciation/depletion credit account, that is offset against capital outlay. Accordingly, the annual depreciation/depletion expenditures do not affect the available operating equity (fund balance) of the General Fund financial statements.

The Manual also provides for the net book value of road equipment that is retired to be reported as an equipment retirement in an equipment retirement credit account that is offset against capital outlay. The net of any proceeds received for the retirement (sale, abandonment, or trade-in) is reported as a gain or loss on disposal of equipment. As a result, fund balance of the General Fund is not affected.

**Advances from the State of Michigan** - The State advances funds on a maintenance agreement it has with the Road Commission for specified maintenance, which the Road Commission will perform during the year and for equipment purchased and used in performance of the specified maintenance. These advances are considered current liabilities because they are subject to repayment annually upon audit by the State.

**Accrued Vacation and Sick Pay** - In accordance with contracts negotiated with the various employee groups, individual employees have vested rights upon termination of employment to receive payments for unused vacation and sick leave under formulas and conditions specified in the contract. All amounts vested are accrued in the government-wide statements (statement of net position).

**Other Postemployment Benefits (OPEB)** - The Road Commission offers retiree healthcare benefits to employees. The Road Commission receives an actuarial valuation to compute the annual required contribution (ARC) necessary to fund the obligation over the remaining amortization period. In the General Fund, OPEB cost recognition occurs as contributions are made. For the government-wide statements, the Road Commission reports the full accrual cost equal to the current year required contribution, adjusted for interest, and "adjustment to the ARC" on the beginning of year underpaid amount.

**BAY COUNTY ROAD COMMISSION**  
**A Component Unit of Bay County, Michigan**

**NOTES TO FINANCIAL STATEMENTS**  
**DECEMBER 31, 2016**

**NOTE 1 - NATURE OF OPERATIONS AND SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES - (cont'd):**

**Deferred Outflows/Inflows of Resources** - In addition to assets, the statement of net position and balance sheet 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 (expenses/expenditures) until then. The Road Commission has the following items related to the pension plan that qualify for reporting in this category: pension payments made subsequent to the measurement date, the net difference between expected and actual experience, the net difference between projected and actual pension plan investments, and changes in proportionate share within the plan, which are all reported on the government-wide statement of net position. The contributions made subsequent to the measurement date are recognized in the following plan year and the other pension related deferred outflows of resources are amortized over the expected remaining service lives of the participants with the exception of the difference in projected to actual earnings, which is recognized over 5 years.

In addition to liabilities, the statement of net position and balance sheet 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) so will not be recognized as an inflow of resources (revenue) until that time. The Road Commission has no items that currently qualify for reporting in this category.

**Equipment Rental** - The Manual provides that the cost of operating equipment, including depreciation, be charged (allocated) to the various activities. The credit of this allocation is an offset to equipment expenditures/expenses. As a result, the available fund balance is not affected.

**Handling and Overhead Credits** - The Manual provides that the charging of handling and overhead based on a calculation related to a specific project's cost, particularly the State Trunkline agreements, be reported as an expenditure/expense under the appropriate activity and a credit to a handling or overhead credit account that is offset against the administrative activity. As a result, the available fund balance is not affected.

**Fund Balance** - In the financial statements, the General Fund reported a fund balance in one or more of the following classifications:

*Nonspendable fund balance* - the portion of fund balance that cannot be spent because of its form.

*Restricted fund balance* - the portion of fund balance that has limitations imposed on use by external sources.

*Committed fund balance* - amounts that can only be used for specific purposes pursuant to constraints imposed by formal action via board resolution (e.g., to establish, modify or rescind), of the highest level of decision-making authority (Board of County Road Commissioners).



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**NOTE 1 - NATURE OF OPERATIONS AND SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES - (cont'd):**

*Assigned fund balance* - the portion of fund balance that reflects the Road Commission's intended use of resources. Such intent currently must be determined by the Engineer/Manager as provided via resolution of Board of County Road Commissioners.

*Unassigned fund balance* - the portion of a fund balance in the General Fund that cannot be classified into one of the four categories above.

When different classifications of fund balance are present, it is the Road Commission's policy that expenditures are to be spent from restricted fund balance first, if appropriate, followed in order by committed fund balance, then assigned and lastly unassigned.

**Estimates** - In preparing financial statements in conformity with U.S. generally accepted accounting principles, management is required to make estimates and assumptions that affect the reported amounts of assets and liabilities, the disclosure of contingent assets and liabilities at the date of the financial statements, and the reported amounts of revenues and expenses during the reporting period. Actual results could differ from those estimates.

**Upcoming Accounting Pronouncements** - Recently the GASB issued the following statement that may have an impact on the Road Commission's financial statements when adopted. The Road Commission is currently evaluating the implications of this pronouncement.

GASB Statement No. 75, *Accounting and Financial Reporting for Postemployment Benefit Plans Other Than Pension Plans*, was issued in June 2015 and will become effective for the Road Commission's December 31, 2018 fiscal year. The statement requires governments providing defined benefit OPEB plans to report the net OPEB liability in their statement of net position. The net OPEB liability is the difference between the total OPEB liability (the present value of projected benefit payments to employees based on their past service) and the assets accumulated in a trust and restricted to paying benefits to current employees, retirees, and their beneficiaries. The plan will also improve the comparability and consistency of how governments calculate the OPEB liabilities and expenses.

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**NOTE 2 - RECONCILIATION OF GOVERNMENT-WIDE AND GENERAL FUND FINANCIAL STATEMENTS:**

**A. Explanation of differences between the Balance Sheet and the Statement of Net Position (Page 7).**

Fund Balance - General Fund	\$ 5,524,730
Prepaid expenses not reported in the governmental fund statements	161,086
Capital assets used in governmental activities are not financial resources and therefore are not reported in the General Fund	
Add - capital assets	151,013,502
Deduct - accumulated depreciation	( 62,831,222)
Net pension asset	1,725,500
Certain changes in pension plan that are reported as deferred outflows of resources in the statement of net position	5,512,382
Long-term liabilities that are not due in the current period and therefore not reported in the General Fund statements	
Insurance IBNR	( 78,318)
Accrued vacation and sick	( 881,105)
Net OPEB obligation	<u>( 8,711,512)</u>
Net Position - Governmental Activities	<u>\$ 91,435,043</u>

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**NOTE 2 - RECONCILIATION OF GOVERNMENT-WIDE AND GENERAL FUND FINANCIAL STATEMENTS - (cont'd):**

**B. Explanation of differences between the Statement of Revenues, Expenditures, and Changes in Fund Balance and the Statement of Activities (Page 8).**

Change in Fund Balance - General Fund	\$( 78,729)
<p>The General Fund reports capital outlay as expenditures, however, in the statement of activities the cost of those assets is allocated over their estimated useful lives and reported as depreciation expense</p>	
Add – capital outlay and infrastructure	4,696,406
Deduct – depreciation	( 4,955,667)
Deduct – retirements	( 1,999)
Add – adjustment	1,464
Prepaid expenses adjustment not reported in the governmental fund statements	( 63,619)
Revenues are deferred in the General Fund because they do not provide current financial resources that are reported in the government-wide statement of activities	( 690,780)
<p>The issuance of long-term debt provides current financial resources to the General Fund, while the repayment of the principal consumes the current financial resources to the General Fund. Neither transaction, however, has any effect on net position.</p>	
Principal payments on capital lease	57,523
<p>Some expenses reported in the statement of activities do not require the use of current financial resources and therefore are not reported as expenditures in the General Fund -</p>	
Increase in IBNR	( 78,318)
Increase in accrued sick and vacation	( 39,169)
Increase in other postemployment benefits	( 299,132)
Decrease in net pension assets	( 5,450,281)
Change in deferred outflows/inflows of resources as a result of proportionate share differences, contributions made subsequent to the measurement date, differences between projected and actual earnings, and differences between expected and actual experience.	<u>4,763,190</u>
Change in Net Position - Statement of Activities	<u><u>\$( 2,139,111)</u></u>

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**NOTE 3 - STEWARDSHIP, COMPLIANCE, AND ACCOUNTABILITY:**

**Budgetary Compliance -**

The Engineer-Manager of the Road Commission prepares from data submitted by the administrative staff a proposed operating budget for each calendar year. The operating budget includes proposed expenditures and resources to finance them.

The budget for the General Fund is adopted on the modified accrual basis, which is consistent with accounting principles generally accepted in the United States of America.

Prior to December 31, the proposed budget is presented to the Board of County Road Commissioners. The Board holds a public hearing and may add to, subtract from, or change appropriations. The budget is then legally enacted through passage of a Board of County Road Commissioner's Resolution. The budget is approved at the activity level by the Board of County Road Commissioners.

The Road Commission does not employ encumbrance accounting as an extension of formal budgetary integration. All annual appropriations lapse at year-end.

Michigan Public Act 621 of 1978, Section 18, as amended, provides that a local governmental unit shall not incur expenditures in excess of the amount appropriated at the legally enacted level. The Michigan Department of Treasury requires the reporting of any significant overages at the legal level of budgetary control level (any overages at the legal level of budgetary control greater than 10% of the total expenditure and the overage itself is larger than 10%). During the fiscal year ended December 31, 2016, the Road Commission did not have overages that exceeded these thresholds.

**NOTE 4 - DEPOSITS AND INVESTMENTS:**

As of December 31, 2016, the carrying amount of deposits and investments is as follows:

Cash on Hand - Petty Cash	\$ <u>300</u>
Deposits with Financial Institutions -	
Imprest Checking	39,675
Checking maintained by County Treasurer	<u>191,564</u>
	<u>231,239</u>
Investments -	
Investments maintained by County Treasurer	<u>2,655,491</u>
	\$ <u>2,887,030</u>

The Manual provides that the County Treasurer maintain the cash of the Road Commission. All Road Commission receipts are deposited with the Bay County Treasurer's Office, and in order to make disbursements, the Road Commission requests the County Treasurer to transfer the required funds to an imprest vendor or payroll checking account. The investing of surplus cash is performed by the County Treasurer.

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**NOTE 4 - DEPOSITS AND INVESTMENTS - (cont'd):**

*Custodial Credit Risk - Deposits* - is the risk that in the event of a bank failure, the Road Commission's deposits may not be returned to it. Michigan Public Acts authorize road commissions to deposit into the accounts of federally insured banks, insured credit unions, and savings and loan associations with an office in Michigan. The Road Commission's investment policy does not have a custodial credit risk requirement.

The Road Commission's deposits consist of demand accounts. At December 31, 2016, the carrying amount of the Road Commission's deposits is \$231,239 and the bank balance is \$93,259 and is insured by depository insurance.

**Investments -**

The County Treasurer on behalf of the Road Commission participates in an investment pool with other Bay County funds and component units investing Road Commission surplus funds into certificates of deposit, governmental obligations, commercial paper, and money market funds. Information regarding these investments, including the fair value measurement categorization and disclosures, and the risks associated with these investments may be obtained from the Bay County Financial Report for the year ended December 31, 2016.

**NOTE 5 - DUE FROM OTHER GOVERNMENTAL UNITS:**

Due from other government units as of December 31, 2016 consists of the following:

State -	
Michigan Transportation Funds	\$ 1,427,613
Trunkline Maintenance	<u>336,695</u>
	<u>\$ 1,764,308</u>
Local -	
Other	<u>\$ 539,842</u>

**NOTE 6 - INVENTORIES:**

The inventory balance of \$757,450 at December 31, 2016 consisted of \$494,252 of road materials and \$263,198 of equipment parts and materials.

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**NOTE 7 - CAPITAL ASSETS:**

Capital assets activity for the current year was as follows:

	Balance January 1, 2016	Additions	Deletions/ Adjustments	Balance December 31, 2016
Capital Assets, not being depreciated -				
Land	\$ 392,502	\$ -	\$ -	\$ 392,502
Land Improvements	35,003,024	176,033	-	35,179,057
Right-of-Ways	<u>349,661</u>	<u>-</u>	<u>-</u>	<u>349,661</u>
Total Capital Assets, not being depreciated	<u>35,745,187</u>	<u>176,033</u>	<u>-</u>	<u>35,921,220</u>
Capital Assets, being depreciated -				
Buildings and Improvements	2,867,507	49,623	130,154	2,786,976
Road Equipment	10,566,221	570,328	308,202	10,828,347
Shop Equipment	149,533	7,262	27,124	129,671
Office Equipment	298,431	5,674	102,509	201,596
Engineering Equipment	227,349	-	72,945	154,404
Yard and Storage	1,334,201	7,260 (	54,642)	1,396,103
Infrastructure -				
Roads	78,078,464	2,522,236	2,428,923	78,171,777
Bridges	19,364,868	1,357,990	-	20,722,858
Traffic Signals	<u>700,550</u>	<u>-</u>	<u>-</u>	<u>700,550</u>
	<u>113,587,124</u>	<u>4,520,373</u>	<u>3,015,215</u>	<u>115,092,282</u>
Less - accumulated depreciation for -				
Buildings and Improvements	2,142,226	66,912	129,884	2,079,254
Road Equipment	9,914,066	313,608	310,283	9,917,391
Shop Equipment	135,308	11,745	39,032	108,021
Office Equipment	178,146	25,129	88,093	115,182
Engineering Equipment	180,599	14,126	73,106	121,619
Yard and Storage	1,170,952	32,373 (	54,641)	1,257,966
Infrastructure -				
Roads	36,655,455	4,030,013	2,428,923	38,256,545
Bridges	10,091,067	428,523	-	10,519,590
Traffic Signals	<u>422,416</u>	<u>33,238</u>	<u>-</u>	<u>455,654</u>
	<u>60,890,235</u>	<u>4,955,667</u>	<u>3,014,680</u>	<u>62,831,222</u>
Total Capital Assets, being Depreciated, net	<u>52,696,889</u> (	<u>435,294)</u>	<u>535</u>	<u>52,261,060</u>
Governmental Activity Capital Assets, net	<u>\$ 88,442,076</u>	<u>\$( 259,261)</u>	<u>\$ 535</u>	<u>\$ 88,182,280</u>

Total depreciation for the year ended December 31, 2016 was \$4,955,667.

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**NOTE 8 - FEDERAL AWARDS:**

It is required by MDOT that road commissions report total federal awards for Highway Research, Planning and Construction pertaining to their County. However, only the federal awards applicable to force account expenditures is required to be audited for compliance under the Single Audit Act through Road Commission procurement. The reason for this requirement is that the Road Commission is required to have accounting and administrative control over the force account portion while the balance is administered by MDOT.

During the year ended December 31, 2016, the Road Commission had less than \$750,000 of force account expenditures applicable to federal awards. As a result, an audit for compliance under the Single Audit Act has not been performed.

**NOTE 9 - ADVANCES:**

Advances of \$258,373 at December 31, 2016 represent money advanced by the State under the maintenance contract the Road Commission has with the State for working capital and for equipment purchases. Both State advances are adjusted annually by the State and must be repaid if the maintenance contract is canceled. The following is a summary of the balance by use:

State advances -		
Trunkline maintenance	\$	129,486
Equipment		<u>128,887</u>
	\$	<u>258,373</u>

**NOTE 10 - LONG-TERM LIABILITIES:**

The following is a summary of the changes in long-term liabilities of the Road Commission for the year ended December 31, 2016:

	<u>Balance</u> January 1, 2016	<u>Additions</u>	<u>Reductions</u>	<u>Balance</u> December 31, 2016	<u>Due</u> <u>Within</u> <u>One Year</u>
Accrued sick & vacation	\$ 841,936	\$ 380,891	\$ 341,722	\$ 881,105	\$ 250,000
Street sweeper capital lease	<u>57,523</u>	<u>-</u>	<u>57,523</u>	<u>-</u>	<u>-</u>
	<u>\$ 899,459</u>	<u>\$ 381,891</u>	<u>\$ 399,245</u>	<u>\$ 881,105</u>	<u>\$ 250,000</u>

**Accrued Sick and Vacation -**

Employees are granted sick leave and vacation in varying amounts based on the Road Commission's administrative policy and contracts with union employees. In accordance with these policies and contracts, individual employees have a vested right upon termination of employment to receive payment of unused sick and vacation. The dollar amount of these vested rights, which has been accrued on the government-wide financial statements, amounted to \$686,765 for sick leave and \$194,340 for vacation at December 31, 2016.

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**NOTE 11 - EMPLOYEE PENSION PLAN:**

*Defined Benefit Plan:*

**Plan Description -**

The Road Commission participates in the Bay County Employees' Retirement System (BCERS); an agent multiple-employer defined benefit contributory pension plan (the "Plan") that covers all eligible employees. BCERS was adopted by Bay County (the "County") pursuant to Michigan Compiled Laws, Section 46.12a. The Road Commission shares its experience risks and benefits with the County and as such, it is reported as a cost-sharing, multiple-employer plan. Benefit provisions are established and may be amended by the Board of Trustees of BCERS as permitted by County Ordinances. BCERS issues a publicly available financial report that includes financial statements and required supplementary information and may be obtained by writing Bay County at 515 Center Avenue, Third Floor, Bay City, Michigan, 48708.

For the purpose of measuring the net pension asset, deferred outflows of resources related to the Plan and pension expense have been determined on the same basis as they are reported by the Plan. The Plan uses the economic resources measurement focus and the full accrual basis of accounting. Investments are stated at fair value or estimated fair value. Short-term investments are reported at cost, which approximates fair value. Employee contributions are recognized in the period in which the contributions are due. Road Commission contributions to the Plan are recognized when due pursuant to legal requirements. Benefit payments and refunds are recognized as expense when due and payable in accordance with the terms of the Plan.

**Benefits Provided -**

Retirement benefits are calculated as 2.50% of the employee's highest five-year salary for all employee groups hired before January 1, 2011 and 2.25% for all employee groups hired after January 1, 2011, except supervisory and administration. Supervisory and administration employees use a 2.50% multiplier if hired before March 31, 2011 and a 2.25% multiplier if hired after March 31, 2011 and the employee's highest five-year salary to calculate the retirement benefit. The maximum benefit is 75% of final average earnings. Normal retirement age is 60 with 8 years of service for employees hired before January 1, 2007, 60 with 10 years of service for employees hired after January 1, 2007, or any age with 30 years of service. Employees are eligible for non-duty disability benefits after 10 years of service and for duty-related disability benefits upon hire. An employee who leaves service may withdraw his or her contributions, plus accumulated interest.

Benefit terms, within the parameters established by BCERS are established and amended by authority of Board of Commissioners of the Road Commission and ratification by the collective bargaining units.

**Contributions -**

Participants of the Plan contribute between 4.0-5.0% of compensation with the remaining amount contributed by the Road Commission based on actuarially determined amounts. The Road Commission pays the actuarially determined amount, which for the year ended December 31, 2016 was 18.09% of covered payroll.



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**NOTE 11 - EMPLOYEE PENSION PLAN - (cont'd):**

**Net Pension Asset -**

The net pension asset of the Road Commission has been measured as of December 31, 2015 and the total pension liability used to calculate the net pension asset was determined by an actuarial valuation as of the same date. The Bay County Road Commission's net pension asset is 13.618% of the Plan's asset, compared to 25.795% for the prior year. The following represents the Road Commission's proportionate share of the Plan fiduciary net position, total pension liability, and net pension asset as of December 31, 2016:

Fiduciary net position	\$	22,435,514
Total pension liability		<u>20,710,014</u>
Net pension asset	\$	<u>1,725,500</u>
Fiduciary net position as a percentage of the total pension liability		108.33%

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

For the year ended December 31, 2016, the Road Commission recognized pension expense of \$687,091 in the government-wide financial statements. At December 31, 2016, the Road Commission reported deferred outflows of resources related to the Plan from the following sources:

Net difference between projected and actual earnings on Plan investments	\$	1,726,517
Contributions made subsequent to the measurement date		549,002
Difference between expected and actual experience		173,642
Changes in proportionate share		<u>3,063,221</u>
	\$	<u>5,512,382</u>

The amounts of deferred outflows of resources related to pension, excluding contributions to the Plan subsequent to the measurement date which will be recognized by the Plan in the next measurement period, will be recognized in pension expense as follows:

2017	\$	1,244,127
2018		1,244,127
2019		1,244,127
2020		<u>1,230,999</u>
	\$	<u>4,963,380</u>

**Actuarial Assumptions -**

The total pension liability was determined by an actuarial valuation as of December 31, 2015. The valuation used the following actuarial assumptions based on the most recent study of Plan experience covering the period from January 1, 2007 through December 31, 2011.

**Salary Increases - 4.50% - 9.00%** including inflation of 3.5%

**Investment Rate of Return - 7.50%**

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**NOTE 11 - EMPLOYEE PENSION PLAN - (cont'd):**

**Inflation** - 2.75%

**Mortality Rates** - RP-2000 Mortality Combined Healthy Tables, projected 20 years with U.S. Population Scale BB (multiplied by 75% for pre-retirement mortality and 110% for post-retirement mortality for both males and females).

**Discount Rate** - The discount rate used to measure the total pension liability was 7.50 percent. The projection of cash flows used to determine the discount rate assumed that employee contributions will be made at the current contribution rate and that Road Commission contributions will be made at rates equal to the difference between actuarially determined contribution rates and the employee rate.

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

The long-term expected rate of return on Plan investments was determined using a building-block method in which best-estimate ranges of expected future real rates of return (expected returns, net of pension plan investment expense and inflation) are developed for each major asset class. These ranges are combined to produce the long-term expected rate of return by weighing the expected future real rates of return by the target asset allocation percentage and by adding expected inflation. Best estimates of arithmetic real rates of return as of December 31, 2015 for each major asset class included in the Plan's target asset allocation, as disclosed in the investment footnote of BCERS' December 31, 2015 financial statements, are summarized in the following table:

Asset Class	Target Allocation
Domestic equity	52.0 %
International equity	10.0
U.S. Fixed Income	20.0
Global Fixed Income	5.0
Real Estate	8.0
Hedge Funds	5.0

**Rate of Return** - For the year ended December 31, 2015, the annual rate of return on the Plan's investments, net of Plan investment expenses, was 0.77%. The money-weighted rate of return expresses investment performance, net of investment expenses, adjusted for the changing amounts that are actually invested.

**Sensitivity of the Net Pension Liability (Asset) to Changes in the Discount Rate** - The following presents the net pension liability (asset) of the Plan, calculated using the discount rate of 7.50 percent, as well as what the Plan's net pension liability (asset) would be if it were calculated using a discount rate that is 1-percentage-point lower (6.50 percent) or 1-percentage-point higher (8.50 percent) than the current rate:

	1% Decrease (6.50%)	Current Discount Rate (7.50%)	1% Increase (8.50%)
Net pension asset	\$ 1,811,200	\$( 1,725,500)	\$( 4,726,700)

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**NOTE 12 - OTHER POSTEMPLOYMENT BENEFITS:**

**Plan Description -**

In addition to the pension benefits described in Note 12, the Bay County Road Commission participates in the Bay County Retiree Health Care Plan (the “Plan”). The Plan is a single employer defined benefit public retiree healthcare plan. The Plan provides postemployment benefits consisting of health, dental, vision, life, and prescription drug coverage, to eligible employees and spouses who retire from the Road Commission on or after attaining retirement age with at least ten years of service, age 60 with 10 years of service (after 2007 for new hires), or with 30 years of service regardless of age. Effective January 1, 2016, employees hired after this date are not eligible for health insurance benefits at retirement.

The County issues a publicly available Annual Financial Report that includes financial statements for the Plan. That report may be obtained from Bay County by writing to the Bay County Employees’ Retirement System, Bay County Building, 515 Center Avenue – Third Floor, Bay City, MI 48708-6128.

**Funding Policy -**

The Road Commission funds the benefits on a pay-as-you-go method for current retirees. The Plan requires no member contributions for Road Commission employees. During the year ended December 31, 2016, employer contributions of \$2,071,598 were made by the Road Commission. The actuarial valuation dated December 31, 2015 determined a required contribution of \$2,726,321 for 2016.

**Annual OPEB Cost and Net OPEB Obligation -**

The Road Commission’s annual other postemployment benefit (OPEB) cost is calculated based on the annual required contribution of the employer (ARC), an amount actuarially determined in accordance with the parameters of GASB Statement No. 45. The ARC represents the level of funding necessary to cover the normal cost each year and the amortization of any unfunded actuarial liabilities (or funding excess) amortized over a period of 16 years. The Road Commission’s annual OPEB cost for the year, the amount actually contributed, and changes in the net OPEB obligation are as follows:

Annual required contribution	\$ 2,726,321
Interest on net OPEB obligation	420,619
Adjustment to annual required contribution	( 776,210)
Annual OPEB cost (expense)	2,370,730
Contributions made	( 2,071,598)
Increase in net OPEB obligation	299,132
NET OPEB obligation – beginning of year	<u>8,412,380</u>
NET OPEB obligation – end of year	<u><u>\$ 8,711,512</u></u>

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**NOTE 12 - OTHER POSTEMPLOYMENT BENEFITS - (cont'd):**

**Schedule of Employer Contributions -**

Year Ended December 31,	Annual OPEB Cost	Percentage Contributed	Net OPEB Obligation
2014	\$ 1,937,709	60.66 %	\$ 8,303,408
2015	1,989,401	94.52	8,412,380
2016	2,370,730	87.38	8,711,512

**Funded Status and Funding Progress -**

The projection of future benefit payments for an ongoing Plan involves estimates for the value of the reported amounts and assumptions about the probability or occurrence of events far into the future. Amounts determined regarding the funded status of the Plan and the annual required contributions of the employer are subject to continual revision as actual results are compared with past expectations and new estimates are made about the future.

**Schedule of Funding Progress -**

Actuarial Valuation Date	Actuarial Value of Assets (a)	Actuarial Accrued Liability (AAL) (b)	Unfunded Accrued Liability (UAAL) (b-a)	Funded Ratio (a/b)	Covered Payroll (c)	UAAL as a % of Covered Payroll (b-a)/c
12/31/11	\$ 638,763	\$ 27,399,478	\$ 26,760,715	2.30 %	\$ 2,902,123	922.10 %
12/31/13	839,502	26,711,098	25,871,596	3.10	2,878,870	898.67
12/31/15	904,055	30,689,652	29,785,597	2.90	3,048,019	977.21

**Actuarial Methods and Assumptions -**

Actuarial valuations of an ongoing Plan involve estimates of the value of reported amounts and assumptions about the probability of occurrence of events far into the future. Examples include assumptions about future employment, mortality, and the healthcare cost trend. Amounts determined regarding the funded status of the Plan and the annual required contributions of the employer are subject to continual revision as actual results are compared with past expectations and new estimates are made about the future. The schedule of funding progress, presented above, presents multi-year trend information about whether the actuarial value of Plan assets is increasing or decreasing over time relative to the actuarial accrued liabilities of benefits.

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

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**DECEMBER 31, 2016**

**NOTE 12 - OTHER POSTEMPLOYMENT BENEFITS - (cont'd):**

The required contribution rate was determined as part of the December 31, 2015 actuarial valuation using the individual entry age actuarial cost method. The actuarial assumptions included (a) 5.00% net investment rate of return for active employees, (b) projected salary increases of 3.50% plus merit and longevity increases ranging from 0.75% to 6.00% per year, and (c) projected health care premium increases of 3.50% to 9.00% per year. The actuarial value was determined using techniques that smooth the effect of short-term volatility in the market of investments over a five-year period. The Plan unfunded actuarial accrued liability is being amortized by level percent of active member payroll contributions on a closed period over 16 years.

**NOTE 13 - SUMMARY OF DISCLOSURE OF SIGNIFICANT CONTINGENCIES:**

In the normal course of its operations, the Bay County Road Commission often becomes a party to various claims and lawsuits. In the opinion of the Road Commission's legal counsel, if any of these claims should result in an unfavorable resolution to the Road Commission, the Road Commission's liability would be limited to its deductible under insurance policies. The insurer would pay the losses, and there should be no material effect on the financial position of the Road Commission.

Also, as part of its trunkline maintenance agreement with the State of Michigan, the Road Commission's costs charged to the State are subject to audit. The amounts, if any, which may have to be paid back to the State, cannot be determined at this time, although the Road Commission expects such amounts, if any, to be immaterial.

**NOTE 14 - RISK MANAGEMENT:**

The Road Commission is a member of the Michigan County Road Commission Self-Insurance Pool (the "Pool") established pursuant to the laws of the State of Michigan, which authorizes contracts between municipal corporations (interlocal agreements) to form group self-insurance pools, and to prescribe conditions to the performance of these contracts. The Pool was established for the purpose of making a self-insurance pooling program available for Michigan County Road Commissions, which includes, but is not limited to, general liability coverages, auto liability coverages, property insurance coverages, stop loss insurance protection, claims administration, and risk management and loss control services pursuant to Michigan Public Act 138 of 1982.

The Bay County Road Commission pays an annual premium to the Pool for property (buildings and grounds) coverage, automobile liability, errors or omissions liability and bodily injury, property damage, and personal injury liability. The agreement for the formation of the Pool provides that the Pool will be self-sustaining through member premiums and will purchase both specific and aggregate stop-loss insurance to the limits determined necessary by the Pool Board.

The Road Commission is also a member of the County Road Association Self Insurance Fund for workers' compensation insurance. The Fund is a municipal self-insurance entity operating within the laws of the State of Michigan. The Fund has entered into reinsurance agreements providing for loss coverage in excess of amounts to be retained by the Fund.

**BAY COUNTY ROAD COMMISSION**  
**A Component Unit of Bay County, Michigan**

**NOTES TO FINANCIAL STATEMENTS**  
**DECEMBER 31, 2016**

**NOTE 14 - RISK MANAGEMENT - (cont'd):**

The Road Commission is self-insured for health care benefits with the administrative services of the program being performed by a health insurance company. The Road Commission makes monthly payments, based on estimated claims and a stop-loss provision, which are adjusted quarterly. The Road Commission pays claims up to \$75,000 per contract per contract year. Based on claims incurred, the Road Commission has estimated the accrued health care claims, including an estimate for claims incurred but not reported (IBNR), of \$78,318 and \$0 at December 31, 2016 and 2015, respectively.

Changes in the balance of the self-funded health claims provision for the years ended December 31 are as follows:

	2016	2015
Unpaid claims, beginning of year	\$ -	\$ -
Incurred claims (including IBNR's)	2,290,204	2,383,431
Claims paid	(2,211,886)	(2,383,431)
Unpaid (prepaid) claims, end of year	78,318	-
Less current portion	(78,318)	-
Long-term Liabilities	\$ -	\$ -

## **REQUIRED SUPPLEMENTARY INFORMATION**

**BAY COUNTY ROAD COMMISSION**  
**A Component Unit of Bay County, Michigan**

**SCHEDULE OF REVENUES, EXPENDITURES, AND CHANGES IN FUND BALANCE**  
**GENERAL FUND**  
**BUDGET AND ACTUAL**  
**FOR THE YEAR ENDED DECEMBER 31, 2016**

	Original Budget	Final Budget	Actual	Variance with Final Budget Positive (Negative)
<b>Revenues:</b>				
Permits	\$ 54,917	\$ 60,759	\$ 65,215	\$ 4,456
Intergovernmental -				
Federal sources	1,567,599	1,078,592	136,789	( 941,803)
State sources	9,950,942	8,970,493	9,817,506	847,013
Local sources	2,160,000	2,075,000	2,084,341	9,341
Charges for services	1,761,868	1,671,733	1,882,479	210,746
Interest and rents	41,706	51,067	49,865	( 1,202)
Other	54,305	63,842	192,303	128,461
<b>Total Revenues</b>	<b>15,591,337</b>	<b>13,971,486</b>	<b>14,228,498</b>	<b>257,012</b>
<b>Expenditures:</b>				
Current -				
Primary construction/capacity improvements	-	191,703	176,033	15,670
Primary preservation - structural improvements	5,351,640	2,364,822	2,488,469	( 123,647)
Local preservation - structural improvements	2,004,602	1,100,400	1,391,757	( 291,357)
Primary routine maintenance	2,530,000	3,935,839	3,815,505	120,334
Local routine maintenance	2,100,000	3,505,821	3,374,561	131,260
State trunkline maintenance	1,756,997	1,464,577	1,506,614	( 42,037)
State trunkline nonmaintenance	1,872	205,305	190,859	14,446
Administrative- net	1,038,727	1,220,354	1,137,432	82,922
Equipment - net	382,638	( 266,457)	( 301,342)	34,885
Other - services	320,000	267,000	293,923	( 26,923)
Capital outlay - net	208,000	229,653	174,255	55,398
Debt service	59,161	59,161	59,161	-
<b>Total Expenditures</b>	<b>15,753,637</b>	<b>14,278,178</b>	<b>14,307,227</b>	<b>( 29,049)</b>
Change in Fund Balance	( 162,300)	( 306,692)	( 78,729)	227,963
Fund Balance at January 1, 2016	5,603,459	5,603,459	5,603,459	-
Fund Balance at December 31, 2016	<u>\$ 5,441,159</u>	<u>\$ 5,296,767</u>	<u>\$ 5,524,730</u>	<u>\$ 227,963</u>



**BAY COUNTY ROAD COMMISSION**  
**A Component Unit of Bay County, Michigan**

**SCHEDULE OF PROPORTIONATE SHARE OF THE NET PENSION ASSET**  
**LAST TEN FISCAL YEARS**  
**(PLAN YEAR END)**

	Year Ended December 31,		
	2015	2014	2013-2006*
Proportion of net pension asset	13.62%	25.80%	0.00%
Proportionate share of net pension asset	\$ 1,725,500	\$ 7,175,781	\$ -
Covered Payroll	\$ 3,048,019	\$ 3,140,250	\$ -
Proportionate share of net pension asset as a percentage of covered payroll	56.61%	228.51%	0.00%
Plan fiduciary net position as a percentage of total pension liability	105.46%	147.21%	0.00%

\* GASB No. 68 was implemented for fiscal year ended December 31, 2015; the Road Commission did not elect retroactive implementation.

**BAY COUNTY ROAD COMMISSION**  
**A Component Unit of Bay County, Michigan**

**EMPLOYEES RETIREMENT SYSTEM**  
**SCHEDULE OF ROAD COMMISSION CONTRIBUTIONS**  
**LAST TEN FISCAL YEARS**

	Year Ended December 31		
	2016	2015	2014-2007*
Actuarially determined contributions	\$ 545,993	\$ 562,787	\$ -
Contributions in relation to the actuarially determined contribution	549,002	562,787	-
<b>Contribution Deficiency (Excess)</b>	\$( 3,009)	\$ -	\$ -
<b>Covered Payroll</b>	\$ 3,018,201	\$ 3,048,019	\$ -
<b>Contributions as a Percentage of Covered Employee Payroll</b>	18.19%	18.46%	0.00%

**Valuation Date** December 31, two years prior of the end of the fiscal year

**Methods and assumptions used to determine contribution rates:**

Actuarial cost method	Entry age normal
Amortization method	Level percent of payroll over an open period of 10 years
Asset valuation method	Market value of assets
Inflation	2.75%
Salary increases	4.50% to 9.00% including inflation of 3.50%
Investment rate of return	7.50%
Retirement age	Age-based table of rates that are specific to the type of eligibility condition
Mortality	RP-2000 Mortality Combined Healthy Tables, projected 20 years with U.S. Population Scale BB (multiplied by 75% for pre-retirement mortality and 110% for post-retirement mortality for both males and females).

\* GASB No. 68 was implemented for fiscal year ended December 31, 2015; the Road Commission did not elect retroactive implementation.

## **SUPPLEMENTARY INFORMATION**

**BAY COUNTY ROAD COMMISSION**  
**A Component Unit of Bay County, Michigan**

**DETAIL SCHEDULE OF REVENUES**  
**GENERAL FUND**  
**FOR THE YEAR ENDED DECEMBER 31, 2016**

**Revenues:**

Permits	\$ 65,215
Federal Sources -	
Surface Transportation Program (STP)	36,185
Medicare Part D	100,604
	136,789
State Sources -	
Michigan Transportation Funds - Act 51 -	
Engineering	10,000
Primary roads	4,980,121
Local roads	1,972,347
Urban roads	1,144,980
Other - PA 252	622,491
Other - local bridge	947,669
Other - tire grant	139,898
	9,817,506
Local Sources -	
Township contributions	1,873,667
Other contributions	210,674
	2,084,341
Charges for Services -	
State trunkline maintenance	1,688,708
State trunkline nonmaintenance	190,804
Salvage sales	2,967
	1,882,479
Interest and rents	49,865
Other -	
Sundry refunds	7,378
Royalty revenue	9,684
Gain on equipment disposal	33,709
Other	141,532
	192,303
Total Revenues	\$ 14,228,498

**BAY COUNTY ROAD COMMISSION**  
**A Component Unit of Bay County, Michigan**

**DETAIL SCHEDULE OF EXPENDITURES**  
**GENERAL FUND**  
**FOR THE YEAR ENDED DECEMBER 31, 2016**

**Expenditures:**

Construction/ Capacity Improvements -		
Primary roads and structures	\$	176,033
Preservation - Structural Improvements		
Primary roads and structures		2,488,469
Local roads and structures		1,391,757
		3,880,226
Maintenance -		
Primary roads and structures, winter and traffic control		3,815,505
Local roads and structures, winter and traffic control		3,374,561
		7,190,066
State Maintenance -		
State Trunkline maintenance		1,506,614
State Trunkline nonmaintenance		190,859
		1,697,473
Equipment -		
Direct		1,017,268
Indirect		876,413
Operating		254,985
Less - equipment rental	(	2,450,008)
		( 301,342)
Administrative -		
Administration		1,302,859
Less - overhead	(	153,088)
- purchase discounts	(	12,339)
		1,137,432
Other - Services		293,923
Capital Outlay -		
Land improvements, building and equipment		640,147
Less - depreciation	(	463,893)
- retirements	(	1,999)
		174,255
Debt Service -		
Principal retirement		57,524
Interest		1,637
		59,161
Total Expenditures	\$	14,307,227

**BAY COUNTY ROAD COMMISSION**  
**A Component Unit of Bay County, Michigan**

**SCHEDULE OF REVENUES, EXPENDITURES, AND CHANGES IN FUND BALANCES**  
**BY FUND BALANCE SUB-ACCOUNTS**  
**GENERAL FUND**  
**FOR THE YEAR ENDED DECEMBER 31, 2016**

	<u>Primary</u>	<u>Local</u>	<u>County</u>	<u>Total</u>
<b>Revenues:</b>				
Permits	\$ 23,044	\$ 17,326	\$ 24,845	\$ 65,215
Intergovernmental -				
Federal sources	36,185	-	100,604	136,789
State sources	7,312,526	2,504,980	-	9,817,506
Local sources	-	2,084,341	-	2,084,341
Charges for services	-	-	1,882,479	1,882,479
Interest and rents	24,434	-	25,431	49,865
Other	-	9,684	182,619	192,303
<b>Total Revenues</b>	<u>7,396,189</u>	<u>4,616,331</u>	<u>2,215,978</u>	<u>14,228,498</u>
<b>Expenditures:</b>				
Construction/ capacity improvements	176,033	-	-	176,033
Preservation - structural improvements	2,488,469	1,391,757	-	3,880,226
Maintenance	3,815,505	3,374,561	-	7,190,066
Other -				
Trunkline maintenance	-	-	1,506,614	1,506,614
Trunkline nonmaintenance	-	-	190,859	190,859
Administrative - net	655,376	482,056	-	1,137,432
Equipment - net	( 107,039)	( 120,300)	( 74,003)	( 301,342)
Other	-	-	293,923	293,923
Capital outlay - net	-	-	174,255	174,255
Debt service	-	-	59,161	59,161
<b>Total Expenditures</b>	<u>7,028,344</u>	<u>5,128,074</u>	<u>2,150,809</u>	<u>14,307,227</u>
Revenues over (under) expenditures before optional transfers	367,845	( 511,743)	65,169	( 78,729)
Optional transfer	( 511,743)	511,743	-	-
<b>Net Change in Fund Balance</b>	( 143,898)	-	65,169	( 78,729)
Fund Balance at January 1, 2016	<u>2,719,904</u>	<u>-</u>	<u>2,883,555</u>	<u>5,603,459</u>
<b>Fund Balance at December 31, 2016</b>	<u>\$ 2,576,006</u>	<u>\$ -</u>	<u>\$ 2,948,724</u>	<u>\$ 5,524,730</u>