STATE OF INDIANA

Comprehensive Annual Financial Report
For the Fiscal Year Ended June 30, 2019

Eric J. Holcomb, Governor

Prepared by:

The Office of Indiana Auditor of State

Tera Klutz, CPA

Auditor of State

Room 240

State House

Indianapolis, Indiana 46204

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We acknowledge the cooperation and assistance of the State Budget Agency and all other state agencies in the preparation of this report.

Please visit our web site at **www.in.gov/auditor/**

Tera K. Klutz is the 57th Indiana Auditor of State and the first Certified Public Accountant to serve as the state's Chief Financial Officer. Appointed by Governor Eric J. Holcomb in January 2017 and elected to a four-year term in November 2018, Klutz is focused on providing accurate financial information, maintaining and enhancing government transparency, and delivering great customer service to ALL Hoosiers.

Prior to becoming the Auditor of State, Klutz served as the County Auditor in Allen County. First elected in 2010 and again in 2014, Klutz streamlined local government processes, reduced debt, and maintained a balanced budget with responsible reserves. As County Auditor, Klutz was very active in the Association of Indiana Counties' Legislative Committee serving as the Chairwoman where she oversaw and directed the Association's legislative priorities.

Before serving in the public sector, Klutz served as a Senior Accountant at both Crowe and PwC.

During her second year as State Auditor, Klutz released an update to the Indiana Transparency Portal which uses the latest in data delivery technology to provide a more accessible and in-depth look at Indiana's finances and assets using easy-to-understand dashboards to give a snapshot of the data, while still offering the raw data in searchable fields.

Auditor Klutz also created an Internal Controls Department to review and document the processes within the office in order to reduce the risk of misstatement or opportunities for fraud within the state's financial system.

Klutz holds a Bachelor's Degree in Accounting from Indiana University- Purdue University Ft Wayne. She is married to Zach and they have 2 daughters; Alyx and Julian and two Goldendoodles; Margo and Leo.

Auditor Klutz is a member of the Indiana CPA Society, the American Institute of CPAs, and Pass the Torch.

AUDITORS OF STATE
Of THE STATE OF INDIANA

Term	Name	Politics
1816-1828	William H. Lilley	Party Unknown
1828-1829	Benjamin I. Blythe	Party Unknown
1829-1844	Morris Morris	Party Unknown
1844-1847	Horatio J. Harris	Party Unknown
1847-1850	Douglas Maguire	Whig
1850-1853	Erastus W. H. Ellis	Democrat
1853-1855	John P. Dunn	Democrat
1855-1857	Hiram E. Talbot	Fusion-"peoples"
1857-1861	John W. Dodd	Democrat
1861-1863	Albert Lange	Republican
1863-1865	Joseph Ristine	Democratic Union
1865-1869	Thomas P. McCarthy	Republican
1869-1871	John D. Evans	Republican
1871-1873	John C. Shoemaker	Democrat
1873-1875	James A. Wilder	Republican
1875-1879	Ebenezer Henderson	Democrat
1879-1881	Mahlon D. Manson	Democrat
1881-1883	Edward H. Wolfe	Republican
1885-1887	James H. Rice	Democrat
1887-1891	Bruce Carr	Republican
1891-1895	John O. Henderson	Democrat
1895-1899	Americus C. Daily	Republican
1899-1903	William H. Hart	Republican
1903-1905	David E. Sherrick	Republican
1905-1906	Warren Bigler	Republican
1906-1910	John C. Billheimer	Republican
1910-1914	William H. O'Brien	Democrat
1914-1916	Dale J. Crittenberger	Democrat
1916-1920	Otto Clauss	Republican
1920-1922	William G. Oliver	Republican
1922-1924	Robert Bracken	Democrat
1924-1928	Lewis S. Bowman	Republican
1928-1930	Arch N. Bobbit	Republican
1930-1934	Floyd E. Williamson	Democrat
1934-1938	Laurence F. Sullivan	Democrat
1938-1940	Frank G. Thompson	Democrat
1940-1944	Richard T. James	Republican
1944-1948	Alvin V. Burch	Republican
1948-1950	James M. Propst	Democrat
1950-1954	Frank T. Millis	Republican
1954-1956	Curtis E. Rardin	Republican
1956-1958	Roy T. Combs	Republican
1958-1960	Albert A. Steinwedel	Democrat
1960-1964	Dorothy Gardner	Republican
1964-1966	Mark L. France	Democrat
1966-1968	John P. Gallagher	Republican
1968-1970	Trudy Slaby Etherton	Republican
1970-1978	Mary Aikins Currie	Democrat
1978-1982	Charles D. Loos	Republican
1982-1986	Otis E. Cox	Democrat
1986-1994	Ann G. DeVore	Republican
1994-1998	Morris Wooden	Republican
1998-2006	Connie K. Nass	Republican
2006-2013	Tim Berry	Republican
2013-2013	Dwayne Sawyer	Republican
2013-2017	Suzanne Crouch	Republican
2017-	Tera Klutz	Republican

STATE OF INDIANA

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For the Year Ended
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<u>INTRODUCTORY SECTION</u>

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With over 650 festivals throughout the year, visitors from all over the world come to visit some of the unique festivals of the Hoosier State. These visitors helped contribute to the $12.7 billion spent on tourism in 2018.

Check out www.IndianaFestivals.org to find a festival near you!

(Marshall County Blueberry Festival- Photo Courtesy of the Indiana State Festival Association)

Auditor of State

Tera K. Klutz, CPA

December 18, 2019

The Honorable Eric J. Holcomb, Governor,
Honorable Members of the General Assembly,
Citizens of the State of Indiana:

We are proud to present the Comprehensive Annual Financial Report (CAFR) for the State of Indiana's fiscal year ended June 30, 2019.

This Comprehensive Annual Financial Report has been prepared in conformity with Generally Accepted Accounting Principles (GAAP) as prescribed in pronouncements by the Governmental Accounting Standards Board. While management remains primarily and ultimately responsible for the contents and presentation of this report, responsibility for both the accuracy of the data presented and completeness and fairness of the presentation rests with the State agencies that provide the data and which are obligated to verify postings. We believe the information in this report is accurate in all aspects and presents the financial position and results of operations of the State as measured by the financial activity of its various funds.

State statute requires an annual audit by the Indiana State Board of Accounts. The Board is considered by both the federal and state government to be independent auditors. The Independent Auditor's Report on the financial statements is included in the financial section of this report and in the Statewide Single Audit Report of the State of Indiana.

The State is responsible for ensuring that an adequate internal control structure is in place to provide reasonable, but not absolute, assurance regarding: (1) the safeguarding of assets against loss from unauthorized user disposition and (2) the reliability of financial records for preparing financial statements and maintaining accountability for assets. The concept of reasonable assurance recognizes that the cost of internal control should not exceed the benefits likely to be derived and that the evaluation of costs and benefits requires management to make estimates and judgments.

This internal control structure is subject to periodic evaluation by management and internal audit staff of the various State agencies. As part of the Single Audit, tests are conducted to determine the adequacy of the internal control structure related to federal financial assistance programs, as well as to determine that the State of Indiana has complied with applicable laws and regulations.

Generally Accepted Accounting Principles provides for two types of statements, government-wide and fund statements. The government-wide statements are very similar to the private sector's statements, using the full accrual basis of accounting and the economic resources measurement focus. The governmental funds financial statements use the modified accrual basis of accounting and the current financial resources measurement focus. In the government-wide statements, infrastructure (roads, bridges, dams) is capitalized. Capital assets, except for infrastructure using the modified approach, are depreciated like the private sector.

Management's Discussion and Analysis (MD&A) in the Financial Section introduces the basic financial statements and provides an analytical overview of the government's financial activities.

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It is presented before the basic financial statements and provides an in-depth analysis of the State of Indiana’s finances.

Profile of the Government

Located in America’s heartland in the Midwest, Indiana is a leading manufacturing state and a major agricultural producer. The latest U.S. Census Bureau estimate places Indiana's population of approximately 6.7 million, which makes Indiana the nation's 18th largest State. The State is 72.4% urban and 27.6% rural. The five largest cities are Indianapolis (the capital), Fort Wayne, Evansville, South Bend, and Carmel.

Indiana became the 19th State of the Union on December 11, 1816. The State Constitution establishes the government in three separate departments: legislative, executive including administrative, and judicial. The legislative power of the State is vested in the Indiana General Assembly, which consists of a 100-member House of Representatives and a 50-member Senate. The Indiana General Assembly has the power to enact laws which are authorized and not prohibited by the State Constitution and not in conflict with the U.S. Constitution and laws made in pursuance thereof. The executive power of the State is vested with the Governor. The State Constitution and legislation establish the following Statewide elected administrative officials: Lieutenant Governor, Auditor of State, Secretary of State, Treasurer of State, Attorney General, and the Superintendent of Public Instruction. The judicial power of the State is vested in one Supreme Court consisting of five justices, one Court of Appeals consisting of 15 judges, 313 Trial Courts (including Circuit Courts), and one Tax Court.

The State government provides a wide range of services to the citizens of Indiana, including education, transportation, public health, public safety, welfare, conservation, and economic development.

This report includes the financial activities and balances of the State of Indiana and its component units. The component units are legally separate entities for which the State of Indiana has financial responsibility and include State funded colleges and universities, and other legally separate entities that provide services and benefits to local governments and the citizens of the State of Indiana. More information on the financial reporting entity can be found in Note I(A) in the notes to the financial statements.

The Indiana General Assembly meets every year. In odd years, it adopts a biennial budget which has been submitted by the Governor. The General Assembly enacts the budget through passage of specific appropriations, the sum of which may not exceed estimated funding sources. Budgetary control is exercised in that agencies of the State may only expend appropriations as allotted by the Budget Agency or other statutory authority. The State Board of Finance, which consists of the Governor, Auditor of State, and Treasurer of State, is empowered to transfer appropriations from one agency of the State to another, with the exception of trust funds. The State Budget Agency may transfer, assign, and reassign appropriations made for one specific purpose to another use or purpose within the same agency.

Factors Affecting Economic and Financial Conditions

The information presented in the financial statements is better understood within the context of the specific environment within which the State of Indiana operates. The following describes that environment.

Local Economy

With the latest data as of December 2018, Indiana's Gross State Product (GSP) was $371.6 billion. Indiana's economy ranked the 18th largest in the U.S. in terms of the value of goods and services. Indiana's largest contributor to real GSP growth was the durable goods manufacturing sector, which accounted for 39% of Indiana's GSP growth in 2018. The second largest contributor of Indiana's real GSP growth was trade, transportation, and utilities, which accounted for 33% of the total growth.

As of December 2018, the manufacturing sector accounted for nearly 16% of the jobs in Indiana. The largest share of employment was in the trade, transportation, and utilities sector with 17.6% of employment. Per capita personal income was $47,720, and the State's unemployment rate was 3.46% at the end of calendar year 2018.

Cash Management and Investments

Cash temporarily idle during the year was invested in deposit accounts, obligations of the U.S. Treasury and U.S. Agencies, money market mutual funds, and repurchase agreements. The pension trust funds' portfolios include other investments as outlined in Note I(E)(1) in the notes to the financial statements. The average yield on the General Fund investments was 1.96% for the fiscal year (FY) ended June 30, 2019. The average yield on the total investment of all funds, except for pension trust funds, was 2.03% for the FY ended June 30, 2019. The State's investment policy is to minimize credit and market risks while maintaining sufficient liquidity and earning a competitive yield on its portfolio. Deposits held by the Treasurer of State are insured by federal and state depository insurance.

Debt Administration

The commissions and authorities, some of which are included as component units in the financial reporting entity of the State of Indiana, issue bonds for some of the State's capital needs. All of the bond issues are revenue bonds associated with specific State component units. The total of long-term revenue bonds and notes outstanding, net of amortized discounts, is $8.9 billion at June 30, 2019.

Financial Policies

Indiana's Office of Management and Budget (OMB) serves as an umbrella organization to better coordinate the State's financial policies. The OMB consists of the Management Performance Hub, Department of Local Government Finance, Board of Tax Review, Office of Technology, Department of Revenue, State Budget Agency, State Board of Accounts, Distressed Unit Appeal Board, Indiana Public Retirement System, and the Indiana Finance Authority.

At 2019 fiscal year-end, Indiana closed the books with $2.27 billion in reserves, and a structurally balanced budget. The reserve balances equate to 13.9% of FY 2019 General Fund expenditure levels and are the highest historical balances on record. Moody's Analytics released a Stress-Testing States report in October 2019 indicating that Indiana was one of "28 states that have the funds they need for the next recession."

Indiana has historically maintained annual surpluses, with FY 2019 being no different. The State ended FY 2019 with over a $410 million annual surplus. In November 2018, a vast majority of Hoosier voters affirmed this sound fiscal policy by voting to amend the State's constitution to require a balanced biennial budget. According to S&P Global Ratings, this strengthened Indiana's governmental framework.

Long-Term Financial Planning

The Indiana Finance Authority is charged with developing, implementing, maintaining and monitoring a debt management plan for all non-conduit debt or debt-related obligations issued by the State. This plan is intended to provide guidance in the structuring, sale, monitoring, and post-issuance compliance for all State-related debt.

Indiana continues to position itself as one of the lowest debt-level states in the country. Net tax supported debt (NTSD) represents just $295 per capita, the 6th lowest in the country.

Indiana is one of thirteen states that has the highest credit rating assigned by all three independent credit rating agencies: Fitch, Moody's, and Standard & Poor's Ratings Service (S&P). From the December 2018 report, S&P cited four areas in issuing the AAA credit rating: sustained economic growth across all sectors, maintenance of strong budgetary reserves, active budget management, and low overall debt levels. Fitch's February 2019 rating report issued AAA due to "the state's low long-term liability burden and exceptionally strong operating profile, including a commitment to ongoing structural budget balance and rapid restoration of fiscal flexibility in times of economic expansion."

Major Initiatives

K-12 Education – Funding for elementary and secondary education is the State's largest operating expense. Prior to January 1, 2003, the State provided approximately 66% of school corporations' general fund budgets. As a result of the tax restructuring legislation enacted in 2002, the State provided approximately 85% of the school corporations' general fund budgets. As part of the property tax reform legislation enacted by P.L. 146-2008, the State assumed responsibility for the local share of tuition support and provides 100% of the tuition support for school corporation general funds since January 2009.

The K-12 tuition support distributions for FY 2019 totaled $7,152.2 million. In addition, there was a distribution of $35.9 million for adult learners. HEA 1001-2019 allowed for a $150 million transfer from General Fund reserves to reduce the Post-1996 Teacher Retirement Fund (TRF) Plan unfunded liability, resulting in a 2% reduction in school corporation retirement contributions, which equates to an estimated ongoing savings to school corporations of $70 million annually.

Higher Education – Through the General Fund, the State supports seven higher education institutions: Ball State University, Indiana University, Indiana State University, Ivy Tech Community College of Indiana, Purdue University, University of Southern Indiana, and Vincennes University. Higher education expenditures from the General Fund for FY 2019 were

$1,602.0 million, which includes funding for university operating, fee-replaced debt service, and line items. An additional $412.2 million was appropriated for other higher education line items, university repair and rehabilitation, university capital projects, and State student aid.

Since FY 1976, the General Assembly has appropriated to each State university and college an amount equal to the annual debt service requirements due on qualified outstanding student fee and building facilities fee bonds and other amounts due with respect to debt service and debt reduction for interim financings (collectively, “Fee Replacement Appropriations”). The Fee Replacement Appropriations are not pledged as security for such bonds and other amounts. Under the Indiana Constitution, the General Assembly cannot bind subsequent General Assemblies to continue the present Fee Replacement Appropriations policy; however, it is anticipated that the policy will continue for outstanding bonds and notes.

Public Safety – Appropriations for the Department of Correction, payable almost entirely from the General Fund, include funds for incarceration and rehabilitation of adult and juvenile offenders, as well as parole programs. Corrections expenditures were $739.4 million for FY 2019.

Offender population is the most significant driver of corrections expenditures. The total offender population, including those in jail and contract beds, increased to 27,530 at the end of FY 2019 – up 1.8% from 27,031 at the end of FY 2018.

Indiana’s Department of Homeland Security awarded over $14 million in new Secured School Safety Grants in FY 2019. This was nearly double the investment from FY 2018.

Transportation – As a result of the funding changes in HEA 1002-2017, the Indiana Department of Transportation (INDOT) plans on investing more than $3 billion annually in the State transportation network starting from FY 2019. These funds will be used for the operation, construction, preservation, and maintenance of all modes of transportation under INDOT.
Further, INDOT awarded over $200 million in FY 2019 to local governments for matching grant funding to be used for road and bridge maintenance and construction.

During the 2019 legislative session, the General Assembly created the Next Level Connection Fund under INDOT to provide: $90 million to local units of government for the funding of trails across the State, $20 million to the Indiana Economic Development Corporation to establish nonstop flights originating from Indiana Airports, $100 million to the Rural Broadband Fund, up to $205 million to the Northern Indiana Commuter Rail Account and $585 million to INDOT for the accelerated completion of INDOT road projects across the State.

Conservation and Environment - In FY 2019, the Governor announced the Next Level Trail program. This program utilizes the Indiana Toll Road lease proceeds for the purpose of expanding and creating new trail infrastructure throughout the State. The first three projects were awarded in FY 2019 for $3.5 million.

The Bicentennial Nature Trust (BNT) was launched in FY 2012 as a statewide land conservation initiative to celebrate Indiana's upcoming 200th anniversary in much the same way as the first 100 years of statehood were marked in 1916 with establishment of the state park system. The state committed $20 million to help fund BNT and added and additional $10million in contributions from individuals, businesses and communities around the state. Through FY 2019, 198 BNT projects had been approved of which 173 have been closed protecting over 14,400 acres. DNR expects this program to be completed by the end of 2021.

The Indiana Heritage Trust (IHT) program was established by statute in 1992 and was renamed the President Benjamin Harrison Conservation Trust (PBHCT) in 2016. The purpose of the trust is to acquire and protect land that represents outstanding natural resources and habitats, or have recreational, historical, or archeological significance. Primary funding for this program is through the sale of the Environmental License Plate. At the end of FY 2019 the IHT/PBHCT programs have protected over 83,500 acres in over 570 projects.

Health and Human Services – Medicaid is a state/federal shared fiscal responsibility with the State supporting roughly one-third of the total program through a combination of State General Fund and dedicated funds over the biennium. Federal funding accounts for the remaining two-thirds. Total Medicaid recipients dropped from 1,760,489 in FY 2018 to 1,746,096 in FY 2019. However, Medicaid expenses grew from $11.4 billion in FY 2018 to $12.4 billion in FY 2019. The federal share of FY 2019 expenses was $8.5 billion. Indiana’s base federal medical assistance percentage equaled 65.59% for Federal Fiscal Year 2018 and 65.96% for Federal Fiscal Year 2019.

In 2015, Indiana received approval from the federal government to replace the traditional Medicaid program for non-disabled adults by expanding the Healthy Indiana Plan (HIP). HIP has been designed to improve healthcare utilization and promote personal responsibility. In addition, HIP will maintain financial sustainability and will not increase taxes for Hoosiers. The program is funded by enhanced federal funding, the hospital assessment fee, and existing cigarette tax revenues previously used for HIP.
The Department of Child Services (DCS) continued the implementation of its practice to place children in the least restrictive, most family-like setting. This trending is important because research among child-advocate experts has shown that placing children in the least restrictive, most family-like setting produces the best outcomes for children and families and, consequently, is more cost effective.

In January 2010, DCS established the Indiana Child Abuse and Neglect Hotline to serve as the centralized reporting channel for all allegations of child abuse or neglect in Indiana. The Hotline is staffed with trained intake specialists and at least one supervisor per shift, 24 hours per day, seven days per week, and 365 days per year. DCS has seen the number of calls reported to the Hotline increase by 121% from 2009 to 2018, up from 109,489 in 2009 to 242,994 in 2018. Following on the heels of a 2018 Child Welfare Policy and Practice Group assessment, DCS saw its largest ever state funded appropriation increase during the 2019 legislative session.

Economic Development – The Indiana Economic Development Corporation (IEDC) is the State of Indiana’s chief economic development agency. The IEDC seeks to bring new job creation and capital investment opportunities to Indiana through competitive company attractions, expansions and consolidations. In 2019, Indiana received several accolades for its business environment. This includes favorable rankings of 1st in the Midwest and 5th in the nation in Chief Executive Magazine’s annual “Best & Worst States” survey (May 2019), 1st in the Midwest and 10th overall in the Tax Foundation’s State Business Tax Climate Index (2019), and 1st in Infrastructure according to CNBC’s 2019 America’s Top States for Business ranking (July 2019).

General Government – Legislation creating an Automatic Taxpayer Refund (ATR) was enacted in FY 2011, requiring any reserves greater than 10% of FY 2013 appropriations to be divided equally between various pension plans and a refundable tax credit to eligible taxpayers. The total amount of excess reserves at the end of FY 2012 was $721.28 million, with $360.64 million going to specified pension plans and an equal amount set aside for taxpayer refunds. The remaining $360.64 million was issued as refundable tax credits to eligible taxpayers on their 2012 tax returns filed beginning January 1, 2013. For FY 2013, the amount of reserves needed to trigger a transfer was changed to 12.5% of FY 2014 appropriations plus $50 million, but reserves did not meet that threshold. No calculation of excess reserve was required at the end of FY 2014. The reserve amounts at the end of FY 2015 did not trigger a transfer as the $300.0 million balance in the Tuition Reserve Fund is no longer included as part of the calculation. The statute was again changed during FY 2016 triggering a one-time transfer from the General Fund reserves of $427.9 million after the end of the FY for state and local road and bridge preservation. The balance in General Fund at the end of Fiscal Years 2017, 2018, and 2019 did not result in a transfer.

The State continues to administer Retirement Medical Benefits accounts, established as Health Reimbursement Arrangements (HRAs), for employees and elected officials of the State. The purpose of this defined contribution plan is to allow retirees from State government to have a means to assist with the payment of health insurance premiums in retirement. Funding for the program comes from 4% of State cigarette tax revenues as well as charges to federal and dedicated funds for employees paid from those funds. These funds are then credited to each employee’s account annually based upon their age.

Awards and Acknowledgements

Certificate of Achievement Award

The Government Finance Officers Association of the United States and Canada (GFOA) awarded a Certificate of Achievement for Excellence in Financial Reporting to the State of Indiana for its comprehensive annual financial report for the fiscal year ended June 30, 2018. This was the twenty-sixth consecutive year that the State of Indiana has achieved this prestigious award.

In order to be awarded a Certificate of Achievement, a government must publish an easily readable and efficiently organized comprehensive annual financial report. This report must satisfy both generally accepted accounting principles and applicable legal requirements.

A Certificate of Achievement is valid for a period of one year only. We believe that our current comprehensive annual financial report continues to meet the Certificate of Achievement Program's requirements and we are submitting it to the GFOA to determine its eligibility for another certificate.

Acknowledgments

We acknowledge the cooperation and assistance of all State agencies in the preparation of this report.

Sincerely,

Tera K. Klutz

Tera Klutz
Auditor of State
State of Indiana

Cristopher Johnston

Cristopher Johnston
Director
Office of Management and Budget

Government Finance Officers Association

Certificate of Achievement for Excellence in Financial Reporting

Presented to

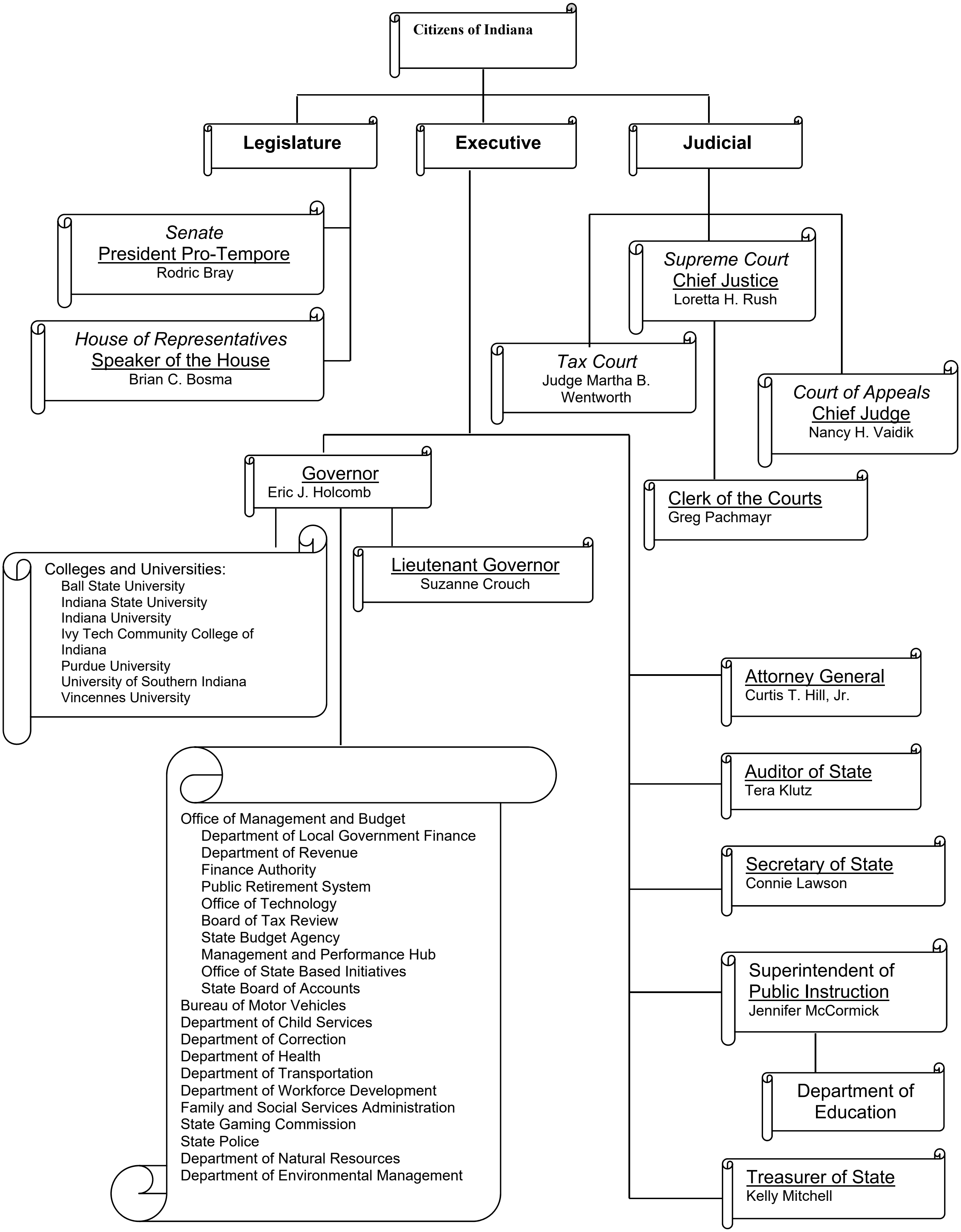
State of Indiana

For its Comprehensive Annual Financial Report
for the Fiscal Year Ended

June 30, 2018

Christopher P. Morrill

Executive Director/CEO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