



**MASSACHUSETTS SCHOOL BUILDING AUTHORITY**  
A blended component unit of the Commonwealth of Massachusetts

Financial Statements and Required  
Supplementary Information

June 30, 2014

(With Independent Auditors' Report Thereon)

# MASSACHUSETTS SCHOOL BUILDING AUTHORITY

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## Independent Auditors' Report

The Board Members  
Massachusetts School Building Authority:

### Report on the Financial Statements

We have audited the accompanying financial statements of the governmental activities, each major fund and the aggregate remaining fund information of the Massachusetts School Building Authority (the Authority), a blended component unit of the Commonwealth of Massachusetts (the Commonwealth), as of and for the year ended June 30, 2014, and the related notes to the financial statements which collectively comprise the Authority's basic financial statements as listed in the accompanying 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 U.S. generally accepted accounting principles; 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.

### *Auditors' 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 auditors' judgment, including the assessment of the risks of material misstatement of the financial statements, whether due to fraud or error. In making those risk assessments, the auditor considers internal control relevant to the entity's preparation and fair presentation of the financial statements in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the entity's internal control. Accordingly, we express no such opinion. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluating the overall presentation of the financial statements.

We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit 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, each major fund and the aggregate remaining fund



information of the Authority, as of June 30, 2014, and the respective changes in financial position for the year then ended in conformity with U.S. generally accepted accounting principles.

***Other Matters***

***Required Supplementary Information***

U.S. generally accepted accounting principles require that the management's discussion and analysis on pages 3 – 9 and the schedule of funding progress on page 29 be presented to supplement the basic financial statements. Such information, although not a part of the basic financial statements, is required by the Governmental Accounting Standards Board who considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic, or historical context. We have applied certain limited procedures to the required supplementary information in accordance with auditing standards generally accepted in the United States of America, which consisted of inquiries of management about the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We do not express an opinion or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.

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

In accordance with *Government Auditing Standards*, we have also issued our report dated November 7, 2014, on our consideration of the Authority'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 Authority's internal control over financial reporting and compliance.

**KPMG LLP**

November 7, 2014

## MASSACHUSETTS SCHOOL BUILDING AUTHORITY

### Management's Discussion and Analysis – Required Supplementary Information

June 30, 2014

(Unaudited)

This section of the Massachusetts School Building Authority's (the MSBA) annual financial report presents a discussion and analysis of the MSBA's financial performance during the fiscal year ended June 30, 2014. Please read it in conjunction with the MSBA's financial statements, which follow this section.

#### **Background**

Chapter 208 of the Acts of 2004 (Chapter 208, together with Chapter 70B of the Massachusetts General Laws, Section 35BB of Chapter 10 of the Massachusetts General Laws, and Chapter 210 of the Acts of 2004, all as most recently amended, collectively referred to as the Act) eliminated the former school building assistance program and created the MSBA to administer and fund a new program (the New Program) for grants to cities, towns, and regional school districts for school construction and renovation projects.

The MSBA's major revenue source is the portion of the Commonwealth of Massachusetts (the Commonwealth)'s sales tax revenue dedicated to the MSBA. Pursuant to the Act, all moneys received by the Commonwealth raised by a one percent (1%) statewide sales tax (drawn from the existing statewide 6.25% sales tax, excluding sales tax revenues on meals and from certain additional statutorily exempted revenues from sales (Dedicated Sales Tax Revenue)) are deposited into the School Modernization and Reconstruction Trust (SMART) Fund, and are available to the MSBA without further appropriation or allotment. The Dedicated Sales Tax Revenue is pledged for payment of outstanding debt service.

Under the former program, the Commonwealth was reimbursing cities, towns and regional school districts for 728 previously approved projects (Prior Grant projects). In addition, under the former program, 428 school projects were maintained on a waiting list for funding (the Waiting List). Pursuant to the Act, the MSBA became responsible for funding the Commonwealth's share of the 728 Prior Grant projects and 428 Waiting List projects. The Commonwealth's share ranged from 50% to 90% of approved, eligible costs for each project. As of June 30, 2014, the MSBA had paid its full share of 394 of the 428 Waiting List projects and 463 of the 728 Prior Grant projects.

In fiscal year 2008, the MSBA began approving grants under the New Program for school construction and renovation projects. Under the New Program, no city, town or regional school district or independent agricultural and technical school has any entitlement to funds from the MSBA. Grants approved by the MSBA for projects may range from 31% to 80% of approved eligible project costs. Under the New Program, the MSBA is limited by statute in the amount of grants it can approve in a fiscal year. The limit established for fiscal year 2008 was \$500 million. The limit may change annually by the lesser of 4.5% of the limit for the prior fiscal year or the percentage change in the Dedicated Sales Tax Revenue Amount (see note 3) over the prior fiscal year. The aggregate grant limit for fiscal years 2008 through 2014 totals approximately \$3.4 billion.

#### **Financial Highlights**

- The government-wide net position at June 30, 2014 was a deficit of \$6.2 billion. The MSBA's government-wide net position decreased by \$138.5 million in fiscal year 2014, primarily due to grant payments to municipalities for school construction and renovation projects.
- Total government-wide liabilities at June 30, 2014 were approximately \$7.6 billion, an increase of \$248 million from the prior year. Total liabilities include grants payable to municipalities totaling approximately \$1.3 billion to fund school construction and renovation projects. The grants payable liability decreased by \$195.2 million in fiscal year 2014 due to grant payments made to municipalities during the

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### Management's Discussion and Analysis – Required Supplementary Information

June 30, 2014

(Unaudited)

year and reductions of grant payment obligations due to MSBA audits and debt refundings by the local communities in which the MSBA shares in the savings based on the reimbursement rate of the project. In addition, total liabilities include \$5.6 billion of outstanding Dedicated Sales Tax Bonds to fund school construction and renovation projects.

- During the year, the MSBA had general revenues of \$799.7 million, comprised of \$731.2 million of sales tax revenue, \$46.1 million of investment income, and \$22.4 million of grant income as compared to general revenues of \$743.5 million in fiscal year 2013. Total revenues increased by \$56.3 million primarily due to an increase in investment income of \$61.6 million, offset by a decrease of \$4.2 million in dedicated sales tax revenue, and a decrease in grant income of \$1.1 million. The increase in investment income of \$61.6 million is primarily related to the MSBA investments in U.S. Treasuries and municipal bonds which are recorded at fair value. Fluctuations in the market value of these investments are recorded as investment income (loss). In fiscal year 2014, the change in the fair value of these investments was a \$46.1 million gain versus a loss of (\$15.5) million in fiscal year 2013. The MSBA intends to hold these U.S. Treasuries and municipal bonds to maturity. The decrease in grant income is related to the reduction in interest subsidy payments from the federal government in connection with automatic budget cuts imposed through sequestration required pursuant to the Budget Control Act of 2011.
- As of June 30, 2014, the value of the grants payable liability totaled \$1.3 billion, consisting of Prior Grant projects of \$1.0 billion, Waiting List projects of \$145.1 million, and \$177.1 million of New Program projects. The MSBA funds New Program projects on a progress payment basis. Under this process, communities submit monthly requests for reimbursement. Upon review, the MSBA processes payment for its share of eligible costs incurred. The New Program liability of \$177.1 million represents costs incurred in the New Program prior to June 30, 2014 but paid after June 30, 2014. The MSBA has approximately \$1.1 billion of commitments related to the New Program, which are not reflected in the MSBA's financial statements.
- As of June 30, 2014, the value of the outstanding Waiting List projects totaled approximately \$168.4 million, composed of the Waiting List liability of \$145.1 million and commitments of \$23.3 million. The \$23.3 million is not currently reflected in the MSBA's financial statements, but is reflected as a commitment in the notes to the financial statements (see note 8).
- Total assets of the Special Revenue Fund at June 30, 2014 were \$1.2 billion compared to \$1.1 billion at June 30, 2013. Cash and cash equivalents increased by \$20.5 million, offset by the payments to Districts from unrestricted sales tax revenues and bond proceeds for grants to projects in the MSBA's capital pipeline and inherited programs. The MSBA issued \$549.0 million of dedicated sales tax bonds during fiscal year 2014, which will primarily be used to fund grants to cities, towns and regional school districts for school construction and renovation projects.
- Special Revenue Fund operations expenditures for the year ended June 30, 2014 were approximately \$13.4 million. Operations expenditures consisted of two major categories. Administrative expenditures totaling \$6.8 million consisted primarily of payroll and employee related benefits, and rent and utilities. Project related expenditures totaling \$6.6 million consisted primarily of expenses relating to commissioning consultants.
- The Special Revenue Fund reported a fund balance of \$1.1 billion at June 30, 2014 as compared to a fund balance of \$998.7 million at June 30, 2013 primarily because cash and investments increased by

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### Management's Discussion and Analysis – Required Supplementary Information

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(Unaudited)

\$94.1 million. Cash and investments increased due to the issuance of debt. Expenditures consisted of grant payments of \$868.9 million, debt service of \$391.4 million, operations expenditures of \$13.4 million and bond issuance costs of \$3.1 million.

- Assets of the Special Revenue Fund included cash and cash equivalents of \$151.3 million; restricted cash and investments of \$773.4 million; an amount due from the Commonwealth related to the Dedicated Sales Tax Revenue totaling \$121.1 million, 100% of which was collected subsequent to year-end; loans receivable of \$114.6 million in connection with the MSBA's intergovernmental loan program for cities and towns; and, an interest receivable of \$9.5 million.
- In Fiscal Year 2012, the MSBA established an OPEB Trust Fund for the purposes of accumulating assets to pay for future other post-employment benefits. During Fiscal Year 2014, the MSBA made no additional transfers from the Special Revenue Fund to the OPEB Trust Fund because the Trust Fund was fully funded.

#### Overview of the Financial Statements

The financial section of this report consists of the following parts: management's discussion and analysis (this section), the basic financial statements, the notes to the financial statements, and required supplementary information.

This report consists of six financial statements presented on three pages. The first two financial statements are the Governmental Fund Balance Sheets/Statements of Net Position found on page 10. The second two financial statements are the Statements of Revenues, Expenditures and Changes in Fund Balance/Statements of Activities found on page 11. The final two financial statements are the Statements of Fiduciary Net Position and the Statements of Changes in Fiduciary Net Position found on page 12. The OPEB Trust Fund is an irrevocable trust fund established for the purpose of accumulating assets to pay for future other post-employment benefits. The assets are funded from operations and accumulate to reduce the unfunded actuarial liability of health care and other related post-employment benefits. Currently, the MSBA has no retired employees; thus, the assets of the Trust Fund are currently not used for direct payment of benefits.

GASB Statement No. 54, *Fund Balance Reporting and Governmental Fund Type Definitions* requires entities to classify fund balances as restricted, committed, assigned, or unassigned. The MSBA Board of Directors has the ability to commit and un-commit funds while financial management of the MSBA has the ability to assign and un-assign funds. Restricted balances are restricted in their use by bond covenants and statute.

GASB Statement 63: *Financial Reporting of Deferred Outflows of Resources, Deferred Inflows of Resources, and Net Position* and GASB Statement No. 65: *Items Previously Reported as Assets and Liabilities*. In accordance with GASB 65, losses on bond refundings are classified as deferred outflows of resources and bond issue costs are recorded as an expense when incurred.

#### Reporting the MSBA's Governmental Funds

The fund financial statements provide detailed information about the MSBA's Governmental Funds – not the MSBA as a whole. The fund financial statements are prepared using a different approach than the government-wide financial statements. The MSBA's expenditures are reported in its Governmental Funds, which focuses on cash inflows and outflows in the funds and the balance left at year-end that are available for spending. The Governmental Funds are reported using modified accrual accounting, which measures revenues as they become both measurable

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Management's Discussion and Analysis – Required Supplementary Information

June 30, 2014

(Unaudited)

and available and are expected to be collected within the next fiscal year. Expenditures are recorded in the period the liability is incurred and expected to be paid within the next fiscal year. The Governmental Fund Statements provide a detailed short-term view (less than one year) of the MSBA's government operating requirements for the year ended June 30, 2014.

**The MSBA as a Whole**

The Statements of Net Position and the Statements of Activities provide information about the activities of the MSBA as a whole and present a longer-term view of the MSBA's finances by focusing on total available resources and changes therein. The fund financial statements tell how operations are financed in the short term as well as what remains for future spending.

**Condensed Financial Information**

Summary of Net Position

(In thousands)

	<u>2014</u>	<u>2013</u>
Cash and investments	\$ 993,435	882,095
Receivables	248,694	240,707
Other assets	—	117
Total assets	<u>1,242,129</u>	<u>1,122,919</u>
Deferred outflow of resources	151,948	161,371
Total assets and deferred outflows	<u>1,394,077</u>	<u>1,284,290</u>
Current liabilities	643,488	615,854
Noncurrent liabilities	6,924,730	6,704,071
Total liabilities	<u>7,568,218</u>	<u>7,319,925</u>
Net position	<u>\$ (6,174,141)</u>	<u>(6,035,635)</u>

**MASSACHUSETTS SCHOOL BUILDING AUTHORITY**

Management's Discussion and Analysis – Required Supplementary Information

June 30, 2014

(Unaudited)

Summary of Activities

(In thousands)

	<b>2014</b>	<b>2013</b>
Dedicated sales tax	\$ 731,239	735,450
Investment income (loss)	46,075	(15,524)
Grant income	22,428	23,565
<b>Total general revenues</b>	<b>799,742</b>	<b>743,491</b>
Grant payments and operations	685,994	653,439
Debt Service and related expenses	252,254	256,063
<b>Total expenses</b>	<b>938,248</b>	<b>909,502</b>
<b>Change in net position</b>	<b>(138,506)</b>	<b>(166,011)</b>
Net position, beginning of year	(6,035,635)	(5,869,624)
Net position, end of year	\$ <u>(6,174,141)</u>	<u>(6,035,635)</u>

These statements report the MSBA's net position and changes to the MSBA's net position. Annual changes in the MSBA's net position – the difference between assets and liabilities – are one way to measure the MSBA's health or financial position. Over time, increases or decreases in the MSBA's net position are one indicator of whether its financial health is improving or deteriorating. The MSBA's major revenue source is the portion of the Commonwealth's sales tax revenue dedicated to the MSBA. Pursuant to the Act, all moneys received by the Commonwealth raised by a one percent (1%) statewide sales tax (drawn from the existing statewide 6.25% sales tax, excluding sales tax revenues on meals and from certain additional statutorily exempted revenues from sales (Dedicated Sales Tax Revenue), are available to the MSBA without further appropriation or allotment. The Commonwealth has covenanted that the Dedicated Sales Tax Revenue will not be diverted from the control of the MSBA and has pledged not to reduce the sales tax rate below that prescribed by the Act. The Act states that, under the New Program, no project can be approved for funding unless the MSBA determines that the school project is within the capacity of the MSBA to finance with revenues projected to be available to the MSBA.

The MSBA reports a deficit in its net position primarily due to the fact that the MSBA has \$5.6 billion of Dedicated Sales Tax Bonds outstanding for the purposes of funding school construction and renovation projects. The MSBA also assumed responsibility for funding the Commonwealth's share of the 428 Waiting List and 728 Prior Grant school construction and renovation projects. As of June 30, 2014, the MSBA had paid its full share of 394 of the 428 Waiting List projects and 463 of the 728 Prior Grant projects. This net position, a deficit of \$6.2 billion, will be eliminated primarily through the receipt of Dedicated Sales Tax Revenue.

The change between currently expendable resources and total available resources is identified in the adjustment columns found in the financial statements (pages 10 and 11). To arrive at the Statements of Net Position, there are adjustments for deferred outflows as well as long-term and short-term liabilities that are not reported as fund assets and liabilities. Further, to arrive at the Statements of Activities, transactions relating to assets and long-term liabilities are added to or eliminated from the Statements of Revenues, Expenditures and Changes in Fund

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### Management's Discussion and Analysis – Required Supplementary Information

June 30, 2014

(Unaudited)

Balances. Amounts relating to the aforementioned transactions are displayed in the Adjustments column to the left of the Statements of Net Position and the Statements of Activities and in note 7 to the basic financial statements.

#### **Debt**

The Act provides the MSBA with the power to issue bonds and notes. The MSBA may issue either general obligation or special obligation bonds. Pursuant to the Act, the aggregate outstanding principal amount of the bonds shall not exceed \$10 billion. To date, the MSBA has issued a total of \$8.1 billion of Dedicated Sales Tax Bonds, including \$1.7 billion of refunding bonds, for the purpose of funding school construction and renovation projects. As of June 30, 2014, the MSBA had \$5.6 billion of Dedicated Sales Tax Bonds outstanding plus approximately \$510.8 million of unamortized premiums for the purpose of funding school construction and renovation projects. Coupons on the bonds range from 2.00% to 5.715% and each series is payable semiannually with the last maturity occurring in fiscal year 2043. The \$5.6 billion of debt outstanding includes \$293.4 million of Subordinated Dedicated Sales Tax Bonds. The Dedicated Sales Tax Revenue is pledged for payment of outstanding debt service on these bonds.

In prior years, the MSBA defeased certain Dedicated Sales Tax Bonds by placing the proceeds of new bonds and funds on hand into irrevocable trusts with escrow agents in amounts which will provide for payment of the principal of and interest on the defeased bonds to the redemption date. The defeased portion of such debt, accrued interest thereon, and related unamortized issuance costs and bond premiums were removed from the statements of net position. At June 30, 2014, \$1.8 billion of bonds outstanding are considered defeased.

On July 2, 2013, the MSBA issued \$549 million of Senior Sales Tax Bonds (2013 Series A Bonds). The Bonds mature at various dates through May 2033 and interest is due semi-annually each November 15th and May 15th. The coupons on the bonds range from 3% to 5%.

On July 17, 2014, the MSBA issued \$300 million of Subordinated Dedicated Sales Tax Bond Anticipation Notes (2014 Series A BANs). The Bond Anticipation Notes mature on July 16, 2015 and interest is due at maturity. The coupons on the BANs range from 1% to 5%.

A portion of the interest on the Dedicated Sales Tax Bonds is reimbursed by the federal government. Of the \$5.6 billion of debt outstanding as of June 30, 2014, \$450 million is taxable Build America Bonds for which the MSBA is eligible to receive a 35% interest subsidy directly from the United States Treasury. In addition, \$293 million of the Subordinated Dedicated Sales Tax Bonds, 2010 Series A Bonds and 2011 Series A Bonds, were issued as "Qualified School Construction Bonds" for which the MSBA is eligible to receive a 100% interest subsidy payment directly from the United States Treasury. During fiscal year 2013, the federal government implemented automatic budget cuts imposed through sequestration required pursuant to the Budget Control Act of 2011. Subsidy payments received from March 1, 2013 through September 30, 2013 were reduced by 8.7% due to sequestration. On September 30, 2013, the Internal Revenue Service (IRS) published a notice indicating that subsidy payments processed on or after October 1, 2013 and on or before September 30, 2014 will be reduced by the fiscal year 2014 sequestration rate of 7.2%. The notice states that the sequestration reduction rate will be applied unless and until a law is enacted that cancels or otherwise impacts the sequester. Subsidy payments were reduced by approximately \$2.1 million due to sequestration in fiscal year 2014.

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### **Management's Discussion and Analysis – Required Supplementary Information**

June 30, 2014

(Unaudited)

As of June 30, 2014, the ratings assigned to the MSBA's Dedicated Sales Tax Bonds are as follows: AA+ by Fitch Ratings, Aa2 by Moody's Investor Services, and AA+ by Standards & Poor's Investor Services. As of June 30, 2014, the ratings assigned to the MSBA's Subordinated Dedicated Sales Tax Bonds are as follows: AA by Fitch Ratings, Aa3 by Moody's Investor Services, and AA by Standards & Poor's Investor Services.

#### **Contacting the MSBA's Financial Management**

This financial report is designed to provide citizens, taxpayers, investors and creditors with a general overview of the MSBA's finances and to show the MSBA's accountability for the money it receives. If you have any questions about this report or need additional financial information, contact the Massachusetts School Building Authority at 40 Broad Street, Suite 500, Boston, MA 02109.

**MASSACHUSETTS SCHOOL BUILDING AUTHORITY**

Governmental Fund Balance Sheet/Statement of Net Position

June 30, 2014

(Dollars in thousands)

<b>Assets</b>	<b>Special Revenue Fund</b>	<b>Debt Service Fund</b>	<b>Adjustments (note 7)</b>	<b>Statement of net position</b>
Current assets:				
Cash and cash equivalents (note 4)	\$ 151,251	—	—	151,251
Restricted cash and investments (note 4)	773,418	68,766	—	842,184
Amount due from Commonwealth (note 3)	121,122	—	—	121,122
Interest receivable	9,542	—	—	9,542
Grant receivable	—	—	3,452	3,452
Loan receivable (note 9)	6,680	—	—	6,680
Noncurrent assets:				
Loan receivable (note 9)	107,898	—	—	107,898
<b>Total assets</b>	<b>1,169,911</b>	<b>68,766</b>	<b>3,452</b>	<b>1,242,129</b>
<b>Deferred Outflows of Resources</b>				
Loss on bond refunding	—	—	151,948	151,948
<b>Total assets and deferred outflows</b>	<b>\$ 1,169,911</b>	<b>68,766</b>	<b>155,400</b>	<b>1,394,077</b>
<b>Liabilities</b>				
Current liabilities:				
Accounts payable	\$ 1,327	—	—	1,327
Accrued interest	—	—	87,454	87,454
Current portion of grants payable (notes 5 and 6)	64,044	—	333,127	397,171
Current portion of long-term debt (note 5)	—	—	116,555	116,555
Current portion of compensated absences (note 5)	—	—	332	332
Current portion of bond premium	—	—	40,649	40,649
Long-term liabilities:				
Long-term debt (note 5)	—	—	5,515,915	5,515,915
Grants payable (notes 5 and 6)	—	—	927,387	927,387
Bond premium	—	—	470,127	470,127
Compensated absences (note 5)	—	—	237	237
Arbitrage rebate (note 5)	—	—	11,064	11,064
<b>Total liabilities</b>	<b>65,371</b>	<b>—</b>	<b>7,502,847</b>	<b>7,568,218</b>
<b>Fund Balance/Net Position</b>				
Restricted	771,844	68,766	(840,610)	—
Assigned	332,696	—	(332,696)	—
<b>Total fund balance</b>	<b>1,104,540</b>	<b>68,766</b>	<b>(1,173,306)</b>	<b>—</b>
<b>Total liabilities and fund balance</b>	<b>\$ 1,169,911</b>	<b>68,766</b>		
Restricted for debt service				830,576
Unrestricted				(7,004,717)
Commitments and contingencies (notes 8 and 10)				
<b>Net position</b>			<b>\$ (6,174,141)</b>	<b>(6,174,141)</b>

See accompanying notes to financial statements.

**MASSACHUSETTS SCHOOL BUILDING AUTHORITY**

Statement of Revenues, Expenditures, and Changes in Fund Balance/Statement of Activities

Year ended June 30, 2014

(Dollars in thousands)

	<b>Special Revenue Fund</b>	<b>Debt Service Fund</b>	<b>Adjustments (note 7)</b>	<b>Statement of activities</b>
	<u>          </u>	<u>          </u>	<u>          </u>	<u>          </u>
General revenues:				
Dedicated sales tax (note 3)	\$ 731,239	—	—	731,239
Investment income	45,543	1,574	(1,042)	46,075
Grant income	<u>22,402</u>	<u>—</u>	<u>26</u>	<u>22,428</u>
Total revenues	<u>799,184</u>	<u>1,574</u>	<u>(1,016)</u>	<u>799,742</u>
Expenditures/expenses:				
Grant payments (note 6)	868,948	—	(196,512)	672,436
Operations	13,374	—	184	13,558
Bond issuance costs	3,140	—	—	3,140
Loss on refunding	—	—	9,423	9,423
Debt service	<u>391,376</u>	<u>—</u>	<u>(151,685)</u>	<u>239,691</u>
Total expenditures/expenses	<u>1,276,838</u>	<u>—</u>	<u>(338,590)</u>	<u>938,248</u>
Other financing sources (uses):				
Bond proceeds (note 5)	599,125	—	(599,125)	—
Transfer to (from) funds (note 2)	<u>(15,669)</u>	<u>15,669</u>	<u>—</u>	<u>—</u>
Total other financing sources (uses)	<u>583,456</u>	<u>15,669</u>	<u>(599,125)</u>	<u>—</u>
Change in fund balance/net position	105,802	17,243	(261,551)	(138,506)
Fund balance/net position, beginning of year	<u>998,738</u>	<u>51,523</u>	<u>(7,085,896)</u>	<u>(6,035,635)</u>
Fund balance/net position, end of year	<u>\$ 1,104,540</u>	<u>68,766</u>	<u>(7,347,447)</u>	<u>(6,174,141)</u>

See accompanying notes to financial statements.

**MASSACHUSETTS SCHOOL BUILDING AUTHORITY**

Fiduciary Fund

June 30, 2014

(Dollars in thousands)

**Statement of Fiduciary Net Position**

	<b><u>OPEB Trust Fund</u></b>
Assets:	
Cash and cash equivalents (note 4)	\$ 2,335
Total assets	<u>2,335</u>
Net position – held in trust for OPEB benefits	<u>\$ 2,335</u>

**Statement of Changes in Fiduciary Net Position**

Additions:	
Contributions:	
Employer	\$ —
Total contributions	<u>—</u>
Net investment income:	
Net appreciation	459
Interest Income	124
Total investment expense	<u>(26)</u>
Net investment income	<u>557</u>
Total additions	557
Net position, beginning of period	<u>1,778</u>
Net position, end of period	<u>\$ 2,335</u>

See accompanying notes to financial statements.

# MASSACHUSETTS SCHOOL BUILDING AUTHORITY

## Notes to Financial Statements

June 30, 2014

### (1) Organization and Background

Chapter 208 of the Acts of 2004 (Chapter 208, together with Chapter 70B of the Massachusetts General Laws, Section 35BB of Chapter 10 of the Massachusetts General Laws and Chapter 210 of the Acts of 2004, all as most recently amended, collectively referred to as the Act), eliminated the former school building assistance program and created the Massachusetts School Building Authority (the MSBA) to administer and fund a new program (the New Program) for grants to cities, towns, and regional school districts for school construction and renovation projects.

Under the former program, the Commonwealth of Massachusetts (the Commonwealth) was reimbursing cities, towns and regional school districts for its share of 728 previously approved projects (Prior Grant Projects). In addition, under the former program, 428 school projects were maintained on a waiting list for funding (the Waiting List). Pursuant to the Act, the MSBA became responsible for funding the Commonwealth's share of the 728 Prior Grant projects and 428 Waiting List projects. The Commonwealth's share ranged from 50% to 90% of approved eligible costs. As of June 30, 2014, the MSBA had paid in full its share of 394 of the 428 Waiting List projects and 463 of the 728 Prior Grant projects.

Under the New Program, no city, town or regional school district or independent agricultural and technical school has any entitlement to funds from the MSBA. Grants approved by the MSBA for projects may range from 31% to 80% of approved eligible project costs. Under the New Program, the MSBA is limited in the amount of grants it can approve in a fiscal year. The limit may change by the lesser of 4.5% of the limit for the prior fiscal year or the percentage change in the Dedicated Sales Tax Revenue Amount (see note 3) over the prior fiscal year.

The MSBA is mandated with achieving the effective planning, management and financial sustainability of a school building assistance program. The MSBA is an independent public Authority not subject to the supervision and control of any other executive office, department, agency or political subdivision of the Commonwealth. The MSBA is funded by a dedicated portion of the Commonwealth's statewide sales tax revenue. The Commonwealth has covenanted that the Dedicated Sales Tax Revenue will not be diverted from the control of the MSBA and has pledged not to reduce the sales tax rate below that prescribed by the Act. The Act prohibits the MSBA from filing for bankruptcy. The Act provides the MSBA with the power to issue bonds and notes. The MSBA may issue either general obligation or special obligation bonds. Pursuant to the Act, the aggregate outstanding principal amount of the bonds shall not exceed \$10 billion.

Under the Act, the MSBA Board shall consist of the Treasurer and Receiver General of the Commonwealth (the Treasurer), the Secretary of Administration and Finance, and the Commissioner of Education, each *ex officio*, or such persons' designees, and four other members appointed by the Treasurer, each of whom shall serve two year terms and shall be eligible for reappointment. Of the four members appointed by the Treasurer, two are required to have practical experience in educational facilities planning, school building construction or architecture and school design, and two are required to be persons in the field of education with demonstrated knowledge of the Commonwealth's curriculum frameworks and other relevant federal and state educational standards. The Treasurer serves as the chairperson of the MSBA. The Executive Director of the MSBA serves as Secretary of the MSBA Board, *ex officio*.

# MASSACHUSETTS SCHOOL BUILDING AUTHORITY

## Notes to Financial Statements

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### (2) Summary of Significant Accounting Policies

#### (a) *Reporting Entity and Basis of Presentation*

The accompanying financial statements of the MSBA have been prepared in accordance with U.S. generally accepted accounting principles (GAAP). The MSBA has prepared government-wide financial statements titled “Statements of Net Position” and “Statements of Activities” as well as the required supplementary information titled “Management’s Discussion and Analysis” and “Schedule of Funding Progress” which precedes and follows, respectively, the financial statements. The MSBA also prepares the fund financial statements, which are the Special Revenue Fund and Debt Service Fund “Balance Sheets” and “Statements of Revenues, Expenditures and Changes in Fund Balance.” The MSBA’s basic financial statements which include both the government-wide and the fund financial statements have been combined together and presented on the same pages.

**Fund Financial Statements** – The MSBA utilizes the modified accrual basis of accounting, which focuses on changes in current financial resources, in the preparation of the fund financial statements. Revenues and related receivables are recognized when they become both measurable and available. “Available” means collectible within the current period or soon enough thereafter to pay liabilities of the current period. Expenditures and related liabilities are recorded in the period in which the liability is incurred. However, expenditures related to compensated absences and grants payable are recorded only to the extent that the liabilities mature (come due for payment).

Operating expenditures are direct costs incurred by the MSBA and are categorized into administrative expenditures, such as payroll related benefits and legal fees, and project related expenditures such as professional consultants and other related costs.

Nonoperating revenues and expenditures, classified as other financing sources (uses), primarily relate to the issuance of long-term debt.

The MSBA reports the following funds:

The Special Revenue Fund is the MSBA’s primary operating fund. It accounts for all financial resources of the MSBA, except those required to be accounted for in another fund.

The Debt Service Fund is a sinking fund related to the 2010 Series A Bonds and 2011 Series A Bonds. The amounts in the Debt Service Fund will be used to pay the principal of the 2010 Series A Bonds and 2011 Series A Bonds at maturity. Periodically, money is transferred from the Special Revenue Fund to the Debt Service Fund to meet sinking fund requirements. During fiscal year 2014, there was a transfer of \$15.7 million, from the Special Revenue Fund to the Debt Service Fund. As of June 30, 2014, the total amount in the Debt Service Fund totaled \$68.8 million.

**Fiduciary Fund** – During fiscal year 2012, the MSBA established the OPEB Trust Fund, an irrevocable trust fund established to accumulate assets for the purpose of paying for future other post-employment benefits. The assets are funded from operations and accumulate to reduce the unfunded actuarial liability of health care and other related post-employment benefits. Currently, the MSBA has no retirees; thus, the assets of the trust are currently not used for direct payment of benefits.

# MASSACHUSETTS SCHOOL BUILDING AUTHORITY

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The Trust Fund financial statements focus on the changes in total economic resources and utilize the full accrual basis of accounting.

**Government-Wide Financial Statements** – The MSBA utilizes the full accrual basis of accounting, which focuses on changes in total economic resources, in the preparation of the government-wide financial statements. Under the full accrual basis of accounting, changes in long-term assets and liabilities are incorporated into the financial statements. Since the fund financial statements are prepared on a different measurement focus and basis of accounting than the government-wide financial statements, an “Adjustments Column” is presented to convert the fund basis financial statements into the government-wide financial statements. Details supporting amounts in the Adjustments Column are presented in note 7.

Due to its relationship with the Commonwealth, the MSBA is considered a blended component unit for financial statement purposes and is presented as a special revenue fund in the Commonwealth’s financial statements. The MSBA has no relationship with other entities that could be considered component units.

**(b) Investments**

All investments are recorded at fair value. The MSBA has investments in U.S. Treasuries, municipal bonds, money markets, an external investment pool and a Guaranteed Investment Contract. The fair value of the Guaranteed Investment Contract is determined based on contract value.

The MSBA invests in the Massachusetts Municipal Depository Trust (MMDT), which is an external investment pool and is not SEC-registered. The fund is state regulated and is valued at current share price.

Fluctuations in the fair value of U.S. Treasuries and municipal bonds are recorded as investment income (loss). Investment income (loss) related to fluctuations in value of these investments was \$17.9 million in fiscal year 2014. The MSBA intends to hold these investments to maturity.

**(c) Capital Assets**

Capital assets are defined by the MSBA as classes of assets with an initial aggregate cost of more than \$100,000 and an estimated useful life in excess of one year. Such assets are recorded at historical cost or estimated historical cost if purchased or constructed.

Leasehold improvements exceeding \$100,000 are capitalized and amortized over the life of the lease which is seven years. The book value of capitalized leasehold improvements associated with the MSBA’s lease has been fully amortized as of June 30, 2014.

**(d) Compensated Absences**

Employees earn the right to be compensated during absences for vacation and illness. Vested or accumulated vacation and sick leave expected to be liquidated with expendable available financial resources are reported as expenditures and liabilities. Employees are granted vacation and sick leave in varying amounts based on years of service. Upon retirement, termination, or death, certain employees are compensated for unused vacation and sick leave (subject to certain limitations) at their

# MASSACHUSETTS SCHOOL BUILDING AUTHORITY

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then-current rate of pay. At June 30, 2014, approximately \$569,000 of accrued compensated absences has been recorded.

(e) ***Deferred Inflows and Outflows***

The MSBA accounts for certain transactions that result in the consumption or acquisition of one period that are applicable to future periods as deferred outflows and deferred inflows, respectively, to distinguish them from assets and liabilities. For fiscal 2014, the MSBA has reported deferred outflows pertaining to the deferred losses on its prior debt refunding transactions.

(f) ***Revenue Recognition***

The MSBA's major revenue source is the portion of the Commonwealth's sales tax revenue dedicated to the MSBA. Pursuant to the Act, all moneys received by the Commonwealth raised by a one percent (1%) statewide sales tax (drawn from the existing statewide 6.25% sales tax, excluding sales tax revenues on meals and from certain additional statutorily exempted revenues from sales (Dedicated Sales Tax Revenue)) are deposited into the School Modernization and Reconstruction Trust (SMART) Fund, and are available to the MSBA without further appropriation or allotment. The use of the SMART Fund is exclusively restricted for the purposes of the MSBA. Revenue is recognized and a corresponding "Amount due from Commonwealth" is recorded when the Dedicated Sales Tax Revenue or other funds from the Commonwealth are deposited into the SMART Fund. The Dedicated Sales Tax Revenue is pledged for repayment of outstanding debt service.

100% of the interest on the \$293.4 million of Subordinated Dedicated Sales Tax Bonds and 35% of the interest on the \$450.0 million of Build America Bonds is eligible to be reimbursed by the federal government and recorded as grant income. During fiscal years 2014 and 2013, the federal government implemented automatic budget cuts imposed through sequestration required pursuant to the Budget Control Act of 2011. Subsidy payments received from March 1, 2013 through September 30, 2013 were reduced by 8.7% (5.1% on an annualized basis) due to sequestration. On September 30, 2013, the IRS published a notice indicating that subsidy payments processed on or after October 1, 2013 and on or before September 30, 2014 will be reduced by the fiscal year 2014 sequestration rate of 7.2%. The notice states that the sequestration reduction rate will be applied unless and until a law is enacted that cancels or otherwise impacts the sequester. Subsidy payments were reduced by approximately \$2.1 million due to sequestration during fiscal year 2014.

(g) ***Grants Payable***

The MSBA records a liability for its share of total eligible project costs differently depending on the type of project. However, for all projects, the MSBA recognizes a liability for its estimated share of total eligible project costs when the applicable eligibility requirements have been met.

**Prior Grants** – All of the 728 Prior Grant projects had been receiving an annual payment under the former program. The liability for these projects will be reduced over time through annual payments, and savings from debt refundings by the local communities in which the MSBA shares in the savings based on the reimbursement rate of the project.

**Waiting List** – The MSBA funds Waiting List projects using two different methods, lump sum and progress payments. Each funding method has different eligibility requirements.

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Waiting List projects that will receive lump sum payments are recognized as a liability once construction has started. The liability for these projects will be reduced over time through annual payments, and savings from debt refundings by the local communities in which the MSBA shares in the savings based on the reimbursement rate of the project.

The MSBA's share of costs incurred for Waiting List projects that will be funded on a progress payment basis are generally recognized as a liability once a grantee requests reimbursement from the MSBA. Waiting List projects that are not currently recognized as a liability are considered commitments of the MSBA.

Under the Act, the MSBA is committed to paying for its share of projects on the Waiting List once communities meet all applicable eligibility requirements for receiving such grants. As of June 30, 2014, the amount of commitments outstanding for the Waiting List projects is \$23.3 million, and is anticipated to be funded under the progress payment method.

**New Program** – The MSBA funds New Program projects on a progress payment basis. Under this process, communities submit monthly requests for reimbursement. Upon review, the MSBA processes payment for its share of eligible costs incurred. The MSBA's share of costs incurred for New Program projects are recognized as a liability once a grantee requests reimbursement from the MSBA. The MSBA has recorded a liability of \$177.1 million for the reimbursements due for these projects. New Program projects that are not currently recognized as a liability are considered commitments of the MSBA. As of June 30, 2014, the amount of commitments outstanding for the New Program projects is \$1.1 billion, and will be funded under the progress payment method.

For all projects, regardless of the funding mechanism, costs incurred by the grantees are subject to audit by the MSBA. Completion of these audits will allow the MSBA to determine the final approved cost of these projects, and the MSBA will adjust the payments it makes for these projects, as necessary, in accordance with the results of those audits.

### **(h) Employee Benefits**

The Commonwealth is responsible by statute for the pension benefits for members of the State Employees' Retirement System (SERS) including employees of the MSBA. The SERS is a cost-sharing multi-employer public employee retirement system, covering substantially all employees of the Commonwealth and certain employees of independent authorities and agencies. The SERS is administered by the Commonwealth and is part of its reporting entity; no stand-alone financial report is issued. The employee retirement contributions for the year ended June 30, 2014 transferred by the MSBA were approximately \$470,000. The MSBA has not recorded any pension costs in these financial statements. The MSBA share of the retiree pension expense is included in the Commonwealth's financial statements. The value of the MSBA's share was not available as of June 30, 2014, and therefore, is not reported in these financial statements.

The MSBA provides employment benefits other than pensions, including health care and life insurance benefits for active and retired employees through participation in the Commonwealth's Group Insurance Commission. MSBA employees may become eligible for post-employment benefits if they reach normal retirement age while working for the MSBA and retire from the MSBA. The MSBA records other post-employment benefits (OPEB) as expenses when earned by the employee. The

**MASSACHUSETTS SCHOOL BUILDING AUTHORITY**

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MSBA currently funds OPEB based on an actuarial funding schedule, which was fully funded as of June 30, 2014. As of June 30, 2014, the MSBA did not have any retirees.

**(i) Use of Estimates**

The preparation of the financial statements in conformity with U.S. generally accepted accounting principles requires management to make estimates and assumptions that affect the reported amounts of assets and liabilities and disclosures of contingent assets and liabilities at the date of the financial statements and the reported amounts of revenues, expenses and expenditures during the reporting period. Actual results could differ from those estimates.

**(j) Fund Balances**

GASB Statement No. 54, *Fund Balance Reporting and Governmental Fund Type Definitions* requires entities to classify fund balances as restricted, committed, assigned, or unassigned. The MSBA Board of Directors has the ability to commit and un-commit funds while financial management of the MSBA has the ability to assign and un-assign funds. Restricted balances are restricted in their use by bond covenants or statute.

As of June 30, 2014, the MSBA had the following fund balances (in thousands):

	<u>Amount</u>
Fund balance:	
Restricted:	
Grants to cities, towns, and regional school districts	\$ 10,034
Debt service*	<u>830,576</u>
Subtotal	<u>840,610</u>
Assigned:	
Arbitrage rebate	11,064
Grants and loans to cities, towns, and regional school districts	<u>321,632</u>
Subtotal	<u>332,696</u>
Total fund balance	<u><u>\$ 1,173,306</u></u>

\* \$68.8 million relates to the debt service fund.

**(3) Amount due from Commonwealth**

Coincident with the establishment of the MSBA, the Commonwealth established the SMART Fund for the purpose of receiving the transfer of Dedicated Sales Tax Revenue and other funds from the Commonwealth to the MSBA. Amounts held in this Fund are for the exclusive purpose of the MSBA. In fiscal year 2014, \$731.2 million of Dedicated Sales Tax Revenue was earned and recorded as revenue. Of that amount, \$121.1 million was received subsequent to year-end and is recorded as a receivable on the MSBA's financial statements. The Dedicated Sales Tax Revenue is pledged for repayment of outstanding debt service.

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## Notes to Financial Statements

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### (4) Deposits and Investments

Governmental Accounting Standards Board (GASB) Statement No. 40, *Deposit and Investment Risk Disclosures*, requires that entities disclose essential risk information about deposits and investments.

#### (a) *Investment Policy*

Pursuant to the Act, the MSBA is authorized to invest in obligations of the U.S. Treasury, its agencies and instrumentalities, bonds, or notes of public agencies or municipalities, bank time deposits, guaranteed investment contracts, money market accounts, and repurchase agreements. These investments are recorded at fair value. The MSBA has an investment policy that establishes minimum credit quality for certain instruments, outlines investment procedures and provides for periodic reporting. The MSBA's investment policy does not specifically limit the amount the MSBA may invest in any one issuer.

The assets of the MSBA's OPEB Trust Fund are invested in the State Retiree Benefits Trust Fund, which is managed by the Massachusetts Pension Reserves Investment Trust Fund and follows the investment policy of the Massachusetts Pension Reserves Investment Management Board.

#### (b) *Custodial Credit Risk*

Custodial credit risk is the risk that in the event of bank failure, the MSBA's deposits may not be returned. The MSBA does not have a formal investment policy for custodial credit risk. As of June 30, 2014 all MSBA deposits in excess of the Federal Deposit Insurance Corporation (FDIC) insured limit were fully collateralized.

#### (c) *Interest Rate Risk*

Interest rate risk is the risk that changes in interest rates will adversely affect the fair value of the MSBA's investments. The MSBA's investment policy does not specifically limit investment maturities as a means of managing its exposure to fair value losses arising from increasing interest rates. The MSBA intends to hold its fixed income investments to maturity.

As of June 30, 2014, the MSBA had \$226.5 million invested in a collateralized guaranteed investment contract (GIC) and \$406.7 million invested in U.S. Treasury Bonds and municipal bonds. These investments all have a fixed interest rate and are included in restricted cash and investments on the balance sheets. The GIC matures August 15, 2030 while the U.S. Treasury Bonds and municipal bonds mature from 2019 to 2043.

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The following is a list of the MSBA's investments and related maturity schedule as of June 30, 2014 (dollars in thousands).

<u>Investment type</u>	<u>Fair value</u>	<u>Investment maturities</u>			
		<u>&lt; 1 Year</u>	<u>1-5 Years</u>	<u>6-10 Years</u>	<u>&gt;10 Years</u>
Money Market Funds	\$ 197,391	197,391	—	—	—
U.S. Treasuries	330,257	—	18,499	—	311,758
Municipal Bonds	76,476	—	—	—	76,476
GIC	226,451	—	—	—	226,451
Total	\$ <u>830,575</u>	<u>197,391</u>	<u>18,499</u>	<u>—</u>	<u>614,685</u>

**(d) Credit Risk**

As of June 30, 2014, the MSBA had \$226.5 million invested in a GIC for which collateral equal to 105% of the principal value of the contract is held by a third party. This investment is not rated.

As of June 30, 2014 the MSBA had \$330.3 million invested in Treasury STRIPS and other U.S. obligations backed by the full faith and credit of the U.S. government.

As of June 30, 2014, the MSBA had \$197.4 million invested in money market funds.

As of June 30, 2014, the MSBA had \$76.5 million invested in municipal bonds. These investments were rated AA+ or above.

**(e) Concentration of Credit Risk – Investments**

Concentration of credit risk is the risk of loss attributed to the magnitude of a government's investment in a single issuer. The issuers where investments as of June 30, 2014 exceeded 5% of the MSBA's total investments, other than investments in U.S. government obligations and money market funds, are as follows:

	<u>Percentage of total investments</u>
FSA Capital Management Services, LLC	27%
Commonwealth of Massachusetts (Series 2011 B Bonds)	6

**MASSACHUSETTS SCHOOL BUILDING AUTHORITY**

Notes to Financial Statements

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**(5) Long and Short-Term Obligations**

Following is a summary of the long-term obligations of the MSBA as of June 30, 2014 (amounts in thousands):

	<b>Outstanding, beginning of year</b>	<b>Additions</b>	<b>Reductions*</b>	<b>Outstanding, end of year</b>	<b>Due within one year</b>
Grants payable:					
Prior Grant projects	\$ 1,213,498	—	211,097	1,002,401	197,947
Waiting List projects	174,551	85,437	114,900	145,088	22,155
New Program projects	131,720	783,786	738,437	177,069	177,069
	<u>1,519,769</u>	<u>869,223</u>	<u>1,064,434</u>	<u>1,324,558</u>	<u>397,171</u>
Long-term debt:					
Dedicated Sales Tax Bonds (2005)	314,010	—	66,355	247,655	69,645
Dedicated Sales Tax Bonds (2007)	1,391,435	—	11,710	1,379,725	6,345
Dedicated Sales Tax Bonds (2009A)	73,900	—	14,000	59,900	30,000
Dedicated Sales Tax Bonds (2009B) – Build America Bonds	450,000	—	—	450,000	—
Subordinated Dedicated Sales Tax Bonds (2010A) – Qualified School Construction Bonds	151,000	—	—	151,000	—
Subordinated Dedicated Sales Tax Bonds (2011A) – Qualified School Construction Bonds	142,380	—	—	142,380	—
Dedicated Sales Tax Bonds (2011B)	989,945	—	19,625	970,320	10,565
Dedicated Sales Tax Bonds (2012A)	766,140	—	—	766,140	—
Dedicated Sales Tax Bonds (2012B)	916,350	—	—	916,350	—
Dedicated Sales Tax Bonds (2013A)	—	549,000	—	549,000	—
	<u>5,195,160</u>	<u>549,000</u>	<u>111,690</u>	<u>5,632,470</u>	<u>116,555</u>

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Notes to Financial Statements

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Other liabilities:					
Compensated absences	502	192	125	569	332
Arbitrage rebate	<u>10,022</u>	<u>1,042</u>	<u>—</u>	<u>11,064</u>	<u>—</u>
	<u>10,524</u>	<u>1,234</u>	<u>125</u>	<u>11,633</u>	<u>332</u>
 Total long-term obligations	 <u>\$ 6,725,453</u>	 <u>1,419,457</u>	 <u>1,176,249</u>	 <u>6,968,661</u>	 <u>514,058</u>

\* Includes reductions in grants payable due to MSBA audits and debt refundings by the local communities of \$1.4 million and \$4.6 million for Prior Grant projects and Waiting List projects, respectively.

***Maturity of Bond Indebtedness***

Bond indebtedness outstanding at June 30, 2014 matures as follows (amounts in thousands):

	<u>Principal</u>	<u>Interest</u>	<u>Interest subsidy</u>	<u>Total</u>
Year ending June 30:				
2015	\$ 116,555	278,385	(22,470)	372,470
2016	119,885	272,158	(24,213)	367,830
2017	128,420	266,328	(24,213)	370,535
2018	132,665	260,118	(24,213)	368,570
2019	154,630	253,838	(24,213)	384,255
2020 – 2024	810,640	1,153,765	(121,065)	1,843,340
2025 – 2029	1,070,285	937,646	(101,074)	1,906,857
2030 – 2034	1,227,660	625,924	(41,062)	1,812,522
2035 – 2039	1,270,385	314,308	(19,093)	1,565,600
2040 – 2043	<u>601,345</u>	<u>69,311</u>	<u>(578)</u>	<u>670,078</u>
	<u>\$ 5,632,470</u>	<u>4,431,781</u>	<u>(402,194)</u>	<u>9,662,057</u>

As of June 30, 2014, the MSBA had outstanding approximately \$5.6 billion, of Dedicated Sales Tax bonds, plus approximately \$511 million, of unamortized premiums, for the purpose of funding school construction and renovation projects. Coupons on the bonds range from 2.000% to 5.715% and each series is payable semi-annually with the last maturity occurring in fiscal year 2043. The \$5.6 billion of debt outstanding includes \$293.4 million of Subordinated Dedicated Sales Tax Bonds.

In prior years, the MSBA defeased certain Dedicated Sales Tax Bonds by placing the proceeds of new bonds and funds on hand into irrevocable trusts with escrow agents in amounts which will provide for payment of the principal of and interest on the defeased bonds to the redemption date. The defeased portion of such debt, accrued interest thereon, and related unamortized issuance costs and bond premiums were removed from the statements of net position. At June 30, 2014, \$1.8 billion of bonds outstanding are considered defeased.

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Notes to Financial Statements

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A portion of the interest on the Dedicated Sales Tax Bonds is reimbursed by the federal government. Of the \$5.6 billion of debt outstanding as of June 30, 2014, \$450 million is taxable Build America Bonds for which the MSBA is eligible to receive a 35% interest subsidy directly from the United States Treasury. In addition, \$293.4 million of the Subordinated Dedicated Sales Tax Bonds were issued as “Qualified School Construction Bonds” for which the MSBA is eligible to receive a 100% interest subsidy payment directly from the United States Treasury. During fiscal year 2013, the federal government implemented automatic budget cuts imposed through sequestration required pursuant to the Budget Control Act of 2011. Subsidy payments received from March 1, 2013 through September 30, 2013 were reduced by 8.7% (5.1% on an annualized basis) due to sequestration. On September 30, 2013, the IRS published a notice indicating that subsidy payments processed on or after October 1, 2013 and on or before September 30, 2014 will be reduced by the fiscal year 2014 sequestration rate of 7.2%. The notice states that the sequestration reduction rate will be applied unless and until a law is enacted that cancels or otherwise impacts the sequester. Subsidy payments were reduced by approximately \$2.1 million due to sequestration in fiscal year 2014.

**(6) Grants Payable**

As of June 30, 2014, the liability for future payments related to the Prior Grant and Waiting List projects is as follows (amounts in thousands):

	<u>Prior Grants</u>	<u>Waiting List</u>	<u>Total</u>
Year ending June 30:			
2015	\$ 197,947	22,155	220,102
2016	185,379	16,292	201,671
2017	172,077	16,292	188,369
2018	139,864	15,299	155,163
2019	124,092	15,299	139,391
2020 – 2024	183,042	59,751	242,793
2025 – 2026	—	—	—
Total	<u>\$ 1,002,401</u>	<u>145,088</u>	<u>1,147,489</u>

The amounts to be reimbursed for the Prior Grant and Waiting List projects may decrease as a result of debt refundings by the local communities in which the MSBA shares in the savings based on the reimbursement rate of the project.

The MSBA will also fund its share of eligible project costs for Waiting List projects and New Program projects that are not currently recognized as a liability. For these projects, which will be funded on a progress payment basis, a liability will be recognized as costs are incurred and submitted to the MSBA for reimbursement. The MSBA has estimated the amount of outstanding Waiting List commitments and New Program commitments at June 30, 2014 to be approximately \$23.3 million and \$1.1 billion, respectively.

Upon completion of the projects, all costs incurred by the grantees are subject to audit by the MSBA and, based on the results of the audits, the estimated approved eligible costs and the related liability may either increase or decrease.

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Notes to Financial Statements

June 30, 2014

**(7) Adjustments Column**

**(a) *Explanation of Certain Differences between the Governmental Fund Balance Sheets and the Statements of Net Position***

Long-term liabilities of the MSBA's activities are not due and payable in the current period and therefore are not reported as fund liabilities. Also, some assets used in governmental activities are not financial resources and therefore are not reported as fund assets. All assets and liabilities, both current and long-term, are reported in the statements of net position. The difference between the governmental fund balances and governmental activities net position at June 30, 2014 were as follows (amounts in thousands):

Total fund balance – governmental funds	\$ 1,173,306
Amounts reported for governmental activities in the statement of net position are different because:	
Grant receivable is capitalized in the government-wide statements	3,452
Loss on bond refundings is classified as deferred outflows in the government-wide statements	151,948
Some liabilities are not due and payable in the current period and therefore are not reported in the governmental funds. Those liabilities consist of:	
Dedicated sales tax bonds	(5,632,470)
Grants payable to local communities	(1,260,514)
Bond premiums	(510,776)
Accrued interest	(87,454)
Other liabilities	(11,064)
Compensated absences	(569)
Net position of governmental activities	\$ (6,174,141)

**MASSACHUSETTS SCHOOL BUILDING AUTHORITY**

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June 30, 2014

**(b) *Explanation of Certain Differences between the Governmental Fund Statements of Revenues, Expenditures, and Changes in Fund Balance and the Statements of Activities***

In the statements of activities prepared on the full accrual basis all revenues and expenses are recognized in the year they are earned or incurred regardless of when they are paid and will therefore be reflected in the statements of activities. Additionally, in the Governmental Funds, payments and receipts contribute to the change in fund balance while the same payments and receipts decrease and increase liabilities in the statements of net position. These differences in measurement recognition affect both the reported fund balance and the reported net position. Adjustments required to be made to the reported Governmental Funds to arrive at the statements of activities are as follows (amounts in thousands):

Net change in fund balances – governmental funds	\$	123,045
Amounts reported for governmental activities in the statement of activities are different because:		
Payments and adjustments on grants decrease long-term liabilities in the statement of net position but are included as expenditures in the governmental funds.		196,512
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 governmental funds. This amount represents the change in compensated absences, interest payable and other liabilities.		(9,607)
Proceeds of long-term debt and premiums increase long-term liabilities in the statement of net position but are included in the operating statement of the governmental funds.		(599,125)
Repayment of bond principal and payments to escrow agents are expenditures in the governmental funds, but reduce long-term liabilities on the statement of net position.		151,685
Adjustment of revenues reported in the statement of activities on a different basis than in the governmental funds.		<u>(1,016)</u>
Change in net position of governmental activities	\$	<u><u>(138,506)</u></u>

**(8) Commitments and Contingencies**

**(a) *Grant Commitments***

The MSBA has estimated the amount of outstanding Waiting List commitments and New Program commitments at June 30, 2014 to be \$23.3 million and \$1.1 billion, respectively.

**(b) *Related Parties***

The MSBA enters into various related party transactions with the Commonwealth. All significant or material transactions have been properly disclosed in the accompanying financial statements.

MASSACHUSETTS SCHOOL BUILDING AUTHORITY

Notes to Financial Statements

June 30, 2014

(c) *Operating Lease*

The MSBA leases its office space. The lease terminates on January 31, 2015 with future minimum lease payments totaling \$578,818 as follows:

<u>Fiscal year</u>	<u>Amount</u>
2015	\$ <u>578,818</u>
Total	\$ <u><u>578,818</u></u>

Rent expense recorded during fiscal years 2014 was approximately \$980,687.

(9) **Intergovernmental Loans**

The MSBA has entered into various loan agreements with municipalities at a 2% interest rate with principal to be paid in equal installments for varying terms. Currently, the longest repayment schedule has a final payment in fiscal year 2043. This program is designed to assist a limited number of school districts with unanticipated inflationary construction costs over the districts' original project budget. The loans outstanding as of June 30, 2014 were \$114.5 million, of which \$6.7 million is due in FY15. During FY14, the MSBA collected \$6.5 million of scheduled principal payments.

(10) **Other Post-Employment Benefits**

GASB Statement No. 45, *Accounting and Financial Reporting by Employers for Post-employment Benefits Other Than Pensions*, requires governments to account for other post-employment benefits, primarily healthcare, on an accrual basis rather than on a pay-as-you-go basis. The effect is the recognition of an actuarially required contribution as an expense on the statements of revenues, expenses, and changes in net assets when a future retiree earns their post-employment benefit rather than when they use their post-employment benefit. To the extent that an entity does not fund their actuarially required contribution, a post-employment benefit liability is recognized on the balance sheets over time.

(a) *Plan Description*

The MSBA will provide post-employment health care, life insurance and other post-employment benefits (OPEB) for employees who meet the eligibility criteria and retire directly from the MSBA through the Group Insurance Commission (GIC). The GIC is a state agency that administers an agent multi-employer defined benefit OPEB plan. As of December 31, 2012, the actuarial valuation date, the MSBA had no retirees and 55 active plan members. There are 6 terminated employees that have a vested interest to benefits. The plan does not issue a separate financial report.

(b) *Benefits Provided*

As part of the MSBA employee benefits package administered by the GIC, the MSBA provides health and life insurance to employees who retire from the MSBA and their covered dependents. All active employees who retire from the MSBA, meet the eligibility criteria, and opt for the plan will receive these benefits.

**MASSACHUSETTS SCHOOL BUILDING AUTHORITY**

Notes to Financial Statements

June 30, 2014

**(c) Funding Policy**

Subject to statutory requirement, future retirees will contribute 20% of the cost of the premium of the health plan, as determined by the GIC, and the MSBA will contribute the remainder of the health plan costs. The MSBA plans to keep the plan fully funded on an annual basis.

**(d) Annual OPEB Costs and Net OPEB Obligation/(Asset)**

The MSBA's fiscal year 2014 OPEB expense is calculated based on the value of benefits earned during the year (Normal Cost) and a one-year amortization of the Unfunded Actuarial Accrued Liability (UAAL), as actuarially determined in accordance with the parameters of GASB Statement No. 45. The Annual Required Contribution (ARC) in the table below reflects the full recognition of the UAAL as of June 30, 2014 and 2013. For future years, the ARC will be limited to changes in membership, the benefit plans and inflation rates. The following table shows the components of the MSBA's OPEB cost for the years ending June 30, 2014 and 2013, the amount actually contributed to the plan, and the change in the MSBA's net OPEB obligation/(asset) based on an actuarial valuation as of December 31, 2012 (amounts in thousands):

	<u>2014</u>	<u>2013</u>
Annual required contribution (ARC)	\$ (9)	(183)
Adjustment to ARC	—	—
Annual OPEB cost	(9)	(183)
Contributions made	—	—
Change in net OPEB obligation/(asset)	(9)	(183)
Net OPEB obligation/(asset) – beginning of year	(183)	—
Net OPEB obligation/(asset) – end of year	\$ <u>(192)</u>	<u>(183)</u>

The MSBA's OPEB cost, the percentage of OPEB cost contributed to the plan, and the net OPEB obligation were as follows (amounts in thousands):

<u>Fiscal year ended</u>	<u>OPEB cost</u>	<u>Percentage of OPEB cost contributed</u>	<u>Net OPEB obligation/(asset)</u>
2014	\$ (9)	Note 1	(192)
2013	(183)	Note 1	(183)
2012	(1,633)	Note 1	—

Note 1: During fiscal year 2012, the MSBA established an irrevocable trust to accumulate assets to pay for future other post-employment benefits. In June, 2012, the MSBA transferred \$1,778,000 to the Trust to fully fund it. There were no additional transfers in fiscal years 2014 and 2013, as the Trust was fully funded.

# MASSACHUSETTS SCHOOL BUILDING AUTHORITY

## Notes to Financial Statements

June 30, 2014

**(e) Funded Status and Funding Progress**

The funded status of the plan as of January 1, 2014, based on an actuarial valuation as of January 1, 2014, was as follows (amounts in thousands):

Actuarial accrued liability (AAL)	\$	1,941
Actuarial value of plan assets		<u>2,189</u>
Unfunded/(Overfunded) actuarial accrued liability (UAAL)	\$	<u>(248)</u>
Funded ratio (actuarial value of plan assets/AAL)		112.8%
Covered payroll (active plan members)	\$	4,880
UAAL as a percentage of covered payroll		—

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 MSBA 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 as required supplementary information following the notes to the financial statements, presents multi-year trend information that shows whether the actuarial value of plan assets is increasing or decreasing over time relative to the actuarial accrued liabilities for benefits.

**(f) Actuarial Methods and Assumptions**

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

In the January 1, 2014 actuarial valuation, the projected unit credit cost method was used. The actuarial value of assets was determined to be \$2.2 million based on the fair market value of the assets. The actuarial assumptions included an 8.0% investment rate of return and an initial annual healthcare cost trend rate of 7.0% which decreases to a 5% long-term trend rate for all healthcare benefits after four years. The MSBA has chosen to amortize its AAL over 1 year.

**(11) Subsequent Events**

On July 17, 2014, the MSBA issued \$300 million of Subordinated Dedicated Sales Tax Bond Anticipation Notes (2014 Series A BANs). The Bond Anticipation Notes mature on July 16, 2015 and interest is due at maturity. The coupons on the BANs range from 1% to 5%.

**MASSACHUSETTS SCHOOL BUILDING AUTHORITY**  
Schedule of Funding Progress – Required Supplementary Information  
June 30, 2014  
(Unaudited)  
(Dollars in thousands)

<b>Other postemployment benefits</b>						
<b>Actuarial valuation</b>	<b>Assets (a)</b>	<b>Actuarial accrued liability (AAL) – (b)</b>	<b>Unfunded AAL (UAAL) (b-a)</b>	<b>Funded ratio (a/b)</b>	<b>Covered payroll (c)</b>	<b>UAAL as a percentage of covered payroll ((b-a)/(c))</b>
January 1, 2014	\$ 2,189	1,941	(248)	112.8%	\$ 4,880	—
January 1, 2013	1,909	1,668	(241)	114.4%	4,490	—
January 1, 2009*	1,778	1,778	—	100.0%	3,880	—

\* Updated as of June 30, 2013

**MASSACHUSETTS SCHOOL BUILDING AUTHORITY**  
Schedule of Employer Contributions – Required Supplementary Information  
June 30, 2014  
(Unaudited)  
(Dollars in thousands)

<b>Other postemployment benefits</b>				
<b>Fiscal year ending June 30,</b>	<b>Annual OPEB costs</b>	<b>Actual contributions</b>	<b>Percentage contributed</b>	
2014	\$ (9)	\$ —	—%	
2013	(183)	—	—	
2012	(1,633)	1,778	108	

See accompanying independent auditors' report.



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**Independent Auditors' Report on Internal Control over Financial Reporting and on  
Compliance and Other Matters Based on an Audit of Financial Statements  
Performed in Accordance with *Government Auditing Standards***

The Board Members  
Massachusetts School Building Authority:

We have audited, in accordance with the 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, the financial statements of the governmental activities, each major fund, and the aggregate remaining fund information of the Massachusetts School Building Authority (the Authority), a blended component of the Commonwealth of Massachusetts, as of and for the year ended June 30, 2014, which comprise the basic financial statements, and have issued our report thereon dated November 7, 2014.

**Internal Control over Financial Reporting**

In planning and performing our audit of the financial statements, we considered the Authority's internal control over financial reporting (internal control) to determine the audit procedures that are appropriate in the circumstances for the purpose of expressing our opinions on the financial statements, but not for the purpose of expressing an opinion on the effectiveness of Authority's internal control. Accordingly, we do not express an opinion on the effectiveness of Authority's internal control.

A deficiency in internal control exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct, misstatements on a timely basis. A material weakness is a deficiency, or combination of deficiencies, in internal control, such that there is a reasonable possibility that a material misstatement of the entity's financial statements will not be prevented, or detected and corrected on a timely basis. A significant deficiency is a deficiency, or a combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance.

Our consideration of internal control was for the limited purpose described in the first paragraph of this section and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies. Given these limitations, during our audit we did not identify any deficiencies in internal control that we consider to be material weaknesses. However, material weaknesses may exist that have not been identified.



### **Compliance and Other Matters**

As part of obtaining reasonable assurance about whether Authority's financial statements are free from material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements, noncompliance with which could have a direct and material effect on the determination of financial statement amounts. However, providing an opinion on compliance with those provisions was not an objective of our audit, and accordingly, we do not express such an opinion. The results of our tests disclosed no instances of noncompliance or other matters that are required to be reported under *Government Auditing Standards*.

### **Purpose of this Report**

The purpose of this report is solely to describe the scope of our testing of internal control and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the Authority's internal control or on compliance. This report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the Authority's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.

KPMG LLP

November 7, 2014