

*Financial Statements, Required Supplementary Information  
and Supplementary Information*

**Guam Economic Development Authority**  
(A Component Unit of the Government of Guam)

*Years ended September 30, 2019 and 2018  
With Report of Independent Auditors*



Guam Economic Development Authority  
(A Component Unit of the Government of Guam)

Financial Statements, Required Supplementary Information, and  
Supplementary Information

Years ended September 30, 2019 and 2018

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## Report of Independent Auditors

The Board of Directors  
Guam Economic Development Authority:

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

We have audited the accompanying financial statements of the Guam Economic Development Authority (GEDA), a component unit of the Government of Guam, which comprise the statement of net position as of September 30, 2019 and the related statements of revenues, expenses, and changes in net position and cash flows for the year then ended, and the related notes to the financial statements, which collectively comprise GEDA's basic financial statements as listed in the table of contents.

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

Management is responsible for the preparation and fair presentation of these financial statements in conformity 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.

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

Our responsibility is to express an opinion on these financial statements based on our audit. We conducted our audit in accordance with auditing standards generally accepted in the United States 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 of material misstatement.

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

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

### ***Opinion***

In our opinion, the financial statements referred to above present fairly, in all material respects, the financial position of the Guam Economic Development Authority as of September 30, 2019 and the changes in its financial position and its cash flows 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 4 through 22 as well as the Schedules of Proportional Share of the Net Pension Liability on pages 62, 64, and 66, the Schedule of Contributions on pages 63, 65, 67 and 69 and the Schedule of Proportional Share of the Collective Total Other Postemployment Benefit Liability on page 68 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 which 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, which consisted of inquiries of management about the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We do not express an opinion or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.

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

Our audits were conducted for the purpose of forming an opinion on the financial statements that collectively comprise GEDA's basic financial statements. The supplemental schedule of salaries and wages on page 71 and the supplemental comparative divisional schedules on pages 72 through 74 are presented for purposes of additional analysis and are not a required part of the basic financial statements.

The supplemental divisional information, the supplemental schedule of salaries and wages and the supplemental comparative divisional schedules are the responsibility of management and were derived from and relate directly to the underlying accounting and other records used to prepare the basic financial statements. Such information has been subjected to the auditing procedures applied in the audit of the basic financial statements and certain additional procedures, including comparing and reconciling such information directly to the underlying accounting and other records used to prepare the basic financial statements or to the basic financial statements themselves, and other additional procedures in accordance with auditing standards generally accepted in the United States. In our opinion, the supplemental divisional information, the supplemental schedule of salaries and wages and the supplemental comparative divisional schedules are fairly stated, in all material respects, in relation to the basic financial statements as a whole.

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

In accordance with Government Auditing Standards, we have also issued our report dated May 15, 2020 on our consideration of GEDA'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 solely 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 the effectiveness of GEDA's 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 GEDA's internal control over financial reporting and compliance.

***Report of Other Auditors on September 30, 2018 Financial Statements***

The financial statements of GEDA for the year ended September 30, 2018, were audited by other auditors who expressed an unmodified opinion on those statements on March 28, 2019.

*Ernst + Young LLP*

May 15, 2020

Guam Economic Development Authority  
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Management's Discussion and Analysis

**PREFACE**

The mission of the Guam Economic Development Authority, *Aturidat Inadilanton Ikunumihan Guahan* (GEDA), is to develop a sound and sustainable economy through innovative programs that preserve and promote local culture, economic opportunities and quality of life.

As a public corporation (12GCA Chapter 50), GEDA has broad responsibility over the centralized direction, control and supervision of an integrated plan for the economic development of Guam through its programs and offerings, which include public financial services, business and investment assistance and incentive programs, and real property management.

Although GEDA has a series of broad mandates, GEDA regularly focuses on key areas which are the core of GEDA's regular activities. These activities include industry development activities, compliance monitoring, commercial loan programs, real property management, and serve as the Central Financial Manager for the Government of Guam by assisting with coordinating and monitoring Financial Advisory Services, Capital Financing, Debt Management and the Capital Markets.

At its core GEDA remains focused on assisting in the development of Guam's economy by supporting local enterprise and attracting new investments through incentive programs. Industry Diversification efforts also continue to be GEDA's top priority.

The accomplishments and strides achieved by GEDA have been milestones for both the agency and Guam overall. The following are highlights of those milestones, which include the overcoming of great challenges and involve a vision to realize great opportunities for the sustainable growth of the island's economy.

FY 2019 began with a period of transition, as the outgoing administration was replaced with the Leon Guerrero-Tenorio administration. The new executive management team comprised of Board Chair David John, Administrator Melanie Mendiola, and Deputy Administrator Artemio "Ricky" Hernandez. The team consolidated two divisions into one to form the Business and Economic Development Department (BEDD). Other divisions remained unchanged.

**BUSINESS & ECONOMIC DEVELOPMENT DIVISION (BEDD)**

***ECONOMIC DEVELOPMENT TRADE MISSIONS***

The Office of the Governor of Guam appointed a Chief Advisor on Economic Development, National & International Affairs (EDNIA), and filled the position with former Governor of Guam Carl T.C. Gutierrez. He requested the support and assistance of GEDA through providing staffing support to assist in carrying out his activities. Starting in the second quarter of FY 2019, the GEDA BEDD began providing assistance to the Chief Advisor on business trips to support the goals to promote economic development, as well as provide support for other national affairs that were important to the new administration. Over the course of the year, Investment Trade Missions were made to China, Philippines, Taiwan and California. In addition, business trips were made to conferences related to Opportunity Zones and Sports & Entertainment Facilities in California and Nevada, respectively.

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All Investment Trade Missions had one overarching goal, namely to promote Guam over other countries as an ideal investment destination. The Guam delegations would market the value of Guam being America in Asia, and how this correlates to enhanced legal and financial security for investors. We targeted investors and businesses in hotel operations & development, cruise operators, hi-tech agriculture and focused on expanding network relationships with existing associations. We also promoted Guam as the "Gateway to the United States" for those investors looking for investment in the mainland U.S.

***PHILIPPINES TRADE MISSIONS***

The Philippines Trade Missions were organized by the Guam delegation to meet with various government officials, Philippine businesses and potential investors.

The government meetings focused on two different initiatives:

1. Support for the resolution of the H-2B issue Guam was experiencing with the 100% denials from the USCIS over the past several years and the more recent removal of the Philippines from the list of allowable countries for H-2B labor; and
2. To gain support for the inclusion of the Philippines into the Guam-CNMI Visa Waiver program.

The Guam delegation was able to meet Executive Secretary of the Philippines Mr. Salvador Medialdea, who at the time of the meeting was Acting President, and Justice Francisco Acosta (Ret.), Secretary, Commission on Filipinos Overseas. The Acting President knew of the US ban on importing Filipino workers into the United States, but he did not realize or consider how the ban impacted Guam. We informed him that the stay back rate on Guam was less than 3%, far less than the 40% in the US mainland.

With regards inclusion of the Philippines in the Guam-CNMI Visa Waiver program, the Executive Secretary expressed support and said if American citizens can enter the Philippines without a visa, then Filipinos should enjoy similar benefits when traveling to the US. The Executive Secretary directed his staff to work with the Guam delegation on the next course of action. Several meetings and many communications have taken place since the trade mission, including the visit to Guam by Justice Francisco Acosta (Ret.), Secretary, and Commission on Filipinos Overseas.

The business meetings consisted of the following:

*Arcya Glass Corporation*

*LT Group, Inc.*

*Ever Bilena Cosmetics, Inc. / MaxBlocks Construction Corp.*

*Belle Corporation*

*The Manila Bulletin*

*Magsaysay People*

*JLL*

*Credit Suisse - Singapore Operations and Philippines Operations.*

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***TAIWAN TRADE MISSION***

The Taiwan Trade Mission was jointly organized by the Guam delegation to continue to promote Guam as a viable investment opportunity, as well as to introduce the new administration to the Mayors of Taoyuan and Taichung Cities. Both city mayors have expressed interest in developing a Sister City relationship with Guam to encourage bi-lateral investments.

*Riant Capital Ltd.*

*Ever Rich Corporation*

*HCG – Hocheng Holding*

*Ying Fung Development Co., Ltd.*

*AM-TV Media Co., Ltd.*

*San Ya Da Chao Business Management Co., Ltd.*

*Yichin Enterprises Co. Ltd.*

*Genting Cruise Lines*

*United Real Estate Development (China Trust Bank)*

*Formosa Plastic Group*

*Delta Electronics, Inc.*

***CHINA TRADE MISSION***

The Guam delegation conducted a trade mission to Shenyang, China to re-establish communication between EDNIA and the chairman and owner of the China First Mandarin Group (CFMG) Mr. Dong Qi Li.

***CALIFORNIA TRADE MISSION***

A trade mission to California was organized to meet potential investors interested in developing a world-class resort and aerial transportation system, cruise ship operations, and a data center. The meetings were arranged by GEDA to spur new interest from these companies that had previously expressed interest in investing in Guam. The Guam delegation had several meetings over a two-day period with senior officials of Hawaii Ranch Partners (HRP), a Recreational Facilities and Services Company in Southern California. HRP subsequently began the process of identifying property in Guam for possible acquisition and is working with the property owner to determine possible issues related to the development of a hotel. The Guam delegation conveyed our support for their project and offered several recommendations to help make their development unique and iconic.

HRP is planning on developing a 200-300 room hotel resort with aerial (Gondola) transportation, conference center, and a separate 200-300 room hotel/condominium for longer stay. The hotels will be 4-5 stories high and spread across the property to take full advantage of a resort destination. The proposed investment is upwards of \$100m and will take approximately 30 months to complete once construction starts. The location has been determined, however they are in the process of acquiring the property and would like to keep the location undisclosed until the transaction is complete.



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Other meetings included the following:

BrightView Design Group

AltaMira Capital Corporation

**CONFERENCES AND TRADE SHOWS**

2019 Opportunity Zones Expo

A Guam delegation attended the 2019 Opportunity Zones Expo held at the Mandalay Bay Hotel in Las Vegas, Nevada from May 9-10, 2019. The Expo enabled the Guam delegation to meet and network with potential investors that would not have otherwise had exposure to Guam as a potential site for investment.

2019 Convention, Sports, and Entertainment Facilities Conference (CSEF)

The 2019 CSEF Conference was held on May 16–17, 2019 at the Manchester Grand Hyatt in San Diego, California. The main takeaway from attending the conference was the contacts and relationship made, understanding the current market economics for convention facilities, the importance of conducting a “Needs Assessment” to determine buy in from the community, visitors market, government officials, surrounding customer region, demand over the past several years, financing options, and the importance of 3<sup>rd</sup> party experts to assist in any feasibility study. It was also recommended that the 3Ps (Public Private Partnership) is a good start for any new multi-purpose facility and the time is right to use of Opportunity Zones investment.

**BUSINESS DEVELOPMENT PROGRAMS**

Qualifying Certificate Program

The Qualifying Certificate (QC) program was established to be an incentive tool to entice investors into Guam, which in turn will spur new economic development. In use for over five (5) decades, it has had a substantial positive impact upon the economic development of the territory, primarily in the tourist industry.

GEDA has been the steward and administrator of the QC Program since its inception. As the program is well over fifty (50) years old, GEDA continually explores new ways to ensure that the program remains a viable, yet responsible tax incentive program for Guam. To that end, GEDA established an Ad Hoc Qualifying Certificate Committee made up of employees from BEDD, the Compliance Division, GEDA management and members of the GEDA Board. The purpose of this Committee is to conduct research and to recommend changes and/or additions to the QC program. The first initiative it undertook to improve the QC program was the passage of P.L. 32-233, which established the Special Hotel QC, which addressed the need for additional hotel rooms and also quantified the tax benefits provided to the QC beneficiary.

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In 2018, former Governor Calvo issued several executive orders (EO 2018-2, 2018-06, 2018-08), which imposed a moratorium on the renewal of QCs. In addition, the FY 2019 & FY 2020 government of Guam budget acts contain similar language that imposes a moratorium on the renewal or extension of QCs. This moratorium mainly applies to QCs issued to domestic insurance companies. Additionally, the legislature included a provision that requires their approval prior to new QCs being submitted to the governor for final approval.

Since the imposition of the moratorium, the QC Committee has been evaluating the insurance QC program to determine if any adjustments need to be made and to make recommendations as to the program moving forward.

*Guam Product Seal Program*

Executive Order 2012-11 transferred the administration and compliance of the Guam Product Seal (GPS) to GEDA. The GPS program focuses on Guam's local manufacturers with the intent of authenticating products that are made in Guam.

In FY 2019, GEDA issued seventy (70) GPS Permits covering a range of products from snack foods, souvenir items, clothing and art. Each year, GEDA hosts "Made in Guam" Product Fairs and in FY 2019 the fair was held on December 15, 2018 at the Agana Shopping Center. The Holiday Fair targeted the local market with thousands of customers visiting and shopping during the day.

*Guam Film Office*

With the enactment of Public Law 35-48 on November 12, 2019, the Guam Film Office was transferred from GEDA to the Guam Educational Telecommunications Corporation. Under the new law, GEDA is to serve on the Advisory Committee, which is obliged to promulgate rules, regulations, and fees that govern filming activity in Guam. During the transition, GEDA provided an update to the Speaker of the Legislature on activities, so that there could be a smooth transition.

**SPECIAL PROJECTS**

*Community Outreach and Marketing Program*

BEDD has participated in a variety of community outreach and local marketing efforts. The agency has a long held membership in the Guam Chamber of Commerce. In 2019, the agency was invited to present concerning Opportunity Zones at multiple Guam Association of Realtor events. Additionally, to strengthen efforts in outreach towards women, GEDA became a sponsor in the Guam Women's Chamber's annual conference. In conjunction with work to reinvigorate the Recycling Qualifying Certificate Program, GEDA was a sponsor, presenter, and maintained a table during the 2019 Conference on Island Sustainability.

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State Trade Expansion Program (STEP)

GEDA was awarded a \$150,000 grant from the U.S. Small Business Administration to develop a comprehensive export development program. The program will educate and guide up to ten (10) Eligible Small Business Concerns (ESBC) interested in expanding their operation to include exporting. GEDA will develop the program with the cooperation of GVB and the University of Guam's Small Business Development Center. The program will also include accompanying of five (5) ESBCs to an international or regional trade show within the Asia or Micronesia region. The grant is for two (2) years beginning October 1, 2018.

**PUBLIC FINANCE DIVISION**

The Department participates in organized committees formulated to address the financial needs stemming from capital improvement or liquidity management of various Government agencies or the Government of Guam in its entirety. These duties include the financial status review, planning, formulation of cost effective financing strategies, review and finalization of necessary documents if necessary, and obtaining all statutory approvals (relative to all public finance issues). Finally, the department is responsible for the review of documents relating to specific Public Finance activities, including but not limited to, disclosure documents, term sheets, bond purchase agreements, certificates, and indentures.

**\$27.6 Million Government of Guam General Obligation 2019 Bonds (July 2019)**

Public Law 35-21 authorized the issuance of bonds to finance a New Landfill Cell Development for the benefit of the Guam Solid Waste Authority. On July 16, 2019, the Government of Guam successfully sold General Obligation Bonds ("Bond") to fund a new Layon Landfill Cell 3 at a true interest rate of 3.25% after all costs. Guam's offering was well received, with initial interest rates being reduced by 25 basis points from pre-pricing levels and an oversubscription by investors of 12.9 times. Such investor interest in the Bond led to the ability to reduce annual debt service to \$2.998 million from the originally projected \$3.155 million contained in the original financial projections filed with the US District Court. This is an annual savings of approximately \$157,000 for the government of Guam and the Guam Solid Waste Authority. The bond payments will be made for the next 12 years with final payment due on November 15, 2031. Sales proceeds totaled \$31,637,746.80, comprising of the principal amount of the Bond, \$27,610,000, plus original issue premium of \$4,027,746.80.

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**Rating Agency Activity**

GEDA facilitates meetings with bond rating agencies on an annual basis to provide updates on Guam's economy and its financial picture. These meetings involve hours of work with the financial analysts, obtaining the latest on the economic landscape and then providing a report that is indicative of the respective issuing agencies' performances. Over the past year, the following agencies were evaluated:

1. On October 22, 2018, Standard & Poor's Global Ratings (S&P) announced that they were going to change the criteria for rating priority-lien tax revenue debt issued by U.S. municipal governments where the pledged revenue stream was typically treated as limited obligations. The new methodology for evaluating these credits, previously treated as stand-alone credits, would now be linked to the "Obligor's Creditworthiness". They further announced that this new criteria would affect over 800 different bond credits in the market.

On December 27, 2018, S&P's new criteria negatively impacted the following Guam's ratings in despite the deficit reduction efforts and improved transparency:

- GovGuam Limited Obligation (Section 30) Bond rating lowered from "BBB+" to "BB"
- Hotel Occupancy Tax (HOT) Revenue Bond credit lowered from "A-" to "BB"
- Business Privilege Tax (Bond) credit lowered from "A" to "BB"

The reports stated that although coverage and liquidity of these individual credits are very strong, S&P believes the "pledged revenues could have exposure to operating risk of the government in the event of a distress situation" by the Government of Guam.

2. Moody's Investors Service took the following actions during FY 2019:
  - affirmed the Government of Guam's Ba1 Issuer Rating and changed the outlook to stable from negative (January 10, 2019).
  - affirmed the Baa2 rating on the Guam Power Authority's senior lien revenue bonds and has changed the outlook to stable from negative (January 11, 2019).
  - affirmed the Baa2 rating on the Guam Waterworks Authority's water and wastewater system revenue bonds, and changed the outlook on the rating to stable from negative (January 11, 2019).
  - affirmed the Baa2 rating on the Port Authority of Guam's Port Revenue Bonds 2018 Series A, B and C and has changed the outlook to stable from negative (January 11, 2019).
  - affirmed the Baa2 rating on the Antonio B. Won Pat International Airport Authority, Guam's senior General Revenue Bonds and has changed the outlook to stable from negative (January 14, 2019).
3. Other actions taken by Standard & Poor's Global Ratings are as follows:
  - affirmed its 'BBB' long-term rating and underlying rating on Guam Power Authority's senior-lien revenue bonds outstanding. The outlook is stable (March 28, 2019).

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- lowered its long-term rating to 'BB' from 'A' on Guam Education Financing Foundation's (GEFF) series 2016A Certificates of Participation (COPs). They also removed the rating from CreditWatch, where it had been placed with negative implications on April 10, 2019. GEFF issued the COPs on behalf of the Guam Department of Education (DOE), payable from federal compact impact funds (May 23, 2019).
- Assigned a 'BB-' long-term rating to the GovGuam Series 2019 General Obligation (GO) bonds. S&P also affirmed its 'BB-' long-term rating on GovGuam's outstanding GO debt and its 'B+' long-term rating on GovGuam's Certificates of Participation (COPs) and lease revenue bonds. The outlook is stable (June 28, 2019).

**Bond Disclosure Services (FY 2019)**

GEDA is the Dissemination Agent for the Government of Guam and is designated to file the required bond disclosure documents on the Municipal Securities Rulemaking Boards' Electronic Municipal Market Access (EMMA) system website, the official site for bond statements and trade data for the Municipal Market. Reports have been filed for the following bonds:

1. 2007 GEDA Tobacco Settlement Asset-Backed Bonds
2. 2009 General Obligation Bonds
3. 2010 Certificate of Participation's (John F. Kennedy project)
4. 2011 Government of Guam Hotel Occupancy Tax Revenue Bonds
5. 2011, 2012, and 2015 Government of Guam Business Privilege Tax
6. 2013 Certificate of Participation (Okkodo High School)
7. 2014 Industrial Development Authority (Guam Facilities Foundation, Inc. Tiyan Project) COP's
8. 2016 Government of Guam Limited Obligation (Section 30) Bonds,
9. 2019 Port Authority of Guam Revenue Bonds

**Private Activity Bond (PAB) Program**

PAB are tax-exempt bonds issued by public entities to provide below-market financing for certain types of private projects that serve a public purpose, as specified by Federal tax law. Federal tax law also imposes a number of other restrictions and requirements on the issuance of PAB, among which is a "volume cap" at the state level that limits the amount of PAB's that can be issued each year. Each state receives an annual PAB volume cap allocation, calculated according to a formula established by federal tax law. In addition, federal law allows unused volume cap to be carried forward for future use; carry forward amounts expire after three (3) years.

The FY 2019 carry-over amount plus previous amounts carried forward now allows for approximately \$258.2 million in PAB's to be made available for approved activities.

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Management's Discussion and Analysis, continued

**REAL PROPERTY**

GEDA manages three industrial parks: the E.T. Calvo Memorial Park, the Harmon Industrial Park and a small portion of Port Authority of Guam property generating an average of about 500 to 700 jobs annually, \$21 million in payroll, over \$52 million in gross sales and over \$ 2 million in GRT. In an effort to generate additional revenues for GEDA as a result of losing major properties within the Port Authority of Guam (equating to \$500K per year) and the Guam Shipyard Sublease in FY 2013 (equating to \$132K per year), GEDA engaged in a management Memorandum of Understanding (MOU) with the Guam Ancestral Lands Commission (GALC), to manage leases on the Spanish Crown properties. For the period October 2007 to September 2019, GEDA collected over \$6.6 million in ground lease rents and participation rents of which over \$5.6 million was remitted to GALC while the difference was retained by GEDA as provided for in the MOU.

The Authority also executed an MOU with the Chamorro Land Trust Commission (CLTC) which was approved by the Governor on August 20, 2018 for general consultancy and property management services for commercial land leases which could potentially generate over \$300K in management fees for GEDA annually if properties identified for commercial use are realized by CLTC and the Legislature. Overall, Industrial Parks along with GEDA's share of GALC leases revenues generate approximately \$1.2 million per year of the Authority's operating revenues.

In June of 2019, the CLTC passed a resolution officially authorizing GEDA to solicit proposals for lease of 5 properties in Tamuning and Yigo consisting of over 50 acres in prime locations. Leveraging the proceeds generated from these potential leases will provide an additional resources to augment CLTC's current programs and initiatives as well as provide GEDA with a new revenue source in terms of property management fees. Similar to CLTC, the GALC has also authorized GEDA to solicit over 395 acres of land for lease in the Andersen South area of Yigo. Potential lease revenues from these properties will be a boon for the Authority.

In March of 2016, the United States Department of Interior awarded a grant in the amount of \$260K to conduct a Boat Ramp Feasibility Study and Design to determine the most feasible boat ramp locations and enhance it to better provide emergency response to the Eastern seaboard of Guam. On July 27, 2016, the Guam Economic Development Authority (GEDA) issued a Request for Proposal (RFP16-005) soliciting proposals from qualified individuals or firms to provide professional technical services to assist GEDA in implementation of projects in a fashion that meets various objectives and expands and improves Guam's economy. Upon selection and award to the highest ranking proposal, the first Task Order was issued for the Southern Boat Ramp Feasibility Study and Design. GEDA completed contract negotiations with Stanley Consultants and issued a Notice to Proceed on September 25, 2017. As of December 2018, with the input of various community and public safety stakeholders and regulatory agencies, the feasibility study along with a 30% design for a proposed boat ramp in Talofof Bay was completed. In April of 2019 Stanley Consultants determined that available funding would not be sufficient to complete the 100% design due to additional soil borings needed on the ocean floor. Given the importance of this project, the Department of Agriculture (DOAg) sought and received approval from their own federal grantors to augment the project's \$45K shortfall. As of the date of this report, RPD is

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working with DOAg staff to finalize an interagency MOU to utilize these funds to bring this project to 100% status.

In addition to lease and property management for the authority and other agencies, RPD has been spearheading projects funded by the US Office of Economic Adjustment (OEA) and through the Office of the Governor. These include 2 projects over the past year. First is the Grants Management Capacity Building and Enhanced Grant Management which deals with training relevant GovGuam agencies in identifying, addressing and overcoming political status, location and census challenges to better capitalize on grant funding opportunities. Second is a comprehensive update to the Financial Impact Assessment Study which analyzes the potential economic and financial impact to the whole of GovGuam primarily due to the US military buildup in order to better provide relevant data to the Governor's Office to aid in policy decisions.

## **LOAN PROGRAMS**

### **Agriculture Development Fund (ADF)**

The ADF program's target market is limited to individuals, corporations and partnerships that engage in commercial agriculture businesses. Activities include the areas of agriculture, aquaculture, horticulture, mariculture, commercial fishing and other related areas. The program enables bonafide farmers and commercial farming enterprises to obtain a line of credit financing for working capital needs and to provide funding for the purchase of supplies and inventory. In FY2019 GEDA made one farm loan in the amount of \$50,000 for working capital.

### **Guam Development Fund Act (GDFA)**

The GDFA program is targeted at businesses that are engaged or about to engage in activities in the areas of agriculture, fishing, manufacturing, tourism, and their support industries. GDFA enables start-ups and existing businesses to secure long-term financing for the acquisition of long-term fixed assets, working capital needs and to provide funding for the purchase of supplies and inventory. In FY2019 GEDA made two commercial loans totaling \$50,000 for working capital and leasehold improvements that resulted in the creation of 2 new jobs.

### **State Small Business Credit Initiative (SSBCI) - \$13.1 Million allocated for Guam**

GEDA determined that in order to promote economic activity and help create jobs for its citizens, the government needed to assist local small businesses by providing access to capital that they may not otherwise be able to obtain on their own.

The Small Business Jobs Act of 2010 is a federal legislation that was created within the U. S. Treasury Department, the State Small Business Credit Initiative ("SSBCI"). GEDA applied for and qualified to receive federal funds totaling \$13,227,911 to fund a Guam SSBCI Program that increased credit availability for small businesses located in under-served communities, and to provide credit opportunities to women-owned and minority-owned businesses. The overarching goal was to add new jobs to Guam's economy. Through its marketing outreach, GEDA established a network of participating banks and credit unions to leverage these funds and assist in dispensing these resources out to the community by the use of a loan guaranty.

Guam Economic Development Authority  
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Management's Discussion and Analysis, continued

The SSBCI loan guaranty program has slowed down and as of December 2019 has enrolled one existing Guam business into the program guarantying an amount of \$100,000 that resulted in the creation of four new jobs. To address this slow down, GEDA signed a Memorandum of Understanding with an additional lender adding to the network of participating banks and credit unions offering the program.

To date the SSBCI Loan Guaranty Program has deployed over \$11.1 million to support sixty three (63) loans to small business for start-ups, working capital and expansions circulating over \$15.5 million in new money into Guam's economy through lending activities creating 539 new jobs and lead to the retention of 1,148 jobs. Furthermore, of the loans granted since the start of the program, thirty-two (32) have been fully paid putting \$3.1 million back into the SSBCI loan program to be recycled for new loans.

**FINANCIAL HIGHLIGHTS**

The following table summarizes the Statements of Net Position of GEDA for 2019, 2018 and 2017:

	2019	2018	2017
<b>Assets:</b>			
Current Assets	\$ 22,058,447	\$ 21,861,236	\$ 21,710,574
Long Term Assets:			
Notes receivables, net of current portion	-	-	-
Capital Assets, at cost, net	394,750	428,689	459,901
Equity investment	3,500	3,500	3,500
	<u>22,456,697</u>	<u>22,293,425</u>	<u>22,173,975</u>
Deferred Outflows of Resources			
Other post-employment benefits	360,946	598,001	529,794
Pension	627,017	584,353	628,550
Total assets and deferred outflows of resources	<u>\$ 23,444,660</u>	<u>\$ 23,475,779</u>	<u>\$ 23,332,319</u>
<b>Liabilities and Net Position:</b>			
Current liabilities	\$ 3,187,577	\$ 3,312,802	\$ 2,613,513
Non-current liabilities	37,161,773	38,238,654	38,533,573
	<u>40,349,350</u>	<u>41,551,456</u>	<u>41,147,086</u>
Deferred Inflows of Resources			
Other post-employment benefits	1,681,175	332,090	-
Pension	175,732	258,850	61,529
Total deferred inflows of resources	<u>1,856,907</u>	<u>590,940</u>	<u>61,529</u>
<b>Net Position:</b>			
Net investment in capital assets	394,750	428,689	459,901
Restricted	16,566,695	15,779,056	16,368,220
Unrestricted	(35,723,042)	(34,874,362)	(34,704,417)
Total net position	<u>(18,761,597)</u>	<u>(18,666,617)</u>	<u>(17,876,296)</u>
Total liabilities and net position	<u>\$ 23,444,660</u>	<u>\$ 23,475,779</u>	<u>\$ 23,332,319</u>



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Management's Discussion and Analysis, continued

The following table summarizes the Statements of Operations of GEDA for 2019, 2018 and 2017:

	2019	2018	2017
Revenues:			
Operating revenues	\$ 2,910,697	\$ 2,618,998	\$ 2,642,070
SSBCI grants revenue	35,200	117,765	12,858,755
Tobacco Settlement revenue	1,461,989	1,184,355	2,393,542
	<u>4,407,886</u>	<u>3,921,118</u>	<u>17,894,367</u>
Provision for bad debts	-	(415,096)	(26,762)
	<u>4,407,886</u>	<u>3,506,022</u>	<u>17,867,605</u>
Operating expenses:			
Operating expenses	(2,969,294)	(3,037,934)	(3,525,762)
	<u>1,438,592</u>	<u>468,088</u>	<u>14,341,843</u>
Other expense, net	(1,533,572)	(1,258,409)	(1,534,723)
Change in net Position	(94,980)	(790,321)	12,807,120
Net position at beginning of year	(18,666,617)	(17,876,296)	(30,683,416)
Net position at end of year	<u>\$ (18,761,597)</u>	<u>\$ (18,666,617)</u>	<u>\$ (17,876,296)</u>

**Operating Revenues**

GEDA generates its own revenues to sustain its operations from three primary sources. The first is the rental income from Industrial Parks, the second is application and surveillance fees from QC beneficiaries, and the third source is from the management of the GALC Lease properties under the current MOU. Bond fees and other federal and local grants are additional sources of revenues but may not represent recurring annual revenues.

In FY 2019, GEDA recorded operating revenues of \$2,910,697 compared to \$2,618,998 in FY 2018. The year-to-year change of \$291,699 represents an increase of 11%. This increase in operating revenue was primarily due to the net effect from the increase in GALC lease commission and decrease in bond fees.

**Rental Income from Industrial Parks**

There was no significant change in rental income compared to the prior fiscal year. Rental income decreased by 0.75%, or \$9,242 from \$1,234,109 in FY 2018 to \$1,224,867 in FY 2019. During FY 2019, there was one (1) new sublease and one (1) sublease expiration.

**GALC Lease Commission**

GALC Lease Commission increased by 599.27% or \$694,891 from \$115,956 in FY 2018 to \$810,847 in FY 2019. This increase is attributed to the settlement of GALC lease agreement with AT&T for prior years.

**QC Program**

There was no significant change in QC revenues compared to the prior fiscal year. QC revenue increased by 1.80%, or \$11,455 from \$635,141 in FY2018 to \$646,596 in FY 2019.

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Management's Discussion and Analysis, continued

**Bond Fees**

Bond fees decreased by 82.36% or \$413,046 from \$501,486 in FY 2018 to \$88,440 in FY 2019. As noted earlier, this decrease resulted from the closing of only one (1) bond, General Obligation Bond Series 2019.

**Capital Assets**

Land, building, improvements and equipment decreased 7.92% or \$33,939 from \$428,689 in FY 2018 to \$394,750 in FY 2019. This decrease was generally from the recorded accumulated depreciation for the year. There were no significant capital transactions during the year. For additional information concerning capital assets, please refer to the notes to financial statements.

**Operating Expense**

GEDA's operating expenses in FY 2019 is \$2,969,294, a decrease of \$68,640 or 2.26% over FY 2018 of \$3,037,934.

**Salaries and Benefits**

Salaries and benefits (including trust funds) decreased by \$2,751 or 0.10% from \$2,578,613 in FY 2018 to \$2,575,862 in FY 2019.

**Legal and Professional Services**

Legal and Professional service expenses decreased by \$58,409 or 16.31% from \$358,154 in FY 2018 to \$299,745 in FY 2019. This decrease is mainly attributed to the Tobacco Settlement Account legal services.

**Office Space and Equipment Rental**

Total office space and equipment rental (including allocation to trust funds) decreased \$9,483 or 3.64% from \$270,086 in FY 2018 to \$260,244 in FY 2019. Decrease is attributed to a reduction in office space which is being lease out.

**Travel**

Travel expenses decreased by \$12,899 or 15.29% from \$84,351 in FY 2018 to \$71,452 in FY 2019. Decrease is mainly attributed to trade missions to Philippines and Taiwan held in FY 2018 in efforts to continue building trade relationship.

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Management's Discussion and Analysis, continued

**FY 2020 INITIATIVES**

Qualifying Certificate

The first goal of FY2020 was to extend the effectiveness of the Special Hotel QC Program, a task GEDA accomplished via the adoption of GEDA Board Resolution 20-03. Moving forward, the Qualifying Certificate Ad Hoc Committee continues to work to enhance and modernize the QC Program. In FY 2020, the Committee seeks to make progress on the following industries by formulating programs that grant targeted, controlled tax incentives while also taking into account government policy and current economic trends:

- Domestic Insurance – Revamping tax incentives to health insurance companies and captive insurance companies;
- Recycling – Expanding current recycling tax incentives to companies that engage in business activities that promote sustainability and circular economy by taking and remanufacturing materials that would otherwise end up in the waste stream;
- Agriculture – Exploring new ways to incentivize more significant investment in local agriculture; and
- Technology – researching appropriate technology investments and developing strategies to entice technology investment.

Guam Film Office

As indicated earlier, the Guam Film Office has been transferred to the Guam Educational Telecommunications Corporation, with GEDA serving as a member of the Advisory Committee. BEDD, in this new role, will continue to work on a draft of the Rules & Regulations for the Guam Film Office in full cooperation with the other members of the Committee.

Small Ship Cruise Industry

GEDA, via Executive Order 2019-17, was appointed as a leading member of the Small-Ship Cruise Industry Working Group. In 2020, GEDA plans to make substantial progress in conducting necessary research to formulate the appropriate framework through which will guide the Working Group to determine the best option towards the establishment of a small-ship cruise industry homeported in Guam. GEDA anticipates taking a significant role in the administrative obligations of the Working Group, and also expects to be the lead agency with regards to all research activities as well as the coordination of interagency activity to support the Working Group's goals and objectives.

Agriculture & Aquaculture

GEDA continually places emphasis on the growth and development of the agriculture and aquaculture industries. In addition to the QC program, which provides tax incentives to agriculture and aquaculture activities, GEDA has taken on a leadership role in an agriculture working group as well as an active role in the Guam Aquaculture Task Force established by Executive Order 2019-12.

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Management's Discussion and Analysis, continued

Telecommunications & Technology

GEDA plans to place renewed emphasis on exploring new opportunities in the telecommunications and technology industries. Initial efforts will be placed on developing strategies to encourage workforce development for new, modern jobs in these fields in order to make Guam a more attractive destination for companies in these industries. GEDA is also exploring the possibility of encouraging increased data center presence to capitalize on the undersea cable network flowing through the island.

Economic Development Trade Missions

BEDD will develop and lead trade missions and business trips to the U.S. and Asia to market Guam's economic opportunities. Not only will BEDD focus on enticing investment in key industries such as tourism, commercial development, and agriculture & aquaculture, but the division will also try to secure investment into new and emerging industries technology and regional healthcare. Planned trade missions and conferences for 2020 include:

- National Agriculture Marketing Summit in Rosemont, Illinois
- CDFA National Development Finance Summit in Tampa, Florida
- Sea Trade Asia Pacific Cruise Conference in Shanghai, China
- IEDC Annual Conference
- Taipei, Taiwan Trade Mission
- Aquaculture America Convention in Honolulu, Hawaii
- Seoul, Korea Trade Mission

Small Business Development Projects

BEDD will spearhead projects in several small business development activities aimed at growing and providing more opportunities for local entrepreneurs. These projects in the following areas reaffirm GEDA's commitment to support local manufacturers, farmers and businesspeople.

Guam Product Seal (GPS)

BEDD will continue to drive membership by seeking out companies that manufacture locally, with a goal to have 90 GPS permit holders by the end of 2019. BEDD is also exploring the possibility of holding GPS related events in 2020.

Farmers' Cooperative Association of Guam (FCAG)

BEDD will continue to provide assistance to FCAG as they work to fully open and operate the Dededo Farmers Market. BEDD will coordinate between GEDA and FCAG to provide technical assistance and other programs to assist in FCAG's expansion efforts at the Farmers Market. BEDD will also provide assistance in generating marketing plans, potential business strategies and operational plans among others.

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Management's Discussion and Analysis, continued

*STEP Grant*

BEDD will continue to work to engage in a cooperative arrangement with the Guam Small Business Development Center (SBDC) to provide training opportunities and workshops to local small businesses that are looking start or to expand their business to include export of goods and services from Guam. BEDD will also explore the utilization of grant funds to sponsor attendance at an international trade show in Asia for local exporters.

**\$40,610,000 Million A.B. Won Pat International Airport Authority General Revenue Bonds, Series 2019 A & B (November 2019)**

Public Law 35-33 authorized the issuance of revenue bonds of the A.B. Won Pat International Airport Authority, Guam (GIAA), to refund all or a portion of its outstanding General Revenue Bonds, Series 2013 C.

On October 30, 2019, GIAA successfully sold \$37.0 million in refunding bonds resulting in debt service savings of approximately 2.5%. In addition, the successful refunding resulted in cash flow relief of \$18.4 million in fiscal years 2020 and 2021. The debt service savings and cash flow relief achieved with the refunding paved the way for GIAA to move forward with various capital improvement projects that will enhance service, safety and security at the Airport.

**Port Authority of Guam (PAG) Bond Proceeds Reprogramming**

GEDA and our bond counsel had been working with the Port Authority of Guam (PAG) management about their desire to reprogram a portion of the \$71.4 million of bond proceeds secured in July 2018, to fund repairs at the F-1, F-3, F-4, F-5 and F-6 piers, with careful consideration that any reprogramming should not impair the tax-exempt status of the 2018 A Bonds or the 2018B Bonds. Bill 149-35 was introduced by PAG to accomplish this reprogramming

After a number of meetings, GEDA's bond counsel has provided a written statement dated June 3, 2019, confirming that the proposed use of bond funds as listed in Bill 149-35, would not adversely affect the tax status of the bond or impact the bondholders.

GEDA submitted testimony at a public hearing on Bill 149-35 held on August 12th in support of the efforts of the PAG. The bill was passed by the Legislature and was signed into law on October 16, 2019. GEDA will now work with Bond Counsel to amend the existing tax certificate to reflect the new arrangements.

**Guam Waterworks Authority (GWA) New Revenue Bond Financing**

The Guam Waterworks Authority (GWA) is looking to issue a bond in the principal amount of \$134.0 million Water and Wastewater System Revenue Bonds, Series 2020 (Series 2020 Bonds). Proceeds of the Series 2020 Bonds will be used for the following: (1) to finance capital improvements, and (2) to pay certain costs related to the issuance and sale of the Series 2020 Bonds, including capitalized interest and a debt service reserve fund.

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This bond issuance is subject to the approval of the GWA proposed 5-year Rate Plan. The latest 5-year rate plan was prepared in April 2019 for the years FYs 2020–24. The rate plan was approved by the CCU in June 2019 and is currently under review by the PUC. Action by the PUC on the rate case is anticipated by February 2020.

**Simon Sanchez High School Leaseback Financing**

P.L. 31-229, 32-120 and 32-121 authorized the financing for the rehabilitation, construction, expansion and renovation of the Simon Sanchez High School and the other thirty-four (34) public school facilities as well as to provide collateral equipment, maintenance and insurance.

After numerous protests, local legislation was passed that transferred the procurement to the Guam Department of Education. The land surveying part is on-going with the Architectural and Engineering Services to be awarded by February 2020. The leaseback financing will commence with a goal to conclude by the end of the current fiscal year.

**John F. Kennedy Bond Refunding Opportunity**

GEDA has is working with the Administration on the refunding of the outstanding Government of Guam's obligations with respect to the CaPFA Capital Corp. 2010A Certificates of Participation (John F. Kennedy High School Project) Series 2010A (the "2010A Certificates of Participation"), and capitalize on savings for the General Fund. The bonds can be refunded this year as we approach the 10 year call protection date and now have the opportunity to take advantage of the current low interest rate environment. The Guam Legislature will need to review and approve the refunding which can be done as early as September 2020.

**Department of Land Management (DLM)**

P.L. 29-135 authorized the financing for a new Land Resources Public Facility and for the purchase of collateral equipment in an amount not to exceed \$15.75 million. The Land Resources Building Public Facility will house the DLM, CLTC, GALC and Hagåtña Restoration and Redevelopment Authority (HARRA). The subject site will be situated along West O'Brien Drive, between Father Duenas Avenue and Padre Palomo Street (vacant land across the Julale Center in Hagåtña).

This project has been put on hold until additional funding is made available to secure the financing.

**\$9.2 million Guam Memorial Hospital Authority (GMHA) – Labor and Delivery Ward Financing**

P.L. 32-204 as amended by P.L. 33-151 authorized a \$9.2 million financing for renovation of the Guam Memorial Hospital Labor and Delivery Ward. The loan will be secured by the unpledged portion of the Business Privilege Tax in an amount up to \$600 thousand per year, for no more than twenty-five (25) years. GEDA has been working to close this loan with United State Department of Agriculture (USDA) at an interest rate of 2.75%. An RFP for interim financing was issued four times during FY 2017 and FY 2018 but GEDA was not successful in coming to terms with the proposer. GEDA will work with USDA and GMHA in FY 2019 to update and issue a new RFP in hopes of securing a financier, either on or off-island.

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Management's Discussion and Analysis, continued

**Challenges/Issues affecting GEDA**

There are significant challenges/issues that GEDA faces:

- GEDA over the years has been mandated by the *I Liheslaturan Guahan* to perform duties that are not financially supported. These mandates, while in line with the GEDA's mission, impose a financial burden to the agency. Unlike the line agencies, GEDA is not supported by Legislative appropriations. All expenses incurred by GEDA to meet the unfunded mandates must come out of the agency's finite operating revenues.
- **H-2B VISAS** - Since August 2018, Guam employers have seen 100% approval of H-2B petition for foreign labor from the Philippines. The approvals are primarily due to the Guam Department of Labor associating all H-2B petition request with the NDAA and obtaining support and endorsement from the Naval Admiral on Guam. Petitions are being approved by the USCIS although the Philippines had been removed from the USCIS list of approved countries for H2B visas since January 19, 2019 and was again removed on the list that was published January 19, 2020. Small contractors are reluctant to test the new process and therefore the chilling effect of the denials of the past are still shared by many contractors and developers.
- **Land Availability/Loss**  
Property leases are the primary funding source of GEDA's operations. The vast majority of commercial leases under GEDA's purview were negotiated in the 70s and 80s. During that time, the primary goal of GEDA was to spur economic activity through attracting industrial and commercial development. Although accomplishing this goal and with many leases are locked until 2065, the revenue generated is less able to sustain GEDA's continuing operations and initiatives into the future. This was most apparent with GEDA's properties (along with its respective revenues) within the Commercial Port being transferred to the Port Authority of Guam (PAG) in 2010. Despite these lease revenues only accounting for a negligible fraction of port revenues, it was a third of GEDA's. Without additional properties it would be impractical for property lease revenues to sustain GEDA or implement any program regarding economic, free trade, or opportunity zones.
- P.L. 32-40 and later amended by P.L. 34-99 imposed a five (5) year duration limit on commercial leases. The law had unintended consequences for GEDA. This public law essentially created additional requirements to public land leasing, further complicated the process, and added additional time required to complete compliance with its process. This short-time period makes GEDA's commercial leases on available government-owned lands "less" attractive to potential developers.

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Management's Discussion and Analysis, continued

➤ **Oka Point aka Ypao Point (CLTC property)**

Although identified by CLTC as a leasable commercial property the Perez family may have claim to it. As well, the Hurao Academy leases an 8 acre portion and there seems to be no consensus on what constitutes highest and best use, further development and revenue generation has been difficult.

➤ **Ongoing and Potential Law Suits**

As of the date of this report, GEDA is engaged in a potential **\$2M** lawsuit with contractor Inland Builders Corporation (IBC) relative to work performed on the Guam Museum. As well, GEDA anticipates another potential **\$400K** lawsuit with contractor Mega United Corporation (MUC) relative to work performed on the Farmer's Cooperative Association of Guam (FCAG) facility in Dededo.

Management's Discussion and Analysis for the year ended September 30, 2019, is set forth in GEDA's report on the audit of financial statements. That Discussion and Analysis explains in more detail major factors impacting the 2019 financial statements. A copy of that report can be obtained by contacting us at (671)-647-4332 or can be viewed at the Office of Public Accountability – Guam website at [www.guamopa.org](http://www.guamopa.org).

For additional information about this report, please contact Ms. Melanie Mendiola, Chief Executive Officer/Administrator, Guam Economic Development Authority, 590 South Marine Corps Drive, Tamuning, Guam 96913 or visit the website at [www.investguam.com](http://www.investguam.com).



Guam Economic Development Authority  
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Statements of Net Position

	September 30,	
	2019	2018
<b>Assets</b>		
Current assets:		
Cash and cash equivalents	\$ 8,561,209	\$ 9,946,377
Cash and cash equivalents - restricted	5,096,827	4,434,923
Investments	6,999,010	7,219,250
Due from trust funds administered by GEDA:		
Agricultural Development Fund	870	1,338
Guam Development Fund Act	24,400	20,418
Other receivables, net	1,362,212	228,423
Promotional supplies	7,706	7,706
Prepaid expenses	6,213	2,801
Total current assets	22,058,447	21,861,236
Equity investment	3,500	3,500
Capital assets, at cost, net	394,750	428,689
Total assets	22,456,697	22,293,425
<b>Deferred Outflows of Resources</b>		
Other post-employment benefits	360,946	598,001
Pension	627,017	584,353
	987,963	1,182,354
	23,444,660	23,475,779

*See accompanying notes.*

Guam Economic Development Authority  
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Statements of Net Position, continued

	September 30,	
	2019	2018
<b>Liabilities</b>		
Current liabilities:		
Current portion of bonds payable	\$ 1,285,000	\$ 1,200,000
Accounts payable	48,190	61,904
Accrued liabilities	262,858	322,917
Interest payable	439,738	439,738
Unearned rental income	100,523	100,523
Other liabilities	<u>1,051,268</u>	<u>1,187,720</u>
Total current liabilities	<u>3,187,577</u>	<u>3,312,802</u>
Non-current liabilities:		
Bonds payable, net of current portion and discount	29,894,605	29,501,993
DCRS sick leave liability	79,790	103,154
Deposits	18,322	18,322
Deposits due to GALC	77,410	77,410
Net pension liability	4,840,677	4,662,390
Collective total other post-employment benefits liability	<u>2,250,969</u>	<u>3,875,385</u>
Total non-current liabilities	<u>37,161,773</u>	<u>38,238,654</u>
Total liabilities	<u>40,349,350</u>	<u>41,551,456</u>
<b>Deferred inflows of resources</b>		
Other post-employment benefits	1,681,175	332,090
Pension	<u>175,732</u>	<u>258,850</u>
	<u>1,856,907</u>	<u>590,940</u>
<b>Net position:</b>		
Net investment in capital assets	394,750	428,689
Restricted	16,566,695	15,779,056
Unrestricted	( <u>35,723,042</u> )	( <u>34,874,362</u> )
Total net position	<u>\$ ( 18,761,597 )</u>	<u>\$ ( 18,666,617 )</u>

See accompanying notes.

Guam Economic Development Authority  
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Statements of Revenues, Expenses and Changes in Net Position

Years ended September 30, 2019 and 2018

	Year ended September 30,	
	2019	2018
Revenues:		
Tobacco Settlement revenue	\$ 1,461,989	\$ 1,184,355
Rental income	1,224,867	1,234,109
GALC lease commission	810,847	115,956
Qualifying certificate application, surveillance and other	646,596	635,141
Others	94,509	132,386
Bond fees earned	88,440	501,486
Grants revenue	80,638	82,981
Loan guaranty recovery, net	---	34,704
Total operating revenues	4,407,886	3,921,118
Provision for bad debts	---	( 415,096 )
Net operating revenues	4,407,886	3,506,022
Operating expenses:		
Salaries and benefits	2,229,450	2,241,555
Legal and professional services	299,745	358,154
Office space and equipment rent	222,880	226,224
Travel	71,452	84,351
Miscellaneous	93,834	63,033
Depreciation and amortization	35,383	40,160
Advertising and promotions	5,731	12,664
Supplies	5,490	6,566
Utilities, telephone and communication	2,780	2,761
Insurance	1,985	2,070
Repairs and maintenance	564	396
Total operating expenses	2,969,294	3,037,934
Other income (expense):		
Investment income	277,246	160,797
Other income	75,721	210,669
Interest expense, net	( 1,896,060 )	( 1,858,603 )
Net increase in the fair value of investments	9,521	228,728
Other expense, net	( 1,533,572 )	( 1,258,409 )
Change in net position	( 94,980 )	( 790,321 )
Net position at beginning of year	( 18,666,617 )	( 17,876,296 )
Net position at end of year	\$( 18,761,597 )	\$( 18,666,617 )

See accompanying notes.

Guam Economic Development Authority  
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Statements of Cash Flows

Years ended September 30, 2019 and 2018

	Year ended September 30,	
	2019	2018
Cash flows from operating activities:		
Cash received on grants and contracts	\$ 34,135	\$ 119,278
Cash received from customers	3,273,305	5,374,821
Cash paid to suppliers for goods and services	( 879,234 )	( 710,497 )
Cash paid to employees for services	( 2,238,585 )	( 2,456,736 )
Net cash provided by operating activities	189,621	2,326,866
Cash flows from investing activities:		
Interest and investment income	286,767	389,525
Rollover of interest into investment	( 227,343 )	( 389,525 )
Proceeds (purchases) from maturity of investment securities, net	447,583	( 622,444 )
Net cash provided by (used in) investing activities	507,007	( 622,444 )
Cash flows from capital and related financing activities:		
Purchase of capital assets	( 1,444 )	( 8,948 )
Cash used in capital and related financial activities	( 1,444 )	( 8,948 )
Cash flows from noncapital financing activities:		
Repayment of bond payable	( 115,000 )	( 45,000 )
Net interest paid on deposit accounts and bonds payable	( 1,303,448 )	( 1,304,201 )
Cash used in noncapital financing activities	( 1,418,448 )	( 1,349,201 )
Net change in cash and cash equivalents	( 723,264 )	346,273
Cash and cash equivalents at beginning of year	14,381,300	14,035,027
Cash and cash equivalents at end of year	\$ 13,658,036	\$ 14,381,300
Reconciliation of cash and cash equivalents to the statements of net position:		
Current assets:		
Cash and cash equivalents	\$ 8,561,209	\$ 9,946,377
Cash and cash equivalents - restricted	5,096,827	4,434,923
	\$ 13,658,036	\$ 14,381,300

*See accompanying notes.*

Guam Economic Development Authority  
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Statements of Cash Flows, continued

	Year ended September 30,	
	2019	2018
Reconciliation of operating income		
to net cash provided by operating activities:		
Operating income	\$ 1,438,592	\$ 468,088
Other income, net	75,721	210,669
Adjustments to reconcile operating income		
to net cash provided by operating activities:		
Noncash pension cost (benefit)	515,697	( 561,989 )
Noncash other post employment (benefit) cost	( 52,505 )	341,733
Depreciation and amortization	35,383	40,160
Provision for bad debts	---	415,096
(Increase) decrease in assets:		
Due from trust funds administered by GEDA	---	4,045
Reimbursable expense	( 3,514 )	---
Other receivables	( 1,133,789 )	785,540
Prepaid expenses	( 3,412 )	2,899
Increase (decrease) in liabilities:		
Accounts payable	( 12,175 )	65,124
Accrued liabilities	( 60,059 )	( 192,331 )
Other liabilities	( 137,991 )	741,047
Deferred rental income	---	1,711
DCRS sick leave liability	( 23,364 )	( 84,386 )
Net pension liability	( 463,192 )	431,193
Total collective other postemployment liability	14,229	( 341,733 )
Net cash provided by operating activities	\$ 189,621	\$ 2,326,866

*See accompanying notes.*

Guam Economic Development Authority  
(A Component Unit of the Government of Guam)

Notes to Financial Statements

Years ended September 30, 2019 and 2018

**1. Purpose and Summary of Significant Accounting Policies**

**Purpose**

Guam Economic Development Authority (GEDA) was created by Public Law 8-80 on August 21, 1965, to assist in the implementation of an integrated program for the economic development of Guam. Enabling legislation set forth several specific purposes for the establishment of GEDA to include:

- (a) Aiding private enterprise without competing with it,
- (b) Expanding the money supply to finance housing facilities, and
- (c) Providing the means necessary for acquisition of hospital facilities.

To accomplish the stated purposes, GEDA is authorized to conduct research of, invest in, provide loans to, operate and provide technical assistance to industries and/or agricultural projects; issue revenue bonds; obtain Government of Guam land; purchase mortgages; and recommend to the Governor of Guam businesses qualifying for tax rebates and abatements. GEDA utilizes certain Trust Funds, such as the Guam Development Fund Act (GDFA) and the Agricultural Development Fund (ADF) to accomplish certain of the stated purposes.

As a governmental entity created by public law, GEDA is not subject to taxes and is a component unit of the Government of Guam.

In 1998, the U.S. tobacco industry reached an agreement with state governments releasing the tobacco companies from present and future smoking-related claims that had been or potentially could be, filed by the states. A Master Settlement Agreement (MSA) was reached in 1998 and Guam became one of the beneficiaries of the settlement amounts received as a result of this agreement. Pursuant to the Guam Economic Development Authority Tobacco Settlement Revenue Bond Act, as amended by Public Law 29-19, the Government of Guam has irrevocably assigned to GEDA all of its right, title and interest in amounts payable after April 10, 2001 to Guam under the MSA. GEDA therefore created the Tobacco Settlement Authority (TSA) to receive future tobacco settlement resources, to obtain debt and to service such debt.

In 2011, the Government of Guam applied to receive an allocation of the total \$1.5 billion funds available under the State Small Business Credit Initiative (SSBCI) Job Act of 2010. The funds are to support the fifty states and territories for use in programs designed to increase access to credit for small businesses. In June 2011, GEDA entered into a Memorandum of Agreement (MOA) with the Office of the Governor of Guam. In the MOA, GEDA was delegated the primary responsibility of administrating Guam's SSBCI's program. On September 30, 2011, the Government of Guam and the United States Department of the Treasury entered into an "Allocation Agreement" in which Guam was approved to receive a total of \$13,168,380. The Allocation Agreement expired on March 31, 2017 (see note 11).

Guam Economic Development Authority  
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Notes to Financial Statements, continued

**1. Purpose and Summary of Significant Accounting Policies, continued**

**Basis of Accounting**

The accounting policies of GEDA conform to accounting principles generally accepted in the United States of America (GAAP), as applicable to governmental entities, specifically proprietary funds. GEDA utilizes the flow of economic resources measurement focus. The Governmental Accounting Standards Board (GASB) is the accepted standard-setting body for establishing governmental accounting and financial reporting principles.

**Estimates**

The preparation of financial statements in conformity with GAAP 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 and expenses during the reporting period. Actual results could differ from those estimates.

**Cash and Cash Equivalents**

For the purpose of the statements of net position and cash flows, cash and cash equivalents include balances deposited in banks and money market accounts.

**Other Receivables and Allowance for Doubtful Receivables**

Other receivables consists of noninterest-bearing receivables from rent and reimbursement costs incurred for bond projects, and others. GEDA determines the adequacy of the allowance based upon reviews of individual accounts, recent loss experience, current economic conditions, the risk characteristics, and other pertinent factors. Accounts deemed uncollectible are written off against the allowance with the approval of the Board of Directors. GEDA determined an allowance of \$512,357 of which \$324,046 relate to reimbursable costs incurred for bond projects at September 30, 2019 and 2018.

**Depreciation and Amortization**

Buildings and improvements are depreciated on a straight-line basis over estimated useful lives of 7 to 30 years. Equipment and automobiles are depreciated on a straight-line basis over estimated useful lives of 3 to 5 years. GEDA generally capitalizes items with values of \$500 or more and with useful lives extending beyond one year.

Guam Economic Development Authority  
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Notes to Financial Statements, continued

**1. Purpose and Summary of Significant Accounting Policies, continued**

**Deferred Outflows of Resources**

In addition to assets, the statements of net position will sometimes report a separate section for deferred outflows of resources. This separate financial statement element, deferred outflows of resources represents a consumption of net position that applies to a future period and so will not be recognized as an outflow of resources (deduction of net position) until then. GEDA has determined the differences between expected and actual experience with regard to economic or demographic factors in the measurement of the total pension liability, changes in actuarial assumptions or other inputs, pension and OPEB contributions made subsequent to the measurement date and changes in proportion and differences between GEDA pension and OPEB contributions and proportionate share of contributions qualify for reporting in this category.

**Deferred Inflows of Resources**

In addition to liabilities, the statements of net position will sometimes report a separate section for deferred inflows of resources. This separate financial statement element, deferred inflows of resources, represents an acquisition of net position that applies to a future period and so will not be recognized as an inflow of resources (additions to net position) until then.

GEDA has determined the differences between projected and actual earnings on pension plan investments, changes in actuarial assumptions or other inputs, and changes in proportion and differences between GEDA pension and OPEB contributions and proportionate share of contributions qualify for reporting in this category.

**Bond Discounts**

Bond discounts associated with the 2001 and 2007 series bonds are being amortized over the weighted average lives of the bonds using the straight-line method, which approximates the effective interest method.

**Compensated Absences**

Vesting annual leave is accrued and reported as an expense and a liability in the period earned. No liability is accrued for non-vesting sick leave benefits. Annual leave expected to be paid out within the next fiscal year is accrued and is included in current liabilities. The maximum accumulation of annual leave convertible to pay upon termination of employment is limited to 320 hours. Pursuant to Public Law 27-106, employees who have accumulated annual leave in excess of three hundred twenty (320) hours as of February 28, 2003, may carry over their excess and shall use the excess amount of leave prior to retirement or termination from service. Any unused leave over 320 hours shall be lost upon retirement.



Guam Economic Development Authority  
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Notes to Financial Statements, continued

**1. Purpose and Summary of Significant Accounting Policies, continued**

**Compensated Absences, continued**

Public Law 26-86 allows members of the Defined Contribution Retirement System (DCRS) to receive a lump sum payment of one-half of their accumulated sick leave upon retirement. A liability is accrued for estimated sick leave to be paid out to DCRS members upon retirement.

**Pensions and Other Postemployment Benefits (OPEB)**

Pensions are required to be recognized and disclosed using the accrual basis of accounting. GEDA recognizes a net pension liability for the defined benefit pension plan in which it participates, which represents GEDA's proportional share of excess total pension liability over the pension plan assets – actuarially calculated – of a single employer defined benefit plan, measured one year prior to fiscal year-end and rolled forward. The total pension liability also includes GEDA's proportionate share of the liability for ad hoc cost-of-living adjustments (COLA) and supplemental annuity payments that are anticipated to be made to defined benefit plan members and for anticipated future COLA to DCRS members. Changes in the net pension liability during the period are recorded as pension expense, or as deferred inflows of resources or deferred outflows of resources depending on the nature of the change, in the period incurred. Those changes in net pension liability that are recorded as deferred inflows of resources or deferred outflows of resources that arise from changes in actuarial assumptions or other inputs and differences between expected or actual experience are amortized over the weighted average remaining service life of all participants in the qualified pension plan and recorded as a component of pension expense beginning with the period in which they are incurred. Projected earnings on qualified pension plan investments are recognized as a component of pension expense. Differences between projected and actual investment earnings are reported as deferred inflows of resources or deferred outflows of resources and are amortized as a component of pension expense on a closed basis over a five-year period beginning with the period in which the difference occurred.

OPEB is required to be recognized and disclosed using the accrual basis of accounting. GEDA recognizes a net OPEB liability for the defined benefit OPEB plan in which it participates, which represents GEDA's proportional share of total OPEB liability - actuarially calculated - of an agent multiple employer defined benefit plan, measured one year prior to fiscal year-end and rolled forward. An OPEB trust has not been established thus the OPEB plan does not presently report OPEB plan fiduciary net position. Instead, the OPEB plan is financed on a substantially "pay-as-you-go" basis. Changes in the net OPEB liability during the period are recorded as OPEB expense, or as deferred inflows of resources or deferred outflows of resources depending on the nature of the change, in the period incurred. Those changes in net OPEB liability that are recorded as deferred inflows of resources or deferred outflows of resources that arise from changes in actuarial assumptions or other inputs and differences between expected or actual experience are amortized over the weighted average remaining service life of all participants in the qualified OPEB plan and recorded as a component of OPEB expense beginning with the period in which they are incurred.

Guam Economic Development Authority  
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Notes to Financial Statements, continued

**1. Purpose and Summary of Significant Accounting Policies, continued**

**Operating Revenues**

Significant sources of operating revenues and their respective recognition policies are as follows:

Rent income under operating leases are recognized as they become due under the terms of long-term lease agreements.

Qualifying Certificate (QC) application and surveillance fees are earned based on contractual terms and when collectability is reasonably assured.

Bond fees are earned when the underlying bonds are issued.

Tobacco Settlement Revenue (TSR) is recognized on a cash-basis upon receipt by the trustee, which typically occurs annually.

**Operating Expenses**

Certain general and administrative expenses of the Funds administered by GEDA, other than legal expenses specifically related to the activities of a particular Fund, are borne by GEDA as part of its cost of administering the Funds. Additionally, GEDA allocates a percentage of payroll expense to the Funds based upon actual time personnel spend on the respective Fund. Additionally, GEDA allocates a percentage of rent expense to the Funds.

**Non-Operating Revenue and Expenses**

Non-operating revenues and expenses result from capital and financing activities, costs and related recoveries from natural disasters, and certain other non-recurring income and costs.

**Net Position**

Net position represents the residual interest in GEDA's assets and deferred outflows of resources after liabilities and deferred inflows of resources are deducted and consists of four sections:

Net investment in capital assets - includes capital assets, restricted and unrestricted, net of accumulated depreciation, reduced by outstanding debt net of debt service reserve.

Restricted expendable - net position whose use is subject to externally imposed stipulations that can be fulfilled by actions of GEDA pursuant to those stipulations or that expire with the passage of time.

Restricted nonexpendable - net position subject to externally imposed stipulations that require GEDA to maintain them permanently.

Guam Economic Development Authority  
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Notes to Financial Statements, continued

**1. Purpose and Summary of Significant Accounting Policies, continued**

**Net Position, continued**

Unrestricted - net position that is not subject to externally imposed stipulations. Unrestricted net position may be designated for specific purposes by management or may otherwise be limited by contractual agreements with outside parties.

All of GEDA's restricted net position is expendable.

**Risk Management**

GEDA purchases automobile insurance covering \$300,000 for general single limited liability, inclusive of \$3,000 per person medical. GEDA also purchases commercial liability insurance against fire and typhoon damages to its leasehold improvements and contents. GEDA is self-insured against all other potential risks and losses. No losses in excess of insurable limits have been recognized in the past three years.

**Concentrations of Credit Risk**

Financial instruments which potentially subject GEDA to concentrations of credit risk consist principally of cash demand deposits and accounts receivable. At September 30, 2019 and 2018, GEDA has cash deposits in bank accounts that exceed federal depository insurance limits. Additionally, GEDA has investments in mutual funds and U.S. Government agency or sponsored-agency securities that are not subject to insurance. GEDA has not experienced any losses in such accounts. Substantially all of GEDA's accounts receivables are due from companies and government agencies based in Guam. GEDA establishes an allowance for doubtful accounts based on management's evaluation of potential collectability. Bad debts are written-off against the allowance on the specific identification method.

**Recently Adopted Accounting Pronouncements**

In November 2016, GASB issued Statement No. 83, *Certain Asset Retirement Obligations*. This Statement addresses accounting and financial reporting for certain asset retirement obligations. A government that has legal obligations to perform future asset retirement activities related to its tangible capital assets should recognize a liability based on the guidance of this statement.

In April 2018, GASB issued Statement no. 88, *Certain Disclosures Related to Debt, Including Direct Borrowings and Direct Placements*. The primary objective of this Statement is to improve the information that is disclosed in notes to government financial statements related to debt, including direct borrowings and direct placements. It also clarifies which liabilities governments should include when disclosing information related to debt.

The implementation of these statements did not have a material effect on the accompanying financial statements.

Guam Economic Development Authority  
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Notes to Financial Statements, continued

**1. Purpose and Summary of Significant Accounting Policies, continued**

**Upcoming Accounting Pronouncements**

In January 2017, GASB issued Statement No. 84, *Fiduciary Activities*. This Statement is to improve guidance regarding the identification of fiduciary activities for accounting and financial reporting purposes and how those activities should be reported. The requirements of this Statement will enhance consistency and comparability by (1) establishing specific criteria for identifying activities that should be reported as fiduciary activities and (2) clarifying whether and how business-type activities should report their fiduciary activities. GASB Statement No. 84 will be effective for fiscal year ending September 30, 2020.

In June 2017, GASB issued Statement No. 87, *Leases*. The objective of this Statement is to better meet the information needs of financial statement users by improving accounting and financial reporting for leases by governments. This Statement increases the usefulness of governments' financial statements by requiring recognition of certain lease assets and liabilities for leases that previously were classified as operating leases and as inflows of resources or outflows of resources recognized based on the payment provisions of the contract. GASB Statement No. 87 will be effective for fiscal year ending September 30, 2021.

In June 2018, GASB issued Statement No. 89, *Accounting for Interest Cost Incurred Before the End of a Construction Period*. The objectives of this Statement are (1) to enhance the relevance and comparability of information about capital assets and the cost of borrowing for a reporting period and (2) to simplify accounting for interest cost incurred before the end of a construction period. GASB Statement No. 89 will be effective for fiscal year ending September 30, 2021.

In March 2018, GASB issued Statement No. 90, *Majority Equity Interests – An Amendment of GASB Statements No. 14 and 61*. The primary objectives of this Statement are to improve the consistency and comparability of reporting a government's majority equity interest in a legally separate organization and to improve the relevance of financial statement information for certain component units. It defines a majority equity interest and specifies that a majority equity interest in a legally separate organization should be reported as an investment if a government's holding of the equity interest meets the definition of an investment. A majority equity interest that meets the definition of an investment should be measured using the equity method, unless it is held by a special-purpose government engaged only in fiduciary activities, a fiduciary fund, or an endowment (including permanent and term endowments) or permanent fund. Those governments and funds should measure the majority equity interest at fair value. GASB Statement No. 90 will be effective for fiscal year ending September 30, 2020.

Guam Economic Development Authority  
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Notes to Financial Statements, continued

**1. Organization and Summary of Significant Accounting Policies, continued**

**Upcoming Accounting Pronouncements, continued**

In May 2019, GASB issued Statement No. 91, *Conduit Debt Obligations*. The primary objectives of this Statement are to provide a single method of reporting conduit debt obligations by issuers and eliminate diversity in practice associated with (1) commitments extended by issuers, (2) arrangements associated with conduit debt obligations, and (3) related note disclosures. This Statement achieves those objectives by clarifying the existing definition of a conduit debt obligation; establishing that a conduit debt obligation is not a liability of the issuer; establishing standards for accounting and financial reporting of additional commitments and voluntary commitments extended by issuers and arrangements associated with conduit debt obligations; and improving required note disclosures. GASB Statement No.91 will be effective for fiscal year ending September 30, 2021.

In January 2020, GASB issued statement No. 92, *Omnibus 2020*. The objectives of this Statement are to enhance comparability in accounting and financial reporting and to improve the consistency of authoritative literature by addressing practice issues that have been identified during implementation and application of certain GASB Statements. This Statement addresses a variety of topics and includes specific provisions about the effective date of Statement No. 87, Leases and Implementation Guide No. 2019-3, Leases, for interim financial reports, the terminology used to refer to derivative instruments and the applicability of certain requirements of Statement No. 84 Fiduciary Activities, to post employment benefits. The requirements related to the effective date of GASB Statement No. 87 and Implementation Guide 2019-3, reissuance recoveries and terminology used to refer to derivative instruments are effective upon issuance. The remaining requirements of GASB Statement No. 92 is effective for the fiscal year ending September 30, 2021.

In April 2020, GASB issued Statement No. 93 Replacement of Interbank Offered Rates. The primary objective of this statement is to address those and other accounting and financial reporting implications of the replacement of an IBOR. GASB Statement No. 93 will be effective for fiscal year ending September 30, 2021

GEDA is currently evaluating whether or not the above listed new GASB pronouncements will have a significant impact to GEDA's financial statements.

**Reclassifications**

Certain items in the 2018 financial statements have been reclassified to correspond with the 2019 financial statement presentation.

**Subsequent Events**

GEDA has evaluated subsequent events through May 15, 2020, which is the date the financial statements were available to be issued.

Guam Economic Development Authority  
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Notes to Financial Statements, continued

**2. Deposits and Investments**

Investments are carried at fair value. Cash and cash equivalents and investments at September 30, 2019 and 2018 consist of the following:

	<u>2019</u>	<u>2018</u>
Cash on hand and deposits in banks	\$10,041,475	\$10,860,776
Money market accounts	<u>3,616,561</u>	<u>3,520,524</u>
Cash and cash equivalents	<u>\$13,658,036</u>	<u>\$14,381,300</u>
Mutual funds	\$ ---	\$ 3,993,788
Exchange-traded and closed-end funds	<u>6,999,010</u>	<u>3,225,462</u>
Investments	<u>\$ 6,999,010</u>	<u>\$ 7,219,250</u>

The deposits and investment policies of GEDA are governed by 5 GCA 21, Investments and Deposits and policies set by the Board of Directors in conjunction with applicable bond indentures. Legally authorized investments include securities issued or guaranteed by the U.S. Treasury or agencies of the United States government; demand and time deposits in or certificates of deposit of, or bankers' acceptances issued by, any eligible financial institution; corporate debt obligations, including commercial paper; certain money market funds; state and local government securities, including municipal bonds; and repurchase and investment agreements. With the exception of investments in U.S. government securities, which are explicitly guaranteed by the United States government, all other investments must be rated Aa1/P-1 by Moody's.

*A. Deposits*

Custodial credit risk is the risk that in the event of a bank failure, GEDA's deposits may not be returned. Such deposits are not covered by depository insurance and are either uncollateralized or collateralized with securities held by the pledging financial institution or held by the pledging financial institution but not in the depositor-government's name. GEDA does not have a deposit policy for custodial credit risk.

At September 30, 2019 and 2018, the carrying amount of cash was \$10,041,475 and \$10,860,776, respectively, and the corresponding bank balances were \$10,090,917 and \$11,414,471, respectively, which are maintained in financial institutions subject to insurance coverage by the Federal Deposit Insurance Corporation (FDIC). Cash balances of \$500,000 are insured by the FDIC at September 30, 2019 and 2018. GEDA does not require collateralization of its cash deposits; therefore, deposit levels in excess of FDIC insurance coverage are uncollateralized. Accordingly, these deposit levels are exposed to custodial credit risk.

Guam Economic Development Authority  
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Notes to Financial Statements, continued

**2. Deposits and Investments, continued**

*A. Deposits, continued*

The bond indenture for the 2007 Series A and B Tobacco settlement bonds require the establishment of special funds to be held and administered by the trustees. As of September 30, 2019 and 2018, cash and cash equivalents of \$3,489,547 and \$2,818,056, respectively, held by TSA are restricted for bond services and are invested in money market accounts and are held and administered by TSA's trustees in accordance with the bond indentures. Accordingly, these balances are exposed to custodial credit risk.

In accordance with the terms of Lender Participation Agreements under the SSBCI program (see note 11), cash and cash equivalents of \$1,607,280 and \$1,616,867, at September 30, 2019 and 2018, respectively, deposited with the Lender banks are restricted for terms of guarantees.

*B. Investments*

Credit risk for investments is the risk that an issuer or other counterparty to an investment will not fulfill its obligations. With the exception of investments in U.S. government securities, which are explicitly or implicitly guaranteed by the United States government, all other investments must be rated Aa1/P-1 by Moody's.

Custodial credit risk for investments is the risk that in the event of the failure of the counterparty to the transaction, GEDA will not be able to recover the value of the investment or collateral securities that are in the possession of an outside party. GEDA's investment in shares of mutual funds, municipal bonds and U.S. government securities at September 30, 2019 and 2018 is registered in GEDA's name and is held by three investment managers for GEDA.

Interest rate risk is the risk that changes in interest rates will adversely affect the fair value of debt instruments. GEDA does not have a formal investment policy that limits investment maturities as a means of managing its exposure to fair value losses arising from increasing interest rates.

Concentration of credit risk for investments is the risk of loss attributed to the magnitude of an entity's investment in a single issuer. GASB Statement No. 40 requires disclosure by issuer and amount of investments in any one issuer that represents five percent (5%) or more of total investments for GEDA.

GEDA categorizes its fair value measurements within the fair value hierarchy established by GAAP. The hierarchy is based on the valuation inputs used to measure the fair value of the asset. Level 1 inputs are quoted prices in active markets for identical assets; Level 2 inputs are significant other observable inputs; Level 3 inputs are significant unobservable inputs. GEDA has the following recurring fair value measurements as of September 30, 2019 and 2018:

Guam Economic Development Authority  
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Notes to Financial Statements, continued

**2. Deposits and Investments, continued**

*B. Investments, continued*

		At September 30, 2019		
		Level 1	Level 2	Level 3
Investments by fair value level:				
Exchange-traded & closed-end funds	<u>\$6,999,010</u>	<u>\$6,999,010</u>	<u>\$ ---</u>	<u>\$ ---</u>
		At September 30, 2018		
		Level 1	Level 2	Level 3
Investments by fair value level:				
Exchange-traded and closed-end funds	\$3,225,462	\$3,225,462	\$ ---	\$ ---
Mutual funds	<u>3,993,788</u>	<u>3,993,788</u>	<u>---</u>	<u>---</u>
Total investments by fair value level	<u>\$7,219,250</u>	<u>\$7,219,250</u>	<u>\$ ---</u>	<u>\$ ---</u>

Mutual funds and exchange-traded and closed-end funds classified in level 1 of the fair value hierarchy are valued using prices quoted in active markets for those securities.



Guam Economic Development Authority  
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Notes to Financial Statements, continued

**3. Capital Assets**

A summary of capital assets at September 30, 2019 and 2018 is as follows:

	Beginning Balance October 1, 2018	Transfers and Additions	Transfers and Deletions	Ending Balance September 30, 2019
Leasehold Improvements	\$ 792,537	\$ ---	\$ ---	\$ 792,537
Buildings	546,603	---	---	546,603
Furniture and equipment	587,483	1,444	---	588,927
Other improvements	428,325	---	---	428,325
Land improvements	129,642	---	---	129,642
Leasehold interests	1,551	---	---	1,551
Automobiles	14,089	---	---	14,089
	<u>2,500,230</u>	<u>1,444</u>	<u>---</u>	<u>2,501,674</u>
Less accumulated depreciation and amortization	( <u>2,071,541</u> )	( <u>35,383</u> )	<u>---</u>	( <u>2,106,924</u> )
	<u>\$ 428,689</u>	<u>\$( 33,939 )</u>	<u>\$ ---</u>	<u>\$ 394,750</u>
				Ending Balance
	Beginning Balance	Transfers and	Transfers and	September 30,
	October 1, 2017	Additions	Deletions	2018
Leasehold Improvements	\$ 792,537	\$ ---	\$ ---	\$ 792,537
Buildings	546,603	---	---	546,603
Furniture and equipment	578,535	8,948	---	587,483
Other improvements	428,325	---	---	428,325
Land improvements	129,642	---	---	129,642
Leasehold interests	1,551	---	---	1,551
Automobiles	14,089	---	---	14,089
	<u>2,491,282</u>	<u>8,948</u>	<u>---</u>	<u>2,500,230</u>
Less accumulated depreciation and amortization	( <u>2,031,381</u> )	( <u>40,160</u> )	<u>---</u>	( <u>2,071,541</u> )
	<u>\$ 459,901</u>	<u>\$( 31,212 )</u>	<u>\$ ---</u>	<u>\$ 428,689</u>

Guam Economic Development Authority  
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Notes to Financial Statements, continued

**4. Long-Term Obligations**

*Bonds payable*

Bonds payable at September 30, 2019 and 2018 consist of the following:

	<u>2019</u>	<u>2018</u>
<p>Tobacco settlement bonds, 2007 Series A current interest turbo term bonds, original principal amounts of \$17,505,000 and \$16,070,000, with interest rates at 5.25% and 5.625% per annum, respectively, payable semiannually on June 1 and December 1 (“Distribution Date”), principal payments due in varying annual installments commencing with a payment of \$1,025,000 on June 1, 2008 and increasing to \$3,840,000 on June 1, 2026. The Series A bonds are primarily secured by Tobacco Settlement Revenue (TSR) and Guam’s right to be paid the TSR under the MSA (which was irrevocably assigned to GEDA as discussed in note 1)</p>	\$23,865,000	\$23,980,000
<p>Tobacco settlement bonds, 2007 Series B capital appreciation turbo term bonds, original principal amount of \$3,407,077. Interest on the Series B bonds is not paid currently, but is compounded based on an imputed interest rate of 7.25% on each Distribution Date to become part of the accreted value until the maturity date or earlier redemptions. The bonds bear an original maturity value of \$115,455,000 with final maturity date of June 1, 2057. The projected turbo redemption date, however, is June 1, 2034 with a total projected principal amount of \$16,773,618. Under the Turbo Redemption assumption, principal payments are due in varying annual installments commencing with a payment of \$917,533 on June 1, 2008 and increasing to \$1,191,488 on June 1, 2034. The Series B bonds are also secured by TSR with the Series A bonds; however, they are subordinate to the Series 2007A Bonds</p>	<u>16,773,618</u>	<u>16,773,618</u>
<p>Total</p>	40,638,618	40,753,618
<p>Less current portion</p>	<u>( 1,285,000)</u>	<u>( 1,200,000)</u>
	39,353,618	39,553,618
<p>Less discount on Series B Capital appreciation</p>		
<p>Turbo terms bonds</p>	( 8,923,833)	( 9,463,009)
<p>Less discount on issuance</p>	<u>( 535,180)</u>	<u>( 588,616)</u>
	<u>\$29,894,605</u>	<u>\$29,501,993</u>

Guam Economic Development Authority  
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Notes to Financial Statements, continued

**4. Long-Term Obligations, continued**

*Bonds payable, continued*

The annual payments on series 2007 bonds payable, assuming that turbo redemption occurs, subsequent to September 30, 2019 and thereafter are as follows:

<u>Year ending September 30,</u>	<u>Principal</u>	<u>Interest</u>	<u>Total Debt Service</u>
2020	\$ 1,285,000	\$ 737,719	\$ 2,022,719
2021	1,380,000	665,226	2,045,226
2022	1,480,000	587,461	2,067,461
2023	1,590,000	504,000	2,094,000
2024	1,700,000	414,562	2,114,562
2025-2029	12,710,509	561,305	13,271,814
2030-2034	<u>20,493,109</u>	<u>---</u>	<u>20,493,109</u>
	<u>\$40,638,618</u>	<u>\$3,470,273</u>	<u>\$44,108,891</u>

On December 13, 2007, GEDA issued \$36,982,077 (original principal) in Series 2007 Tobacco Settlement Bonds. Net proceeds were \$35,478,149 (\$34,359,109 of original principal after issuance discount, underwriter discount and other issuance costs, plus an additional \$794,040 from the Series 2001 funds plus \$325,000 received in connection with the termination of Series 2001 Reserve Fund Agreement). Of this amount, \$8,345,278 was transferred into a custodial account for the benefit of the Government of Guam. The remaining \$27,132,871 was deposited in an irrevocable trust with an escrow agent to provide for the future service of the Series 2001 bonds through May 15, 2016. Except to the extent of any excess which is to be released upon termination (when all transfers and payments required are satisfied), GEDA has no interest in the funds or investments held in the escrow fund and as a result, the Series 2001 bond indenture was satisfied and discharged. Additionally, the transaction meets the requirement of an in-substance defeasance and as a result, the Series 2001 bonds and the related funds held by the escrow agent are not included in the accompanying financial statements.

Additionally, the defeasance resulted in a loss of \$2,628,344, representing the difference between the reacquisition price and the carrying amount of the Series 2001 bonds. The loss has been deferred and amortized over the remaining life of the Series 2001 bonds, which was been fully amortized as of September 30, 2016.

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Notes to Financial Statements, continued

**4. Long-Term Obligations, continued**

*Bonds payable, continued*

The defeasance of the bonds resulted in an increase of GEDA's aggregate debt service payment by approximately \$36 million over the life of the new Series 2007 bonds and an economic loss (difference between the present value of the old and new debt service payments, plus the \$8,345,278 received) of approximately \$455,000.

The difference between the original principal amount of \$3,407,077 and the projected turbo redemption projected value of \$16,773,618 represents the discount that is amortized as interest expense using the straight-line method through the weighted average life of the Series 2007 bonds.

The Series 2007 bonds are subject to mandatory redemption, in whole or in part, prior to their stated maturity dates from amounts on deposit in the Turbo Redemption Account on each Distribution Date. Due to a number of factors, including actual shipment of cigarettes in the United States and the actual level of payments received by the settling states under the MSA, the amount available to pay the principal or accredited value of and interest on the Series 2007 bonds may fluctuate from year to year.

As discussed in the above section, all Tobacco Settlement Revenue and interest earned in trust funds have been pledged to repay bond principal and interest. The debt service for the bonds was \$1,434,213 and \$1,365,395 for the years ended September 30, 2019 and 2018, respectively, or approximately 94% and 112% of pledged revenues for the years ended September 30, 2019 and 2018, respectively.

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Notes to Financial Statements, continued

**4. Long-Term Obligations, continued**

During the years ended September 30, 2019 and 2018, the following changes occurred in liabilities reported as part of GEDA's long-term liabilities in the statements of net position:

	Beginning Balance October 1, 2018	Additions	Reductions	Ending Balance September 30, 2019	Current	Noncurrent
Bonds payable	\$ 40,753,618	\$ ---	\$( 115,000 )	\$ 40,638,618	\$ 1,285,000	\$ 39,353,618
Deferred amount:						
Unamortized discount on bonds issued	( 10,051,625 )	---	592,612	( 9,459,013 )	---	( 9,459,013 )
	<u>30,701,993</u>	<u>---</u>	<u>477,612</u>	<u>31,179,605</u>	<u>1,285,000</u>	<u>29,894,605</u>
Other liabilities:						
DCRS sick leave liability	103,154	---	( 23,364 )	79,790	---	79,790
Deposits due to GALC	77,410	---	---	77,410	---	77,410
Deposits	18,322	---	---	18,322	---	18,322
OPEB liability	3,875,385	---	( 1,624,416 )	2,250,969	---	2,250,969
Net pension liability	4,662,390	178,287	---	4,840,677	---	4,840,677
	<u>8,736,661</u>	<u>178,287</u>	<u>( 1,647,780 )</u>	<u>7,267,168</u>	<u>---</u>	<u>7,267,168</u>
	<u>\$ 39,438,654</u>	<u>\$ 178,287</u>	<u>\$ 1,170,168</u>	<u>\$ 38,446,773</u>	<u>\$ 1,285,000</u>	<u>\$ 37,161,773</u>
	Beginning Balance October 1, 2017	Additions	Reductions	Ending Balance September 30, 2018	Current	Noncurrent
Bonds payable	\$ 40,798,618	\$ ---	\$( 45,000 )	\$ 40,753,618	\$ 1,200,000	\$ 39,553,618
Deferred amount:						
Unamortized discount on bonds issued	( 10,607,289 )	---	555,664	( 10,051,625 )	---	( 10,051,625 )
	<u>30,191,329</u>	<u>---</u>	<u>510,664</u>	<u>30,701,993</u>	<u>1,200,000</u>	<u>29,501,993</u>
Other liabilities:						
DCRS sick leave liability	187,540	---	( 84,386 )	103,154	---	103,154
Deposits due to GALC	77,410	---	---	77,410	---	77,410
Deposits	18,322	---	---	18,322	---	18,322
OPEB liability	3,905,495	---	( 30,110 )	3,875,385	---	3,875,385
Net pension liability	5,268,477	---	( 606,087 )	4,662,390	---	4,662,390
	<u>9,457,244</u>	<u>---</u>	<u>( 720,583 )</u>	<u>8,736,661</u>	<u>---</u>	<u>8,736,661</u>
	<u>\$ 39,648,573</u>	<u>\$ ---</u>	<u>\$ ( 209,919 )</u>	<u>\$ 39,438,654</u>	<u>\$ 1,200,000</u>	<u>\$ 38,238,654</u>

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Notes to Financial Statements, continued

**5. Employee Benefits**

*General Pension Plan Descriptions*

Defined Benefit Plan (DB Plan)

The DB Plan is a single-employer plan. A single actuarial valuation is performed annually covering all plan members and the same contribution rate applies to each employer. The Government of Guam Retirement Fund (GGRF) issues a publicly available financial report that includes financial statements and required supplementary information for the DB Plan. That report may be obtained by writing to the Government of Guam Retirement Fund, 424 A Route 8, Maite, Guam 96910, or by visiting GGRF's website - [www.ggrf.com](http://www.ggrf.com).

The Guam Retirement Security Plan (GRSP) is the primary retirement plan for new employees beginning January 1, 2018, unless the employee elects to participate in the DCRS within 60 days of the employee's hire date. Certain existing and reemployed employees are also provided limited opportunity to participate in the GRSP. Employee contributions are made by mandatory pre-tax payroll deduction at the rate of 6.2% of the employee's base salary. The employer makes matching contributions at the same rate of 6.2% of the employee's base salary.

In September 2016, Public Law 33-186 was enacted to create two benefits under the DB Plan. Beginning January 2018, the DB 1.75 Plan and GRSP are to become the primary retirement systems for all new hires. Members of the DB 1.75 Plan also automatically participate in the GovGuam deferred compensation plan, pursuant to which employees are required to contribute 1% of base salary as a pre-tax mandatory contribution.

The DB Plan is administered by the GGRF, to which GEDA contributes based upon a fixed percentage of the payroll for those employees who are members of the Plan.

*Membership:* Employees of GEDA hired before September 30, 1995 are under the Government of Guam Employees Retirement System, the DB Plan. Until December 31, 1999, and for several limited periods after December 31, 1999, those employees who are members of the defined benefit plan with less than 20 years of service at September 30, 1995, had the option to switch to the DCRS. Otherwise, they remained under the old plan.

The DB 1.75 Plan is open for participation by certain existing employees, new employees and reemployed employees who would otherwise participate in the DCRS or the new GRSP and who make election on a voluntary basis to participate in the DB 1.75 plan by December 31, 2017.

*Contributions:* Plan members of the DB Plan are required to contribute a certain percentage of their annual covered salary. The contribution requirements of the plan members and GEDA are established and may be amended by the GGRF.

GEDA's statutory contribution rates were 26.56% and 27.83%, respectively, for the years ended September 30, 2019 and 2018. Employees are required to contribute 9.5% of their annual pay for the years ended September 30, 2019 and 2018.

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Notes to Financial Statements, continued

**5. Employee Benefits, continued**

*General Pension Plan Descriptions, continued*

Defined Benefit Plan (DB Plan), continued

*Benefits:* The DB Plan provides pension benefits to retired employees generally based on age and/or years of credited service and an average of the three highest annual salaries received by a member during years of credited service, or \$6,000, whichever is greater.

*Actuarial Assumptions:* The actuarial assumptions used are based upon recommendations from the actuarial experience study for the period October 1, 2011 through September 30, 2015. A summary of actuarial assumptions applied to all periods included in the measurement is shown below.

Actuarial cost method:	Entry age normal
Valuation of assets:	3-year phase in of gain/losses relative to interest rate assumption.
Investment income:	7.0% per year
Total payroll growth:	2.75%
Salary increases:	Graduated based on service with the GovGuam ranging from 4.0% for service in excess of 15 years to 7.5% for service from zero to five years.
Disability:	1974-78 SOA LTD Non-Jumbo, with rates reduced by 50% for males and 75% for females.
Retirement age:	50% of probability of retirement at earliest age of eligibility for unreduced retirement benefits; 20% per year thereafter until age 75, 100% at age 75.
Return of contributions:	100% withdrawing before retirement with less than 20 years of service assumed to elect a return of contributions. All those who have previously withdrawn assumed to elect a return of contributions. Contributions earn 4.5% interest.
Mortality:	Based on the RP-2000 combined mortality table, set forward 3 years for males and 2 years for females.
Amortization method:	Level percentage of payroll, closed.
Remaining amortization period:	At September 30, 2019, the remaining period is 15.58 years.

*Discount Rate:* The discount rate used to measure the total pension liability was 7.0%. The projection of cash flows used to determine the discount rate assumed that plan member contributions will be made at the current contribution rate and that employer contributions will be made at rates equal to the difference between actuarially determined contribution rates and the member rate. Based on those assumptions, the Fund's fiduciary net position was projected to be available to make all projected future benefits payments of current plan members. Therefore, the long-term expected rate of return on pension plan investments was applied to all periods of projected benefit payments to determine the total pension liability.

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Notes to Financial Statements, continued

**5. Employee Benefits, continued**

*General Pension Plan Descriptions, continued*

Defined Benefit Plan (DB Plan), continued

*Expected Remaining Service Lives:* Under GASB Statement No. 68, gains and losses that are deferred and amortized over future periods are presented as deferred inflows or gains, and deferred outflows or losses. Economic and demographic gains and losses and changes in the total pension liability due to changes in assumptions are recognized over a closed period equal to the average expected remaining services lives of all covered active and inactive members, determined as of the beginning of the measurement period. The amortization period was calculated at 1.5 years in the 2014 valuation, at 1.4 in the 2015 actuarial valuation, at 1.3 years in the 2016 actuarial valuation, at 1.0 in the 2017 actuarial valuation and 3.1 years in the 2018 actuarial valuation. The amortization period is calculated as the weighted average of expected remaining service lives assuming zero years for all inactive members.

*Expected Rate of Return and Asset Allocation:* The Fund has a target asset allocation based on the investment policy adopted by the GGRF Board of Trustees. The target allocation and best estimates of the expected nominal return for each major asset class are summarized as follows:

<u>Asset Class</u>	<u>Target Asset Allocation</u>	<u>Expected Nominal Return</u>	<u>Component Return</u>
U.S. Equities (large cap)	29%	7.47%	2.17%
U.S. Equities (small cap)	7%	8.73%	0.61%
Non-U.S. Equities	16.5%	9.27%	1.53%
Non-U.S. Equities (emerging markets)	2%	11.09%	0.22%
U.S. Fixed Income (aggregate)	21.5%	4.67%	1.00%
Risk Parity	8%	6.50%	0.52%
High Yield Bonds	8%	6.59%	0.53%
Global Real Estate (REITs)	5%	8.60%	0.43%
Master Limited Partnerships	3%	6.56%	0.20%
Expected average return for one year			7.21%
Expected geometric mean (30 years)			6.69%

The assumption used in the actuarial valuation (7.0%) is slightly lower than the expected geometric average return over the next 30 years. If the investments do not return the expected results, future pension expense will increase.



Guam Economic Development Authority  
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Notes to Financial Statements, continued

**5. Employee Benefits, continued**

*General Pension Plan Descriptions, continued*

Ad Hoc COLA/Supplemental Annuity (COLA/SA) Plan for DB Participants

Members of the DB Plan also receive ad hoc cost of living allowance and supplemental annuity benefits that are appropriated yearly by the Guam Legislature. Those benefits are deemed to be substantively automatic, requiring reporting under GASB Statement No. 73. The Ad Hoc COLA/SA Plan for DB Participants is a single-employer plan. A single actuarial valuation is performed annually covering all plan members. GGRF issues a publicly available financial report that includes financial statements and required supplementary information for the Ad Hoc COLA/SA Plan for DB Participants. That report may be obtained by writing to the Government of Guam Retirement Fund, 424 A Route 8, Maite, Guam 96910, or by visiting GGRF's website - [www.ggrf.com](http://www.ggrf.com).

*Membership:* The plan membership is the same as the DB Plan described above.

*Benefits:* The supplemental annuity is an amount which, when added to a retiree's annuity increase the annual annuity up to \$40,000.

The COLA payment is \$2,000 per DB retiree.

*Contributions:* GEDA's contribution to the supplemental annuity portion of the Plan, when added to a retiree's annuity, increases the annual annuity to \$40,000.

GEDA's contribution to the COLA payment of the Plan is \$2,000 per DB retiree.

*Actuarial Assumptions:* The actuarial assumptions used are based upon recommendations from the actuarial experience study for the period October 1, 2011 through September 30, 2015. A summary of actuarial assumptions applied to all periods included in the measurement is shown below.

Actuarial cost method:	Entry age normal
Total payroll growth:	2.75%
Salary increases:	Graduated based on service with the GovGuam ranging from 4.0% for service in excess of 15 years to 7.5% for service from zero to five years.
Disability:	1974-78 SOA LTD Non-Jumbo, with rates reduced by 50% for males and 75% for females.
Retirement age:	50% of probability of retirement at earliest age of eligibility for unreduced retirement benefits; 20% per year thereafter until age 75, 100% at age 75.
Mortality:	Based on the RP-2000 combined mortality table, set forward 3 years for males and 2 years for females.
Amortization method:	Level percentage of payroll, closed.
Remaining Amortization period:	At September 30, 2019, the remaining period is 15.58 years.

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Notes to Financial Statements, continued

**5. Employee Benefits, continued**

*General Pension Plan Descriptions, continued*

Ad Hoc COLA/Supplemental Annuity (COLA/SA) Plan for DB Participants, continued

*Discount Rate:* The discount rate used to measure the Ad Hoc COLA/SA was a municipal bond rate of 4.18% and 3.64% for the years ended September 30, 2019 and 2018, respectively. This rate was used as the benefits are not funded with the accumulated assets; they are funded historically through appropriations from the Government of Guam.

*Expected Remaining Service Lives:* The expected remaining service life is the same as that used in the DB Plan.

Ad Hoc COLA Plan for Defined Contribution Retirement System (DCRS) Participants

The DCRS is administered by the GGRF. Members of DCRS receive ad hoc cost of living allowance (COLA) that are appropriated yearly by the Guam Legislature. Those benefits are deemed to be substantively automatic, requiring reporting under GASB Statement No. 73. The Ad Hoc COLA Plan for DCRS Participants is a single-employer plan. A single actuarial valuation is performed annually covering all plan members. GGRF issues a publicly available financial report that includes financial statements and required supplementary information for the Ad Hoc COLA Plan for DCRS Participants. That report may be obtained by writing to the Government of Guam Retirement Fund, 424 A Route 8, Maite, Guam 96910, or by visiting GGRF's website - [www.ggrf.com](http://www.ggrf.com).

*Membership:* Employees hired after September 30, 1995, are members of the DCRS.

*Benefits:* Ad Hoc COLA Plan for DCRS participants are the same as those for DB Participants.

*Contributions:* GEDA's contribution to the COLA payment of the Plan is \$2,000 per DCRS retiree.

*Actuarial Assumptions:* The actuarial assumptions used are based upon recommendations from the actuarial experience study for the period October 1, 2011 through September 30, 2015. A summary of actuarial assumptions applied to all periods included in the measurement is shown below.

Actuarial cost method:	Entry age normal
Total payroll growth:	2.75%
Salary increases:	Graduated based on service with the GovGuam ranging from 4.0% for service in excess of 15 years to 7.5% for service from zero to five years.
Disability:	1974-78 SOA LTD Non-Jumbo, with rates reduced by 50% for males and 75% for females.

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Notes to Financial Statements, continued

**5. Employee Benefits, continued**

*General Pension Plan Descriptions, continued*

Ad Hoc COLA Plan for Defined Contribution Retirement System (DCRS) Participants, continued

*Actuarial Assumptions, continued*

Actuarial cost method:	Entry age normal
Retirement age:	5% per year from age 55 to 64, 10% per year from age 65 to 74, 100% at age 75.
Mortality:	Based on the RP-2000 combined mortality table, set forward 3 years for males and 2 years for females.
Amortization method:	Level percentage of payroll, closed.
Remaining Amortization period:	At September 30, 2019, the remaining period is 15.58 years.

*Discount Rate:* The discount rate is the same as that used in the Ad Hoc COLA/SA Plan for DB Participants.

*Expected Remaining Service Lives:* The expected remaining service life is the same as that used in the DB Plan.

*Pension liabilities, pension expense and deferred outflows of resources and deferred inflows of resources related to pensions*

Net pension liability at the fiscal years presented for the aforementioned plans were measured on and was determined by actuarial valuations as of the following dates:

Reporting date	September 30, 2019	September 30, 2018
Measurement date:	September 30, 2018	September 30, 2017
Valuation date:	September 30, 2017	September 30, 2016

Net pension liability as of September 30, 2019 and 2018 for the aforementioned plans are as follows:

	<u>2019</u>	<u>2018</u>
DB Plan	\$4,300,654	\$4,061,443
Ad hoc COLA/SA Plan for DB Participants	382,043	373,321
Ad hoc COLA Plan for DCRS Participants	<u>157,980</u>	<u>227,626</u>
	<u>\$4,840,677</u>	<u>\$4,662,390</u>

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Notes to Financial Statements, continued

**5. Employee Benefits, continued**

*General Pension Plan Descriptions, continued*

Ad Hoc COLA Plan for Defined Contribution Retirement System (DCRS) Participants, continued

*Pension liabilities, pension expense and deferred outflows of resources and deferred inflows of resources related to pensions, continued*

Proportionate share of net pension liabilities at September 30, 2019 and 2018 for the aforementioned plans are as follows:

	<u>2019</u>	<u>2018</u>
DB Plan	0.36%	0.36%
Ad hoc COLA/SA Plan for DB Participants	0.13%	0.13%
Ad hoc COLA Plan for DCRS Participants	0.32%	0.36%

Pension expense for the years ended September 30, 2019 and 2018 for the aforementioned Plans are as follows:

	<u>2019</u>	<u>2018</u>
DB Plan	\$517,539	\$(654,327)
Ad hoc COLA/SA Plan for DB Participants	42,870	80,521
Ad hoc COLA Plan for DCRS Participants	( 44,712)	<u>11,817</u>
	<u>\$515,697</u>	<u>\$(561,989)</u>

As of September 30, 2019 and 2018, GEDA reported deferred outflows of resources and deferred inflows of resources related to pensions from the following sources:

	September 30, 2019					
	DB Plan		Ad Hoc COLA/SA Plan for DB Participants		Ad Hoc COLA Plan for DCRS Participants	
	<u>Deferred Outflows of Resources</u>	<u>Deferred Inflows of Resources</u>	<u>Deferred Outflows of Resources</u>	<u>Deferred Inflows of Resources</u>	<u>Deferred Outflows of Resources</u>	<u>Deferred Inflows of Resources</u>
Differences between expected and actual experience	\$ ---	\$ ---	\$ ---	\$ ---	\$ 22,698	\$( 1,444 )
Net difference between projected and actual earnings on pension plan investments	---	( 77,097 )	---	---	---	---
GEDA's contributions subsequent to the measurement date	413,930	---	30,714	---	8,000	---
Changes in assumption	---	---	---	( 12,680 )	18,815	( 21,085 )
Changes in proportion and difference between the GEDA's contributions and proportionate share of contributions	<u>86,305</u>	<u>---</u>	<u>10,017</u>	<u>---</u>	<u>36,538</u>	<u>( 63,426 )</u>
	<u>\$ 500,235</u>	<u>\$( 77,097 )</u>	<u>\$ 40,731</u>	<u>\$( 12,680 )</u>	<u>\$ 86,051</u>	<u>\$( 85,955 )</u>

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Notes to Financial Statements, continued

**5. Employee Benefits, continued**

*General Pension Plan Descriptions, continued*

Ad Hoc COLA Plan for Defined Contribution Retirement System (DCRS) Participants, continued

*Pension liabilities, pension expense and deferred outflows of resources and deferred inflows of resources related to pensions, continued*

	September 30, 2018					
	DB Plan		Ad Hoc COLA/SA Plan for DB Participants		Ad Hoc COLA Plan for DCRS Participants	
	Deferred Outflows of Resources	Deferred Inflows of Resources	Deferred Outflows of Resources	Deferred Inflows of Resources	Deferred Outflows of Resources	Deferred Inflows of Resources
Differences between expected and actual experience	\$ ---	\$ ---	\$ ---	\$ ---	\$ 10,342	\$( 1,768 )
Net difference between projected and actual earnings on pension plan investments	---	( 197,381 )	---	---	---	---
GEDA's contributions subsequent to the measurement date	474,370	---	30,713	---	6,000	---
Changes in assumption	---	---	---	---	22,990	( 15,139 )
Changes in proportion and difference between the GEDA's contributions and proportionate share of contributions	---	( --- )	772	( --- )	39,166	( 44,562 )
	<u>\$ 474,370</u>	<u>\$( 197,381 )</u>	<u>\$ 31,485</u>	<u>\$( --- )</u>	<u>\$ 78,498</u>	<u>\$( 61,469 )</u>

Deferred outflows of resources at September 30, 2019 and 2018, resulting from GEDA's employer contributions for the following plans are as follows:

	<u>2019</u>	<u>2018</u>
DB Plan	\$413,930	\$474,370
Ad hoc COLA/SA Plan for DB Participants	30,714	30,713
Ad hoc COLA Plan for DCRS Participants	<u>8,000</u>	<u>6,000</u>
	<u>\$452,644</u>	<u>\$511,083</u>

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

2020	\$ 61,495
2021	(64,696)
2022	(36,626)
2023	21,904
2024	1,882
Thereafter	<u>14,682</u>
	<u>\$( 1,359 )</u>

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Notes to Financial Statements, continued

**5. Employee Benefits, continued**

*General Pension Plan Descriptions, continued*

Ad Hoc COLA Plan for Defined Contribution Retirement System (DCRS) Participants, continued

*Pension liabilities, pension expense and deferred outflows of resources and deferred inflows of resources related to pensions, continued*

In the table above, positive amounts will increase pension expense, while negative amounts will decrease pension expense.

*Sensitivity analysis:* The following presents the net pension liability calculated using a discount rate that is one percentage point (1.0%) lower or 1% higher than the current rate:

DB Plan

	1% Decrease <u>6.00%</u>	Current Discount <u>7.00%</u>	1% Increase <u>8.00%</u>
Net pension liability	\$ <u>5,483,803</u>	\$ <u>4,300,654</u>	\$ <u>3,285,057</u>

Ad Hoc COLA/SA for DB Participants

	1% Decrease <u>3.18%</u>	Current Discount <u>4.18%</u>	1% Increase <u>5.18%</u>
Total collective pension liability	\$ <u>417,941</u>	\$ <u>382,043</u>	\$ <u>351,016</u>

Ad Hoc COLA for DCRS Participants

	1% Decrease <u>3.18%</u>	Current Discount <u>4.18%</u>	1% Increase <u>5.18%</u>
Total collective pension liability	\$ <u>177,724</u>	\$ <u>157,980</u>	\$ <u>141,117</u>

Detailed information about the DB Plan's fiduciary net position is available in the separately issued GGRF financial report.

Guam Economic Development Authority  
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Notes to Financial Statements, continued

**5. Employee Benefits, continued**

*DCRS*

The DCRS was created by Public Law 23-42:3 to provide an individual account retirement system for any person who is employed by the Government of Guam. Contributions into the DCRS, by members are based on an automatic deduction of 6.2% of the member's regular base pay. The contribution is periodically deposited into an individual annuity account within the DCRS. Employees are afforded the opportunity to select from different annuity accounts available under the DCRS.

Statutory employer contributions into the DCRS for the years ended September 30, 2019 and 2018 are determined using the same rates as the DB plan. Of the amount contributed by the employer, only 6.5% of the member's regular base pay is deposited into the member's individual annuity account. The remaining amount is contributed towards the unfunded liability of the defined benefit plan.

Members of the DCRS who have completed five years of government service, have a vested balance of 100% of both member and employer contributions plus any earnings thereon.

During the years ended September 30, 2019 and 2018, contributions made and amounts accrued under the DCRS amounted to \$223,678 and \$306,302, respectively.

Employee contributions are made by mandatory pre-tax payroll deduction at the rate of 6.2% of the employee's base salary while employer contributions are actuarially determined.

*Other Post-employment Benefit (OPEB) Plan*

*OPEB Plan Description*

GovGuam, through its substantive commitment to provide other post-employment benefits (OPEB), maintains an agent multiple employer defined benefit plan to provide certain post-retirement healthcare benefits to retirees who are members of the GGRF known as the GovGuam Group Health Insurance Program. GovGuam issues a publicly available financial report that includes financial statements and required supplementary information for the OPEB Plan. That report may be obtained by writing to the Government of Guam Department of Administration, Suite 224, 2<sup>nd</sup> Floor, ITC Building, 590 South Marine Corps Drive, or by GEDA website – [www.investguam.com](http://www.investguam.com).

*Membership:* All employees of GEDA who are members of the GGRF are members of the OPEB Plan.

*Contributions:* GEDA is invoiced a portion of the medical and dental premiums. Retirees are required to pay a portion of the medical and dental insurance premiums.

Guam Economic Development Authority  
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Notes to Financial Statements, continued

**5. Employee Benefits, continued**

*OPEB Plan, continued*

*OPEB Plan Description, continued*

*Benefits:* GovGuam provides postemployment medical, dental and life insurance benefits to retirees, spouses, children and survivors. Active employees and retirees who waive medical and dental coverage are considered eligible for the life insurance benefit only.

*Actuarial Assumptions:* A summary of actuarial assumptions applied to all periods included in the measurement is shown below:

Inflation:	2.75%
Healthcare cost trend rate:	Non-Medicare 13.5%, Medicare -25% and Part B 5.33%. For the second year, 6.75% then reducing 0.25% annually to an ultimate rate of 4.25% for 2029 and later years.
Health retiree mortality rates:	RP-2000 Combined Health Mortality Table, set forward 3 years and 2 year for males and females, respectively.
Disabled retiree mortality rates:	RP-2000 Disabled Mortality Table for set forward 6 years and 4 years for males and females, respectively, projected generationally using 30% of Scale BB.

*Discount Rate:* The discount rate used to measure the total OPEB liability was 4.18% and 3.63% for the years ended September 30, 2019 and 2018, respectively. The projection of cash flows used to determine the discount rate assumed that contributions will be made in accordance with the plan's funding policy. Based on those assumptions, the OPEB plan's fiduciary net position was projected to be insufficient to make all projected benefits of current plan members. Therefore, the municipal bond rate at each year end was applied to all periods to determine the total OPEB liability.

*Expected Remaining Service Lives:* Under GASB Statement No. 75, gains and losses that are deferred and amortized over future periods are presented as deferred inflows or gains, and deferred outflows or losses. Economic and demographic gains and losses and changes in the total pension liability due to changes in assumptions are recognized over a closed period equal to the average expected remaining services lives of all covered active and inactive members, determined as of the beginning of the measurement period. The amortization period was calculated at 6.02 years. The amortization period is calculated as the weighted average of expected remaining service lives assuming zero years for all inactive members.



Guam Economic Development Authority  
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Notes to Financial Statements, continued

**5. Employee Benefits, continued**

*OPEB Plan, continued*

*OPEB liabilities, OPEB expense and deferred outflows of resources and deferred inflows of resources related to OPEB*

Total OPEB liability at the fiscal years presented for the OPEB Plan was measured on and was determined by actuarial valuations as of the following dates:

Reporting date:	September 30, 2019	September 30, 2018
Measurement date:	September 30, 2018	September 30, 2017
Valuation date:	September 30, 2018	September 30, 2016

Total OPEB liability as of September 30, 2019 and 2018 is \$2,250,969 and \$3,875,385, respectively.

Proportionate share of total OPEB liability at September 30, 2019 and 2018 is 0.12% and 0.16%, respectively.

OPEB (benefit) expense for the years ended September 30, 2019 and 2018 is \$(59,773) and \$341,733, respectively.

As of September 30, 2019 and 2018, GEDA reported deferred outflows of resources and deferred inflows of resources related to OPEB from the following sources:

	<u>2019</u>		<u>2018</u>	
	<u>Deferred Outflows of Resources</u>	<u>Deferred Inflows of Resources</u>	<u>Deferred Outflows of Resources</u>	<u>Deferred Inflows of Resources</u>
GEDA's contributions subsequent to the measurement date	\$ 74,358	\$ ---	\$ 107,929	\$ ---
Differences between expected and actual experience	---	( 514,522 )		
Changes in assumption	163,029	( 373,580 )	288,157	( 322,090 )
Changes in proportion and difference between the GEDA's contributions and proportionate share of contributions	<u>123,559</u>	<u>( 793,073 )</u>	<u>201,915</u>	<u>( --- )</u>
	<u>\$ 360,946</u>	<u>\$ ( 1,681,175 )</u>	<u>\$ 598,001</u>	<u>\$ ( 322,090 )</u>

Deferred outflows of resources at September 30, 2019 and 2018, resulting from GEDA's employer contributions totaled \$74,358 and \$107,929 respectively.

Guam Economic Development Authority  
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Notes to Financial Statements, continued

**5. Employee Benefits, continued**

*OPEB Plan, continued*

*OPEB Liabilities, OPEB expense and deferred outflows of resources and deferred inflows of resources related to OPEB*

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

2020	\$ 284,627
2021	284,628
2022	284,628
2023	355,343
2024	<u>185,361</u>
	<u>\$1,394,587</u>

In the table above, positive amounts will increase OPEB expense, while negative amounts will decrease pension OPEB.

*Sensitivity analysis:* The following presents the total OPEB liability calculated using a discount rate that is one percentage point (1.0%) lower or 1% higher than the current rate:

	2019		
	1% Decrease	Current Discount	1% Increase
	<u>3.18%</u>	<u>4.18%</u>	<u>5.18%</u>
Total OPEB liability	<u>\$ 2,654,614</u>	<u>\$ 2,250,969</u>	<u>\$ 1,926,728</u>

The following presents the total OPEB liability calculated using a healthcare cost trend rate that is one percentage point (1.0%) lower or 1% higher than the current rate:

	2018		
	1% Decrease	Current Discount	1% Increase
	<u>3.50%</u>	<u>4.50%</u>	<u>5.50%</u>
Total OPEB liability	<u>\$ 1,877,075</u>	<u>\$ 2,250,969</u>	<u>\$ 2,734,956</u>

*Accrued Sick Leave*

Public Law 26-86 allows members of the DCRS to receive a lump sum payment of one-half of their accumulated sick leave upon retirement. As of September 30, 2019 and 2018, GEDA has accrued an estimated liability of \$79,790 and \$103,154, respectively, which is reported as a component of accrued compensated absences in the accompanying statements of net position. However, this amount is an estimate and actual payout could differ from those estimates.

Guam Economic Development Authority  
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Notes to Financial Statements, continued

**6. Rental Income**

GEDA leases industrial parks from the Government of Guam for an annual rent of \$1 with terms expiring in 2063. GEDA subleases space to various tenants under agreements that call for advance rental payments of one month's to one year's rent. GEDA records such advance rent as a receivable at the anniversary or due date; related income is deferred and recognized over the period to which it applies. Future minimum rentals to be received under noncancelable subleases are as follows:

<u>Years ending September 30:</u>	
2020	\$1,180,700
2021	786,800
2022	507,800
2023	354,200
2024	285,500
2025-2029	65,600
2030-2034	25,000
2035-2039	25,000
2040-2044	25,000
2045-2049	25,000
2050-2054	25,000
2055-2059	25,000
2060-2063	<u>15,400</u>
	<u>\$3,346,000</u>

**7. Commitments**

*Lease Commitments*

GEDA has an operating lease for office space expiring on February 28, 2020. Concurrently, GEDA and the Guam Housing Corporation (GHC), a Government of Guam agency, entered into a Memorandum of Understanding (MOU) in which GEDA charges GHC for use of a portion of the office space.

At September 30, 2019, annual lease commitment and reimbursement from GHC under the MOU are as follows:

	Total Lease Commitment	GHC's Reimbursement	Allocated to GEDA's Trust Funds	GEDA's Rent Expense
2020	\$145,280	\$41,560	\$14,894	\$ 88,826

Guam Economic Development Authority  
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Notes to Financial Statements, continued

**7. Commitments, continued**

*Contract Commitments*

GEDA has two professional services contracts with one expiring on February 28, 2021 and the other on March 8, 2020 and is currently undergoing bid process, which require monthly payments of \$14,706. At September 30, 2019, annual commitment for the years ending September 30, 2020 and 2021 is \$128,495 and \$39,259, respectively.

*Government of Guam (GovGuam) Mitigation Program for Business Interruption*

On March 30, 2011, Public Law 31-13 authorized GEDA to develop, implement and administer the Government of Guam Mitigation Program for Business Interruption, (the “Program”), which provides financial relief to businesses adversely affected by government projects, including, but not limited to road construction. The Program provides financial assistance through grants and loans to small and mid-sized businesses. As of September 30, 2019 and 2018, GEDA has not provided any grants or loans under the Program.

**8. Related Party Transactions**

*Trust Funds Administered by GEDA*

At September 30, 2019 and 2018, the following trust funds were administered by GEDA:

<u>Fund</u>	<u>Total Assets</u>	
	<u>2019</u>	<u>2018</u>
Guam Development Fund Act (GDFA)	\$11,929,578	\$12,006,410
Agricultural Development Fund (ADF)	\$ 1,156,637	\$ 1,135,752

*GovGuam and Others*

GEDA is a GovGuam component unit and is therefore affiliated with all GovGuam-owned and affiliated entities, including all departments and agencies of GovGuam.

On July 12, 2006, GEDA entered into a Memorandum of Agreement with the Guam Ancestral Lands Commission (GALC) to assist with the development, management, and maintenance of certain trust land for the purpose of maximizing benefit to dispossessed landowners and be responsible for the collection and remittance of security deposits and lease rental payments to the GALC. GEDA shall remit all rents received from the lease of Trust Lands but shall retain 14.3% of the base rent and 20% of the participation rent paid by all developers and/or lessees of the Trust Lands as payment for GEDA services. Base rent collected from developers and/or lessees shall be remitted to the GALC no later than twenty (20) calendar days after receipt from the developers and/or lessees. Participation rent collected from developers and/or lessees shall be remitted to the GALC no later than ninety (90) calendar days after receipt from the developers and/or lessees. During the years ended September 30, 2019 and 2018, GEDA earned related commission income of \$810,847 and \$115,956, respectively. At September 30, 2019 and 2018, there was no collected rent net of commissions withheld payable to GALC.

Guam Economic Development Authority  
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Notes to Financial Statements, continued

**8. Related Party Transactions, continued**

*GovGuam and Others, continued*

Additionally, in accordance with ground lease agreements, certain lessees are required, upon execution of the lease agreements, to remit a security deposit to GEDA on behalf of the GALC. As of September 30, 2019 and 2018, security deposits in the amount of \$77,410 are maintained by GEDA on behalf of the GALC.

GEDA is under a Memorandum of Agreement (MOA) with the Office of the Governor (OOG) to manage and perform work relating to the U.S. Department of Defense Impact Task Orders for which the Office of Economic Adjustment has approved a program of assistance of \$1,767,000. In connection with the MOA, GEDA has entered into a professional services consulting contract (the "Contract). Additionally, under the MOA, GEDA is compensated at a management fee of 14%.

GEDA is under a MOA with the OOG as the designated Program Management Office (PMO) to manage and coordinate the implementation of programs such as the capital improvement programs established under Public Law 30-228 funded by the Hotel Occupancy Tax (HOT) Revenue Bonds.

In addition, GEDA has recorded payables to different GovGuam agencies of \$11,907 and \$162,739 as of September 30, 2019 and 2018, respectively.

**9. Qualifying Certificates**

In addition to the application, filing and annual surveillance fees required of QCs, certain QCs include contributions for community, investment and economic development purposes. Additionally, GEDA acts as custodian for disbursements of certain QC receipts. During the years ended September 30, 2019 and 2018, \$837,245 and \$581,695, respectively, were due from QC recipients, of which \$350,000 and \$68,625 were recorded as part of other receivables. At September 30, 2019 and 2018, \$944,612 and \$667,754, respectively, are included in other liabilities and represent approved allocated contributions not yet disbursed or specific recipients not yet identified. Additionally, at September 30, 2019 and 2018, \$106,656 and \$521,505, respectively, included in other liabilities represent QC receipts to be disbursed to designated GovGuam agencies or programs pending proof of expenditures for eligible purposes.

Guam Economic Development Authority  
(A Component Unit of the Government of Guam)

Notes to Financial Statements, continued

**10. Contingencies**

*Tobacco Settlement Bonds Reserve Fund Agreement*

In connection with its Series 2007 Tobacco Settlement Bonds, GEDA entered into a Reserve Fund Agreement (the "Agreement") with Lehman Brothers Special Financing, Inc. (LBSF), which requires LBSF to cause Lehman Brothers, Inc., as qualified dealer, to deliver securities that mature on or before the next interest payment date, at a price designed to produce a rate of return of at least 4.365%. The contractual termination date for the Reserve Fund Agreement is June 1, 2047. LBSF's obligation under the Agreement was guaranteed by Lehman Brothers Holdings Inc. (LBHI). On September 15, 2008, LBSF and LBHI filed for Chapter 11 bankruptcy protection. LBSF failed to deliver new qualified securities under the Agreement on the next scheduled delivery date of December 1, 2008, and as a result, Co-Trustee U.S. Bank National Association declared an event of default under the Agreement and invested the amount on deposit in the Reserve Fund in short-term securities as required under the Agreement.

On September 22, 2009, GEDA filed claims with the United States Bankruptcy Court against LBSF and LBHI, each for approximately \$1.8 million, as the estimated replacement market value of the Reserve Fund Agreement. Such replacement value represents the present value of the difference between the guaranteed rate and the market interest rate over the remaining term of the Agreement, i.e. through June 1, 2047. If the termination claim is not favorably resolved, GEDA's earnings from the investment of the Reserve Fund could be lower than originally expected, but no loss of principal has occurred or would occur. These events are not expected to have an adverse impact on the timely repayment of the Series 2007 Tobacco Settlement Bonds.

*Claims and Litigation*

GEDA is involved in various litigation which is inherent in its operations. Management is of the opinion that liabilities of a material nature will not be realized.

**11. SSBCI**

On October 4, 2011, Guam received initial SSBCI program funding of \$4,345,556, approximating 33% of total funding. On March 24, 2014, GEDA received \$4,345,555 which approximates the second 33% of total funding. On January 25, 2016 and May 1, 2016, GEDA received \$2,000,000 and \$2,477,239, respectively, representing the third and final tranche of the SSBCI funding. Additionally, the SSBCI program agreement allows certain direct and indirect costs for administering the program at 5% of initial funding and 3% of subsequent funding. During the years ended September 30, 2019 and 2018, GEDA had incurred administrative costs of \$90,825 and \$89,587, respectively.

Guam Economic Development Authority  
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Notes to Financial Statements, continued

**11. SSBCI, continued**

Pursuant to Allocation Agreement term, GEDA has entered into a Lender Participation Agreement (the “Agreement”) with four financial institutions (“Lenders”). Under the Agreements, GEDA will guarantee loans made by the lenders to eligible Guam small businesses not to exceed 75% of each loan, with total loan enrollments not to exceed \$5 million under each Agreement. GEDA has sole and absolute right to approve or reject enrollment of any loan in the program where the amount of the loan exceeds \$500,000. For each loan enrolled by the Lenders under the Agreements, the Lenders shall pay GEDA up to 2% of the amount of the loan as guarantee fees. The guarantees are made in the form of cash deposits with the Lenders, not to exceed 20% of the total enrolled loan amount.

At September 30, 2019 and 2018, outstanding loans under the guaranty program had total principal balances of \$8,036,398 and \$8,084,335, respectively. At September 30, 2019, one loan amounting to \$150,000 was in default status. In 2018, GEDA collected \$34,704 from previously defaulted loans and recorded a recovery in loan guaranty in the accompanying 2018 statement of revenues, expenses and changes in net position.

On March 31, 2017, the Allocation Agreement expired. The expiration results in certain changes including the termination of the authorities and duties of the United States Department of Treasury to implement and administer the SSBCI program and termination of certain reporting requirements, the restrictions set forth in the enabling act and policy guidelines will remain in effect and govern the original use of funds disbursed by the SSBCI program. GEDA intends to maintain the same SSBCI program and has not made any modifications relating to the Agreements with the participating lenders.

## Required Supplementary Information



Guam Economic Development Authority  
(A Component Unit of the Government of Guam)

Schedule 1  
Required Supplementary Information  
Schedule of Proportional Share of the Net Pension Liability

Defined Benefit Plan  
(Unaudited)

Last 10 Fiscal Years\*

	<u>2019</u>	<u>2018</u>	<u>2017</u>	<u>2016</u>	<u>2015</u>	<u>2014</u>
GEDA's proportional share of the net pension liability	\$ 4,300,654	\$ 4,061,443	\$ 4,911,548	\$ 4,895,210	\$ 4,248,957	\$ 4,532,851
GEDA's proportion of the net pension liability	0.36 %	0.36 %	0.36 %	0.34 %	0.34 %	0.35 %
GEDA's covered payroll	\$ 1,889,503	\$ 1,807,340	\$ 1,816,999	\$ 1,742,220	\$ 1,721,471	\$ 1,601,075
GEDA's proportional share of the net pension liability as percentage of its covered employee payroll	227.61 %	224.72 %	270.31 %	280.98 %	246.82 %	283.11 %
Plan fiduciary net position as a percentage of the total pension liability	63.28 %	60.63 %	54.62 %	52.32 %	56.60 %	53.94%

\*This is a 10-year schedule. However, the information in this schedule is not required to be presented retroactively. Years will be added to this schedule in future fiscal years until 10 years of information is available.

Guam Economic Development Authority  
(A Component Unit of the Government of Guam)

Schedule 2  
Required Supplementary Information  
Schedule of Contributions

Defined Benefit Plan  
(Unaudited)

Last 10 Fiscal Years\*

	<u>2019</u>	<u>2018</u>	<u>2017</u>	<u>2016</u>	<u>2015</u>	<u>2014</u>
Contractually required contributions	\$ 464,661	\$ 428,406	445,434	446,494	458,262	457,202
Contribution in relation to the contractually required contribution	<u>413,930</u>	<u>474,370</u>	<u>442,603</u>	<u>460,658</u>	<u>504,594</u>	<u>476,077</u>
Contribution (deficiency) excess	<u>\$ (50,731)</u>	<u>\$ 45,964</u>	<u>\$ (2,831)</u>	<u>\$ 14,164</u>	<u>\$ 46,332</u>	<u>\$ 18,875</u>
GEDA's covered payroll	<u>1,735,736</u>	<u>1,889,503</u>	<u>1,807,340</u>	<u>1,816,999</u>	<u>1,742,220</u>	<u>1,721,471</u>
Contribution as a percentage of the GEDA's covered-employee payroll	23.85%	25.11%	24.49%	25.35%	28.96%	27.66%

\*This is a 10-year schedule. However, the information in this schedule is not required to be presented retroactively. Years will be added to this schedule in future fiscal years until 10 years of information is available.

Guam Economic Development Authority  
(A Component Unit of the Government of Guam)

Schedule 3  
Required Supplementary Information  
Schedule of Proportional Share of the Collective Total Pension Liability

Ad Hoc COLA/Supplemental Annuity Plan for DB Participants  
(Unaudited)

Last 10 Fiscal Years\*

	2019	2018	2017	2016
GEDA's proportional share of the collective total pension liability	\$ 382,043	\$ 373,321	\$ 293,970	\$ 295,035
GEDA's proportion of the collective total pension liability	0.13 %	0.13 %	0.13 %	0.13 %

\*This is a 10-year schedule. However, the information in this schedule is not required to be presented retroactively. Years will be added to this schedule in future fiscal years until 10 years of information is available.

Guam Economic Development Authority  
(A Component Unit of the Government of Guam)

Schedule 4  
Required Supplementary Information  
Schedule of Contributions

Ad Hoc COLA/Supplemental Annuity Plan for DB Participants  
(Unaudited)

Last 10 Fiscal Years\*

	<u>2019</u>	<u>2018</u>	<u>2017</u>
Contractually required contribution	\$ 30,713	\$ 30,713	\$ 30,713
Contribution in relation to the contractually required contribution	<u>\$ 30,714</u>	<u>\$ 30,713</u>	<u>\$ 30,713</u>
Contribution excess (deficiency)	<u>\$ 1</u>	<u>\$ -</u>	<u>\$ -</u>

\*This is a 10-year schedule. However, the information in this schedule is not required to be presented retroactively. Years will be added to this schedule in future fiscal years until 10 years of information is available.

Guam Economic Development Authority  
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Schedule 5  
Required Supplementary Information  
Schedule of Proportional Share of the Collective Total Pension Liability

Ad Hoc COLA Plan for DCRS Participants  
(Unaudited)

Last 10 Fiscal Years\*

	2019	2018	2017	2016
GEDA's proportional share of the collective total pension liability	\$ 157,980	\$ 227,626	\$ 260,379	\$ 173,951
GEDA's proportion of the collective total pension liability	0.32 %	0.36 %	0.42 %	0.33 %

\*This is a 10-year schedule. However, the information in this schedule is not required to be presented retroactively. Years will be added to this schedule in future fiscal years until 10 years of information is available.

Guam Economic Development Authority  
(A Component Unit of the Government of Guam)

Schedule 6  
Required Supplementary Information  
Schedule of Contributions

Ad Hoc COLA Plan for DCRS Participants  
(Unaudited)

Last 10 Fiscal Years\*

	<u>2019</u>	<u>2018</u>	<u>2017</u>
Contractually required contribution	\$ 6,000	\$ 6,000	\$ 6,000
Contribution in relation to the contractually required contribution	<u>\$ 8,000</u>	<u>\$ 8,000</u>	<u>\$ 8,000</u>
Contribution excess (deficiency)	<u><u>\$ 2,000</u></u>	<u><u>\$ 2,000</u></u>	<u><u>\$ 2,000</u></u>

\*This is a 10-year schedule. However, the information in this schedule is not required to be presented retroactively. Years will be added to this schedule in future fiscal years until 10 years of information is available.

Guam Economic Development Authority  
(A Component Unit of the Government of Guam)

Schedule 7  
Required Supplementary Information  
Schedule of Proportional Share of the Collective Total Other Postemployment Benefit Liability  
(Unaudited)

Last 10 Fiscal Years\*

	2019	2018	2017
GEDA's proportional share of the collective total other postemployment liability	\$ 2,250,969	\$ 3,875,385	\$ 3,905,495
GEDA's proportion of the collective total other postemployment liability	0.12 %	0.16 %	0.15 %

\*This is a 10-year schedule. However, the information in this schedule is not required to be presented retroactively. Years will be added to this schedule in future fiscal years until 10 years of information is available.

Guam Economic Development Authority  
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Schedule 8  
Required Supplementary Information  
Schedule of Contributions

Other Postemployment Benefit Plan  
(Unaudited)

Last 10 Fiscal Years\*

	<u>2019</u>	<u>2018</u>	<u>2017</u>
Contractually required contribution	74,358	\$ 107,929	\$ 90,484
Contribution in relation to the contractually required contribution	74,358	\$ 107,929	\$ 90,484
Contribution excess (deficiency)	\$ -	\$ -	\$ -

\*This is a 10-year schedule. However, the information in this schedule is not required to be presented retroactively. Years will be added to this schedule in future fiscal years until 10 years of information is available.



Guam Economic Development Authority  
(A Component Unit of the Government of Guam)

Note to Required Supplementary Information  
(Unaudited)

*Changes in Assumptions – Pension Plans*

Amounts reported in 2018 actuarial valuation reflected an assumption related to administrative expenses to increase to \$7,082,000 per year.

Amounts reported in the 2017 actuarial valuation reflect a change in assumption of payroll growth to 2.75% rather than 3%. The mortality, retirement age and disability assumption were changed to more closely reflect actual experience. Assumption related to administrative expense reflected an increase to \$6,344,000 per year and a revised allocation to the various pension plans to reflect actual experience.

Amounts reported in 2016 actuarial valuation reflect a change in assumption of administrative expenses to \$6,078,000 per year rather than \$5,806,000.

Amounts reported in 2015 actuarial valuation reflect a change in assumption of payroll growth to 3% rather than 3.5% which was used to determine amounts reported prior to 2015. Amounts reported in 2014 reflect an adjustment of the expectations of salary increases, disability and retirement age to more closely reflect actual experience. The amounts reported in the 2011 actuarial valuation reflect an expectation of retired life mortality based on the RP-2000 Mortality Table rather than the 1994 U.S. Uninsured Pensioners Table, which was used to determine amounts reported prior to 2011. Amounts reported in 2011 also reflect a change in assumption on valuation of assets to a 3-year phase in for gains/losses relative to interest rate assumption from market value, with fixed income investments at amortized costs which was used to determine amounts reported prior to 2011.

## Supplementary and Other Information

Guam Economic Development Authority  
(A Component Unit of the Government of Guam)

Schedule of Salaries and Wages (including Trust Funds)  
Year ended September 30, 2019 and 2018

	<u>2019</u>	<u>2018</u>
Salaries and wages:		
Salaries	\$ 1,608,507	\$ 1,730,772
Benefits	<u>967,355</u>	<u>847,841</u>
Total salaries and wages	<u>\$ 2,575,862</u>	<u>\$ 2,578,613</u>
Employees at end of year	31	29

**Guam Economic Development Authority**  
(A Component Unit of the Government of Guam)

**Comparative Divisional Schedules of Net Position**  
September 30, 2019 and 2018

	GEDA		SSBCI		TSA	
	2019	2018	2019	2018	2019	2018
<b>Assets</b>						
Current assets:						
Cash and cash equivalents	\$ 202,900	\$ 920,960	\$ 8,231,295	\$ 8,322,949	\$ 127,014	\$ 702,468
Cash and cash equivalents-restricted	---	---	1,607,280	1,616,867	3,489,547	2,818,056
Investments	3,848,240	4,182,596	3,150,770	3,036,654	---	---
Due from trust funds administered by GEDA:						
Agricultural Development Fund	870	1,338	---	---	---	---
Guam Development Fund Act	24,400	20,418	---	---	---	---
Reimbursable expense	( 96,562 )	2,565	96,562	( 2,565 )	---	---
Other receivables, net	1,362,212	229,323	---	( 900 )	---	---
Promotional supplies	7,706	7,706	---	---	---	---
Prepaid expense	6,213	2,801	---	---	---	---
Total current assets	<u>5,355,979</u>	<u>5,367,707</u>	<u>13,085,907</u>	<u>12,973,005</u>	<u>3,616,561</u>	<u>3,520,524</u>
Equity investment	3,500	3,500	---	---	---	---
Capital assets, at cost, net	394,750	428,689	---	---	---	---
Total assets	<u>5,754,229</u>	<u>5,799,896</u>	<u>13,085,907</u>	<u>12,973,005</u>	<u>3,616,561</u>	<u>3,520,524</u>
<b>Deferred outflows of resources</b>						
Other post-employment benefits	360,946	598,001	---	---	---	---
Pension	627,017	584,353	---	---	---	---
	<u>\$ 6,742,192</u>	<u>\$ 6,982,250</u>	<u>\$ 13,085,907</u>	<u>\$ 12,973,005</u>	<u>\$ 3,616,561</u>	<u>\$ 3,520,524</u>
<b>Liabilities</b>						
Current liabilities:						
Current portion of bonds payable	\$ ---	\$ ---	\$ ---	\$ ---	\$ 1,285,000	\$ 1,200,000
Accounts payable	48,190	60,365	---	---	---	---
Accrued liabilities	301,846	395,492	8,759	12,005	( 47,747 )	( 84,580 )
Interest payable	---	---	---	---	439,738	439,738
Unearned grants	---	---	---	---	---	---
Unearned rental income	100,523	100,523	---	---	---	---
Other liabilities	1,051,268	1,189,259	---	---	---	---
Total current liabilities	<u>1,501,827</u>	<u>1,745,639</u>	<u>8,759</u>	<u>12,005</u>	<u>1,676,991</u>	<u>1,555,158</u>
Non-current liabilities:						
Bonds payable, net of current portion and discount	---	---	---	---	29,894,605	29,501,993
DCRS sick leave liability	79,790	103,154	---	---	---	---
Deposits	18,322	18,322	---	---	---	---
Deposits due to GALC	77,410	77,410	---	---	---	---
Net pension liability	4,840,677	4,662,390	---	---	---	---
Other post-employment benefits liability	2,250,969	3,875,385	---	---	---	---
Total non-current liabilities	<u>7,267,168</u>	<u>8,736,661</u>	<u>---</u>	<u>---</u>	<u>29,894,605</u>	<u>29,501,993</u>
Total liabilities	<u>8,768,995</u>	<u>10,482,300</u>	<u>8,759</u>	<u>12,005</u>	<u>31,571,596</u>	<u>31,057,151</u>
<b>Deferred inflows of resources</b>						
Other post-employment benefits	1,681,175	332,090	---	---	---	---
Pension	175,732	258,850	---	---	---	---
	<u>1,856,907</u>	<u>590,940</u>	<u>---</u>	<u>---</u>	<u>---</u>	<u>---</u>
<b>Net position</b>						
Net investment in capital assets	394,750	428,689	---	---	---	---
Restricted	---	---	13,077,148	12,961,000	3,489,547	2,818,056
Unrestricted	( 4,278,460 )	( 4,519,679 )	---	---	( 31,444,582 )	( 30,354,683 )
Net Position	<u>\$ ( 3,883,710 )</u>	<u>\$ ( 4,090,990 )</u>	<u>\$ 13,077,148</u>	<u>\$ 12,961,000</u>	<u>\$ ( 27,955,035 )</u>	<u>\$ ( 27,536,627 )</u>

Guam Economic Development Authority  
(A Component Unit of the Government of Guam)

Comparative Divisional Schedules of Revenues, Expenses and Changes in Net  
Position  
Years ended September 30, 2019 and 2018

	GEDA		SSBCI		TSA	
	2019	2018	2019	2018	2019	2018
Revenues:						
Tobacco Settlement revenue	\$ ---	\$ ---	\$ ---	\$ ---	\$ 1,461,989	\$ 1,184,355
Rental Income	1,224,867	1,234,109	---	---	---	---
GALC lease commission	810,847	115,956	---	---	---	---
Qualifying certificate application	646,596	635,141	---	---	---	---
Others	59,309	108,886	35,200	23,500	---	---
Bond fees earned	88,440	501,486	---	---	---	---
Grants revenue	80,638	23,420	---	59,561	---	---
Loan guaranty recovery, net	---	---	---	34,704	---	---
Total operating revenues	2,910,697	2,618,998	35,200	117,765	1,461,989	1,184,355
Provision for bad debts	---	( 415,096 )	---	---	---	---
Net operating revenues	2,910,697	2,203,902	35,200	117,765	1,461,989	1,184,355
Operating expenses:						
Salaries and benefits	2,155,968	2,152,138	73,482	89,417	---	---
Legal and professional services	280,230	285,778	8,874	152	10,641	72,224
Office space and equipment rent	222,880	226,224	---	---	---	---
Travel	71,452	84,351	---	---	---	---
Miscellaneous	48,531	56,046	8,469	18	36,834	6,969
Depreciation and amortization	35,383	40,160	---	---	---	---
Advertising and promotions	5,731	12,664	---	---	---	---
Supplies	5,490	6,566	---	---	---	---
Utilities, telephone and communication	2,780	2,761	---	---	---	---
Insurance	1,985	2,070	---	---	---	---
Repairs and maintenance	564	396	---	---	---	---
Total operating expenses	2,830,994	2,869,154	90,825	89,587	47,475	79,193
Other income (expense):						
Investment income	132,460	88,698	85,362	41,016	59,424	31,083
Other income, net	56,408	32,462	( 165 )	582	19,478	177,625
Interest income (expense), net	459	827	15,305	15,367	( 1,911,824 )	( 1,874,797 )
Net increase (decrease) in the fair value of	( 61,750 )	225,663	71,271	3,065	---	---
Other income (expense), net	127,577	347,650	171,773	60,030	( 1,832,922 )	( 1,666,089 )
Change in net position	207,280	( 317,602 )	116,148	88,208	( 418,408 )	( 560,927 )
Net position at beginning of year	( 4,090,990 )	( 3,773,388 )	12,961,000	12,872,792	( 27,536,627 )	( 26,975,700 )
Net position at end of year	\$( 3,883,710 )	\$( 4,090,990 )	\$ 13,077,148	\$ 12,961,000	\$( 27,955,035 )	\$( 27,536,627 )

**Guam Economic Development Authority**  
(A Component Unit of the Government of Guam)

**Comparative Divisional Schedules of Cash Flows**  
Years ended September 30, 2019 and 2018

	GEDA		SSBCI		TSA	
	2019	2018	2019	2018	2019	2018
<b>Cash flows from operating activities:</b>						
Cash received on grants and contracts	\$ ---	\$ ---	\$ 34,135	\$ 119,278	\$ ---	\$ ---
Cash received from customers	1,791,838	4,012,841	---	---	1,481,467	1,361,980
Cash paid to suppliers for goods and services	( 748,876 )	( 594,913 )	( 119,716 )	( 5,117 )	( 10,642 )	( 110,467 )
Cash paid to employees for services	( 2,165,103 )	( 2,367,319 )	( 73,482 )	( 89,417 )	---	---
Net cash (used in) provided by operating activities	( 1,122,141 )	1,050,609	( 159,063 )	24,744	1,470,825	1,251,513
<b>Cash flows from investing activities:</b>						
Interest and investment income	70,710	314,361	156,633	44,081	59,424	31,083
Rollover of interest into investment	( 70,710 )	( 314,361 )	( 156,633 )	( 44,081 )	---	( 31,083 )
(Purchases) proceeds from maturity of investment securities, net	405,066	( 653,527 )	42,517	---	---	31,083
Net cash provided by investing activities	405,066	( 653,527 )	42,517	---	59,424	31,083
<b>Cash flows from capital and related financing activities:</b>						
Purchase of capital assets	( 1,444 )	( 8,948 )	---	---	---	---
Cash used in capital and related financial activities	( 1,444 )	( 8,948 )	---	---	---	---
<b>Cash flows from noncapital financing activities:</b>						
Repayment of bond payable	---	---	---	---	( 115,000 )	( 45,000 )
Net interest received (paid) on deposit accounts and bonds payable	459	827	15,305	15,367	( 1,319,212 )	( 1,320,395 )
Net cash provided by (used in) noncapital financing activities	459	827	15,305	15,367	( 1,434,212 )	( 1,365,395 )
Net change in cash and cash equivalents	( 718,060 )	388,961	( 101,241 )	40,111	96,037	( 82,799 )
Cash and cash equivalents at beginning of year	920,960	531,999	9,939,816	9,899,705	3,520,524	3,603,323
Cash and cash equivalents at end of year	\$ 202,900	\$ 920,960	\$ 9,838,575	\$ 9,939,816	\$ 3,616,561	\$ 3,520,524
<b>Reconciliation of cash and cash equivalents to the statements of net position:</b>						
<b>Current assets:</b>						
Cash and cash equivalents	\$ 202,900	\$ 920,960	\$ 8,231,295	\$ 8,322,949	\$ 127,014	\$ 702,468
Cash and cash equivalents - restricted	---	---	1,607,280	1,616,867	3,489,547	2,818,056
	\$ 202,900	\$ 920,960	\$ 9,838,575	\$ 9,939,816	\$ 3,616,561	\$ 3,520,524
<b>Reconciliation of operating income (loss) to net cash provided by operating activities:</b>						
Operating income (loss)	\$ 79,703	\$( 665,252 )	\$( 55,625 )	\$ 28,178	\$ 1,414,514	\$ 1,105,162
Other income, net	56,408	32,462	( 165 )	582	19,478	177,625
<b>Adjustments to reconcile operating income (loss) to net cash (used in) provided by operating activities:</b>						
Noncash pension cost(benefit)	515,697	( 561,989 )	---	---	---	---
Noncash other post employment (benefit) cost	( 52,505 )	341,733	---	---	---	---
Depreciation and amortization	35,383	40,160	---	---	---	---
Provision for bad debts	---	415,096	---	---	---	---
<b>(Increase) decrease in assets:</b>						
Due from trust funds administered by GEDA	( 3,514 )	4,045	---	---	---	---
Reimbursable expense	99,127	2,389	( 99,127 )	( 2,389 )	---	---
Other receivables	( 1,132,889 )	784,610	( 900 )	930	---	---
Prepaid expenses	( 3,412 )	2,899	---	---	---	---
<b>Increase (decrease) in liabilities:</b>						
Accounts payable	( 12,175 )	65,124	---	---	---	---
Due to trust funds administered by GEDA	---	---	---	---	---	---
Accrued liabilities	( 93,646 )	( 158,500 )	( 3,246 )	( 2,557 )	36,833	( 31,274 )
Other liabilities	( 137,991 )	741,047	---	---	---	---
Deferred rental income	---	1,711	---	---	---	---
DCRS sick leave liability	( 23,364 )	( 84,386 )	---	---	---	---
Net pension liability	( 463,192 )	431,193	---	---	---	---
Total collective other postemployment liability	14,229	( 341,733 )	---	---	---	---
Net cash provided by operating activities	\$( 1,122,141 )	\$ 1,050,609	\$( 159,063 )	\$ 24,744	\$ 1,470,825	\$ 1,251,513

*Financial Statements and Independent Auditors' Report*

**Trust Funds Administered By The  
Guam Economic Development Authority**  
(A Component Unit of the Government of Guam)

*Years ended September 30, 2019 and 2018  
with Report of Independent Auditors*



**Building a better  
working world**



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## Independent Auditors' Report

The Board of Directors  
Guam Economic Development Authority:

### Report on Financial Statements

We have audited the accompanying statements of fiduciary net position of the Guam Development Fund Act (GDFA) and the Agricultural Development Fund (ADF) as of September 30, 2019, and the related statements of changes in fiduciary net position for the year then ended, and the related notes to the financial statements, which collectively comprise the GDFA and ADF basic financial statements as listed in the table of contents. GDFA and ADF are administered by the Guam Economic Development Authority (GEDA) which is a component unit of the Government of Guam.

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

Management is responsible for the preparation and fair presentation of these financial statements in conformity 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.

### *Auditor's Responsibility*

Our responsibility is to express an opinion on these financial statements based on our audit. We conducted our audit in accordance with auditing standards generally accepted in the United States 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 of material misstatement.

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



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

### ***Opinions***

In our opinion, the financial statements referred to above present fairly, in all material respects, the financial position of the Guam Development Fund Act and the Agricultural Development Fund as of September 30, 2019, and the changes in their financial position and their cash flows for the year then ended in conformity with U.S. generally accepted accounting principles.

### ***Other Matters***

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

Management has omitted the Management's Discussion and Analysis that U.S. generally accepted accounting principles require to be presented to supplement the basic financial statements. Such missing information, although not a part of the basic financial statements, is required by the Governmental Accounting Standards Board which considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic, or historic context. Our opinion on the financial statements is not affected by this missing information.

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

In accordance with *Government Auditing Standards*, we have also issued our report dated May 15, 2020, on our consideration of GDFA and ADF's internal control over financial reporting and on our tests of their compliance with certain provisions of laws, regulations, contracts, and grant agreements and other matters. The purpose of that report is solely 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 opinions on the effectiveness of GDFA and ADF's 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 GDFA and ADF's internal control over financial reporting and compliance.

#### ***Report of Other Auditors on September 30, 2018 Financial Statements***

The financial statements of the GDFA and ADF for the year ended September 30, 2018 were audited by other auditors who expressed an unmodified opinion on those statements on March 28, 2019.

*Ernst + Young LLP*

May 15, 2020

**Trust Funds Administered By The  
Guam Economic Development Authority  
(A Component Unit of the Government of Guam)**

**Statements of Fiduciary Net Position  
September 30, 2019 and 2018**

	Guam Development Fund Act		Agricultural Development Fund	
	2019	2018	2019	2018
<b>Assets</b>				
Cash on hand in bank	\$ 36,807	\$ 315,700	\$ 28,878	\$ 37,719
Investments	11,545,543	11,360,665	1,123,536	1,086,032
Notes and accrued interest receivable	831,846	872,997	12,231	16,389
Less allowance for doubtful receivables	( 609,175 )	( 672,778 )	( 8,008 )	( 7,988 )
Net noted and accrued interest receivable	222,671	200,219	4,223	8,401
Due from other funds:				
Guam Development Fund Act	---	---	---	3,600
Other real estate:				
Leasehold interest, net	120,972	124,008	---	---
Capital assets, net	3,567	5,800	---	---
Other asset	18	18	---	---
 Total assets	\$ 11,929,578	\$ 12,006,410	\$ 1,156,637	\$ 1,135,752
<b>Liabilities and net position</b>				
<b>Liabilities:</b>				
Accounts payable and accrued expenses	\$ 48,825	\$ 33,279	\$ 386	\$ 22
Due to other funds:				
Guam Economic Development Authority	24,400	20,418	870	1,338
Agricultural Development Program	---	3,600	---	---
Total liabilities	73,225	57,297	1,256	1,360
<b>Net Position</b>				
Net position held in trust	11,856,353	11,949,113	1,155,381	1,134,392
Total liabilities and net position	\$ 11,929,578	\$ 12,006,410	\$ 1,156,637	\$ 1,135,752

See accompanying notes to financial statements

**Trust Funds Administered By The  
Guam Economic Development Authority  
(A Component Unit of the Government of Guam)**

**Statements of Changes in Fiduciary Net Position  
Years ended September 30, 2019 and 2018**

	Guam Development Fund Act		Agricultural Development Fund	
	2019	2018	2019	2018
<b>Additions:</b>				
Investment income, net	\$ 367,651	\$ 860,890	\$ 35,970	\$ 91,456
Interest from loans	9,139	5,502	212	143
Other income, net	24	---	490	( 1,000 )
<b>Total additions</b>	<u>376,814</u>	<u>866,392</u>	<u>36,672</u>	<u>90,599</u>
<b>Deductions:</b>				
Salaries and benefits	338,126	337,058	8,286	---
Bank charges	75,166	67,508	7,309	6,883
Provision for doubtful notes receivable	---	108,279	---	( 5,128 )
Rent	37,364	43,862	---	---
Legal and professional services	8,849	7,549	---	315
Depreciation	5,269	5,269	---	---
Miscellaneous	4,800	5,972	88	---
Travel	---	10,686	---	---
<b>Total deductions</b>	<u>469,574</u>	<u>586,183</u>	<u>15,683</u>	<u>2,070</u>
<b>Net change in net position</b>	( 92,760 )	280,209	20,989	88,529
<b>Net position at beginning of year</b>	<u>11,949,113</u>	<u>11,668,904</u>	<u>1,134,392</u>	<u>1,045,863</u>
<b>Net position at end of year</b>	<u>\$ 11,856,353</u>	<u>\$ 11,949,113</u>	<u>\$ 1,155,381</u>	<u>\$ 1,134,392</u>

See accompanying notes to financial statements

Trust Funds Administered By The  
Guam Economic Development Authority  
(A Component Unit of the Government of Guam)

Notes to Financial Statements

September 30, 2019 and 2018

**1. Purpose and Summary of Significant Accounting Policies**

*Purpose*

The Guam Development Fund Act (GDFA) and the Agricultural Development Fund (ADF) are administered by the Guam Economic Development Authority (GEDA). GEDA utilizes the Funds to carry out its stated purpose of providing an integrated program for the economic development of Guam. The Funds are Fiduciary Fund Types and are component units of the Government of Guam. The specific purpose of each fund is as follows:

GDFA - GDFA was created to further the economic development of private business on Guam through loans and loan guarantees from a Revolving Loan Fund. The initial capital for this Fund was derived from a grant by the U.S. Government. Subsequent contributions have been made through appropriations by the Guam Legislature.

ADF - ADF was created to aid in the development or subsidization of poultry, pork and beef production, agricultural products, processing plants and equipment. This is done primarily through direct loans to individuals at a 4% interest rate. All contributions to this Fund have been appropriated by the Guam Legislature.

Additionally, GEDA administered the Microenterprise Development Program (MDP), the Guam Territorial Aquarium Foundation (GTAF), and the Music and Legends of Guam Fund (MLGF), the Housing and Urban Development Fund (HUD), Agricultural Expense Insurance Fund (AEIF), the Aquacultural Training Fund (ATF), Landowner's Recovery Fund (LRF), the Local Arts Revolving Fund (LARF), and the U.S. Base Realignment and Closure Committee (BRAC) which have no assets, liabilities or net position as of September 30, 2019 and 2018 and have no activities during the years then ended. Therefore, they are not presented in the accompanying financial statements.

As government entities created by public laws, the Funds are not subject to taxes.

*Basis of Accounting*

The Funds are accounted for as Fiduciary Fund Type – Private Purpose Trust Funds and are component units of the Government of Guam.

The Funds have adopted GASB Statement No. 34, “Basic Financial Statements and Management’s Discussion and Analysis for State and Local Governments” (GASB 34) as amended by GASB Statement No.’s 37 and 38. GASB Statement No. 34 establishes standards for external financial reporting for state and local governments.

All net position, pursuant to GASB 34, are held in trust for specified purposes.

Trust Funds Administered By The  
Guam Economic Development Authority  
(A Component Unit of the Government of Guam)

Notes to Financial Statements, continued

**1. Purpose and Summary of Significant Accounting Policies, continued**

*Estimates*

The preparation of financial statements in conformity with accounting principles generally accepted in the United States of America 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 and expenses during the reporting period. Actual results could differ from those estimates.

*Cash*

For the purpose of the statements of net position, cash includes cash on hand and in banks.

*Notes and Accrued Interest Receivable*

Notes receivable consist of loans made to Guam businesses and individuals. In accordance with Section 3 of the Guam Development Fund Act of 1968, the term of a loan shall not exceed twenty-five years. Additionally, loans bear interest above the U.S. Treasury rate. All loans are secured by collateral and long-term loans are secured by real property.

It is the policy of GDFA and ADF to cease accrual of interest on delinquent loans when, in the opinion of management, the past due condition is an indication of possible uncollectibility.

*Allowance for Doubtful Receivables*

The allowance for doubtful receivables, which includes uncollectible loan principal balances and applicable costs of collection, is maintained at a level adequate to absorb probable losses. GEDA determines the adequacy of the allowance based upon reviews of individual loans, recent loss experience, current economic conditions, the risk characteristics of the various categories of loans and other pertinent factors. Loans deemed uncollectible are charged to the allowance with the approval of the Board of Directors.

*Expenses*

Certain general and administrative expenses of the Funds administered by GEDA, other than legal expenses specifically related to the activities of a particular Fund, are borne by GEDA as part of its cost of administering the Funds. Additionally, GEDA allocates a percentage of payroll expense to the Funds based upon actual time personnel spend on the respective Fund. Additionally, GEDA allocates a percentage of rent expense to the Funds.

Trust Funds Administered By The  
Guam Economic Development Authority  
(A Component Unit of the Government of Guam)

Notes to Financial Statements, continued

**1. Purpose and Summary of Significant Accounting Policies, continued**

**Recently Adopted Accounting Pronouncements**

In November 2016, GASB issued Statement No. 83, *Certain Asset Retirement Obligations*. This Statement addresses accounting and financial reporting for certain asset retirement obligations. A government that has legal obligations to perform future asset retirement activities related to its tangible capital assets should recognize a liability based on the guidance of this statement. The implementation of this statement did not have a material effect on the accompanying financial statements.

In April 2018, GASB issued Statement No. 88, *Certain Disclosures Related to Debt, Including Direct Borrowings and Direct Placements*. The primary objective of this Statement is to improve the information that is disclosed in notes to government financial statements related to debt, including direct borrowings and direct placements. It also clarifies which liabilities governments should include when disclosing information related to debt. The implementation of this statement did not have a material effect on the accompanying financial statements.

**Upcoming Accounting Pronouncements**

In January 2017, GASB issued Statement No. 84, *Fiduciary Activities*. This Statement is to improve guidance regarding the identification of fiduciary activities for accounting and financial reporting purposes and how those activities should be reported. The requirements of this Statement will enhance consistency and comparability by (1) establishing specific criteria for identifying activities that should be reported as fiduciary activities and (2) clarifying whether and how business-type activities should report their fiduciary activities. GASB Statement No. 84 will be effective for fiscal year ending September 30, 2020.

In June 2017, GASB issued Statement No. 87, *Leases*. The objective of this Statement is to better meet the information needs of financial statement users by improving accounting and financial reporting for leases by governments. This Statement increases the usefulness of governments' financial statements by requiring recognition of certain lease assets and liabilities for leases that previously were classified as operating leases and as inflows of resources or outflows of resources recognized based on the payment provisions of the contract. GASB Statement No. 87 will be effective for fiscal year ending September 30, 2021.

Trust Funds Administered By The  
Guam Economic Development Authority  
(A Component Unit of the Government of Guam)

Notes to Financial Statements, continued

**1. Purpose and Summary of Significant Accounting Policies, continued**

**Upcoming Accounting Pronouncements, continued**

In June 2018, GASB issued Statement No. 89, *Accounting for Interest Cost Incurred Before the End of a Construction Period*. The objectives of this Statement are (1) to enhance the relevance and comparability of information about capital assets and the cost of borrowing for a reporting period and (2) to simplify accounting for interest cost incurred before the end of a construction period. GASB Statement No. 89 will be effective for fiscal year ending September 30, 2021.

In March 2018, GASB issued Statement No. 90, *Majority Equity Interests – An Amendment of GASB Statements No. 14 and 61*. The primary objectives of this Statement are to improve the consistency and comparability of reporting a government’s majority equity interest in a legally separate organization and to improve the relevance of financial statement information for certain component units. It defines a majority equity interest and specifies that a majority equity interest in a legally separate organization should be reported as an investment if a government’s holding of the equity interest meets the definition of an investment. A majority equity interest that meets the definition of an investment should be measured using the equity method, unless it is held by a special-purpose government engaged only in fiduciary activities, a fiduciary fund, or an endowment (including permanent and term endowments) or permanent fund. Those governments and funds should measure the majority equity interest at fair value. GASB Statement No. 90 will be effective for fiscal year ending September 30, 2020.

In May 2019, GASB issued Statement No. 91, *Conduit Debt Obligations*. The primary objectives of this statement are to provide a single method of reporting conduit debt obligations by issuers and eliminate diversity in practice associated with (1) commitments extended by issuers, (2) arrangements associated with conduit debt obligations, and (3) related note disclosures. This statement achieves those objectives by clarifying the existing definition of a conduit obligation; establishing that a conduit debt obligation is not a liability of the issuer; establishing standards for accounting and financial reporting of additional commitments and voluntary commitments extended by issuers and arrangements associated with conduit debt obligations; and improving required note disclosures. GASB Statement No. 91 will be effective for fiscal year ending September 30, 2022.

Trust Funds Administered By The  
Guam Economic Development Authority  
(A Component Unit of the Government of Guam)

Notes to Financial Statements, continued

**1. Purpose and Summary of Significant Accounting Policies, continued**

**Upcoming Accounting Pronouncements, continued**

In January 2020, GASB issued Statement No. 92, *Omnibus 2020*. The requirements of this Statement will enhance comparability in the application of accounting and financial reporting requirements and will improve the consistency of authoritative literature. More comparable reporting will improve the usefulness of information for users of state and local government financial statements. This Statement addresses a variety of topics and includes specific provisions about leases; reporting of intra-entity transfers of assets between a primary government employer and a component unit defined benefit pension plan or defined benefit other postemployment benefit (OPEB) plan; applicability of Statement no. 73 and 84 for postemployment benefits, measurement of liabilities (and assets, if any) related to asset retirement obligations (AROs) in a government acquisition; reporting by public entity risk pools for amounts that are recoverable from reinsurers or excess insurers; reference to nonrecurring fair value measurements of assets or liabilities in authoritative literature and terminology used to refer to derivative instruments. GASB Statement No. 92 will be effective for fiscal year ending September 30, 2020.

In April 2020, GASB issued Statement No. 93 Replacement of Interbank Offered Rates. The primary objective of this statement is to address those and other accounting and financial reporting implications of the replacement of an IBOR. GASB Statement No. 93 will be effective for fiscal year ending September 30, 2021

Management is currently evaluating the effects the above upcoming accounting pronouncements might have on the financial statements.

**2. Deposits and Investments**

Investments are carried at market value. Cash and cash equivalents and investments at September 30, 2019 and 2018 consist the following:

	<u>2019</u>		<u>2018</u>	
	<u>G DFA</u>	<u>ADF</u>	<u>G DFA</u>	<u>ADF</u>
Cash on hand and deposits in banks	\$ <u>36,807</u>	\$ <u>28,878</u>	\$ <u>315,700</u>	\$ <u>37,719</u>
Total shares in mutual funds	---	---	2,598,147	236,302
Exchange-traded and closed-end funds	<u>11,545,543</u>	<u>1,123,536</u>	<u>8,762,518</u>	<u>849,730</u>
Investments	<u>\$11,545,543</u>	<u>\$1,123,536</u>	<u>\$11,360,665</u>	<u>\$1,086,032</u>

The deposits and investment policies of GEDA are governed by 5 GCA 21, Investments and Deposits and policies set by the Board of Directors. Legally authorized investments include securities issued or guaranteed by the U.S. Treasury or agencies of the United States government; demand and time deposits in or certificates of deposit of, or bankers' acceptances issued by, any eligible financial institution; corporate debt obligations, including commercial paper; certain money market funds; state and local government securities, including municipal bonds; and repurchase and investment agreements. With the exception of investments in U.S. government securities, which are explicitly guaranteed by the United States government, all other investments must be rated Aa1/P-1 by Moody's.



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Notes to Financial Statements, continued

**2. Deposits and Investments, continued**

*A. Deposits*

Custodial credit risk is the risk that in the event of a bank failure, GEDA's deposits may not be returned. Such deposits are not covered by depository insurance and are either uncollateralized or collateralized with securities held by the pledging financial institution or held by the pledging financial institution but not in the depositor-government's name. GEDA does not have a deposit policy for custodial credit risk.

At September 30, 2019 and 2018, the carrying amount of cash and cash equivalents were \$65,685 and \$353,419, respectively, and the corresponding bank balances were \$65,285 and \$353,019, respectively, which are maintained in financial institutions subject to insurance coverage by the Federal Deposit Insurance Corporation (FDIC). Cash balances of \$19,565 and \$130,328 are insured by the FDIC at September 30, 2019 and 2018, respectively. GEDA does not require collateralization of its cash deposits; therefore, deposit levels in excess of FDIC insurance coverage are uncollateralized. Accordingly, these deposit levels are exposed to custodial credit risk.

*B. Investments*

Credit risk for investments is the risk that an issuer or other counterparty to an investment will not fulfill its obligations. With the exception of investments in U.S. government securities, which are explicitly or implicitly guaranteed by the United States government, all other investments must be rated Aa1/P-1 by Moody's.

Custodial credit risk for investments is the risk that in the event of the failure of the counterparty to the transaction, GEDA will not be able to recover the value of the investment or collateral securities that are in the possession of an outside party. GEDA's investment in shares of mutual funds, exchange-traded and closed-end funds, municipal bonds and U.S. government securities at September 30, 2019 and 2018 is registered in GEDA's name and is held by three investment managers for GEDA.

Interest rate risk is the risk that changes in interest rates will adversely affect the fair value of debt instruments. GEDA does not have a formal investment policy that limits investment maturities as a means of managing its exposure to fair value losses arising from increasing interest rates.

Concentration of credit risk for investments is the risk of loss attributed to the magnitude of an entity's investment in a single issuer. GASB Statement No. 40 requires disclosure by issuer and amount of investments in any one issuer that represents five percent (5%) or more of total investments for GEDA.

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Notes to Financial Statements, continued

**2. Deposits and Investments, continued**

Brokered CDs are placed with FDIC insured banks, under applicable federal insurance deposit coverage, and all mature within one year.

Investments of GEDA and Trust Funds are maintained in pooled accounts. Related earnings and gains/losses are allocated based on percentage weight of total balances.

GEDA categorizes its fair value measurements within the fair value hierarchy established by GAAP. The hierarchy is based on the valuation inputs used to measure the fair value of the asset. Level 1 inputs are quoted prices in active markets for identical assets; Level 2 inputs are significant other observable inputs; Level 3 inputs are significant unobservable inputs. GEDA has the following recurring fair value measurements as of September 30, 2019 and 2018:

		At September 30, 2019		
		Level 1	Level 2	Level 3
GDA:				
Investments by fair value level:				
Exchange-traded & closed-end funds	\$ <u>11,545,543</u>	\$ <u>11,545,543</u>	\$ ---	\$ ---
ADF:				
Investments by fair value level:				
Exchange-traded & closed-end funds	\$ <u>1,123,536</u>	\$ <u>1,123,536</u>	\$ ---	\$ ---
		At September 30, 2018		
		Level 1	Level 2	Level 3
GDA:				
Investments by fair value level:				
Exchange-traded & closed-end funds	\$ 8,762,518	\$ 8,762,518	\$ ---	\$ ---
Mutual funds	<u>2,598,147</u>	<u>2,598,147</u>	---	---
Total investments by fair value level	\$ <u>11,360,665</u>	\$ <u>11,360,665</u>	---	---
ADF:				
Investments by fair value level:				
Exchange-traded & closed-end funds	\$ 849,730	\$ 849,730	\$ ---	\$ ---
Mutual funds	<u>236,302</u>	<u>236,302</u>	---	---
Total investments by fair value level	\$ <u>1,086,032</u>	\$ <u>1,086,032</u>	---	---

Mutual funds and exchange-traded and closed-end funds classified in Level 1 of the fair value hierarchy are valued using prices quoted in active markets for those securities.

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Notes to Financial Statements, continued

**3. Other Real Estate**

G DFA has acquired certain land and leasehold interest through loan foreclosure. Leasehold interests are reflected at cost of \$167,000 (net of a valuation allowance of \$333,171) as of September 30, 2019 and 2018, respectively, net of accumulated amortization of \$46,028 and \$42,992 at September 30, 2019 and 2018, respectively.

**4. Contingencies**

GEDA is involved in various litigation that is inherent in the operations of the Funds. Management is of the opinion that liabilities of a material nature will not be realized.