STATE OF INDIANA

Comprehensive Annual Financial Report For the Fiscal Year Ended June 30, 2014

Michael R. Pence, Governor



Prepared by:

The Office of the Auditor of State Suzanne Crouch Auditor of State Room 240 State House Indianapolis, Indiana 46204

Acknowledgments

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We extend special thanks to Stacey Halvorsen, CPA, and all employees of State agencies throughout Indiana. Your cooperation and assistance in the preparation of this Comprehensive Annual Financial Report has been invaluable.

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

Appointed as Indiana's 56th State Auditor in January of 2014, Suzanne Crouch serves as the Chief Financial Officer for the State of Indiana. Auditor Crouch is a committed fiscal conservative who keeps taxpayers first, recognizing that each tax dollar is closely linked to the hard working Hoosier who earned it.

Before becoming Auditor, Crouch served as the State Representative for House District 78 which encompasses parts of Vanderburgh and Warrick Counties. She was elected to the seat in 2005, and served as the Vice Chairman of the Ways and Means Committee and on the Public Health Committee. While in the House, Crouch had several legislative accomplishments. She received the 2012 Public Policy Award from the Arc of Indiana for her work with people with disabilities and was named Legislator of the Year in 2011 by the Indiana Association of Rehabilitation Facilities.

Prior to serving in the House of Representatives, Crouch spent eight years as Auditor of Vanderburgh County, holding office from 1995-2002. During that time, her office received its first clean bill of health in decades from the State Board of Accounts. Crouch then went on to serve as a Vanderburgh County Commissioner until joining the House. She presided as president of that body during her third year in office.

As the State Auditor, Crouch will continue the long legacy of transparency and accountability demonstrated by the Indiana State Auditor's Office. The State's Comprehensive Annual Financial Report was awarded its 21st consecutive Certificate of Achievement for Excellence in Financial Reporting from the Government Finance Officers Association during her first year in office. The State's Transparency Portal website also received the No. 1 ranking in the nation from the U.S. Public Interest Research Group, giving the public access to information showing the State's contracts, subsidies, expenditures and revenue.



Suzanne Crouch Indiana Auditor of State

Suzanne and her husband Larry Downs have been married for 36 years. They have one daughter, Courtney, who resides in Florida and was recently married. Larry is a partner at Kahn, Dees, Donovan & Kahn, LLP in Evansville and has been practicing law for more than 40 years. Suzanne holds a degree in Political Science from Purdue University.

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STATE OF INDIANA

Comprehensive Annual Financial Report For the Year Ended June 30, 2014

TABLE OF CONTENTS

INTRODUCTORY SECTION

Fitle Page	i
Acknowledgments	ii
Auditors of State	iii
Fable of Contents	vi
_etter of Transmittal	xi
Letter of Transmittal Certificate of Achievement for Excellence in Financial Reporting	xvii
State Organization Chart and Selected State Officials	viii

FINANCIAL SECTION

Independent Auditor's Report Management's Discussion and Analysis	2 6
Basic Financial Statements:	22
Government-Wide Financial Statements:	23
Statement of Net Position	24
Statement of Activities	25
Fund Financial Statements:	26
Balance Sheet – Governmental Funds	27
Reconciliation of the Governmental Funds Balance Sheet	
to the Statement of Net Position	28
Statement of Revenues, Expenditures, and Changes in	
Fund Balances – Governmental Funds	29
Reconciliation of the Statement of Revenues, Expenditures, and Changes	
in Fund Balances of Governmental Funds to the Statement of Activities	30
Statement of Fund Net Position – Proprietary Funds	32
Statement of Revenues, Expenses and Changes in	
Fund Net Position – Proprietary Funds	33
Statement of Cash Flows – Proprietary Funds	34
Statement of Fiduciary Net Position – Fiduciary Funds	36
Statement of Changes in Fiduciary Net Position – Fiduciary Funds	37
Combining Statement of Net Position – Discretely Presented Component Units	38
Combining Statement of Activities – Discretely Presented Component Units	40
Combining Statement of Net Position	
Discretely Presented Component Units – Proprietary Funds	42

Combining Statement of Activities	
Discretely Presented Component Units – Proprietary Funds	
Combining Statement of Net Position	
Discretely Presented Component Units – Colleges and Universities	
Combining Statement of Activities	
Discretely Presented Component Units – Colleges and Universities	
Notes to the Financial Statements	
Required Supplementary Information:	120
Schedule of Funding Progress	
Employee Retirement Systems and Plans	121
Other Postemployment Benefits	122
Schedule of Employer Contributions	······································
Employee Retirement Systems and Plans	123
Other Postemployment Benefits	124
Schedule of Changes in Net Pension Liability	
Employee Retirement Systems and Plans	125
Schedule of Investment Returns	
Employee Retirement Systems and Plans	126
Budgetary Information	127
Combining Schedule of Revenues, Expenditures, and Changes in	
Fund Balances – Budget and Actual Major Funds (Budgetary Basis)	128
Budget/GAAP Reconciliation – Major Funds	130
Infrastructure – Modified Reporting	
Condition Rating of the State's Highways and Bridges	
Comparison of Needed-to-Actual Maintenance/Preservation	
Other Supplementary Information:	133
Non-Major Governmental Funds:	134
Balance Sheet – Non-Major Governmental Funds	136
Statement of Revenues, Expenditures, and Changes	
in Fund Balance – Non-Major Governmental Funds	137
Combining Balance Sheet – Non-Major Special Revenue Funds	138
Combining Statement of Revenues, Expenditures, and	
Changes in Fund Balances – Non-Major Special Revenue Funds	
Combining Balance Sheet – Non-Major Capital Projects Funds	
Combining Statement of Revenues, Expenditures, and	
Changes in Fund Balances – Non-Major Capital Projects Funds	
Combining Balance Sheet – Non-Major Permanent Funds	
Combining Statement of Revenues, Expenditures, and Changes	
in Fund Balances – Non-Major Permanent Funds	
Combining Schedule of Revenues, Expenditures, and Changes	
in Fund Balances – Budget and Actual Non-Major Funds (Budgetary Basis)	
Budget/GAAP Reconciliation Non-Major Special Revenue Funds	
Non-Major Proprietary Funds:	163
Combining Statement of Net Position – Non-Major Enterprise Funds	164
Combining Statement of Revenues, Expenditures, and Changes	
in Fund Net Position – Non-Major Enterprise Funds	
Combining Statement of Cash Flows – Non-Major Enterprise Funds	166
Internal Carvias Funday	
	160
Internal Service Funds: Combining Statement of Net Position – Internal Service Funds	

Combining Statement of Revenues, Expenses, and Changes	
in Fund Net Position – Internal Service Funds Combining Statement of Cash Flows – Internal Service Funds	171
Combining Statement of Cash Flows – Internal Service Funds	172
Fiduciary Funds:	174
Fiduciary Funds: Combining Statement of Fiduciary Net Position – Pension and Other Employee	
Benefit Trust Funds	176
Benefit Trust Funds Combining Statement of Changes in Fiduciary Net Position – Pension and Other Employee	
Benefit Trust Funds	177
Benefit Trust Funds Combining Statement of Net Position – Private Purpose Trust Funds	178
Combining Statement of Changes in Net Position – Private Purpose Trust Funds	179
Combining Statement of Net Position – Agency Funds	180
Combining Statement of Changes in Assets and Liabilities – Agency Funds	181
Non-Major Discretely Presented Component Units:	184
Combining Statement of Net Position	
Non-Major Discretely Presented Component Units – Governmental Funds	186
Combining Statement of Activities	
Non-Major Discretely Presented Component Units – Governmental Funds	187
Combining Statement of Net Position	
Non-Major Discretely Presented Component Units – Proprietary Funds	188
Combining Statement of Activities	
Non-Major Discretely Presented Component Units – Proprietary Funds	190
Combining Statement of Net Position	
Non-Major Discretely Presented Component Units – Colleges and Universities	192
Combining Statement of Activities	
Non-Major Discretely Presented Component Units – Colleges and Universities	193

STATISTICAL SECTION

Net Position by Component 19	7
Changes in Net Position 198	8
Fund Balances – Governmental Funds 200	0
Changes in Fund Balances – Governmental Funds 202	2
Taxable Sales by Industry 20	3
Sales Tax Revenue Payers by Industry 204	4
Personal Income by Tax Filers and Liability by Income Level 20	5
Personal Income by Industry 20	6
Personal Income by Tax Rates 20	7
Ratio of Outstanding Debt by Type 200	8
State Facts209	9
County Facts 210	0
Demographics and Economic Statistics21	1
Twenty Largest Indiana Public Companies212	2
Twenty Largest Indiana Private Companies213	3
Principal Employers214	4
School Enrollment 21	5
Largest Indiana Private College & Universities 210	6
Operating Indicators by Function of Government21	7
Capital Assets Statistics by Function of Government21	8
Full Time State Employees Paid Through the Auditor of State's Office 21	9
Employees Other Than Full Time Paid Through the Auditor of State's Office 220	0
Pension, Death Benefits, and Former Governors –	
Number of People Paid Through the Auditor of State's Office 22	1

INTRODUCTORY SECTION Comprehensive Annual Financial Report









Indiana Football

Professional football came to Indianapolis on March 28, 1984, when Colts Owner Robert Irsay moved the historic NFL franchise from Baltimore to Indianapolis.

The Colts franchise was originally established in December 1946 when the bankrupt Miami Seahawks were purchased and relocated to Baltimore by a group headed by Bob Rodenberg and renamed the Colts. When the All American Football Conference and the National Football League (NFL) merged in 1950, the Colts joined the NFL. After posting a 1-11 record for the second consecutive year, the franchise was dissolved by the league in January 1951 because of its failing financial condition. In 1953, the NFL's Dallas Texans franchise was moved to Baltimore where, keeping the "Colts" nickname, the Texans team colors of blue and white were inherited.

Before their first NFL season, the "new" Baltimore Colts engineered one of the biggest trades in sports history. In a deal with Cleveland involving 15 players, Baltimore received 10 Browns in exchange for five Colts. These players, along with new Head Coach Weeb Ewbank, guided the Colts to two conference and NFL championships.

After the Colts moved to Indianapolis in 1984, they continued their top-notch performance through a succession of coaches and owners. In 57 years of National Football League competition, the Colts have achieved a 460-409-7 record, including four World Championships, 18 Conference or Divisional titles and one Super Bowl.





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December 30, 2014

Governor, Members of the General Assembly, Citizens of the State of Indiana:

We are proud to present the Comprehensive Annual Financial Report (CAFR) for the State of Indiana's fiscal year ended June 30, 2014.

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

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

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

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

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

Management's Discussion and Analysis (MD&A) in the Financial Section introduces the basic financial statements and provides an analytical overview of the government's financial activities. It is presented before the basic financial statements. We encourage you to read it to get an in-depth analysis of the State of Indiana's finances.

Profile of the Government

Located in America's heartland in the Midwest, Indiana is a leading manufacturing state and a major agricultural producer. The latest U.S. Census Bureau estimate places Indiana's population at 6,516,922 which makes Indiana the nation's 15th largest State. The State is 78.4% urban and 21.6% rural. The five largest cities are Indianapolis, the capital, Fort Wayne, Evansville, South Bend and Carmel.

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

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

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

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

Factors Affecting Economic and Financial Conditions

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

Local Economy

With a 2013 Gross Domestic Product of \$294.2 billion, Indiana's economy ranked 16th largest in the U.S. in terms of the value of goods and services. Indiana's largest contributor to GDP growth was the manufacturing sector, which accounted for 30.0% of Indiana's GDP in 2013. The nondurable goods subset of the manufacturing sector was the biggest cause of Indiana's GDP growth in 2013.

In 2013, the manufacturing sector accounted for nearly 16.7% of the jobs in Indiana compared to 20.3% in 2002. The share of employment accounted for by the health care and social services sector increased from 10.2% in 2002 to 12.7% in 2013. Per capita personal income was \$38,622 and the State's unemployment rate averaged 7.5% in 2013.

Cash Management and Investments

Cash temporarily idle during the year was invested in deposit accounts, obligations of the U.S. Treasury and U.S. Agencies, money market mutual funds, and repurchase agreements. The pension trust funds' portfolios include other investments as outlined in Note I(E)(1) in the notes to the financial statements. The average yield on the General Fund investments was 0.20% for the fiscal year ended June 30, 2014. The average yield on the total investment of all funds, except for pension trust funds, was 0.50% for the fiscal year ended June 30, 2014. The State's investment policy is to minimize credit and market risks while maintaining sufficient liquidity and earning a competitive yield on its portfolio. Deposits held by the Treasurer of State are insured by federal and state depository insurance.

Debt Administration

The commissions and authorities, some of which are included as component units in the financial reporting entity of the State of Indiana, issue bonds for some of the State's capital needs. All of the bond issues are revenue bonds associated with specific State component units. The total of long-term revenue bonds and notes outstanding, net of amortized discounts, is \$9.6 billion at June 30, 2014.

Financial Policies

Indiana's Office of Management and Budget (OMB) serves as an umbrella organization to better coordinate the State's financial policies. The OMB consists of the Department of Government Efficiency and Financial Planning, the Department of Local Government Finance, the Board of Tax Review, Office of Technology, the Office of State Based Initiatives, the Department of Revenue, the State Budget Agency, the Indiana Public Retirement System, and the Indiana Finance Authority.

In June 2014, Indiana closed the books with \$2.005 billion in reserves, and a structurally balanced budget. Reducing general fund spending has enabled Indiana to not only maintain a prudent level of reserves, but also repay debts to local government, schools, and universities, which at their peak in FY 2005, totaled over \$750 million. One-time revenues, such as those generated by the Tax Amnesty program several years ago, have been used to repay one-time debt rather than being built into revenue forecasts to support on-going expenditures.

Indiana is one of eleven states that has the highest credit rating assigned by all three independent credit rating agencies: Fitch, Moody's, and Standard & Poor's Ratings Service (S&P).

At the time of the upgrade by S&P, their report noted that the administration has made significant financial management changes and strengthened budgeting practices. S&P cited four areas in issuing the AAA credit rating: a stable and diversifying economic base despite continued manufacturing concentration, a conservative biennial budget that will add to the fund balance by the end of the biennium, property tax reform that has clarified the state's financial responsibilities, and low overall debt levels.

Long-Term Financial Planning

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

The State of Indiana launched a new statewide accounting system in September 2009. The transition to the new system included a significant enhancement of internal controls, the implementation of a uniform chart of accounts, and the conversion of all financial data from the prior system into the new system. In addition to a successful go-live in September 2009, the state completed an upgrade in the spring of 2012 and again had a timely closing of the books in July 2014.

Executive Order 14-06 required the OMB to create the Governor's Management and Performance Hub (MPH) for the purposes of centralized data sharing, correlation, and analysis in order to drive innovation

and efficiency across state agencies; improve information technology systems, practices, and procedures to enhance the security of data retained by state agencies; and to increase the transparency of state government.

In 2008, the Pew Center on the States and *Governing* magazine released a report from the Government Performance Project assessing the quality of management in the 50 states. In this report, Indiana was highlighted as having "moved into fiscal balance by going beyond one-time budget fixes" and for having a four-year horizon to make fiscal decisions.

Major Initiatives

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

Local school aid includes distributions for programs such as assessment and performance, as well as tuition support. The General Assembly established the State's calendar year 1972 funding level as the base for local school aid.

The K-12 tuition support for Fiscal Year 2014 totaled \$6,644.5 million. This includes a distribution of \$21.7 million for adult learners.

Higher Education – Through the General Fund, the State supports seven higher education institutions: Ball State University, Indiana University, Indiana State University, Ivy Tech Community College of Indiana, Purdue University, University of Southern Indiana, and Vincennes University. Higher education expenditures from the General Fund for Fiscal Year 2014 were \$1,453.0 million. Appropriations for higher education include university operating, university fee-replaced debt service, university line items, other higher education line items, university repair and rehabilitation, university capital projects, and State student aid.

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

Public Safety – Appropriations for the Department of Correction, payable almost entirely from the General Fund, include funds for incarceration and rehabilitation of adult and juvenile offenders, as well as parole programs. Corrections expenditures were \$672.3 million for Fiscal Year 2013 and \$659.6 million for Fiscal Year 2014. Fiscal Year 2013 expenses include over \$40.6 million that was set aside for bond defeasance that occurred in Fiscal Year 2014.

Offender population is the most significant driver of corrections expenditures. The total offender population, including those in jail and contract beds, increased to 29,638 in Fiscal Year 2014 – up 1.8% from 29,103 in Fiscal Year 2013.

Transportation – As a result of the Major Moves program, Indiana has seen record construction, as the Indiana Department of Transportation (INDOT) is executing the \$12 billion construction program made possible in part by the lease of the Indiana Toll Road. INDOT is aggressively working to advance as much work as possible from later construction years to take advantage of favorable price conditions. This also

helps deliver the benefits of the new highways much earlier, and spurs job creation. In addition, \$200 million was appropriated from the General Fund for highway capacity enhancements in FY 2014.

For a seventh consecutive year, state and federal program expenditures for engineering, right-of-way, construction, and maintenance exceeded one billion dollars. Actual FY 2014 expenditures and obligations were \$1.01 billion.

Conservation and Environment - In FY 2014, the Department of Natural Resources (DNR) continued the largest land conservation initiative in the State's history, the Healthy Rivers Initiative (HRI). The HRI consists of two projects, one within the Wabash River and Sugar Creek floodplain (over 43,000 acres) and another along the Muscatatuck River known as Muscatatuck Bottoms (over 26,000 acres). Since the announcement in FY 2010, DNR has acquired over 11,800 acres along the Muscatatuck River and Wabash River corridors. Land acquisition efforts will continue for years into the future.

The Bicentennial Nature Trust (BNT) was launched in FY 2012 as a statewide land conservation initiative to celebrate Indiana's upcoming 200th anniversary in much the same way as the first 100 years of statehood were marked in 1916 with establishment of the state park system. The state committed \$20 million to help fund BNT and called on individuals, businesses and communities around the state to join the effort. Through FY 2014, 71 BNT projects had been approved and 28 have been completed.

Health and Human Services – Medicaid is a state/federal shared fiscal responsibility with the State supporting 33.08% of the total program through a combination of State General Fund and dedicated funds over the biennium. Federal funding accounts for the remaining 66.92%. The federal share increased during Fiscal Years 2009, 2010, and 2011 as a result of ARRA. In Fiscal Years 2011, 2012 and 2013, State General Fund Medicaid expenditures totaled \$1,436.0 million, \$1,856.4 million, and \$2,023.5 million respectively. For Fiscal Year 2014, State General Fund Medicaid expenditures totaled \$1,975.1 million. Enrollment was estimated to be 1,064,689 at the end of Fiscal Year 2014 and is expected to reach 1,207,692 by the end of Fiscal Year 2015 (these figures exclude the Children's Health Insurance Program and the Healthy Indiana Program). Indiana's base federal reimbursement rate equaled 66.96% for the first quarter of Fiscal Year 2013, 67.16% for the remaining three quarters of Fiscal Year 2013 and the first quarter of Fiscal Year 2014, and 66.92% for the remaining three quarters of Fiscal Year 2014.

Indiana is working with the federal government to replace the traditional Medicaid program for non-disabled adults by expanding the Healthy Indiana Plan (HIP) for 2015. HIP 2.0 is expected to provide healthcare coverage to over 450,000 Hoosiers within the next 5 years. The expanded program has been designed to improve healthcare utilization and promote personal responsibility. In addition, HIP 2.0 will maintain financial sustainability and will not increase taxes for Hoosiers. The program will be funded by enhanced federal funding, the hospital assessment fee, and existing cigarette tax revenues previously used for HIP.

In its eighth year of operations, the Department of Child Services (DCS) continued the implementation of its practice to place children in the least restrictive, most family-like setting. This trending is important because research among child-advocate experts has shown that placing children in the least restrictive, most family-like setting produces the best outcomes for children and families and, consequently, is more cost effective.

In January 2010, DCS established the Indiana Child Abuse and Neglect Hotline to serve as the centralized reporting channel for all allegations of child abuse or neglect in Indiana. The Hotline is staffed with trained intake specialists and at least one supervisor per shift, 24 hours per day, seven days per week, and 365 days per year. DCS has seen the number of calls reported to the Hotline increase by 33% from 2009 to 2014, up from 109,489 in 2012 to 145,611 in FY 2014.

Economic Development – The Indiana Economic Development Corporation (IEDC) is the State of Indiana's chief economic development agency. The IEDC seeks to bring new job creation and capital investment opportunities to Indiana through competitive company attractions, expansions and consolidations. In 2014, Indiana received several accolades for its business environment. This includes ranking 1st in the Midwest and 6th in the nation in Chief Executive magazine's annual "Best & Worst States" survey (May 2014), , 1st in the Midwest and 7th in the nation as the best place to do business in the

Pollina Corporate Top 10 Pro-Business States for 2014 study (Aug. 2014), and best in the Midwest and 7th overall in Area Development magazine's "Top States for Doing Business" study (Sept. 2014).

General Government – Legislation creating an Automatic Taxpayer Refund (ATR) was enacted in FY 2011, requiring any reserves greater than 10% of FY 2013 appropriations to be divided equally between various pension plans and a refundable tax credit to eligible taxpayers. The total amount of excess reserves at the end of FY 2012 was \$721.28 million, with \$360.64 million going to specified pension plans and an equal amount set aside for taxpayer refunds. The remaining \$360.64 million was issued as refundable tax credits to eligible taxpayers on their 2012 tax returns filed beginning January 1, 2013. For FY 2013, the amount of reserves needed to trigger a transfer was changed to 12.5% of FY 2014 appropriations plus \$50 million, but reserves did not meet that threshold. No calculation of excess reserve was required at the end of FY 2014.

The State continues to administer Retirement Medical Benefits accounts, established as Health Reimbursement Arrangements (HRAs), for most employees and elected officials of the State. The purpose of this defined contribution plan is to allow retirees from State government to have a means to assist with the payment of health insurance premiums in retirement. Funding for the program comes from 4% of State cigarette tax revenues as well as charges to federal and dedicated funds for employees paid from those funds. The plan remained more than 100% funded at the end of FY 2014. These funds are then credited to each employee's account annually based upon their age. There is also a catch-up provision allowing for additional contributions based upon the number of years of service completed by the qualified retiree who retires prior to June 30, 2017.

Awards and Acknowledgements

Certificate of Achievement Award

The Government Finance Officers Association of the United States and Canada (GFOA) awarded a Certificate of Achievement for Excellence in Financial Reporting to the State of Indiana for its comprehensive annual financial report for the fiscal year ended June 30, 2013. This was the twenty-first consecutive year that the State of Indiana has achieved this prestigious award.

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

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

Acknowledgments

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

Sincerely,

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Suzanne Crouch Auditor of State State of Indiana

Christopher D. Atkins Director Office of Management and Budget

Comprehensive Annual Financial Report - State of Indiana - xvii



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