



REPORT OF INDEPENDENT AUDITORS  
AND FINANCIAL STATEMENTS WITH  
SUPPLEMENTAL INFORMATION

**TOBACCO SETTLEMENT AUTHORITY**  
(A Component Unit of the State of Washington)

June 30, 2019 and 2018



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## **Report of Independent Auditors**

To the Board of Directors  
Tobacco Settlement Authority

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

We have audited the accompanying financial statements of the Tobacco Settlement Authority, which comprise the statements of net position as of June 30, 2019 and 2018, and the related statements of revenues, expenses, and changes in net position and cash flows for the years then ended, and the related notes to the financial statements.

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

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

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

Our responsibility is to express an opinion on these financial statements based on our audits. We conducted our audits in accordance with auditing standards generally accepted in the United States of America. Those standards require that we plan and perform the audits to obtain reasonable assurance about whether the financial statements are free from material misstatement.

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the financial statements. The procedures selected depend on the auditor's 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 Tobacco Settlement Authority as of June 30, 2019 and 2018, and the changes in its net position and results of its cash flows for the years then ended in accordance with accounting principles generally accepted in the United States of America.

## ***Other Matters***

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

Accounting principles generally accepted in the United States of America require that the accompanying management's discussion and analysis on pages 3 through 8 be presented to supplement the basic financial statements. Such information, although not a part of the basic financial statements, is required by the Governmental Accounting Standards Board who considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic, or historical context. We have applied certain limited procedures to the required supplementary information in accordance with auditing standards generally accepted in the United States of America, which consisted of inquiries of management about the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We do not express an opinion or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.

### ***Supplemental Information***

Our audits were conducted for the purpose of forming an opinion on the financial statements. The supplemental schedules of program net position, program revenues, expenses, and changes in program net position, and program cash flows on pages 19 through 21 are presented for purposes of additional analysis and are not a required part of the basic financial statements. Such information is the responsibility of management and was derived from and relates directly to the underlying accounting and other records used to prepare the financial statements. The information has been subjected to the auditing procedures applied in the audit of the financial statements and certain additional procedures, including comparing and reconciling such information directly to the underlying accounting and other records used to prepare the financial statements or to the financial statements themselves, and other additional procedures in accordance with auditing standards generally accepted in the United States of America. In our opinion, the supplemental schedules of program net position, program revenues, expenses, and changes in program net position and program cash flows are fairly stated in all material respects in relation to the financial statements as a whole.

*Moss Adams LLP*

Seattle, Washington  
October 28, 2019

# Tobacco Settlement Authority (A Component Unit of the State of Washington) Management's Discussion and Analysis

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As management of the Tobacco Settlement Authority (the Authority), we offer readers of the Authority's financial statements this narrative overview and analysis of the financial activities of the Authority for the years ended June 30, 2019 and 2018. This overview and analysis is required by accounting principles generally accepted in the United States of America (GAAP) as promulgated by the Governmental Accounting Standards Board (GASB).

## Financial Highlights

Tobacco Settlement Revenues (TSRs) of \$34.2 million and \$33.7 million were recognized as revenue in the fiscal years ended June 30, 2019 and 2018, respectively. In accordance with GASB 48, *Sales and Pledges of Receivables and Future Revenues and Intra-Entity Transfers of Assets and Future Revenues*, \$16.3 million of TSRs applicable to cigarette sales between January 1, 2019, and June 30, 2019, were recorded as accrued TSR Receivable as of June 30, 2019, while \$16.4 million of TSRs applicable to cigarette sales between January 1, 2018, and June 30, 2018, were recorded as accrued TSR Receivable as of June 30, 2018.

Significant year-over-year changes from June 30, 2018, to June 30, 2019, include:

- At year-end, the Authority had total net bonds payable of \$163.2 million, net of premiums. This represents a net decrease of \$29.6 million (15.4%) resulting from principal payments on bonds from maturities and redemptions.
- At June 30, 2019, the Authority had an increase of \$29.2 million (20.9%) in net position over that of the previous fiscal year end.
- Bond interest expense decreased \$2.1 million (18.8%) due to the reduction in interest rates for the portion of the bonds refunded in the prior year as well as the continued decline in total bonds outstanding.
- General and administrative expense increased by \$71.8 thousand primarily due to the increase in rating agency fees associated with the 2018 refunding and the draw on the officer's certificate to fund Authority management expense (see also note 2, other fee income).
- Prepaid fees and interest receivable increased by \$28.5 thousand due to improvement in the interest rates available on deposited funds.

# **Tobacco Settlement Authority**

## **(A Component Unit of the State of Washington)**

### **Management's Discussion and Analysis**

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#### **Overview of the Financial Statements**

The financial statements consist of three parts: management's discussion and analysis, the basic financial statements and the notes to the financial statements. The financial statements are presented in a manner similar to that of a private business, using the economic resources measurement focus and the accrual basis of accounting. The financial statements report information for all Authority operations. The statement of net position includes all of the Authority's assets and liabilities. All of the revenues and expenses of the Authority are accounted for in the statements of revenues, expenses and changes in net position.

In addition, program financial statements are presented as supplemental information. These supplemental statements separate the financial statements into the Restricted Bond Fund and General Operating Fund.

The financial statements of the Authority have been prepared in accordance with accounting principles generally accepted in the United States of America as applied to governmental units. GASB is the accepted standard-setting body for establishing governmental accounting and financial reporting principles. The Authority has applied all applicable GASB pronouncements. All program and general operating funds of the Authority are accounted for on a flow of economic resources measurement focus. With this measurement focus, all assets and deferred outflows and all liabilities and deferred inflows associated with the operation of these funds are included on the statements of net position. The statements of revenue, expenses and changes in net position for all funds present increases (e.g., revenues) and decreases (e.g., expenses) in net fund position. These funds utilize the accrual basis of accounting. Under this method, revenues are recorded when earned and expenses are recorded at the time liabilities are incurred.

Management believes that the present value amount of TSRs that will be collected over time is \$110.4 million, an amount equal to the net deficit position.

#### ***Economic Outlook***

The volume of cigarette shipments is the major factor in determining the amount of TSRs received by the Authority. Shipments of cigarettes over the history of the Authority have declined more rapidly than originally predicted when its bonds were issued in 2002. Factors influencing demand over that period have been significant increases in state and federal tobacco excise taxes, greater restrictions on public smoking, and the rise in popularity of e-Cigarettes. According to data from industry sources, cigarette shipments during 2018, declined 4.75%. Authority staff consider the industry information available to them each year when accruing estimated TSRs to be received as revenue.

During 2018, due to favorable market conditions, the Authority refinanced a portion of the Series 2013 refunding bonds, reducing the required total debt service. Cigarette consumption information included in the Official Statement for the 2018 Refunding Bonds reports an average decline of 3.910% between the years 2008 and 2017. The TSA Refunding bonds remaining outstanding were modeled to withstand a decline in consumption of as much as 9.088% annually.

**Tobacco Settlement Authority**  
**(A Component Unit of the State of Washington)**  
**Management's Discussion and Analysis**

**Financial Analysis of the Authority**

**Statements of Net Position**

The following table summarizes the changes in assets and deferred outflows, liabilities and deferred inflows, and net position between the years ended June 30, 2019 and 2018 (in millions):

	2019	2018	Change	
<b>Assets</b>				
Cash and cash equivalents	\$ 36.7	\$ 36.7	\$ -	- %
Accrued TSR and other receivables	16.4	16.4	-	- %
Total assets	53.1	53.1	-	- %
Deferred outflow of resources	1.5	2.0	(0.5)	(25.0%)
Total assets and deferred outflow of resources	<u>\$ 54.6</u>	<u>\$ 55.1</u>	<u>\$ (0.5)</u>	(0.9%)
<b>Liabilities</b>				
Accrued interest payable and other liabilities	\$ 0.7	\$ 0.6	\$ 0.1	16.7%
Bonds payable, net	163.2	192.8	(29.6)	(15.4%)
Total liabilities	163.9	193.4	(29.5)	(15.3%)
Deferred inflow of resources	1.1	1.3	(0.2)	(15.4%)
Net position	(110.4)	(139.6)	29.2	20.9%
Total liabilities and net position	<u>\$ 54.6</u>	<u>\$ 55.1</u>	<u>\$ (0.5)</u>	(0.9%)

**Statements of Revenues, Expenses, and Changes in Net Position**

The following table summarizes the activities in revenues and expenses between the years ended June 30, 2019 and 2018 (in millions):

	2019	2018	Change	
<b>Revenues</b>				
Tobacco settlement revenues and other income	\$ 34.4	\$ 34.1	\$ 0.3	0.9%
Interest income	1.0	0.5	0.5	100.0%
Total revenues	<u>\$ 35.4</u>	<u>\$ 34.6</u>	<u>\$ 0.8</u>	2.3%
<b>Expenses</b>				
Bond program interest expense	\$ 9.1	\$ 11.2	\$ (2.1)	(18.8%)
Other bond program expenses	(3.1)	(1.3)	(1.8)	138.5%
General and administrative	0.2	0.1	0.1	100.0%
Total expenses	<u>\$ 6.2</u>	<u>\$ 10.0</u>	<u>\$ (3.8)</u>	(38.0%)
Change in net position	<u>\$ 29.2</u>	<u>\$ 24.6</u>	<u>\$ 4.6</u>	18.7%

# **Tobacco Settlement Authority**

## **(A Component Unit of the State of Washington)**

### **Management's Discussion and Analysis**

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#### **Financial Analysis of the Authority (continued)**

TSRs of \$34.2 million and \$9.1 million of interest on debt are the primary components of total revenues and expenses, respectively, for the Restricted Bond Program.

During fiscal year 2019, revenue received for general operations included other income of \$61.1 thousand representing a draw from TSRs and \$3.1 thousand of interest income. General operating expense for fiscal year 2019 within the General Operating Fund was \$58.2 thousand comprised of allocable salaries and wages, and other general and administrative expenses.

#### **Debt Administration**

The Authority has long-term debt obligations of \$163.2 million, net of bond premium at June 30, 2019. The Authority's bond funds are held by a trustee who ensures that bond resolution requirements are met, including payments of debt service and funding of necessary reserves. At June 30, 2019, amounts held by the trustee and future receipts of TSRs represent full funding of these requirements.

The 2002 series bonds were sold pursuant to a Purchase and Sale Agreement between the Authority and the State of Washington in which TSRs (\$30 million by July 1, 2003, and 29.2% of the TSRs thereafter) were purchased by the Authority for a one-time cash distribution of \$450 million to the State of Washington. During fiscal year 2014, the Series 2002 bonds were refunded by the Series 2013 Refunding Bonds under the existing Purchase and Sale Agreement with the State. On June 20, 2018, the Authority issued \$43,630,000 of Series 2018 Refunding Bonds. The proceeds (including bond premium) were used to refund \$47,645,000 of the Series 2013 Refunding Bonds. The Series 2013 and 2018 Refunding Bonds are solely secured by the "right to receive" TSRs from major tobacco companies under the Master Settlement Agreement. The Bonds consist of Serial Bonds. The Serial Bonds with maturity dates 2024-2033 include optional call provisions, allowing the application of TSRs received in excess of the required redemptions.

The Authority and the State of Washington covenanted to do and perform all acts and things permitted by law and the Bond Indenture which are necessary or desirable in order to ensure that interest paid on the Tax-Exempt Bonds will be excluded from gross income for federal income tax purposes and shall take no action that would result in such interest not being excluded from gross income for federal income tax purposes.

The Authority has no general obligation bonds and does not currently have an issuer credit rating.

Additional information on the Authority's long-term liabilities can be found in Note 5 of the Authority's financial statements.



**Tobacco Settlement Authority**  
**(A Component Unit of the State of Washington)**  
**Management's Discussion and Analysis**

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**Comparison of Fiscal Years 2018 with 2017**

**Statements of Net Position**

The following table summarizes the changes in combined net position between the years ended June 30, 2018 and 2017 (in millions):

	<u>2018</u>	<u>2017</u>	<u>Change</u>	
<b>Assets</b>				
Cash and cash equivalents	\$ 36.7	\$ 37.9	\$ (1.2)	(3.2%)
Accrued TSR and other receivables	<u>16.4</u>	<u>18.0</u>	<u>(1.6)</u>	<u>(8.9%)</u>
Total assets	53.1	55.9	(2.8)	(5.0%)
Deferred outflow of resources	<u>2.0</u>	<u>3.2</u>	<u>(1.2)</u>	<u>(37.5%)</u>
Total assets and deferred outflow of resources	<u><u>\$ 55.1</u></u>	<u><u>\$ 59.1</u></u>	<u><u>\$ (4.0)</u></u>	<u><u>(6.8%)</u></u>
<b>Liabilities</b>				
Accrued interest payable and other liabilities	\$ 0.6	\$ 0.9	\$ (0.3)	(33.3%)
Bonds payable, net	<u>192.8</u>	<u>222.4</u>	<u>(29.6)</u>	<u>(13.3%)</u>
Total liabilities	193.4	223.3	(29.9)	(13.4%)
Deferred inflow of resources	<u>1.3</u>	<u>-</u>	<u>1.3</u>	100.0%
Net position	<u>(139.6)</u>	<u>(164.2)</u>	<u>24.6</u>	<u>(15.0%)</u>
Total liabilities and net position	<u><u>\$ 55.1</u></u>	<u><u>\$ 59.1</u></u>	<u><u>\$ (4.0)</u></u>	<u><u>(6.8%)</u></u>

During the fiscal year ended June 30, 2018, the Authority's combined total assets and deferred outflows of resources decreased by \$4.0 million partly due to the decrease in TSRs and other receivables (\$1.6 million). The Authority's total liabilities decreased by \$29.9 million, resulting from principal payments from maturities and a current defeasance completed near year end.

**Tobacco Settlement Authority**  
**(A Component Unit of the State of Washington)**  
**Management's Discussion and Analysis**

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**Comparison of Fiscal Years 2018 with 2017 (continued)**

***Statements of Revenues, Expenses and Changes in Net Position***

The following table summarizes the combined changes in net position between the years ended June 30, 2018 and 2017 (in millions):

	<u>2018</u>	<u>2017</u>	<u>Change</u>	
Revenues				
Tobacco settlement and other revenues	\$ 34.1	\$ 40.1	\$ (6.0)	(15.0%)
Interest and program revenue	<u>0.5</u>	<u>0.2</u>	<u>0.3</u>	150.0%
Total revenues	<u>\$ 34.6</u>	<u>\$ 40.3</u>	<u>\$ (5.7)</u>	(14.1%)
Expenses				
Bond program interest expense	\$ 11.2	\$ 12.8	\$ (1.6)	(12.5%)
Other bond program expenses	(1.3)	(2.7)	1.4	(51.9%)
General and administrative	<u>0.1</u>	<u>0.1</u>	<u>-</u>	--%
Total expenses	<u>\$ 10.0</u>	<u>\$ 10.2</u>	<u>\$ (0.2)</u>	(2.0%)
Change in net position	<u>\$ 24.6</u>	<u>\$ 30.1</u>	<u>\$ (5.5)</u>	(18.3%)

The change in net position of \$24.6 million for fiscal year 2018 represents a decrease of \$5.5 million over the fiscal year 2017 change of \$30.1 million. The decrease is primarily attributable to the reduction in TSRs, partially offset by the realized savings in bond interest.

Questions and inquiries may be directed to the Senior Director of Finance or the Senior Controller at Tobacco Settlement Authority, 1000 Second Avenue, Suite 2700, Seattle, WA 98104 or 206-464-7139.

**Tobacco Settlement Authority**  
**(A Component Unit of the State of Washington)**  
**Statements of Net Position**

	June 30,	
<b>ASSETS AND DEFERRED OUTFLOW OF RESOURCES</b>	2019	2018
CASH AND CASH EQUIVALENTS	\$ 36,685,134	\$ 36,745,871
TSR RECEIVABLE	16,301,725	16,410,696
PREPAID FEES AND INTEREST RECEIVABLE	92,105	57,068
TOTAL ASSETS	53,078,964	53,213,635
DEFERRED OUTFLOW OF RESOURCES		
Unamortized loss on refunded debt	1,516,474	1,964,493
TOTAL ASSETS AND DEFERRED OUTFLOW OF RESOURCES	\$ 54,595,438	\$ 55,178,128
<b>LIABILITIES, DEFERRED INFLOW OF RESOURCES, AND NET POSITON</b>		
ACCRUED INTEREST PAYABLE	\$ 644,131	\$ 641,714
ACCOUNTS PAYABLE AND OTHER LIABILITIES	7,878	12,969
BONDS PAYABLE		
Interest bonds	152,050,000	178,465,000
Unamortized bond premium	11,176,336	14,302,756
	163,226,336	192,767,756
TOTAL LIABILITIES	163,878,345	193,422,439
DEFERRED INFLOW OF RESOURCES		
Unamortized gain on refunded debt	1,076,101	1,355,851
TOTAL NET DEFICIT POSITION	(110,359,008)	(139,600,162)
TOTAL LIABILITIES, DEFERRED INFLOW OF RESOURCES, AND NET POSITION	\$ 54,595,438	\$ 55,178,128

**Tobacco Settlement Authority**  
**(A Component Unit of the State of Washington)**  
**Statements of Revenues, Expenses, and Changes in Net Position**

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	Years Ended June 30,	
	2019	2018
REVENUES		
Tobacco settlement revenues and other income	\$ 34,394,878	\$ 34,092,723
Interest income	1,030,947	516,548
	<u>35,425,825</u>	<u>34,609,271</u>
EXPENSES		
Interest on debt	9,137,737	11,190,624
Amortization of bond premium	(3,126,420)	(2,379,864)
Cost of issuance	-	1,082,631
General and administrative	173,354	101,594
	<u>6,184,671</u>	<u>9,994,985</u>
CHANGE IN NET POSITION	29,241,154	24,614,286
NET POSITION		
Beginning of year	<u>(139,600,162)</u>	<u>(164,214,448)</u>
End of year	<u>\$ (110,359,008)</u>	<u>\$ (139,600,162)</u>

**Tobacco Settlement Authority**  
**(A Component Unit of the State of Washington)**  
**Statements of Cash Flows**

	Years Ended June 30,	
	2019	2018
<b>OPERATING ACTIVITIES</b>		
Cash received from tobacco settlement and other revenues	\$ 34,503,850	\$ 35,640,558
Cash paid for bond program expenses	(115,120)	(1,129,931)
Cash paid for general and administrative expenses	(63,386)	(49,446)
Net cash provided by operating activities	34,325,344	34,461,181
<b>INVESTING ACTIVITIES</b>		
Cash received from interest income	995,972	484,187
<b>NONCAPITAL FINANCING ACTIVITIES</b>		
Proceeds from issuance of bonds	-	48,692,963
Principal repayment on bonds	(26,415,000)	(73,910,000)
Cash paid for bond interest expense	(8,967,053)	(10,888,310)
Net cash used for financing activities	(35,382,053)	(36,105,347)
<b>NET DECREASE IN CASH AND CASH EQUIVALENTS</b>	(60,737)	(1,159,979)
<b>CASH AND CASH EQUIVALENTS</b>		
Beginning of year	36,745,871	37,905,850
End of year	\$ 36,685,134	\$ 36,745,871
<b>RECONCILIATION OF OPERATING INCOME TO NET CASH PROVIDED BY OPERATING ACTIVITIES</b>		
Excess of revenues over expenses	\$ 29,241,154	\$ 24,614,286
Adjustments to reconcile operating income to net cash used in operating activities		
Amortization of bond premium	(3,126,420)	(2,379,864)
Amortization of loss on refunded debt	168,269	551,072
Cash paid for bond interest expense	8,967,053	10,888,311
Cash received from interest income	(995,972)	(484,187)
Changes in assets and liabilities		
(Increase) decrease in TSR receivable	108,972	1,545,677
Decrease in prepaid fees and other receivables	(35,036)	(30,171)
Increase (decrease) in accounts payable and other liabilities	(5,091)	(243,943)
Decrease in accrued interest payable	2,415	-
Net cash from operating activities	\$ 34,325,344	\$ 34,461,181

# **Tobacco Settlement Authority**

## **(A Component Unit of the State of Washington)**

### **Notes to Financial Statements**

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#### **Note 1 – Organization, Program Funds, and Description of Business**

The Tobacco Settlement Authority (the Authority) was formed in April 2002 pursuant to legislation enacted by the Washington State Legislature (RCW 43.340) and signed into law by Governor Gary Locke. It is a public instrumentality separate and distinct from the State. However, because the State appoints the governing body and is entitled to the resources of the Authority, the financial accountability criteria as defined by the Governmental Accounting Standards Board (GASB) have been met. As such, the Authority is presented as a blended component unit of the State in its Comprehensive Annual Financial Report (CAFR).

The Authority board consists of five directors, each appointed by the governor. The chair of the Authority serves at the pleasure of the governor while the remaining directors serve terms of four years from the date of their appointment.

The Authority was created to generate a one-time payment of \$450 million for the State of Washington (the State) in the 2002-2004 biennium by issuing bonds securitizing a portion of the future revenue stream available under the Master Settlement Agreement (MSA) among participating cigarette manufacturers and Settling States. The Settling States included the State of Washington, 45 other states and six other U.S. jurisdictions. In November 2002, \$517 million of bonds were issued and \$450 million was deposited by the Authority into the State general fund in exchange for acquiring a one-time payment of \$30 million at bond closing and 29.2% of the State's Tobacco Settlement Revenues (TSRs) received on or after July 1, 2003. The final maturity of the Series 2002 Bonds was 2032. On October 17, 2013, \$334,700,000 in refunding bonds were issued. The bond proceeds were used to currently refund all 2002 bonds. The structure of the Series 2013 Refunding Bonds provided a reduced interest rate with a final scheduled maturity in 2033. On June 20, 2018, \$46,630,000 in refunding bonds were issued. The proceeds were used to partially refund the Series 2013 Refunding Bonds, providing a further reduction in interest rate. The expected maturity of both series of the 2013 Refunding Bonds is 2023. For further information on the MSA, see Note 6.

Payment on the bonds is a sole obligation of the Authority and not an obligation of the State of Washington. Neither the faith and credit nor the taxing power of the State or any municipal corporation, subdivision or agency of the State is pledged to the payment of the bonds.

The Authority's financial operations are accounted for in two funds, the Restricted Bond Fund and General Operating Fund. The Restricted Bond Fund accounts for the receipt of the Authority's TSRs and of the payments related to servicing the bonds. The General Operating Fund accounts for the fiscal activities of the ongoing program administration responsibilities of the Authority. It is funded by draws, as necessary, from the TSRs used to repay the debt. The Authority's fiscal year begins on July 1 and ends on June 30.

Administrative and technical support for the Authority is provided by the Washington State Housing Finance Commission, which is reimbursed for its costs from the Authority's operating fund. Accounting and staff services are to be provided until the bonds are retired, see Note 4.

**Tobacco Settlement Authority**  
**(A Component Unit of the State of Washington)**  
**Notes to Financial Statements**

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**Note 2 – Summary of Significant Accounting Policies**

The financial statements of the Authority have been prepared in accordance with accounting principles generally accepted in the United States of America as applied to governmental units. GASB is the accepted standard-setting body for establishing governmental accounting and financial reporting principles. The Authority has applied all applicable GASB pronouncements.

The most significant of the Authority’s accounting policies are described below.

**Measurement focus and basis of accounting** – All program and general operating funds of the Authority are accounted for on a flow of economic resources measurement focus. With this measurement focus, all assets and deferred outflows and all liabilities and deferred inflows associated with the operation of these funds are included on the statement of net position. The statement of revenues, expenses and changes in net position for all funds present increases (e.g., revenues) and decreases (e.g., expenses) in net fund position. These funds utilize the accrual basis of accounting. Under this method, revenues are recorded when earned and expenses are recorded at the time liabilities and deferred inflows are incurred.

**Unclassified statement of net position** – The Authority’s business cycle is greater than one year. As such, all assets and liabilities as shown on the statement of net position are unclassified.

**Cash and cash equivalents** – Cash deposits held in the Restricted Bond Fund are held in the corporate trust department of a commercial bank (the Trustee) in the bond issue’s name. Cash deposits held by the General Operating Fund are entirely covered by Federal Depository Insurance Corporation (FDIC) or by collateral held in a multiple financial institution collateral pool administered by the Washington Public Deposit Protection Commission. Cash and cash equivalents by fund as of June 30, 2019 and 2018, are:

	2019	2018
Cash and cash equivalents		
Restricted Bond Fund	\$ 36,519,166	\$ 36,580,719
General Operating Fund	165,968	165,152
Total cash and cash equivalents	\$ 36,685,134	\$ 36,745,871

For purposes of the statement of cash flows, the Authority considers all highly liquid, interest-bearing instruments purchased with an original maturity of three months or less that are readily convertible to cash to be cash and cash equivalents.

**Investments** – The Authority’s Trustee holds all of the Authority’s investments in the name of the Authority, however there were no investments outstanding at June 30, 2019 or 2018.

# **Tobacco Settlement Authority**

## **(A Component Unit of the State of Washington)**

### **Notes to Financial Statements**

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#### **Note 2 – Summary of Significant Accounting Policies (continued)**

**Deferred outflow and inflow of resources** – In addition to assets and liabilities, the statement of net position, when applicable, will report a separate section for deferred outflow and inflow of resources. Deferred outflow of resources represents a consumption of net position that applies to a future period(s) and so will not be recognized as an outflow of resources (expense) until then. Similarly, deferred inflows represent the expected savings of net position that apply to future period(s). The excess of costs and the excess of savings incurred over the carrying value of bonds refunded on early extinguishment of debt is amortized, using the bonds outstanding method, over the shorter of the remaining life of the old bonds or the life of the new issue and recorded as a deferred outflow of resources.

**Unamortized bond discounts and premium** – Unamortized bond discounts and premiums are amortized using the bonds outstanding method over the expected life of the bonds.

**Bond issuance costs** – Bond issuance costs, including underwriter's discounts are expensed at issuance.

**Bonds payable** – Serial Bonds are stated at their principal amount outstanding, net of unamortized bond premium.

**Income taxes** – The Authority is exempt from federal income taxes under Internal Revenue Code Section 115(a) and accordingly, no provision for income taxes was made for the years ended June 30, 2019 and 2018.

**Tobacco settlement revenues** – The purchase and sale agreement between the Authority and the State of Washington conveyed the right to the first \$30 million of the TSRs for the fiscal year ended June 30, 2003, and 29.2% of the TSRs thereafter until all of the bonds are redeemed. They are to be deposited with the Authority's Bond Trustee and used in accordance with the bond indenture to redeem bonds and pay costs until such time as the bond and other obligations are fully paid.

The Authority has elected to continue recognition of its Purchase and Sale Agreement of Tobacco Assets on its previous transactions consistent with its treatment prior to the issuance of GASB Statement No. 48, *Sales and Pledges of Receivables and Future Revenues and Intra-Entity Transfers of Assets and Future Revenues* as allowed by the statement. Therefore, the Authority does not recognize a deferred inflow of resources related to the purchase of this future revenue stream from the State. The Authority recognizes TSRs as an asset and revenue based on the domestic shipment of cigarettes. The Authority estimates accrued TSRs that derive from sales of cigarettes from January 1 to June 30, according to the annual TSRs payment that are based on cigarette sales from the preceding calendar year and historical payment trends. TSRs recognized for 2019 and 2018 included an accrual of \$16,301,725 and \$16,410,696, respectively.

**Other fee income** – The Authority is entitled to receive operating funds each year from TSRs as outlined in the bond indenture. However, the Authority has the option to deliver an officer's certificate to the Trustee on or before April 15 of each year certifying changes to the amount of operating funds to be drawn. For fiscal years 2019 and 2018, the Authority delivered officer's certificates to the Trustee requesting operating funds of \$61,120 and \$19,300, respectively, be disbursed which were received by the Authority prior to the fiscal years' end.



**Tobacco Settlement Authority**  
**(A Component Unit of the State of Washington)**  
**Notes to Financial Statements**

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**Note 2 – Summary of Significant Accounting Policies (continued)**

**Use of estimates** – The preparation of the financial statements in accordance with accounting principles generally accepted in the United States of America (GAAP) requires management to make estimates and assumptions in determining the reported amounts of assets and liabilities, disclosure of contingent assets and liabilities as of the date of the financial statements and the reported amounts of revenues and expenses during the reporting period. Actual results may differ from those estimates.

**Net deficit position** – The net deficit position balances of \$110,359,008 at June 30, 2019, and \$139,600,162 at June 30, 2018, reflect unrestricted net deficit positions as defined by GASB Statement No. 34. This balance is comprised of amounts from two funds. The general operating fund has a net position balance of \$164,634 at June 30, 2019, and \$158,666 at June 30, 2018. The restricted bond fund has a net deficit balance of \$110,523,642 at June 30, 2019, and \$139,758,828 at June 30, 2018. Management believes that the present value of future TSRs allocated to the Authority approximates the net deficit position.

**Arbitrage rebate** – No arbitrage rebate is owed to the United States Treasury for the years ended June 30, 2019 and 2018.

**New accounting pronouncements** – In March 2018, the GASB issued Statement No. 88, *Certain Disclosures Related to Debt, including Direct Borrowings and Direct Placements*. The statement, effective for periods beginning after June 15, 2018, requires the Authority to separate and report directly (or privately) placed debt from all other debt in the notes to the financial statements, for all periods presented. It further requires additional disclosure about the debt, including terms specified in debt agreements related to significant events of default or termination events with finance-related consequences as well as significant subjective acceleration clauses. The Authority has no directly placed debt, therefore, there was no effect to the financial statements upon adoption of this standard.

**Note 3 – Investments**

**Bond issue investment policy** – The trust indenture for the bond issue outlines the permitted investments. Although all of the program funds must be used for program purposes, certain funds have been restricted for payment of debt service as required by the indenture.

**Operations investment policy** – The Authority can invest in nongovernmental investments including certificates of deposit, banker's acceptances and repurchase agreements.

In addition, the following governmental investments are eligible:

1. Treasury bills, notes and other obligations issued by the United States Department of the Treasury and backed by the full faith and credit of the U.S. government.
2. Federal Home Loan Bank notes and bonds.
3. Federal Land Bank bonds.

# **Tobacco Settlement Authority**

## **(A Component Unit of the State of Washington)**

### **Notes to Financial Statements**

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#### **Note 3 – Investments (continued)**

4. Federal National Mortgage Association notes, debentures and guaranteed certificates of participation.
5. The obligations of certain government-sponsored corporations whose obligations are eligible as collateral for advances to member banks as determined by the Board of Governors of the Federal Reserve System.
6. Shares of mutual funds with portfolios consisting of only U.S. government bonds or U.S. government guaranteed bonds issued by federal agencies with average maturities less than four years.

The Authority measures investments at fair value on a reoccurring basis and categorizes its fair value measurements within the fair value hierarchy established by generally accepted accounting principles. 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. However, as of the years ended June 30, 2019 and 2018, the Authority held no investments as all excess funds were held as cash and cash equivalents.

#### **Note 4 – Contracted Staff Services**

The Washington State Housing Finance Commission provides staff and other administrative services to the Authority. Total charges were \$33,854 and \$28,028 for the years ended June 30, 2019 and 2018, respectively. The Authority has no directly hired staff and as such has no pension obligations. The Authority had fees payable totaling \$7,850 and \$12,546 with the Washington State Housing Finance Commission at June 30, 2019 and 2018, respectively.

#### **Note 5 – Bonds Payable**

The bonds are limited obligations of the Authority, publicly traded, and payable solely from its TSRs received and due from the State secured by the purchase and sale agreement as described in Note 2, restricted investments, and undisbursed bond proceeds and the earnings thereon held under the indenture authorizing the bonds.

Default on Authority revenue bonds, including failure to pay, when due, any principal maturity, Sinking Fund installment or interest on any bond, could result in the principal and accrued interest of the outstanding bonds becoming due in full, providing the Trustee receives written consent of at least 25% of the bond owners prior to so declaring.

**Bond defeasance** – No bonds were defeased during the fiscal year ending June 30, 2019.

**Tobacco Settlement Authority**  
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**Notes to Financial Statements**

**Note 5 – Bonds Payable (continued)**

On June 20, 2018, the Authority issued Series 2018 Tobacco Settlement Refunding bonds of \$43,630,000 with an effective interest rate of 3.09%. The bond proceeds were used to refund \$47,645,000 of outstanding 2013 Tobacco Settlement Authority Bonds. As a result of the current refunding, the Authority reduced its total debt service requirements by \$17,548,768, which resulted in an economic gain (the difference between the present value of the debt service payments on the old and new debt) of \$8,655,545.

As of June 30, 2019, the Authority had outstanding bonds of approximately \$152.1 million. The bonds bear interest rates ranging from 5.00% to 5.25% and mature in varying amounts through 2033. Future principal and interest requirements are shown in the following table.

Years Ending June 30,	Principal Redemptions	Interest Requirements	Total
2020	\$ 13,970,000	\$ 7,729,562	\$ 21,699,562
2021	13,880,000	7,031,062	20,911,062
2022	25,110,000	6,337,062	31,447,062
2023	26,735,000	5,081,562	31,816,562
2024	21,530,000	3,744,813	25,274,813
2025-2029	-	13,341,563	13,341,563
2030-2033	50,825,000	6,837,338	57,662,338
	<u>\$ 152,050,000</u>	<u>\$ 50,102,962</u>	<u>\$ 202,152,962</u>

Changes in bonds outstanding during the fiscal year ended June 30, 2019, are summarized in the following table:

Balance at June 30, 2018	Issued	Redeemed	Balance at June 30, 2019
\$ 178,465,000	-	\$ 26,415,000	\$ 152,050,000

**Note 6 – Master Settlement Agreement and Tobacco Settlement Revenues**

The Master Settlement Agreement is a tobacco industry-wide settlement of litigation between the Settling States and the Original Participating Manufacturers and was entered into by the parties on November 23, 1998. Tobacco Settlement Revenues consist of the amounts to be received under the terms of the Master Settlement Agreement.

The MSA requires annual payments by the four largest tobacco companies to the Settling States; up to \$206 billion was to be received during the first 25 years of the agreement. The State of Washington was initially scheduled to receive approximately \$4 billion during the first 25 years.

# **Tobacco Settlement Authority**

## **(A Component Unit of the State of Washington)**

### **Notes to Financial Statements**

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#### **Note 6 – Master Settlement Agreement and Tobacco Settlement Revenues (continued)**

Management believes that the present value of the amount of TSRs that will be collected by the Authority over time is \$110,359,008, an amount equal to the net deficit position. However, prior to GASB 48, which was effective for years beginning on or after December 15, 2006, accounting principles generally accepted in the United States of America did not allow these future revenues to be recorded in the financial statements. As such, the only TSRs receivable recorded in the accompanying financial statements are those estimated to accrue due to cigarette shipments from January 1 to June 30, 2019, and January 1 to June 30, 2018.

#### **Note 7 – Contingencies**

Certain parties, including smokers, smokers' rights organizations, consumer groups, cigarette manufacturers, cigarette importers, cigarette distributors, Native American tribes, taxpayers, taxpayers' groups and other parties have filed actions against some, and in certain cases all, of the signatories to the MSA, alleging, among other things, that the MSA and related legislation including the Settling States' Qualifying Statutes, Allocable Share Release Amendments and Complementary Legislation as well as other legislation such as "Contraband Statutes" are void or unenforceable under certain provisions of law, such as the U.S. Constitution, state constitutions, federal antitrust laws, state consumer protection laws, bankruptcy laws, federal cigarette advertising and labeling law, and unfair competition laws. Certain of the lawsuits further sought, among other relief, an injunction against one or more of the Settling States from collecting any moneys under the MSA and barring the Participating Manufacturers from collecting cigarette price increases related to the MSA. In addition, class action lawsuits have been filed in several federal and state courts alleging that under the federal Medicaid law, any amount of tobacco settlement funds that the Settling States receive in excess of what they paid through the Medicaid program to treat tobacco-related diseases should be paid directly to Medicaid recipients.

In addition, class action lawsuits have been filed in several federal and state courts alleging that under the federal Medicaid law, any amount of tobacco settlement funds that the Settling States receive in excess of what they paid through the Medicaid program to treat tobacco-related diseases should be paid directly to Medicaid recipients. To date, no such lawsuits have been successful. The enforcement of the terms of the MSA may, however, continue to be challenged in the future. In the event of an adverse court ruling, the Authority may not have adequate financial resources to make payment on its outstanding bonds.

Members of the Authority's board of directors and persons acting on the Authority's behalf, while acting within the scope of their duties or employment, shall not be subject to any personal liability resulting from carrying out the powers and duties conferred on them, and shall have the indemnification rights under the provisions of the Authority's Public Officials and Employees Liability insurance policy.

## **Supplemental Information**

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**Tobacco Settlement Authority**  
**(A Component Unit of the State of Washington)**  
**Schedule of Program Net Position**

ASSETS AND DEFERRED OUTFLOW OF RESOURCES	Restricted Bond Fund	General Operating Fund	June 30,	
			2019	2018
CASH AND CASH EQUIVALENTS	\$ 36,519,166	\$ 165,968	\$ 36,685,134	\$ 36,745,871
TSR RECEIVABLE	16,301,725	-	16,301,725	16,410,696
PREPAID FEES AND INTEREST RECEIVABLE	85,561	6,544	92,105	57,068
TOTAL ASSETS	52,906,452	172,512	53,078,964	53,213,635
DEFERRED OUTFLOW OF RESOURCES				
Unamortized loss on refunded debt	1,516,474	-	1,516,474	1,964,493
TOTAL ASSETS AND DEFERRED OUTFLOW OF RESOURCES	\$ 54,422,926	\$ 172,512	\$ 54,595,438	\$ 55,178,128
<b>LIABILITIES, DEFERRED INFLOW OF RESOURCES, AND NET POSITION</b>				
ACCRUED INTEREST PAYABLE	\$ 644,131	\$ -	\$ 644,131	\$ 641,714
ACCOUNTS PAYABLE AND OTHER LIABILITIES	-	7,878	7,878	12,969
BONDS PAYABLE				
Interest bonds	152,050,000	-	152,050,000	178,465,000
Unamortized bond premium	11,176,336	-	11,176,336	14,302,756
	163,226,336	-	163,226,336	192,767,756
TOTAL LIABILITIES	163,870,467	7,878	163,878,345	193,422,439
DEFERRED INFLOW OF RESOURCES				
Unamortized Gain on refunded debt	1,076,101	-	1,076,101	1,355,851
TOTAL NET DEFICIT POSITION	(110,523,642)	164,634	(110,359,008)	(139,600,162)
TOTAL LIABILITIES, DEFERRED INFLOW OF RESOURCES AND NET POSITION	\$ 54,422,926	\$ 172,512	\$ 54,595,438	\$ 55,178,128

**Tobacco Settlement Authority**  
**(A Component Unit of the State of Washington)**  
**Schedule of Program Revenues, Expenses, and Changes in Program Net Position**

	Restricted Bond Fund	General Operating Fund	Years Ended June 30,	
			2019	2018
<b>REVENUES</b>				
Tobacco settlement revenues and other income	\$ 34,333,758	\$ 61,120	\$ 34,394,878	\$ 34,092,723
Interest income	1,027,865	3,082	1,030,947	516,548
	<u>35,361,623</u>	<u>64,202</u>	<u>35,425,825</u>	<u>34,609,271</u>
<b>EXPENSES</b>				
Interest on debt	9,137,737	-	9,137,737	11,190,624
Cost of issuance	-	-	-	1,082,631
Amortization of bond premium	(3,126,420)	-	(3,126,420)	(2,379,864)
General and administrative	115,120	58,234	173,354	101,594
	<u>6,126,437</u>	<u>58,234</u>	<u>6,184,671</u>	<u>9,994,985</u>
<b>CHANGE IN NET POSITION</b>	29,235,186	5,968	29,241,154	24,614,286
Beginning of year	<u>(139,758,828)</u>	<u>158,666</u>	<u>(139,600,162)</u>	<u>(164,214,448)</u>
End of year	<u>\$ (110,523,642)</u>	<u>\$ 164,634</u>	<u>\$ (110,359,008)</u>	<u>\$ (139,600,162)</u>

**Tobacco Settlement Authority**  
**(A Component Unit of the State of Washington)**  
**Schedule of Program Cash Flows**

	Restricted Bond Fund	General Operating Fund	Years Ended June 30,	
			2019	2018
<b>OPERATING ACTIVITIES</b>				
Cash received from tobacco settlement and other revenues	\$ 34,442,730	\$ 61,120	\$ 34,503,850	\$ 35,640,558
Cash paid for bond program expenses	(115,120)	-	(115,120)	(1,129,931)
Cash paid for general and administrative expenses	-	(63,386)	(63,386)	(49,446)
Net cash provided by (used for) operating activities	<u>34,327,610</u>	<u>(2,266)</u>	<u>34,325,344</u>	<u>34,461,181</u>
<b>INVESTING ACTIVITIES</b>				
Cash received from interest income	<u>992,890</u>	<u>3,082</u>	<u>995,972</u>	<u>484,187</u>
<b>NONCAPITAL FINANCING ACTIVITIES</b>				
Proceeds from issuance of bonds	-	-	-	48,692,963
Principal repayment on bonds	(26,415,000)	-	(26,415,000)	(73,910,000)
Cash paid for bond interest expense	<u>(8,967,053)</u>	<u>-</u>	<u>(8,967,053)</u>	<u>(10,888,310)</u>
Net cash provided by (used for) financing activities	<u>(35,382,053)</u>	<u>-</u>	<u>(35,382,053)</u>	<u>(36,105,347)</u>
<b>NET (DECREASE) INCREASE IN CASH AND CASH EQUIVALENTS</b>	<b>(61,553)</b>	<b>816</b>	<b>(60,737)</b>	<b>(1,159,979)</b>
<b>CASH AND CASH EQUIVALENTS</b>				
Beginning of year	<u>36,580,719</u>	<u>165,152</u>	<u>36,745,871</u>	<u>37,905,850</u>
End of year	<u>\$ 36,519,166</u>	<u>\$ 165,968</u>	<u>\$ 36,685,134</u>	<u>\$ 36,745,871</u>
<b>RECONCILIATION OF OPERATING INCOME TO NET CASH PROVIDED BY (USED FOR) OPERATING ACTIVITIES</b>				
Excess of revenues over expenses	\$ 29,235,186	\$ 5,968	\$ 29,241,154	\$ 24,614,286
Adjustments to reconcile operating income to net cash provided by (used for) operating activities				
Amortization of bond premium	(3,126,420)	-	(3,126,420)	(2,379,864)
Amortization of loss on refunded debt	168,269	-	168,269	551,072
Cash paid for bond interest expense	8,967,053	-	8,967,053	10,888,311
Cash received from interest income	(992,890)	(3,082)	(995,972)	(484,187)
Changes in assets and liabilities				
(Increase) decrease in TSR receivable	108,972	-	108,972	1,545,677
(Increase) decrease in prepaid fees and other receivables	(34,975)	(61)	(35,036)	(30,171)
Increase (decrease) in accounts payable and other liabilities	-	(5,091)	(5,091)	(243,943)
Decrease in accrued interest payable	<u>2,415</u>	<u>-</u>	<u>2,415</u>	<u>-</u>
Net cash provided by (used for) operating activities	<u>\$ 34,327,610</u>	<u>\$ (2,266)</u>	<u>\$ 34,325,344</u>	<u>\$ 34,461,181</u>



