



Town of Garden City, Colorado

Financial Statements and Supplementary Information

For the Year Ended December 31, 2019



Town of Garden City, Colorado

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Independent Auditor's Report

Honorable Mayor and Members of the Town Board of Trustees
Town of Garden City, Colorado

We have audited the accompanying financial statements of the governmental activities, each major fund and the aggregate remaining fund information of the Town of Garden City, Colorado (the "Town"), as of and for the year ended December 31, 2019, and the related notes to the financial statements, which collectively comprise the Town'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 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 opinions on these financial statements based on our audit. We conducted our audit in accordance with auditing standards generally accepted in the United States of America. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free from material misstatement.

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the financial statements. The procedures selected depend on the 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 opinions.

Opinions

In our opinion, the basic financial statements referred to above present fairly, in all material respects, the respective financial position of the governmental activities, each major fund and aggregate remaining fund information of the Town of Garden City, Colorado as of December 31, 2019, and the respective changes in financial position for the year then ended in accordance with accounting principles generally accepted in the United States of America.

Emphasis of a Matter

The COVID-19 outbreak in 2020 (see Note 9) has caused business disruption in a variety of industries, markets and geographic regions, which has resulted in considerable uncertainty as to the financial impact and duration, which cannot be reasonably estimated at this time. Our opinion is not modified with respect to this matter.



Other Matters

Required Supplementary Information

Accounting principles generally accepted in the United States of America require that the management's discussion and analysis on pages 3 through 11, the budgetary comparison information for the General Fund on page 33 and the schedules required for pensions on pages 34 and 35 be presented to supplement the basic financial statements. Such information, although not a part of the basic financial statements, is required by the Governmental Accounting Standards Board who considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic, or historical context. We have applied certain limited procedures to the required supplementary information in accordance with auditing standards generally accepted in the United States of America, which consisted of inquiries of management about the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We do not express an opinion or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.

Other Supplementary Information

Our audit was conducted for the purpose of forming opinions on the financial statements that collectively comprise the Town of Garden City, Colorado's basic financial statements. The budgetary comparison information on pages 36 and 37 and the Local Highway Finance Report on pages 38 and 39 are presented for purposes of additional analysis and are not a required part of the basic financial statements. The budgetary comparison information and Local Highway Finance Report are the responsibility of management and were derived from and relate directly to the underlying accounting and other records used to prepare the financial statements. Such 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 budgetary comparison information and Local Highway Finance Report information is fairly stated in all material respects in relation to the financial statements as a whole.

ACM LLP

Greeley, Colorado
August 28, 2020

**Town of Garden City
Management's Discussion and Analysis
For the Year Ended December 31, 2019**

This section of the annual financial report offers readers of the financial statements of the Town of Garden City, Colorado (the "Town") management's discussion and analysis of the Town's financial performance during the year ended December 31, 2019. We encourage readers to consider the information presented here in conjunction with additional information furnished in the Town's financial statements, which immediately follow this section.

Background Information

The Town was incorporated in 1938. The Town has three basic funds; the General, Conservation Trust and Capital Improvement Funds.

On November 7, 1995, (retroactive to January 1, 1994,) the Town Board asked the taxpayers to remove the Taxpayers Bill of Rights ("TABOR") limits that were imposed on the Town in 1992.

Financial Highlights

- The Town's total net position increased \$1,277,715, or 15.8 percent during 2019.
- General revenues accounted for \$2,234,658 or 92 percent of all revenues earned during 2019. The Town had \$181,542 in program specific revenues in the form of charges for services and operating grants and contributions during 2019.
- The Town had \$1,138,485 in expenses related to governmental activities, of which only \$181,542 were offset by program specific charges for services and operating grants. Sales taxes, property and specific ownership taxes of \$2,193,472, other revenues of \$41,186 net of a loss on disposal of capital assets of \$5,065 were adequate to provide for all other governmental activities.
- The Town expended \$561,931 on capital assets during 2019. See the capital assets section of this management's discussion and analysis for more information.
- The Town had no outstanding debt at December 31, 2019.

Overview of the Financial Statements

This annual financial report consists of three parts: management's discussion and analysis, the basic financial statements, and required and other supplementary information. The basic financial statements include two kinds of statements that present different views of the Town.

- The first two statements are government-wide financial statements that provide both short-term and long-term information about the Town's overall financial status.
- The remaining statements are fund financial statements that focus on individual funds of the Town, reporting the Town's operations in more detail than the Town's government-wide statements.
- The governmental fund statements tell how basic governmental services were financed in the short-term as well as what remains for future spending.

The financial statements also include notes that explain some of the information in the statements and provide more detailed data. The statements are followed by a section of required and other supplementary information that further explains and supports the financial statements with a comparison of the Town's budget versus actual expenditures for the year.

**Town of Garden City
Management's Discussion and Analysis
For the Year Ended December 31, 2019**

Detailed in the following diagram are how the various parts of this annual report are arranged and relate to one another.

**Table 1
Organization of Town's Annual Financial Report**

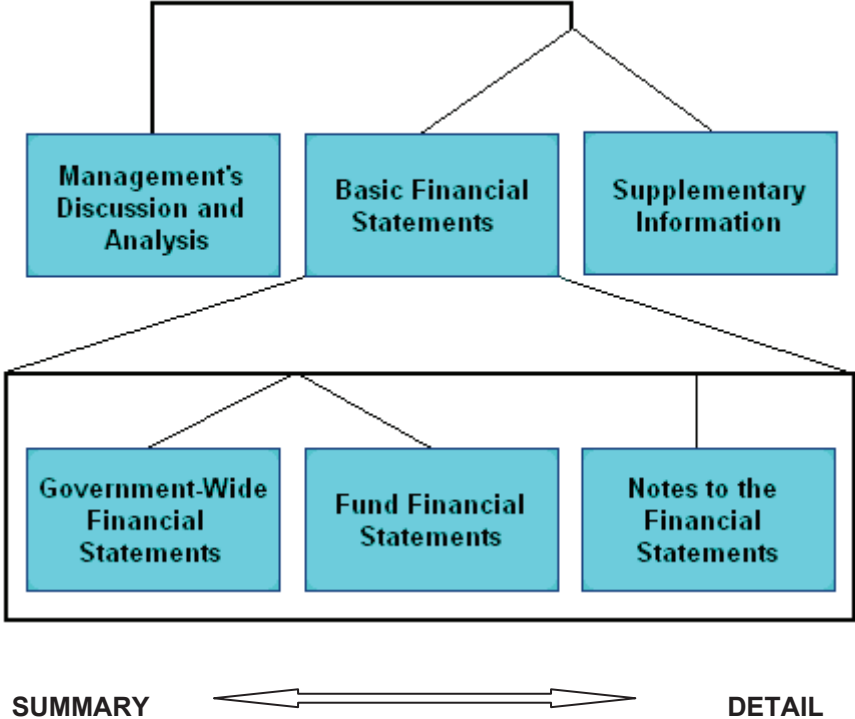


Table 2, displayed on the following page, summarizes the major features of the Town's financial statements, including the portion of the Town's activities they cover and the types of information they contain. The remainder of this overview section of management's discussion and analysis highlights the structure and contents of each of the two types of financial statements, government-wide and fund financial statements, found in the basic financial statements.

**Town of Garden City
Management's Discussion and Analysis
For the Year Ended December 31, 2019**

**Table 2
Major Features of the Government-wide Financial Statements and Fund Financial Statements**

	Government-wide Financial Statements	Fund Financial Statements Governmental Funds
Scope	Entire Town	The activities of the Town that are not proprietary or fiduciary.
Required financial statements	Statement of Net Position Statement of Activities	Balance Sheet Statement of Revenues, Expenditures and Changes in Fund Balances
Accounting basis and measurement focus	Accrual basis accounting and economic resources measurement focus	Modified accrual basis accounting and current financial resources measurement focus
Type of asset/liability information	All assets, deferred outflows of resources, liabilities and deferred inflows of resources, both financial and capital, short-term and long-term	Generally, assets and deferred outflows of resources expected to be used up and liabilities and deferred inflows of resources that come due during the year or soon thereafter; no capital assets or long-term liabilities included
Type of inflow/outflow information	All revenues and expenses during year, regardless of when cash is received or paid	Revenues for which cash is received during or soon after the end of the year; expenditures when goods or services have been received and the related liability is due and payable

**Town of Garden City
Management's Discussion and Analysis
For the Year Ended December 31, 2019**

Government-Wide Statements

The Town's financial statements are designed to provide readers a broad overview of the Town's finances, in a manner similar to a private-sector business. These statements provide both short-term and long-term information about the Town's overall financial status.

The statement of net position presents information on all of the Town's assets, deferred outflows of resources, liabilities and deferred inflows of resources, with the difference between these categories reported as net position. Over time, increases or decreases in net position may serve as a useful indicator of whether the financial position of the Town is improving or deteriorating. To assess the Town's overall health, you need to consider additional non-financial factors, such as the condition of buildings and equipment.

The statement of activities presents information showing how the government's net position changed during the most recent fiscal year. All changes in net position are reported as soon as the underlying event giving rise to the change occurs, regardless of the timing of related cash flows. Thus, revenues and expenses are reported in this statement for some items that will only result in cash flow in future fiscal periods.

Both of the Town's financial statements distinguish functions of the Town that are principally supported by taxes and intergovernmental revenues (governmental activities) from other functions that are intended to recover all or a significant portion of their costs through user fees and charges for services (business-type activities). Included in governmental activities are most of the Town's basic services such as general government, public safety, and public works. There are no business-type activities in the Town.

The basic Town's government-wide financial statements can be found on pages 12 and 13 of this report.

Fund Financial Statements

The fund financial statements provide more detailed information about the Town's funds, focusing on its most significant or major funds, not the Town as a whole. Funds are accounting devices the Town uses to keep track of specific sources of funding and spending on particular programs. The Town has only governmental funds.

Governmental funds: All of the Town's basic services are included in governmental funds, which generally focus on (1) inflows and outflows of cash and other financial assets and (2) balances remaining at year-end which are available for spending. Consequently, the governmental fund statements provide a detailed short-term view that helps determine financial resources that may be available in the near term to finance the Town's programs. Because this information does not encompass the long-term focus of the Town's statements, a reconciling schedule is included on the governmental funds statements explaining the relationship (or difference) between them.

The Town maintains three individual governmental funds. Information is presented separately in the governmental fund balance sheets and in the governmental fund statements of revenues, expenditures and changes in fund balances for the governmental funds. The General and Capital Improvement funds are considered major funds of the Town.

The basic governmental fund financial statements can be found on pages 14 through 17 of this report.

Notes to the Financial Statements

The notes provide additional information that is essential to a full understanding of the data provided in the Town and fund financial statements. The notes to the financial statements can be found on pages 18 through 32 of this report.

Other Information

In addition to the basic financial statements and accompanying notes, this report also presents certain required and other supplementary information.

**Town of Garden City
Management's Discussion and Analysis
For the Year Ended December 31, 2019**

Financial Analysis of the District as a Whole

Net Position and Changes in Net Position

The Town's combined net position was higher on December 31, 2019, than it was the year before, increasing 15.8 percent to \$9,341,158. Table 3 provides a summary of the Town's net position at December 31, 2019 and 2018.

**Table 3
Condensed Statement of Net Position**

<u>December 31,</u>	<u>2018</u>	<u>2019</u>
Assets		
Current assets	\$ 3,313,183	\$4,180,609
Capital assets, net of accumulated depreciation	<u>4,934,031</u>	<u>5,236,402</u>
Total assets	<u>8,247,214</u>	<u>9,417,011</u>
Deferred outflows of resources relating to pensions	<u>0</u>	<u>130,430</u>
Liabilities		
Current liabilities	63,948	43,211
Non-current liabilities		
Accrued Compensated Absences	28,103	12,811
Net Pension Liability	<u> </u>	<u>37,516</u>
Total liabilities	<u>92,051</u>	<u>93,538</u>
Deferred inflows of resources		
Unearned Revenue	91,720	83,992
Deferred inflows of resources relating to pension	<u> </u>	<u>28,753</u>
Total Deferred Inflows of Resources	<u>91,720</u>	<u>112,745</u>
Net position		
Net investment in capital assets	4,934,031	5,236,402
Restricted	70,981	73,819
Unrestricted	<u>3,058,431</u>	<u>4,030,937</u>
Total net position	<u>\$ 8,063,443</u>	<u>9,341,158</u>

Table 4, on the next page, provides a summary of the changes in net position. Following Table 4 is a specific discussion related to overall revenues and expenses.

**Town of Garden City
Management's Discussion and Analysis
For the Year Ended December 31, 2019**

**Table 4
Changes in Net Position from Operating Results**

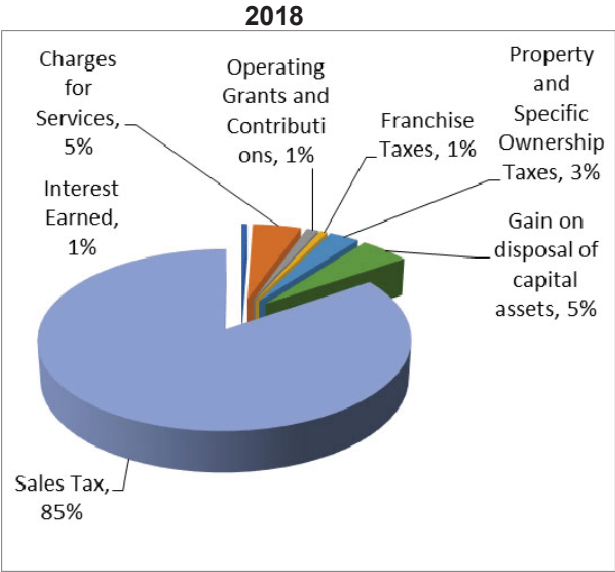
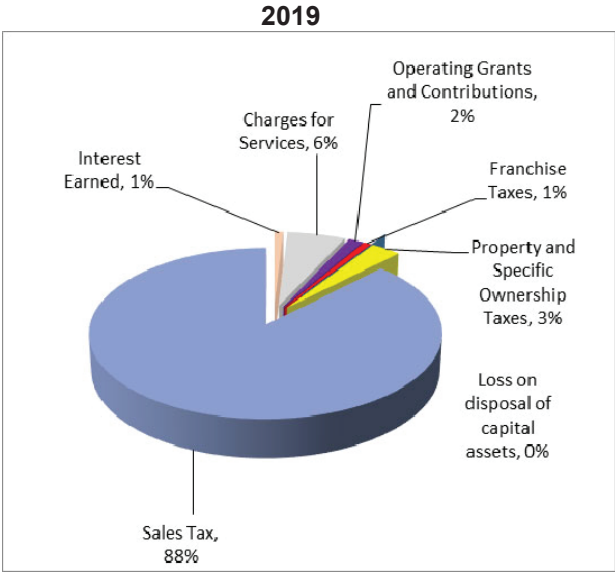
<u>Years ended December 31,</u>	<u>2018</u>	<u>2019</u>
Revenues		
Program revenues		
Charges for services	\$ 118,451	\$ 144,982
Operating grants and contributions	29,660	36,560
General revenues		
Property and specific ownership taxes	74,018	74,753
Sales taxes	2,066,694	2,118,719
Franchise taxes	18,073	18,624
Gain on disposal of capital assets	(123,213)	(0)
Earnings on investments	14,389	22,203
Miscellaneous	951	359
Total revenues	<u>2,199,023</u>	<u>2,416,200</u>
Expenses		
General government	514,425	425,531
Public safety	423,277	385,023
Public works	124,861	318,651
Culture, parks and recreation	8,929	9,280
Total expenses	<u>1,071,492</u>	<u>1,138,485</u>
Increase in net position	<u>\$ 1,127,531</u>	<u>\$ 1,277,715</u>

Program revenues account for 7.5 cents for every dollar generated. Sales, property and specific ownership taxes account for most of the Town's revenue, contributing about 87.7 cents for every dollar raised. The remaining 4.8 cents came from franchise taxes, earnings on investments, and miscellaneous sources.

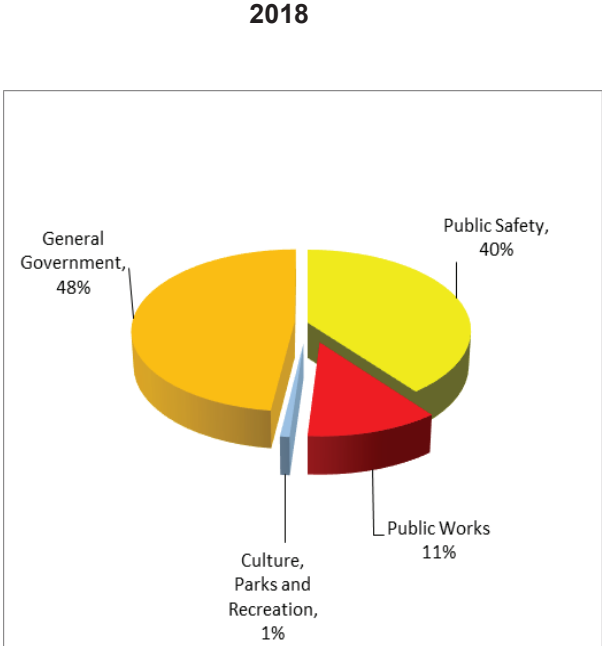
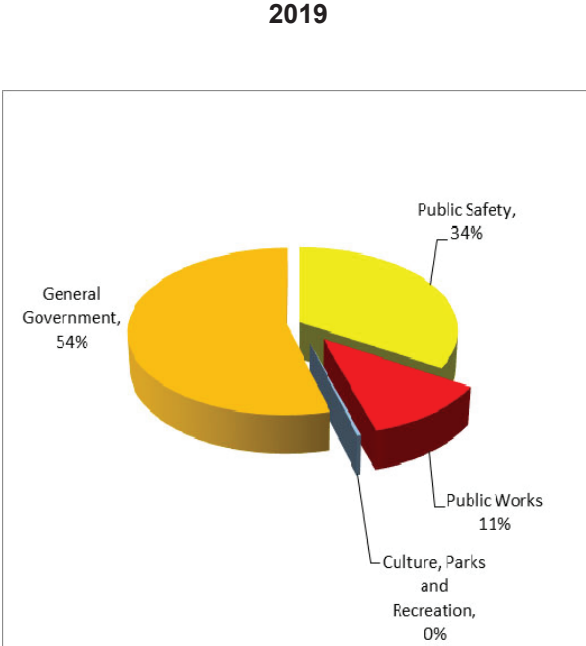
The Town's expenses predominantly relate to police protection, property maintenance, and general government administration. Given that the Town is a service organization providing basic government services the majority of the expenses are for salaries and benefits, police protection and related public safety costs, insurance, street improvements and maintenance, utilities and professional services.

**Town of Garden City
Management's Discussion and Analysis
For the Year Ended December 31, 2019**

**Table 5
Sources of Revenues for the Fiscal Year**



**Table 6
Expenses for the Fiscal Year**



**Town of Garden City
Management's Discussion and Analysis
For the Year Ended December 31, 2019**

The statement of activities shows the cost of program services and the related charges for services and grants and contributions offsetting those costs. Table 7 reflects each program's total cost and net cost of services. That is, it identifies the cost of these services supported by unrestricted property taxes, together with all other revenue sources.

**Table 7
Net Cost of Governmental Activities**

	Total Cost of Services	Net Cost of Services
General government	\$ 425,531	\$ 425,531
Public safety	385,023	312,172
Public works	318,651	212,779
Culture, parks and recreation	9,280	6,461
Total	\$ 1,138,485	856,943

Financial Analysis of Town Funds

Governmental Activities

The increase in fund balances for the governmental funds was \$895,891 during 2019.

As reflected on the reconciliation of governmental funds revenues and expenditures to the government-wide statement of activities on page 17, the net difference between capital outlay and depreciation expense was \$254,495 for 2019.

General Fund

The General Fund was established and is continually funded to provide for the daily activities, salaries, expenses, and operating costs of the Town. This fund provides for functional areas of the organization - general administration, public safety, public works, and parks and recreation. The General Fund also provides for such other items as insurance, utilities, and other costs the Town incurs. The primary funding source for the General Fund is sales tax and taxation of real property. Other sources of income for the general fund include earnings on investments, charges for services and other miscellaneous sources. The primary projects or program efforts for establishing needed funding during 2019 were:

1. Public safety services;
2. Street improvements and maintenance;
3. Normal operational costs of the Town.

General Fund Budgetary Highlights

The Town's budget is prepared according to Colorado law and is based on accounting for certain transactions on a basis of cash receipts and disbursements. The Town's final budget for the General Fund anticipated that revenues would exceed expenses by \$554,259. The actual results for the year show revenues exceeding expenses by \$869,701 because revenues were more than budgeted and expenses were less.

**Town of Garden City
Management's Discussion and Analysis
For the Year Ended December 31, 2019**

It should be noted that the Town's budget format is designed to establish and monitor divisional functions of the Town's operations to more closely align expenses with the areas of responsibility. These divisions are set up as cost centers for accountability in each of the following areas:

- General Government
- Public Safety
- Public Works
- Culture, Parks and Recreation
- Capital Outlay

The Town must maintain a 3% emergency reserve as a part of the TABOR Amendment (Taxpayer Bill of Rights). At December 31, 2019, the Town's TABOR restriction amounted to \$72,486.

Capital Assets and Debt Administration

Capital Assets

By the end of 2019, the Town had invested \$5,236,402 (net of accumulated depreciation) in a broad range of capital assets, including land, building, equipment, street and drainage improvements, and vehicles (See Table 8). During 2019, the Town invested \$561,931, in capital assets and depreciation was \$254,495.

**Table 8
Capital Assets (Net of Depreciation)**

	Governmental Activities	
	2018	2019
Land	\$ 131,688	\$ 131,688
Construction in progress	-	-
Building	924,552	1,364,858
Equipment	5,518	4,138
Streets and drainage improvements	3,774,112	3,613,034
Vehicle	98,161	122,684
Total	\$ 4,934,031	\$ 5,236,402

Long-Term Debt

During 2019, the Town did not issue any new debt and had no outstanding long-term debt at December 31, 2019.

Factors Bearing on the Town's Future

At the time these financial statements were prepared and audited, the Town was aware of the following circumstances that could significantly affect its financial health in the future:

The Town's budget for 2019 budgets general property tax revenue of \$70,642 (based on an assessed valuation for the Town of \$8,395,520 and a mill levy of 8.414 mills) with a budget of \$1,194,804 in the General Fund for expenditures during 2019.

Contacting the Town's Financial Management

This financial report is designed to provide the Town's citizens, taxpayers, investors, and creditors with a general overview of the Town's finances and to demonstrate the Town's accountability for the money it receives. If you have questions about this report or need additional financial information, contact the Town of Garden City at 621 27th Street Road, Garden City, Colorado 80631-8466.

Basic Financial Statements

Town of Garden City, Colorado

Statement of Net Position

December 31, 2019

	Governmental Activities
Assets	
Cash and cash equivalents	\$ 2,722,417
Certificates of deposit	1,200,374
Receivables	257,818
Capital assets	
Nondepreciable	131,688
Depreciable, net of accumulated depreciation	5,104,714
Total assets	9,417,011
Deferred outflows of resources	
Deferred outflows of resources relating to pensions	130,430
Liabilities	
Accounts payable	43,211
Non-current liabilities:	
Accrued compensated absences	12,811
Net pension liability	37,516
Total liabilities	93,538
Deferred inflows of resources	
Unearned revenue	83,992
Deferred inflows of resources relating to pension	28,753
Total Deferred Inflows of Resources	112,745
Net Position	
Net investment in capital assets	5,236,402
Restricted for:	
Emergencies	72,486
Parks and recreation	1,333
Unrestricted	4,030,937
Total net position	\$ 9,341,158

The accompanying notes are an integral part of these financial statements.

Town of Garden City, Colorado
Statement of Activities
Year Ended December 31, 2019

	Expenses	Program Revenues		Net Revenue (Expense) and Change in Net Position
		Charges for Services	Operating Grants and Contributions	
Functions/programs				
Governmental activities				
General government	\$ 457,814	\$ -	\$ -	\$ (457,814)
Public safety	385,023	72,851	-	(312,172)
Public works	286,368	72,131	33,741	(180,496)
Culture, parks and recreation	9,280	-	2,819	(6,461)
Total governmental activities/primary government	\$ 1,138,485	\$ 144,982	\$ 36,560	\$ (956,943)
General revenues				
Property taxes levied for:				
General purposes				70,048
Specific ownership taxes				4,705
Sales tax				2,118,719
Franchise tax				18,624
Earnings on investments				22,203
Miscellaneous				359
Total general revenues				2,234,658
Change in net position				1,277,715
Net position at beginning of year				8,063,443
Net position at ending of year				\$ 9,341,158

The accompanying notes are an integral part of these financial statements.

Town of Garden City, Colorado
Balance Sheet
Governmental Funds
December 31, 2019

	General Fund	Capital Improvement Fund	Conservation Trust Fund (Nonmajor)	Total Governmental Funds
Assets				
Cash and cash equivalents	\$ 2,679,034	\$ 42,050	\$ 1,333	\$ 2,722,417
Certificates of deposit	1,200,374	-	-	1,200,374
Property taxes receivable	70,642	-	-	70,642
Other receivables	187,176	-	-	187,176
Due from other funds	-	11,982	-	11,982
Total assets	\$ 4,137,226	\$ 54,032	\$ 1,333	\$ 4,192,591
Liabilities, deferred inflows of resources and fund balance				
Liabilities				
Accounts payable	\$ 43,211	\$ -	\$ -	\$ 43,211
Due to other funds	11,982	-	-	11,982
Total liabilities	55,193	-	-	55,193
Deferred inflows of resources				
Unearned revenue	83,992	-	-	83,992
Total deferred inflows of resources	83,992	-	-	83,992
Fund balances				
Restricted for emergencies	72,486	-	-	72,486
Restricted for parks and recreation	-	-	1,333	1,333
Committed for capital projects	-	54,032	-	54,032
Unassigned	3,925,555	-	-	3,925,555
Total fund balances	3,998,041	54,032	1,333	4,053,406
Total liabilities, deferred inflows of resources and fund balance	\$ 4,137,226	\$ 54,032	\$ 1,333	\$ 4,192,591

The accompanying notes are an integral part of these financial statements.

Town of Garden City, Colorado
Reconciliation of Governmental Funds Balance Sheet with
the Government-wide Statement of Net Position

December 31, 2019

Amounts reported for governmental activities in the statement of net position are different because:

Total fund balances - governmental funds		\$ 4,053,406
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Capital assets used in governmental activities are not current financial resources, and therefore, are not reported as assets in the governmental fund financial statements.

Capital assets	\$ 7,083,554	
Accumulated depreciation	<u>(1,847,152)</u>	5,236,402

Accrued compensated absences are not due and payable from current financial resources, and therefore, are not reported as liabilities in the governmental fund financial statements.	(12,811)
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Pension liability and related deferred inflows and deferred outflows of resources are not current financial resources and, therefore, are not reported in the fund financial statements.

Net pension liability	\$ (37,516)	
Deferred outflows of resources relating to pensions	130,430	
Deferred inflows of resources relating to pensions	(28,753)	64,161

Total net position - governmental activities		\$ 9,341,158
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The accompanying notes are an integral part of these financial statements.

Town of Garden City, Colorado
Statement of Revenues, Expenditures and Changes in Fund Balances
Governmental Funds
Year Ended December 31, 2019

	General Fund	Capital Improvement Fund	Conservation Trust Fund (Nonmajor)	Total Governmental Funds
Revenues				
Taxes	\$ 1,682,711	\$ 529,385	\$ -	\$ 2,212,096
Intergovernmental	33,741	-	2,819	36,560
Earnings on investments	22,203	-	-	22,203
Fines and forfeitures	72,851	-	-	72,851
Licenses and permits	72,131	-	-	72,131
Miscellaneous	359	-	-	359
Total revenues	1,883,996	529,385	2,819	2,416,200
Expenditures				
Current				
General government	448,652	-	-	448,652
Public safety	385,023	-	-	385,023
Public works	84,927	-	-	84,927
Culture, parks and recreation	3,974	-	-	3,974
Capital outlay	91,619	510,914	-	602,533
Total expenditures	1,014,195	510,914	-	1,525,109
Excess (deficiency) of revenues over expenditures	869,801	18,471	2,819	891,091
Other financing sources (uses)				
Proceeds from the sale of capital assets	4,800	-	-	4,800
Transfers in	23,099	-	-	23,099
Transfers out	(20,299)	-	(2,800)	(23,099)
Total other financing sources (uses)	7,600	-	(2,800)	4,800
Net change in fund balances	877,401	18,471	19	895,891
Fund balances at beginning of year	3,120,640	35,561	1,314	3,157,515
Fund balances at end of year	\$ 3,998,041	\$ 54,032	\$ 1,333	\$ 4,053,406

The accompanying notes are an integral part of these financial statements.

Town of Garden City, Colorado
Reconciliation of Governmental Funds Statements of Revenues, Expenditures and
Changes in Fund Balances with the Government-wide Statement of Activities
Year Ended December 31, 2019

Amounts reported for governmental activities in the statement of activities are different because:

Net change in fund balances - governmental funds	\$	895,891
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Capital outlays to purchase or build capital assets are reported in governmental funds as expenditures. However, for governmental activities, those costs are capitalized in the statement of net position and allocated over their estimated useful lives as annual depreciation expense in the statement of activities.

Depreciation	\$ (254,495)		
Net book value of disposed assets	(5,065)		
Capital outlay	<u>561,931</u>		302,371

decrease in accrued compensated absences payable reflected against expense on the statement of activities and not reflected in the statement of revenues, expenditures and changes in fund balances.			15,292
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Pension liability and related deferred inflows and deferred outflows of resources are not current financial resources and, therefore, are not reported in the fund financial statements.

Net pension liability	\$ (37,516)		
Deferred outflows of resources relating to pensions	130,430		
Deferred inflows of resources relating to pensions	<u>(28,753)</u>		64,161

Change in net position of governmental activities	\$	1,277,715
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The accompanying notes are an integral part of these financial statements.

Town of Garden City, Colorado
Notes to Financial Statements
December 31, 2019

1. Summary of Significant Accounting Policies

Form of Organization

The Town of Garden City, Colorado (the “Town”) was founded on August 2, 1938 as a statutory town. The Town’s major operations include general government, public safety, public works, culture, parks and recreation.

The financial statements of the Town have been prepared in conformity with accounting principles generally accepted in the United States of America (“GAAP”) as applied to government units. The Governmental Accounting Standards Board (“GASB”) is the accepted standard-setting body for establishing governmental accounting and financial reporting principles. The more significant of the Town’s accounting policies are described below.

Reporting Entity

In conformity with GASB financial reporting standards, the Town is the reporting entity for financial reporting purposes. The Town is the primary government financially accountable for all activities of the Town. The Town meets the criteria of a primary government: its Board of Trustees is the publicly elected governing body; it is a legally separate entity; and it is fiscally independent. The Town is not included in any other governmental reporting entity.

As defined by GAAP established by the GASB, the financial reporting entity consists of the primary government, as well as component units, which are legally separate organizations for which elected officials of the primary government are financially accountable. Financial accountability is defined as:

- 1) Appointment of a voting majority of the component unit’s governing board, and either, a) the ability to impose its will by the primary government, or b) there is a potential for the component unit to provide specific financial benefits to, or impose specific financial burdens on, the primary government; or
- 2) Fiscal dependency on the primary government and there is a potential for the organization to provide specific benefits to, or impose specific financial burdens on the primary government regardless of whether the organization has (1) a separately elected governing board, (2) a governing board appointment by a higher level of government or (3) a jointly appointed board.

Based on the above criteria, there are no other organizations that would be considered component units of the Town.

Government-Wide and Fund Financial Statements

The government-wide financial statements (i.e., the statement of net position and the statement of activities) report information on all of the activities of the Town. For the most part, the effect of interfund activity has been removed from these statements. Governmental activities, which normally are supported by taxes, charges for services and intergovernmental revenues, are reported separately from business-type activities, which rely to a significant extent on user charges for support. The Town does not report any business-type activities.

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The statement of activities demonstrates the degree to which the direct expenses of a given function or segment is offset by program revenues. Direct expenses are those that are clearly identifiable with a specific function or segment. Program revenues include: (1) charges to those who purchase, use, or directly benefit from goods, services, or privileges provided by a given function or segment, and (2) grants and contributions that are restricted to meeting the operational or capital requirements of a particular function or segment. Taxes and other items not properly included among program revenues are reported instead as general revenues.

The fund financial statements report detailed information about the Town. The focus of governmental fund financial statements is on major funds rather than reporting funds by type. Each major fund is presented in a separate column.

Measurement Focus, Basis of Accounting, and Financial Statement Presentation

The government-wide financial statements are reported using the economic resources measurement focus and the accrual basis of accounting. Revenues are recorded when earned and expenses are recorded when a liability is incurred, regardless of the timing of related cash flows. Grants and similar items are recognized as revenue as soon as all eligibility requirements imposed by the provider have been met.

The governmental fund financial statements are accounted for using the current financial resources measurement focus, whereby only current assets, deferred outflows of resources, liabilities, and deferred inflows of resources generally are included in the balance sheet, and the statement of revenues, expenditures and changes in fund balances present increases and decreases in those components. These funds use the modified accrual basis of accounting whereby revenues are recognized as soon as they are both measurable and available. Revenues are considered to be available when they are collectible within the current period or soon enough thereafter to pay liabilities of the current period. For this purpose, the Town considers revenues to be available if they are collected within 60 days of the end of the current fiscal period. Expenditures generally are recognized when a liability is incurred, as under accrual accounting. However, debt service expenditures, as well as expenditures related to compensated absences and claims and judgments, are recognized only when payment is due.

Property taxes, intergovernmental grants, and earnings on investments associated with the current fiscal period are all considered to be susceptible to accrual and so have been recognized as revenues of the current fiscal period. All other revenue items are considered to be measurable and available only when cash is received by the Town.

Because governmental fund statements are presented using a measurement focus and basis of accounting different from that used in the government-wide statements, a reconciliation is presented that briefly explains the adjustments necessary to reconcile to ending net position and the change in net position.

In accordance with GASB Statement No. 33, *Accounting and Financial Reporting for Nonexchange Transactions*, ("GASB No. 33") the corresponding assets (receivables) in non-exchange transactions are recognized in the period in which the underlying exchange occurs, when an enforceable legal claim has arisen, when all eligibility requirements have been met, or when resources are received, depending on the revenue source. Property taxes attach an enforceable lien on property as of January 1. Taxes are levied in December, payable in the following year in full by April 30, or in two equal installments due on the last day of February and June 15.

Governmental funds are used to account for all or most of a government's general activities. The following are the Town's major governmental funds:

General Fund - The General Fund is the general operating fund of the Town. It is used to account for all financial resources except those required to be accounted for in another fund;

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Capital Improvement Fund - The Capital Improvement Fund is a capital projects fund which is established to account for the collection and disbursement of specific revenue sources.

The other governmental fund (nonmajor fund) is a special revenue fund (Conservation Trust) and has been established to account for revenues from the Colorado Conservation Trust Fund which are required to be used to fund park and recreation services.

Budgets

The Town follows these procedures in establishing the budgetary data reflected in the financial statements:

- By October 15, the Town administrator submits to the Town Board of Trustees a proposed operating budget for the fiscal year beginning the following January 1. The operating budget includes proposed expenditures and the means of financing them;
- A public hearing is conducted to obtain taxpayer comments;
- Prior to December 31, the budget is legally enacted through passage of a resolution;
- Any budget revisions that alter the total expenditures of any fund must be approved by the Board of Directors through passage of a formal resolution;
- The Town legally adopts budgets for all of the funds. Budgets for the governmental funds are adopted on a basis consistent with GAAP;
- Budgeted amounts in the financial statements are as originally adopted or as amended by the Town Board of Trustees. All appropriations lapse at year-end.

The following table summarizes the individual fund budgeted expenditures, as originally adopted, and as revised:

	Original	Revisions	Final
Governmental funds:			
General	\$ 1,194,804	\$ -	\$ 1,194,804
Capital improvement	284,000	260,500	544,500
Conservation trust	(2,400)	-	(2,400)
Total governmental funds	\$ 1,476,404	\$ 260,500	\$ 1,736,904

Cash and Cash Equivalents

To improve cash management, cash received by the Town is pooled and invested. Individual fund integrity is maintained through the Town’s records. Interest in the pool is presented as “Equity in Pooled Cash and Cash Equivalents” on the financial statements. The Town considers all highly liquid investments with original maturities of three months or less, which are available for operating expenditures, to be cash equivalents. Overdrawn balances in pooled cash accounts are treated by the Town as interfund liabilities, payable to the fund deemed to have made the loan. Cash and cash equivalents held in custodial accounts for investment purposes are treated as investments.

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Investments

Investments are reported at fair value in accordance with *GASB Statement No. 72, Fair Value Measurement and Application*.

Revenue Recognition/Property Taxes

Property taxes attach an enforceable lien on property as of January 1. Taxes are levied in December, payable in the following year in full by April 30, or in two equal installments due on the last day of February and June 15. The county treasurer bills and collects property taxes for all taxing entities within the county. Property tax receipts collected by the county treasurer each month are remitted to the Town by the tenth day of the subsequent month. Property tax revenues are recognized in the government-wide financial statements in the year that the property taxes are used to fund the operations of the Town.

In the fund financial statements, property taxes are recognized in the year for which levied, provided they become available and measurable.

Short-Term Interfund Receivables/Payables

During the course of operations, numerous transactions occur between individual funds for goods provided or services rendered. These receivables and payables, if any, are classified as internal balances on the government-wide statement of net position and classified as due from other funds or due to other funds on the governmental funds balance sheet.

Capital Assets

Capital assets, which include property, plant, equipment, and infrastructure assets (i.e., streets and roads, bridges, water lines, storm-water drainage, traffic signals, and similar items), are reported in the government-wide financial statements. Capital assets are defined by the Town as assets with an initial, individual cost of \$5,000 or more and an estimated useful life in excess of one year. Such assets are recorded at historical cost or estimated historical cost if purchased or constructed. Donated capital assets are recorded at estimated fair market value on the date received.

The costs of normal maintenance and repairs that do not add to the value of the asset or materially extend asset lives are not capitalized. Improvements are capitalized and depreciated over the remaining useful lives of the related capital assets, as applicable. Assets are depreciated using the straight-line method. Depreciation expense is reflected as an operating expense in the government-wide statement of activities. Estimated useful lives for asset types are as follows:

	Governmental Activities Estimated Lives
Building	20 - 50 years
Equipment	5 - 12 years
Street and drainage improvements	25 - 30 years
Vehicle	7 years

Compensated Absences

The Town reports compensated absences in accordance with the provisions of *GASB Statement No. 16, Accounting for Compensated Absences*. Personal leave benefits are accrued as a liability as the benefits are earned if the employees' rights to receive compensation are attributable to services rendered and it

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is probable that the Town will compensate the employees for the benefits earned. Upon termination of employment from the Town, an employee will be compensated for all accrued vacation and compensatory time at their current rate of pay; there is no payment for sick leave upon termination.

Amounts of vested or accumulated vacation pay that are not expected to be liquidated with expendable available financial resources are reported on the government-wide financial statements. The Town has recorded a liability of \$12,811 at December 31, 2019.

On the governmental fund financial statements, where applicable, the current portion of unpaid compensated absences is the amount expected to be paid using expendable available resources. At December 31, 2019, there was no accrual in the fund financial statements.

Accrued Liabilities and Long-Term Obligations

All payables, accrued liabilities and long-term obligations are reported in the government-wide financial statements. In general, payables and accrued liabilities that will be paid from governmental funds are reported on the governmental fund financial statements regardless of whether they will be liquidated with current resources. However, claims and judgments and the noncurrent portion of long-term liabilities that will be paid from governmental funds are reported as a liability in the fund financial statements only to the extent that they will be paid with current, expendable, available financial resources. In general, payments made within 60 days after year-end are considered to have been made with current available financial resources. Capital lease obligations that will be paid from governmental funds are not recognized as a liability in the fund financial statements until due.

Deferred Outflows/Inflows of Resources

In addition to assets, the Statement of Net Position will sometimes report a separate section for deferred outflows of resources. This separate financial statement element represents a consumption of net position that applies to a future period(s) and will not be recognized as an outflow of resources (expense/expenditure) until then. The Town reports deferred outflows of resources for pensions. See Note 6 for additional information on the pension-related amounts.

In addition to liabilities, the Statement of Net Position will sometimes report a separate section for deferred inflows of resources. This separate financial statement element represents an acquisition of net position that applies to a future period(s) and will not be recognized as an inflow of resources (revenue) until that time. The Town reports a deferred inflow of resource relating to property taxes and pensions. See Note 6 for additional information on the pension-related amounts.

Fund Balance and Net Position

In the government-wide financial statements, net position is classified in the following categories:

Net Investment in Capital Assets - This category groups all capital assets into one component of net position. Accumulated depreciation and the outstanding balances of debt that are attributable to the acquisition, construction or improvement of these assets reduce this category.

Restricted Net Position - This category presents external restrictions imposed by creditors, grantors, contributors or laws or regulations of other governments and restrictions imposed by law through constitutional provisions or enabling legislation.

Unrestricted Net Position - This category represents the net position of the Town, which is not restricted for any project or other purpose. A deficit will require future funding.

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In the fund financial statements, governmental funds report fund classifications that comprise a hierarchy based primarily on the extent to which the Town is bound to honor constraints on the specific purposes for which amounts in those funds can be spent. In accordance with GASB Statement No. 54, *Fund Balance Reporting and Governmental Fund Type Definitions*, fund balances of the governmental funds are classified as follows:

Nonspendable - amounts that cannot be spent either because they are not in spendable form or because they are legally or contractually required to be maintained intact;

Restricted - amounts that can be spent only for specific purposes because of constitutional provisions, charter requirements or enabling legislation, or because of constraints that are externally imposed by creditors, grantors, or the laws or regulations of other governments;

Committed - amounts that can be used only for specific purposes determined by a formal action of the Board of Trustees (the "Board"). The Board is the highest level of decision making authority for the Town. Commitments may be established, modified, or rescinded only through resolutions approved by the Board;

Assigned - amounts that do not meet the criteria to be classified as restricted or committed but that are intended to be used for specific purposes. The Board has the authority to assign amounts for specific purposes;

Unassigned - all other spendable amounts. The General Fund is the only fund that would report a positive amount in unassigned fund balance. However, in governmental funds other than the General Fund, if expenditures incurred for specific purposes exceed the amount that are restricted, committed or assigned to those purposes, it may be necessary to report a negative unassigned fund balance in that fund.

When an expenditure is incurred for purposes for which both restricted and unrestricted resources are available, the Town considers restricted resources to have been spent first. When an expenditure is incurred for which committed, assigned, or unassigned fund balances are available, the Town considers amounts to have been spent first out of committed funds, then assigned funds, and finally unassigned funds, as needed, unless the Board has provided otherwise in its commitment or assignment actions.

Interfund Transactions

Interfund services provided and used are accounted for as revenues and expenditures or expenses. Transactions that constitute reimbursements to a fund for expenditures/expenses initially made from it that are properly applicable to another fund, are recorded as expenditures/expenses in the reimbursing fund and as reductions of expenditures/expenses in the fund that is reimbursed. All other interfund transactions are reported as transfers.

Pensions

The Town contributes to the Statewide Defined Benefit Plan ("SWDB"), a cost-sharing multiple-employer defined benefit pension plan administered by the Fire and Police Pension Association of Colorado ("FPPA"). For purposes of measuring the net pension asset or liability, deferred outflows of resources and deferred inflows of resources related to pensions, and pension expense, information about the fiduciary net position of the SWDB plan and additions to/deductions from the SWDB plan fiduciary net position have been determined on the same basis as they are reported by the FPPA. For this purpose, benefit payments (including refunds of employee contributions) are recognized when due and payable in accordance with the benefit terms. Investments at FPPA are reported at fair value. The Town began participating in the SWDB at the end of 2018, however, management determined balances relating to the SWDB were immaterial, and no amounts were reflected as of or during the year ended December 31, 2018.

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Estimates

The presentation of financial statements in conformity with GAAP requires management to make estimates and assumptions that affect the reported amounts of assets, deferred outflows of resources, liabilities, and deferred inflows of resources and disclosure of contingent assets and liabilities at the date of the financial statements and the reported amounts of revenue and expense during the reporting period. Actual results could differ from those estimates.

2. Cash and Investments

Custodial Credit Risk - Deposits

Colorado Revised Statutes (“CRS”) govern the entity’s deposits of cash. For deposits in excess of federally insured limits, CRS requires the depository institution to maintain collateral on deposit with an official custodian (as authorized by the State Banking Board). The Colorado Public Deposit Protection Act (“PDPA”) requires state regulators to certify eligible depositories for public deposit. PDPA requires the eligible depositories with public deposits in excess of the amounts insured by the Federal Deposit Insurance Corporation (“FDIC”) to create a single institutional collateral pool of obligations of the State of Colorado or local Colorado governments and obligations secured by first lien mortgages on real property located in the State. The pool is to be maintained by another institution or held in trust for all uninsured public deposits as a group. The market value of the assets in the pool must be at least 102% of the uninsured deposits. At December 31, 2019, the Town had deposits with financial institutions with a carrying amount of \$2,721,221. The bank balances with the financial institutions was \$2,740,898, of which \$250,000 was covered by FDIC. The remaining balance of \$2,490,898 was collateralized with securities held by the financial institutions’ agents but not in the Town’s name.

Cash and cash equivalents held by the Town at December 31, 2019 were as follows:

Description	Balance
Cash on hand	\$ 700
Cash with county treasurer	496
Bank deposits	2,721,221
	<u>\$ 2,722,417</u>

Investments

Colorado statutes specify investment instruments meeting defined rating and risk criteria in which the Town may invest, which include:

- Certificates of deposit with an original maturity in excess of three months;
- Certain obligations of the United States and U.S. Government agency securities;
- Certain international agency securities;
- General obligation and revenue bonds of U.S. local government entities;
- Banker’s acceptance of certain banks;
- Commercial paper;
- Written repurchase agreements collateralized by certain authorized securities;
- Certain money market funds;
- Guaranteed investment contracts;
- Local government investment pools.

The Town’s policy is to hold investments until maturity.

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Custodial Credit Risk - Investments

For investments, custodial credit risk is the risk that in the event of a failure of a counter party, the Town would not be able to recover the value of its investments or collateral securities that are in the possession of an outside party. The Town does not have a specific policy for custodial credit risk. At December 31, 2019, the Town had no investments exposed to custodial credit risk.

Interest Rate Risk

Colorado Revised Statutes limit investment maturities to five years or less from the date of purchase. This limit on investment maturities is a means of limiting exposure to fair value losses arising from increasing interest rates.

Fair Value

The Town categorizes its fair value measurement 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.

Certificates of deposit are valued at cost plus accrued interest (level 2 inputs), which approximates fair value. Management has determined that the pricing models utilized by the custodians provide reasonable estimations of the fair values of the securities.

3. Receivables

Receivables at December 31, 2019, consisted of the following:

Receivables	General Fund
Sales tax	\$ 171,272
Property tax	70,642
Franchise fees	11,292
Other	4,612
Total	\$ 257,818

4. Interfund Transfers

Transfers are used to (1) move revenues from the fund that statute or budget requires to collect them to the fund that statute or budget requires to expend them, and (2) use unrestricted revenues to finance various programs accounted for in other funds in accordance with budgetary authorizations. During the year ended December 31, 2019, the Town transferred \$2,800 from the Conservation Trust Fund to the General Fund to reimburse park and recreation expenditures made by the General Fund.

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5. Capital Assets

Capital asset activity for the year ended December 31, 2019, was as follows:

	Beginning Balance	Increases	(Decreases)	Ending Balance
Capital assets, not being depreciated:				
Land	\$ 131,688	\$ -	\$ -	\$ 131,688
Total capital assets, not being depreciated	131,688	-	-	131,688
Capital assets, being depreciated:				
Building	1,145,806	483,077	(7,360)	1,621,523
Equipment	36,679	-	(14,315)	22,364
Streets and drainage improvements	5,109,490	35,485	(8,670)	5,136,305
Vehicles	128,305	43,369	-	171,674
Total capital assets, being depreciated	6,420,280	561,931	(30,345)	6,951,866
Less accumulated depreciation for:				
Building	(221,254)	(41,422)	6,011	(256,665)
Equipment	(31,161)	(1,380)	14,315	(18,226)
Streets and drainage improvements	(1,335,378)	(192,847)	4,954	(1,523,271)
Vehicles	(30,144)	(18,846)	-	(48,990)
Total accumulated depreciation	(1,617,937)	(254,495)	25,280	(1,847,152)
Total capital assets, being depreciated, net	4,802,343	307,436	(5,065)	5,104,714
Total capital assets, net	\$ 4,934,031	\$ 307,436	\$ (5,065)	\$ 5,236,402

Depreciation for governmental activities capital assets have been allocated to the various activities as follows:

Activity	Amount
General government	\$ 48,013
Public works	201,176
Culture, parks and recreation	5,306
Total depreciation expense - governmental activities	\$ 254,495

6. Defined Benefit Police Pension Plan

The Town contributes to the Statewide Defined Benefit Plan, a cost-sharing multiple-employer defined benefit pension plan administered by FPPA. The Statewide Defined Benefit Plan provides retirement benefits for members and beneficiaries. Death and disability coverage is provided for members through the Statewide Death and Disability Plan, which is also administered by the FPPA. This is a non-contributory plan. All sworn police officers of the Town are members of the Plan. Title 31, Article 30 of the CRS, as amended, assigns the authority to establish benefit provisions to the state legislature. The Plan became effective January 1, 1980 and as of December 31, 2018 has 217 participating employer fire and police departments.

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FPPA issues a publicly available annual financial report that includes financial statements and required supplementary information for both the Statewide Defined Benefit Plan and the Statewide Death and Disability Plan. That report may be obtained on FPPA's website at <http://www.fppaco.org>.

Benefits provided: The annual normal retirement benefit is 2 percent of the average of the member's highest three years' base salary for each year of credited service up to ten years, plus 2.5 percent for each year of service thereafter. The benefit earned prior to January 1, 2007 for members of affiliated Social Security employers will be reduced by the amount of Social Security income payable to the member annually. Effective January 1, 2007, members currently covered under Social Security will receive half the benefit when compared to the Statewide Defined Benefit Plan. Benefits paid to retired members are evaluated and may be re-determined every October 1. The amount of any increase is based on the Board's discretion and can range from 0 to the higher of 3 percent or the Consumer Price Index.

In addition, upon retirement a member may receive additional benefits credited to the member's "Separate Retirement Account" each year after January 1, 1988. These are attributable to contributions in excess of the actuarially determined pension cost and the allocation of the net Fire & Police Members' Benefit Investment Fund earnings and losses thereon. Members do not vest in amounts credited to their Separate Retirement Account until retirement, and the Plan may use such stabilization reserve amounts to reduce pension cost in the event such cost exceeds contributions. It was previously mentioned that reentry members have a higher contribution rate. As a result their Separate Retirement Account ("SRA") has two components; the standard SRA and the reentry SRA. The component of a member's SRA attributable to the higher contribution rate is considered the reentry SRA. The reentry SRA cannot be used to subsidize the costs for the non-reentry members. Effective July 1, 2016, the standard Separate Retirement Account contribution rate for members of the Fire & Police SWDB was set at 0 percent. The reentry SRA contribution rate was set at 3.70 percent.

A member is eligible for an early retirement at age 50 or after 30 years of service. The early retirement benefit equals the normal retirement benefit reduced on an actuarially equivalent basis. Upon termination, an employee may elect to have member contributions, along with 5 percent as interest, returned as a lump sum distribution. Alternatively, a member with at least five years of accredited service may leave contributions with the Plan and remain eligible for a retirement pension at age 55 equal to 2 percent of the member's average highest three years' base salary for each year of credited service up to ten years, plus 2.5 percent for each year of service thereafter.

A member may elect to participate in the deferred retirement option plan ("DROP") after reaching eligibility for normal retirement, early retirement, or vested retirement and age 55. A member can continue to work while participating in the DROP but must terminate employment within 5 years of entry into DROP. The member's percentage of retirement benefit is determined at the time of entry into the DROP. The monthly payments that begin at entry into the DROP are accumulated in a DROP account until the member terminates service, at which time the DROP accumulated benefits can be paid as periodic installments, a lump sum, or if desired, a member may elect to convert the DROP to a lifetime monthly benefit with survivor benefits. While participating in the DROP, the member continues to make pension contributions that are credited to the DROP. Effective January 1, 2003, the member shall self-direct the investments of their DROP funds.

Contributions: The SWDB sets contribution rates at a level that enables all benefits to be fully funded at the retirement date of all members. Contribution rates for the SWDB are set by state statute. Employer contribution rates can only be amended by state statute. Member contribution rates can be amended by state statute or election of the membership. Members of the SWDB and their employers are contributing at the rate of 10 percent and 8 percent, respectively, of base salary for a total contribution rate of 18 percent in 2018. In 2014, the members elected to increase the member contribution rate to the SWDB beginning in 2015. Member contribution rates will increase 0.5 percent annually through 2022 to a total of 12 percent of base salary. Employer contributions will remain at 8 percent resulting in a combined contribution rate of 20.0 percent in 2022.

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Contributions from members and employers of departments reentering the system are established by resolution and approved by the FPPA Board of Directors. The reentry group has a combined contribution rate of 22 percent of base salary in 2018. It is a local decision as to whether the member or employer pays the additional 4 percent contribution. Per the 2014 member election, the reentry group will also have their required member contribution rate increase 0.5 percent annually beginning in 2015 through 2022 for a total combined member and employer contribution rate of 24 percent in 2022.

The contribution rate for members and employers of affiliated social security employers is 5 percent and 4 percent, respectively, of base salary for a total contribution rate of 8.75 percent in 2017. Per the 2014 member election, members of the affiliate social security group will have their required contribution rate increase 0.25 percent annually beginning in 2015 through 2022 to a total of 6 percent of base salary. Employer contributions will remain at 4.0 percent resulting in a combined contribution rate of 10 percent in 2022.

Pension Liabilities, Pension Expense, and Deferred Outflows of Resources and Deferred Inflows of Resources Related to Pensions: At December 31, 2019, the Town reported a net pension liability of \$37,516 for its proportionate share of the net pension liability. The net pension liability was measured as of December 31, 2018, and the total pension liability used to calculate the net pension liability was determined by an actuarial valuation as of that date. The Town's proportion of the net pension liability was based on a projection of the Town's long-term share of contributions to the pension plan relative to the projected contributions of all participating departments, actuarially determined. At December 31, 2018, the City's proportion was 0.0297 percent, which was an increase of 0.0145 from its proportion measured as of December 31, 2017.

For the year ended December 31, 2019, the Town recognized pension income of \$47,781. At December 31, 2019, the Town reported deferred outflows of resources and deferred inflows of resources related to pensions from the following sources:

	Deferred Outflows of Resources	Deferred Inflows of Resources
Differences between expected and actual experience	\$ 48,205	\$ 401
Changes of assumptions or other inputs	36,333	-
Net difference between projected and actual earnings on pension plan investments	29,512	-
Changes in proportion and differences between contributions recognized and proportionate share of contributions	-	28,352
Town contributions subsequent to the measurement date	16,380	-
	\$ 130,430	\$ 28,753

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The \$16,380 reported as deferred outflows of resources related to pensions resulting from Town contributions subsequent to the measurement date will be recognized as a reduction of the net pension liability in the year ended December 31, 2020. Other amounts reported as deferred outflows of resources and deferred inflows of resources related to pensions will be recognized in pension expense as follows:

Year Ended December 31,	Amortization
2020	\$ 13,644
2021	13,644
2022	13,644
2023	15,502
2024	6,730
Thereafter	22,133
	\$ 85,297

Actuarial assumptions: The actuarial valuations for the plan were used to determine the total pension liability and actuarially determined contributions for the fiscal year ending December 31, 2018. The valuations used the following actuarial assumption and other inputs:

	Total Pension Liability	Actuarial Determined Contributions
Actuarial Valuation Date	January 1, 2019	January 1, 2018
Actuarial Method	Entry Age Normal	Entry Age Normal
Amortization Method	N/A	Level % of Payroll, Open
Amortization Period	N/A	30 Years
Long-term investment rate of return	7.0 %	7.5 %
Projected salary increases	4.25 - 11.25 %	4.0 - 14.0 %
Cost of Living Adjustment	0.0 %	0.0 %
Inflation	2.5 %	2.5 %

For determining the total pension liability, the post-retirement mortality tables for non-disabled retirees uses the 2006 central rates from the RP-2014 Annuitant Mortality Tables projected to 2018 using the MP-2017 projection scales, and the projected prospectively using the ultimate rates of the scale for all years. The pre-retirement off-duty mortality tables are adjusted to 50% of the RP-2014 mortality tables for active employees. The on-duty mortality rate is 0.00015.

For determining the actuarial determined contributions, the post-retirement mortality tables for non-disabled retirees is a blend of the Annuitant and Employee RP-2014 generational mortality tables with blue collar adjustment projected with Scale BB. The pre-retirement off-duty mortality tables are adjusted to 55% of the RP-2014 mortality tables for active employees. The on-duty mortality rate is 0.00020.

At least every five years the FPPA's Board of Directors, in accordance with best practices, reviews its economic and demographic actuarial assumptions. At its July 2018 meeting, the Board of Directors reviewed and approved recommended changes to the actuarial assumptions. The recommendations were made by the FPPA's actuaries, Gabriel, Roeder, Smith & Co., based upon their analysis of past experience and expectations of the future. The assumption changes were effective for actuarial valuations beginning January 1, 2019 and were used in the rollforward calculation of total pension liability as of December 31, 2018. Actuarial assumptions effective for actuarial valuations prior to January 1, 2019 were used in the determination of the actuarially determined contributions as of December 31, 2018. The actuarial assumptions impact actuarial factors for benefit purposes such as purchases of service credit and other benefits where actuarial factors are used.

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December 31, 2019

The long-term expected rate of return on pension plan investments was determined using a building-block method in which best-estimate ranges of expected future real rates of return (expected returns, net of pension plan investment expense and inflation) are developed for each major asset class. These ranges are combined to produce the long-term

expected rate of return by weighing the expected future real rates of return by the target asset allocation percentage and by adding expected inflation. Best estimates of arithmetic real rates of return for each major asset class included in the Fund’s target asset allocation as of December 31, 2018 are summarized in the following table:

Asset Class	Target Allocation	Long Term Expected Rate of Return
Global Equity	37%	8.03%
Equity Long/Short	9%	6.45%
Private Markets	24%	10.00%
Fixed Income	15%	2.90%
Absolute Return	9%	5.08%
Managed Futures	4%	5.35%
Cash	2%	2.52%
Total	100.0%	

Discount rate: The discount rate used to measure the total pension liability was 7.00 percent. The projection of cash flows used to determine the discount rate assumed that contributions from participating employers will be made based on the actuarially determined rates based on the Board’s funding policy, which establishes the contractually required rates under Colorado statutes. Based on those assumptions, the SWDBP fiduciary net position was projected to be available to make all the projected future benefit 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.

Projected benefit payments are required to be discounted to their actuarial present values using a Single Discount Rate that reflects (1) a long-term expected rate of return on pension plan investments (to the extent that the plan’s fiduciary net position is projected to be sufficient to pay benefits) and (2) tax-exempt municipal bond rate based on an index of 20-year general obligation bonds with an average AA credit rating as of the measurement date (to the extent that the plan’s projected fiduciary net position is not sufficient to pay benefits).

For the purpose of this valuation, the expected rate of return on pension plan investments is 7.00%; the municipal bond rate is 3.71% (based on the weekly rate closest to but not later than the measurement date of the “state & local bonds” rate from Federal Reserve statistical release (H.15)); and the resulting Single Discount Rate is 7.00%.

Sensitivity of the Town’s proportionate share of the net pension liability/(asset) to changes in the discount rate. The following presents the Town’s proportionate share of the net pension liability/(asset) calculated using the discount rate of 7.00 percent, as well as what the Town’s proportionate share of the net pension liability/(asset) would be if it were calculated using a discount rate that is 1-percentage point lower (6.00 percent) or 1-percentage-point higher (8.00 percent) than the current rate:

Town of Garden City, Colorado
Notes to Financial Statements
December 31, 2019

	1% Decrease (6.00%)	Current Discount Rate (7.00%)	1% Increase (8.00%)
District's proportionate share of the net pension (asset)	\$ 145,484	\$ 37,516	\$ (52,041)

Pension plan fiduciary net position. Detailed information about the pension plan's fiduciary net position is available in the separately issued Fire & Police Pension Association of Colorado financial report.

7. Contingencies

The Town is self insured for property and liability insurance. In order to mitigate risk, the Town is a member of the Colorado Intergovernmental Risk Sharing Agency ("CIRSA") and Colorado Intergovernmental Risk Sharing Agency Workmen's Compensation ("CIRSA/WC"). CIRSA and CIRSA/WC have a legal obligation for claims against their members to the extent that funds are available in their annually established loss fund and amounts are available from insurance providers under excess specific and aggregate insurance contracts. Losses incurred in excess of loss funds and amounts recoverable from excess insurance are direct liabilities of the participating members. CIRSA and CIRSA/WC have indicated that the amount of any excess losses would be billed to members in proportion to their contributions in the year such excess occurs, although they are not legally required to do so. Additionally, the Town may receive credit on future contributions in the event of a surplus.

CIRSA has entered into various excess insurance contracts to limit large losses and minimize exposure on large risks. Excess of loss contracts in effect during 2019 limit CIRSA's per occurrence exposure to \$1,000,000 for property coverage, \$1,000,000 for excess property coverage and provide coverage to specified upper limits. The excess of loss contract for workers' compensation coverage limits CIRSA's per occurrence exposure to \$500,000 for 2019 and provides coverage to statutory limits for the State of Colorado. Settled claims resulting from these risks have not exceeded the Town's insurance coverage in any of the past three fiscal years.

The Town's 2019 contributions were \$13,228 and \$16,562 and share of surplus at December 31, 2019, amounted to approximately \$664 and \$4,751 for the property and casualty pool and the workers' compensation pool, respectively.

The ultimate liability to the Town resulting from claims not covered by CIRSA and CIRSA/WC is not presently determinable. Management is of the opinion that the final outcome of such claims, if any, will not have a material adverse effect on the Town's financial statements.

8. Taxes, Spending, and Debt Limitations

In November 1992, Colorado voters passed an amendment (the "Amendment" or "TABOR") to the State Constitution (Article X, Section 20) which limits the revenue raising and spending abilities of state and local governments. The limits on property taxes, revenue, and "fiscal year spending" include allowable annual increases tied to inflation and local growth in construction valuation. Fiscal year spending, as defined by the Amendment, excludes spending from certain revenue and financing sources such as federal funds, gifts, property sales, fund transfers, damage awards, and fund reserves (balances). The Amendment requires voter approval for any increase in mill levy or tax rates, new taxes, or creation of multi-year debt. Revenue earned in excess of the "spending limit" must be refunded or approved to be retained by the Town under specified voting requirements by the entire electorate.

Town of Garden City, Colorado
Notes to Financial Statements
December 31, 2019

The Amendment also requires local governments to establish emergency reserves to be used for declared emergencies only. Emergencies, as defined by the Amendment, exclude economic conditions, revenue shortfalls, or salary or fringe benefit increases. These reserves are required to be 3% or more of fiscal year spending (excluding bonded debt service). The Town has restricted \$72,486 for this purpose.

On November 7, 1995, the voting citizens of the Town authorized the Town (retroactive to January 1, 1994) to retain all of the revenues from all sources generated during 1994 and subsequent years, and spend the same as a voter-approved revenue change as an exception to limits which would otherwise apply for each of said years. This effectively removed all revenue and spending limits imposed by TABOR. However, TABOR is complex and subject to interpretation. Many of its provisions will require judicial interpretation.

9. Subsequent Events

Subsequent events have been evaluated through August 28, 2020 which represents the date the financial statements were available to be issued. No additional transactions or events that would require adjustment or disclosures in the financial statements were identified.

On January 30, 2020, the World Health Organization (“WHO”) announced a global health emergency because of a new strain of coronavirus originating in Wuhan, China (the “COVID-19 outbreak”) and the risks to the international community as the virus spreads globally beyond its point of origin. In March 2020, the WHO classified the COVID-19 outbreak as a pandemic, based on the rapid increase in exposure globally.

The full impact of the COVID-19 outbreak continues to evolve as of the date of this report. As such, it is uncertain as to the full magnitude that the pandemic will have on the Town’s financial condition, liquidity, and future results of operations. Management is actively monitoring the global situation on its financial condition, liquidity, operations, suppliers, industry, and workforce. Given the daily evolution of the COVID-19 outbreak and the global responses to curb its spread, the Town is not able to estimate the effects of the COVID-19 outbreak on its results of operations, financial condition, or liquidity for fiscal year 2020.

Required Supplementary Information

Town of Garden City, Colorado
Schedule of Revenues, Expenditures and Changes in Fund
Balance (Budget to Actual) - General Fund
December 31, 2019

	Budgeted Amounts		Actual Amounts	Variance with Final Budget
	Original	Final		Positive (Negative)
Revenues				
Taxes and fees	\$ 1,591,446	\$ 1,591,446	\$ 1,682,711	\$ 91,265
Intergovernmental	24,742	24,742	33,741	8,999
Earnings on investments	12,575	12,575	22,203	9,628
Fines and forfeitures	64,050	64,050	72,851	8,801
Licenses and permits	55,950	55,950	72,131	16,181
Miscellaneous	300	300	359	59
Total revenues	1,749,063	1,749,063	1,883,996	134,933
Expenditures				
Current				
General government	493,188	493,188	448,652	44,536
Public safety	468,146	468,146	385,023	83,123
Public works	133,388	133,388	84,927	48,461
Culture, parks and recreation	44,082	44,082	3,974	40,108
Capital outlay	56,000	56,000	91,619	(35,619)
Total expenditures	1,194,804	1,194,804	1,014,195	180,609
Excess of revenues over expenditures	554,259	554,259	869,801	315,542
Other financing sources (uses)				
Sale of Capital Asset	-	-	4,800	4,800
Transfers in	2,400	2,400	23,099	20,699
Transfers out	-	-	(20,299)	(20,299)
Total other financing sources (uses)	2,400	2,400	7,600	5,200
Net change in fund balance	\$ 556,659	\$ 556,659	877,401	\$ 320,742
Fund balance at beginning of year			3,120,640	
Fund balance at end of year			\$ 3,998,041	

See accompanying Independent Auditor's Report.

Town of Garden City, Colorado
Schedule of Town's Proportionate Share of
Net Pension Liability/(Asset)

Year Ended December 31, 2019

	2019	2018
FPPA - Defined Benefit Plan		
Town's proportion of the net pension liability/(asset)	\$ (37,516)	\$ (21,890)
Town's proportionate share of the net pension liability/(asset)	0.0297%	0.0152%
Town's covered payroll	\$ 198,776	\$ -
Town's proportionate share of the net pension liability/(asset) as a percentage of its covered payroll	-18.87%	0.00%
Plan fiduciary net position as a percentage of the total pension	95.20%	106.30%

* The amounts presented for each fiscal year were determined as of December 31 of the prior year.

Pension schedules are intended to show information for ten years, additional years' information will be displayed as it becomes available.

See accompanying Independent Auditor's Report.

Town of Garden City, Colorado
Schedule Town's Contributions
Year Ended December 31, 2019

	2019	2018
FPPA - Defined Benefit Plan		
Statutorily Required Contribution	\$ 16,380	\$ 15,902
Contributions in Relation to the Statutorily Required Contribution	<u>16,380</u>	<u>15,902</u>
Contribution Deficiency (Excess)	<u>\$ -</u>	<u>\$ -</u>
Covered Payroll	\$ 204,753	\$ 198,776
Contributions as a Percentage of Covered Payroll	8.00%	8.00%

Pension schedules are intended to show information for ten years, additional years' information will be displayed as it becomes available.

See accompanying Independent Auditor's Report.

Other Supplementary Information

Town of Garden City, Colorado
Schedule of Revenues, Expenditures and Changes in Fund
Balance (Budget to Actual) - Capital Improvement Fund

Year Ended December 31, 2019

	Budgeted Amounts		Actual Amounts	Variance with Final Budget Positive (Negative)
	Original	Final		
Revenues				
Taxes	\$ 500,000	\$ 500,000	\$ 529,385	\$ 29,385
Total revenues	500,000	500,000	529,385	29,385
Expenditures				
Capital outlay	284,000	544,500	510,914	33,586
Total expenditures	284,000	544,500	510,914	33,586
Other financing sources				
Transfers in	500,000	510,000	-	(510,000)
Net change in fund balance	\$ 716,000	\$ 465,500	\$ 18,471	\$ (447,029)
Fund balance at beginning of year			<u>35,561</u>	
Fund balance at end of year			<u>\$ 54,032</u>	

See accompanying Independent Auditor's Report.

Town of Garden City, Colorado
Schedule of Revenues, Expenditures and Changes in Fund
Balance (Budget to Actual) - Conservation Trust Fund
Year Ended December 31, 2019

	Budgeted Amounts		Actual Amounts	Variance with Final Budget Positive (Negative)
	Original	Final		
Revenues				
Intergovernmental	\$ 2,400	\$ 2,400	\$ 2,819	\$ 419
Total revenues	2,400	2,400	2,819	419
Other financing uses				
Transfers out	(2,400)	(2,400)	(2,800)	(400)
Net change in fund balance	\$ 4,800	\$ 4,800	19	\$ 19
Fund balance at beginning of year			1,314	
Fund balance at end of year			\$ 1,333	

See accompanying Independent Auditor's Report.

State Compliance Section

The public report burden for this information collection is estimated to average 380 hours annually.

LOCAL HIGHWAY FINANCE REPORT		City or County: Garden City
		YEAR ENDING : 12/31/2019
This Information From The Records Of Town of Garden City:	Prepared By: Abby Spaedt Phone: 970-351-0041	

I. DISPOSITION OF HIGHWAY-USER REVENUES AVAILABLE FOR LOCAL GOVERNMENT EXPENDITURE

ITEM	A. Local Motor-Fuel Taxes	B. Local Motor-Vehicle Taxes	C. Receipts from State Highway-User Taxes	D. Receipts from Federal Highway Administration
1. Total receipts available				
2. Minus amount used for collection expenses				
3. Minus amount used for nonhighway purposes				
4. Minus amount used for mass transit				
5. Remainder used for highway purposes				

II. RECEIPTS FOR ROAD AND STREET PURPOSES

III. DISBURSEMENTS FOR ROAD AND STREET PURPOSES

ITEM	AMOUNT	ITEM	AMOUNT
A. Receipts from local sources:		A. Local highway disbursements:	
1. Local highway-user taxes		1. Capital outlay (from page 2)	37,812
a. Motor Fuel (from Item I.A.5.)		2. Maintenance:	3,335
b. Motor Vehicle (from Item I.B.5.)		3. Road and street services:	
c. Total (a.+b.)		a. Traffic control operations	12,153
2. General fund appropriations	39,605	b. Snow and ice removal	909
3. Other local imposts (from page 2)	4,833	c. Other	7,200
4. Miscellaneous local receipts (from page 2)	0	d. Total (a. through c.)	20,262
5. Transfers from toll facilities		4. General administration & miscellaneous	
6. Proceeds of sale of bonds and notes:		5. Highway law enforcement and safety	
a. Bonds - Original Issues		6. Total (1 through 5)	61,409
b. Bonds - Refunding Issues		B. Debt service on local obligations:	
c. Notes		1. Bonds:	
d. Total (a. + b. + c.)	0	a. Interest	
7. Total (1 through 6)	44,438	b. Redemption	
B. Private Contributions		c. Total (a. + b.)	0
C. Receipts from State government (from page 2)	16,971	2. Notes:	
D. Receipts from Federal Government (from page 2)	0	a. Interest	
E. Total receipts (A.7 + B + C + D)	61,409	b. Redemption	
		c. Total (a. + b.)	0
		3. Total (1.c + 2.c)	0
		C. Payments to State for highways	
		D. Payments to toll facilities	
		E. Total disbursements (A.6 + B.3 + C + D)	61,409

IV. LOCAL HIGHWAY DEBT STATUS

(Show all entries at par)

	Opening Debt	Amount Issued	Redemptions	Closing Debt
A. Bonds (Total)				0
1. Bonds (Refunding Portion)				
B. Notes (Total)				0

V. LOCAL ROAD AND STREET FUND BALANCE

	A. Beginning Balance	B. Total Receipts	C. Total Disbursements	D. Ending Balance	E. Reconciliation
		61,409	61,409		0

Notes and Comments:

LOCAL HIGHWAY FINANCE REPORT	STATE: Colorado
	YEAR ENDING (mm/yy): 12/31/2019

II. RECEIPTS FOR ROAD AND STREET PURPOSES - DETAIL

ITEM	AMOUNT	ITEM	AMOUNT
A.3. Other local imposts:		A.4. Miscellaneous local receipts:	
a. Property Taxes and Assessments	0	a. Interest on investments	
b. Other local imposts:		b. Traffic Fines & Penalties	
1. Sales Taxes	128	c. Parking Garage Fees	
2. Infrastructure & Impact Fees		d. Parking Meter Fees	
3. Liens		e. Sale of Surplus Property	
4. Licenses		f. Charges for Services	
5. Specific Ownership &/or Other	4,705	g. Other Misc. Receipts	
6. Total (1. through 5.)	4,833	h. Other	
c. Total (a. + b.)	4,833	i. Total (a. through h.)	0
	(Carry forward to page 1)		(Carry forward to page 1)

ITEM	AMOUNT	ITEM	AMOUNT
C. Receipts from State Government		D. Receipts from Federal Government	
1. Highway-user taxes	10,152	1. FHWA (from Item I.D.5.)	
2. State general funds		2. Other Federal agencies:	
3. Other State funds:		a. Forest Service	
a. State bond proceeds		b. FEMA	
b. Project Match		c. HUD	
c. Motor Vehicle Registrations	1,301	d. Federal Transit Admin	
d. Other (Specify) - Road and Bridge	5,518	e. U.S. Corps of Engineers	
e. Other (Specify)		f. Other Federal	
f. Total (a. through e.)	6,819	g. Total (a. through f.)	0
4. Total (1. + 2. + 3.f)	16,971	3. Total (1. + 2.g)	
			(Carry forward to page 1)

III. DISBURSEMENTS FOR ROAD AND STREET PURPOSES - DETAIL

	ON NATIONAL HIGHWAY SYSTEM (a)	OFF NATIONAL HIGHWAY SYSTEM (b)	TOTAL (c)
A.1. Capital outlay:			
a. Right-Of-Way Costs			0
b. Engineering Costs		37,812	37,812
c. Construction:			
(1). New Facilities		0	0
(2). Capacity Improvements			0
(3). System Preservation			0
(4). System Enhancement & Operation			0
(5). Total Construction (1) + (2) + (3) + (4)	0	0	0
d. Total Capital Outlay (Lines 1.a. + 1.b. + 1.c.5)	0	37,812	37,812
			(Carry forward to page 1)

Notes and Comments:

Road & Bridge	5,518
Specific Ownership	4,705
Total Other Local Imposts	10,223