

STATE OF MINNESOTA

Office of the State Auditor



Rebecca Otto
State Auditor

DULUTH AIRPORT AUTHORITY
(A COMPONENT UNIT OF THE
CITY OF DULUTH, MINNESOTA)

YEARS ENDED DECEMBER 31, 2017 AND 2016

Description of the Office of the State Auditor

The mission of the Office of the State Auditor is to oversee local government finances for Minnesota taxpayers by helping to ensure financial integrity and accountability in local governmental financial activities.

Through financial, compliance, and special audits, the State Auditor oversees and ensures that local government funds are used for the purposes intended by law and that local governments hold themselves to the highest standards of financial accountability.

The State Auditor performs approximately 150 financial and compliance audits per year and has oversight responsibilities for over 3,300 local units of government throughout the state. The office currently maintains five divisions:

Audit Practice - conducts financial and legal compliance audits of local governments;

Government Information - collects and analyzes financial information for cities, towns, counties, and special districts;

Legal/Special Investigations - provides legal analysis and counsel to the Office and responds to outside inquiries about Minnesota local government law; as well as investigates allegations of misfeasance, malfeasance, and nonfeasance in local government;

Pension - monitors investment, financial, and actuarial reporting for approximately 650 public pension funds; and

Tax Increment Financing - promotes compliance and accountability in local governments' use of tax increment financing through financial and compliance audits.

The State Auditor serves on the State Executive Council, State Board of Investment, Land Exchange Board, Public Employees Retirement Association Board, Minnesota Housing Finance Agency, and the Rural Finance Authority Board.

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**DULUTH AIRPORT AUTHORITY
(A COMPONENT UNIT OF THE
CITY OF DULUTH, MINNESOTA)**

Years Ended December 31, 2017 and 2016



**Audit Practice Division
Office of the State Auditor
State of Minnesota**

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**DULUTH AIRPORT AUTHORITY
DULUTH, MINNESOTA**

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**DULUTH AIRPORT AUTHORITY
DULUTH, MINNESOTA**

ORGANIZATION
DECEMBER 31, 2017

	<u>Term Ending</u>
Directors	
Pascha Apter	July 1, 2020
Kenneth Butler	July 1, 2018
Todd Fedora	July 1, 2019
Craig Fellman	July 1, 2019
Patrick Mullen	July 1, 2018
Richard Stewart	July 1, 2020
Anna Tanski	July 1, 2018
 Executive Director	
Thomas Werner	
 Officers	
President	
Kenneth Butler	
Vice President	
Anna Tanski	
Secretary	
Craig Fellman	

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REBECCA OTTO
STATE AUDITOR

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INDEPENDENT AUDITOR'S REPORT

Mayor and City Council
City of Duluth, Minnesota

Board of Directors
Duluth Airport Authority
Duluth, Minnesota

Report on the Financial Statements

We have audited the accompanying financial statements of the Duluth Airport Authority, a component unit of the City of Duluth, Minnesota, as of and for the years ended December 31, 2017 and 2016, and the related notes to the financial statements, which collectively comprise the Authority'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 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 and the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free from material misstatement.

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the financial statements. The procedures selected depend on the 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 Authority'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 Authority'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 Duluth Airport Authority as of December 31, 2017 and 2016, and the results of its operations and 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 Management's Discussion and Analysis and Required Supplementary Information as listed in the table of contents be presented to supplement the basic financial statements. Such information, although not 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.

Supplementary Information

Our audit was conducted for the purpose of forming an opinion on the financial statements that collectively comprise the Duluth Airport Authority's basic financial statements. The supplementary information as listed in the table of contents is presented for purposes of additional analysis and is not a required part of the basic financial statements. The supplementary information is the responsibility of management and was derived from and relates directly to the underlying accounting and other records used to prepare the basic financial statements. Such information has

been subjected to the auditing procedures applied in the audit of the basic financial statements and certain additional procedures, including comparing and reconciling such information directly to the underlying accounting and other records used to prepare the basic financial statements or to the basic financial statements themselves, and other additional procedures in accordance with auditing standards generally accepted in the United States of America. In our opinion, the information is fairly stated, in all material respects, in relation to the basic financial statements as a whole.

Other Reporting Required by *Government Auditing Standards*

In accordance with *Government Auditing Standards*, we have also issued our report dated May 1, 2018, on our consideration of the Duluth Airport Authority's internal control over financial reporting and on our tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements and other matters. The purpose of that report is to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the Duluth Airport Authority's internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the Duluth Airport Authority's internal control over financial reporting and compliance.

Report on Schedule of Expenditures of Federal Awards Required by the Uniform Guidance

Our audit was conducted for the purpose of forming an opinion on the financial statements that collectively comprise the Duluth Airport Authority's basic financial statements. The accompanying Schedule of Expenditures of Federal Awards (SEFA) as required by Title 2 U.S. Code of Federal Regulations Part 200, *Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards* (Uniform Guidance) is presented for purposes of additional analysis and is not a required part of the basic financial statements. The SEFA is the responsibility of management and was derived from and relates directly to the underlying accounting and other records used to prepare the basic financial statements. Such information has been subjected to the auditing procedures applied in the audit of the basic financial statements and certain additional procedures, including comparing and reconciling such information directly to the underlying accounting and other records used to prepare the basic financial statements or to the basic financial statements themselves, and other additional procedures in accordance with auditing standards generally accepted in the United States of America. In our opinion, the SEFA is fairly stated in all material respects in relation to the basic financial statements as a whole.

/s/Rebecca Otto

REBECCA OTTO
STATE AUDITOR

/s/Greg Hierlinger

GREG HIERLINGER, CPA
DEPUTY STATE AUDITOR

May 1, 2018

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MANAGEMENT'S DISCUSSION AND ANALYSIS

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**DULUTH AIRPORT AUTHORITY
DULUTH, MINNESOTA**

**MANAGEMENT'S DISCUSSION AND ANALYSIS
DECEMBER 31, 2017
(Unaudited)**

Our discussion and analysis of the Duluth Airport Authority's (Authority) financial performance provides an overview of the Authority's financial activities for the fiscal year ended December 31, 2017. Please read it in conjunction with the financial statements.

FINANCIAL HIGHLIGHTS

- Operating expenses (before depreciation and amortization) increased \$15.8 thousand, or 0.4 percent, compared to fiscal year 2016, due to increases in contracted repairs and maintenance costs.
- Operating revenues decreased \$40.4 thousand, or 0.7 percent, primarily due to reduced aeronautical revenues.
- Nonoperating federal and state grant revenues increased \$17.9 million, or 444.7 percent, from 2016; the increases are due to final receipts from grant closeouts as well as for the runway 9-27 and Sky Harbor runway construction projects. Total net position increased \$13.8 million, or 13.9 percent, compared to fiscal year 2016.
- Total number of passengers including charters decreased by 6.8 thousand, or 2.7 percent, for a total of 248 thousand in 2017. The decrease is due in part to a 5 percent decrease in Delta passengers.
- Total traffic count as recorded by the Federal Aviation Administration tower increased by 3.8 thousand, or 6.4 percent, to 64,171.
- Landing fee revenues for 2017 decreased by \$36.7 thousand, or 10.7 percent.
- Passenger facility charge revenue decreased by \$4.8 thousand in 2017, or 1.0 percent, compared to 2016, which is attributed to the passenger count decrease in 2017.
- Customer facility charges collected in 2017 decreased by \$2.8 thousand, or 1.1 percent, from 2016.
- Total parking lot sales decreased by \$82.9 thousand, or 6.7 percent, for 2017.
- Total car rental concession sales decreased by \$5 thousand, or 1.2 percent, for 2017.

- The 2016/2017 State Maintenance and Operations Agreements provided for a total of \$216.7 thousand of state aid, with \$196.3 thousand for Duluth International Airport and \$20.3 thousand for Sky Harbor Airport.
- The Transportation Security Administration's agreement with the Authority reimbursed the Authority approximately 13.7 hours per day for contracted law enforcement personnel, or approximately \$7.6 thousand per month.

OVERVIEW OF ANNUAL FINANCIAL REPORT

The Management's Discussion and Analysis (MD&A) serves as an introduction to the Duluth Airport Authority's financial statements. The MD&A represents management's examination and analysis of the Authority's financial condition and well-being. Summary financial statement data, key financial and operational indicators used in the Authority's strategic plan, budget, and other management tools were used for this analysis.

The financial statements report information about the Authority using full accrual accounting methods as utilized by similar business activities in the private sector.

The financial statements include a statement of net position; a statement of revenues, expenses, and changes in net position; a statement of cash flows; and notes to the financial statements. The statement of net position presents the financial position of the Authority on a full accrual, economic resource basis of accounting. While the statement of net position provides information about the nature and amount of resources and obligations at year-end, the statement of revenues, expenses, and changes in net position presents the results of the business activities over the course of the fiscal year and information as to how the net position changed during the 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 the related cash flows. This statement also provides certain information about the Authority's recovery of its costs.

The statement of cash flows presents changes in cash and cash equivalents resulting from operational, financing, and investing activities. This statement presents cash receipt and cash disbursement information without consideration of the earnings event, when an obligation arises, or depreciation of capital assets.

The notes to the financial statements provide required disclosures and other information that are essential to a full understanding of material data provided in the statements. The notes present information about the Authority's accounting policies, significant account balances and activities, material risks, obligations, commitments, contingencies, and subsequent events, if any. The financial statements were prepared by the Authority's staff from the detailed books and records of the Authority. The financial statements were audited and adjusted during the independent external audit process.

SUMMARY OF ORGANIZATION AND BUSINESS

The Legislative Act of 1969, Chapter 577, as approved on May 22, 1969, authorized the organization of the Authority. The purpose of this act was to promote the public welfare and to serve the public interest, convenience and necessity, promote air navigation and transportation, national, state, and local; and to these ends, to develop full potentials of aviation in the City of Duluth as an aviation center; and to provide for the most economical and effective use of aeronautical facilities and services in the City of Duluth; and to this end, the Authority shall cooperate with and assist the federal government and the Director of Aeronautics of this state, and shall seek to coordinate its aeronautic activities with these bodies. This Legislative Act established a Board of seven Directors appointed by the Mayor and conferred upon this Board the power and duty to administer, promote, control, direct, and manage and operate all airports owned. On October 9, 1985, the Bylaws were adopted and have been amended several times since. These Bylaws established regular monthly meetings, a term for officers, and the appointment of an Executive Director.

The Duluth Airport Authority's vision is to be the region's center of aviation, supporting economic development by growing travel, cargo, and business services for our customers and communities. The mission is, "We are committed to providing our customers with superior services in a safe, secure, professional environment."

The Duluth International Airport consists of two runways, which provide take-off and landing facilities for all types of commercial and general aviation aircraft, as well as military aircraft. The main runway 9-27 is 10,152 feet long by 150 feet wide and can handle the world's largest aircraft. The cross runway 3-21 is 5,699 feet long by 150 feet wide. The Duluth International Airport is located on 3,294 acres of land and encompasses approximately one-half of the old Duluth Air Force Base. The Authority also operates Sky Harbor Airport, which is both a sea plane base and a general aviation airport. The landside runway is 3,050 feet long by 75 feet wide. The landside runway length will be reduced at the completion of the current runway construction. In the bay, there is also a 10,000-foot by 2,000-foot water runway.

Operating revenue for the Authority comes from a variety of sources, including: car rental concessions, parking, space and land rentals, Fixed Base Operator (FBO) concessions, Transportation Security Administration reimbursement for law enforcement, maintenance and operations grant funds from the State of Minnesota, and landing fees. The Authority is self-sufficient and is not subsidized by the City of Duluth for operations or capital improvement costs.

FINANCIAL ANALYSIS

The following comparative condensed financial statements and other selected information serve as the key financial data and indicators for management, monitoring, and planning.

Condensed Statement of Net Position (000s)

	<u>FY 2017</u>	<u>FY 2016</u>	<u>FY 2015</u>
Current and other assets	\$ 14,418	\$ 4,669	\$ 7,924
Capital assets	119,524	106,657	111,306
Construction in progress	<u>801</u>	<u>2,153</u>	<u>1,142</u>
Total Assets	<u>\$ 134,743</u>	<u>\$ 113,479</u>	<u>\$ 120,372</u>
Deferred Outflows of Resources	<u>\$ 572</u>	<u>\$ 655</u>	<u>\$ 142</u>
Current liabilities	\$ 9,800	\$ 1,792	\$ 3,814
Long-term liabilities	<u>12,549</u>	<u>13,448</u>	<u>13,794</u>
Total Liabilities	<u>\$ 22,349</u>	<u>\$ 15,240</u>	<u>\$ 17,608</u>
Deferred Inflows of Resources	<u>\$ 433</u>	<u>\$ 137</u>	<u>\$ 71</u>
Net Position			
Net investment in capital assets	\$ 110,053	\$ 97,641	\$ 100,732
Unrestricted	<u>2,480</u>	<u>1,116</u>	<u>2,103</u>
Total Net Position	<u>\$ 112,533</u>	<u>\$ 98,757</u>	<u>\$ 102,835</u>

As the table illustrates, net position increased by \$13.8 million to \$112.5 million in 2017. The increase in net position was primarily due to significant changes to capital assets and other current assets as completed projects were transferred to capital assets. There were also increases in current liabilities as construction contracts payable increased by \$4.4 million for runway projects, and there was a balance of \$3.6 million on the line of credit with the City of Duluth.

**Condensed Statement of Revenues, Expenses, and Changes in Net Position
(000s)**

	FY 2017		FY 2016	FY 2015
	Budget	Actual	Actual	Actual
Total operating revenues	\$ 5,240	\$ 5,555	\$ 5,595	\$ 4,820
Total operating expenses	(13,419)	(13,870)	(13,892)	(13,348)
Operating Income (Loss)	\$ (8,179)	\$ (8,315)	\$ (8,297)	\$ (8,528)
Nonoperating revenues	488	516	601	545
Capital contributions	9,108	21,932	4,017	1,979
Nonoperating expenses	(431)	(357)	(399)	(332)
Change in Net Position	\$ 986	\$ 13,776	\$ (4,078)	\$ (6,336)

REVENUES

Operating revenues decreased by \$40.4 thousand, or 0.7 percent, in 2017 relative to 2016. The operating revenue decrease is due primarily to decreases in aeronautical revenue. Continued efforts are being made to draw more commercial air service traffic and increase aeronautical revenues as well as the non-aeronautical revenues associated with the additional passenger traffic. The Authority has been fortunate to have most all of vacant space occupied, which has led to increases in rent revenues over the past few years. As some space has become vacant, the Authority is advertising in hopes to continue that trend.

EXPENSES

The Duluth Airport Authority's operating expenses decreased by \$22 thousand to \$13.87 million in 2017, down from \$13.89 million in 2016. This decrease is partially due to the decreased depreciation expenses as depreciable vehicles and equipment have met their useful life. Where there were decreases in supplies expenses, there were increases in contracted services and charges. Personal services expenses decreased by just \$5.9 thousand, or 0.3 percent, due to increased reimbursed administrative time through Airport Improvement Program programs. Other services and charges increased \$70.5 thousand, or 6.3 percent, while utilities expenses increased by only \$5.3 thousand, or 1.1 percent, compared to 2016.

BUDGETARY HIGHLIGHTS

The Duluth Airport Authority develops an annual operating budget which includes proposed expenses as well as proposed sources of revenue to pay for them. The Authority Board approves the operating budget, and it also receives final approval from the Duluth City Council. The Authority's operating budget is adjusted as needed when noticeable changes in business are

known to affect the budget. Management and the Board of Directors are presented detailed monthly financial statements, an in-depth quarterly analysis, and an annual analysis of key indicators and budgetary progress.

The airline industry remains competitive and fluid, while adverse to risk. Though fuel prices have become much more attractive, airlines have seized the opportunity to strengthen their balance sheets, not passing the savings on to the passenger. In addition, an industry pilot shortage due to new regulations is making it increasingly difficult to attract new or existing air carriers to add flights to new destinations, as regional air carriers do not have the pilots to fly their existing fleets. This issue is being monitored and considered as the establishment of additional air service to our market is continually being pursued. Positive for Duluth, daily flights from United Airlines between Duluth and its Chicago O'Hare hub have been successfully in place for more than seven years. In the past several months, United capacity has increased as a larger aircraft has taken over for one flight a day. Finally, Monaco Air Duluth continues to have productive and successful operations as the FBO offering quality service with a well-respected reputation. Monaco's services and operations have led to more activity for international, corporate, charter, and general aviation users of the Duluth Airport as well as increased revenues for the Authority.

The Authority continued to make improvements to facilities and infrastructure and respond to new security directives. In 2017, the following projects or additions to projects reached completion and were transferred to capital asset records: (1) runway and taxiway renovations - \$20.6 million; (2) pavement maintenance, Storm Water Pollution Prevention Plan for Duluth International and Sky Harbor, and master plan - \$1.2 million; (3) taxiway planning, consulting, and master plan - \$407 thousand; and (5) final closeout of Hangar 103 renovations/repairs and parking structure - \$291 thousand, as well as the addition of donated government surplus equipment and other minor miscellaneous projects.

Groundbreaking began in 2009 for the \$78 million passenger terminal building and supporting infrastructure, which consisted of multiple phases. Construction concluded in the fall of 2013. Federal, state, and local airport dollars funded the project. The parking structure groundbreaking began in early 2014 and was completed in the fall of 2014. Renovations to Hangar 103 for Lake Superior College's (LSC) Center for Advanced Aviation began in early 2015 and were completed for fall session classes to begin. In 2017, the major focus at both airports has been runway reconstruction. The Authority includes in the next ten years of their Capital Improvement Plan, the reconstruction of all three runways and most of the taxiway network at both airports. The Duluth Airport Authority is always searching for opportunities to update and improve infrastructure as well as for new funding sources for those opportunities.

The union contract between the Authority and AFSCME Local 66 was negotiated in 2016 and effective for 2017 through December 31, 2019.

**Capital Assets
(000s)**

	FY 2017	FY 2016	Dollar Change Increase (Decrease)	Total Percent (%) Change	FY 2015
Land	\$ 3,361	\$ 3,361	\$ -	0.00%	\$ 3,361
Land Improvements	25,136	23,517	1,619	6.89	23,491
Runways	92,556	71,863	20,693	28.79	67,408
Buildings	87,586	87,294	292	0.33	87,067
Equipment	11,737	12,204	(467)	(3.82)	12,407
Construction in progress	801	2,153	(1,352)	(62.80)	1,142
Total capital assets	\$ 221,177	\$ 200,392	\$ 20,785	10.37	\$ 194,876
Less: accumulated depreciation	(100,852)	(91,582)	(9,270)	10.12	(82,428)
Net Capital Assets	\$ 120,325	\$ 108,810	\$ 11,515	10.58	\$ 112,448

By the end of 2017, the Authority had invested approximately \$221 million in capital assets since its inception.

The Authority updates its Airport Capital Improvement Program annually each spring, which provides an itemized list of all anticipated future projects and funding sources for the next 20 years.

DEBT ADMINISTRATION

The City of Duluth obtained a \$500,000 loan from the Minnesota Investment Fund to remedy soil conditions on Duluth Airport Authority property in support of new business development. On December 20, 2005, the Authority entered into an agreement with the Duluth Economic Development Authority that provided the Authority make payments due on the loan in the amount of \$400,000. The loan is noninterest-bearing, payable in 180 monthly installments of \$2,222 beginning February 2006. The noncurrent portion of the loan payable is \$55,556.

The Authority entered into a Lease Acquisition Agreement with North Country Aviation (NCA) on November 1, 2005. The agreement required the Authority pay NCA \$497,379 in order to acquire NCA's FBO lease agreement and facilitate its transfer to Monaco Air Duluth. The note is payable by the Authority as Airport Facility Revenue Note, Series 2005A. The note is for a term of 13 years, payable each June 1 and December 1 commencing June 1, 2007. Interest is compounded at 8.85 percent per annum.

A summary of changes in the revenue note balances are:

	Debt (000s)		
	<u>FY 2017</u>	<u>FY 2016</u>	<u>FY 2015</u>
Balance - January 1	\$ 165	\$ 222	\$ 274
Principal payments	<u>(62)</u>	<u>(57)</u>	<u>(52)</u>
Balance - December 31	<u>\$ 103</u>	<u>\$ 165</u>	<u>\$ 222</u>

The City of Duluth issued General Obligation Airport Improvement Bonds for the Authority with a face value of \$7,650,000 in May 2012. These bonds will be repaid over 15 years. The bond proceeds are being used as the local match on federal and state grants for the “project,” including the terminal, access roads, apron, and parking ramp.

The City of Duluth issued General Obligation Airport Improvement Bonds for the Authority with a face value of \$3,400,000 in December 2013. These bonds will be repaid over 16 years. The bond proceeds are being used as the local match on federal and state grants for completion of the parking ramp facilities.

Finally, the City of Duluth issued General Obligation Airport Improvement Bonds for the Authority in November 2015 with a face value of \$2,855,000. These bonds will be repaid over a period of 15 years. The bond proceeds have been used for the renovation of Hangar 103 to suit the needs of LSC’s Center for Advanced Aviation.

ECONOMIC AND OTHER FACTORS

When setting the 2018 budget, the Authority took many factors into consideration: the continuing financial and operational turmoil of the commercial aviation sector; the continuing vigilance of security requirements and its effects on commercial air travel and airport passenger handling; weather conditions which dictate utility costs and overtime for snow removal crews; energy, operating supplies, labor, and benefits price increases; and a general review of all rates and services so that revenue will keep pace with expenses. The Authority has taken steps to raise all rental and concession fees to competitive rates and carefully manages its costs for equipment, supplies, and services.

The Authority actively seeks new lessees to occupy vacant or upcoming vacant space as well as economic development opportunities that are a good fit for the aviation sector. Examples of this are the Authority's development efforts and partnership with the Duluth Economic Development Authority to facilitate usage of the former Northwest Airlines Maintenance Facility by AAR Corp. Another is the support of renovations to Hangar 103 where LSC now houses its Center for Advanced Aviation to educate future employees of major economic players on the airfield, including Cirrus and AAR. The Authority continues to seek opportunities for diversifying revenue in order to be less reliant on airline revenue sources.

FINANCIAL CONTACT

This financial report is designed to provide our customers and creditors with a general overview of the Authority's finances and to demonstrate the Authority's accountability for the money it receives. If you have any questions about this report or need additional financial information, contact the Director of Finance, Duluth Airport Authority, 4701 Grinden Drive, Duluth, Minnesota 55811.

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BASIC FINANCIAL STATEMENTS

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**DULUTH AIRPORT AUTHORITY
DULUTH, MINNESOTA**

EXHIBIT 1

**COMPARATIVE STATEMENT OF NET POSITION
DECEMBER 31, 2017 AND 2016**

	2017	2016
<u>Assets</u>		
Current assets		
Cash and cash equivalents	\$ 7,429	\$ 1,661,017
Accounts receivable	480,494	591,961
Grants receivable	10,986	9,449
Inventory	26,812	16,483
Prepaid items	47,211	36,264
Assets restricted for construction		
Cash and cash equivalents	144,000	-
Accounts receivable	102,051	67,267
Grants receivable	12,217,397	1,056,214
Total current assets	\$ 13,036,380	\$ 3,438,655
Noncurrent assets		
Capital assets		
Nondepreciable	\$ 4,162,345	\$ 5,514,437
Depreciable	217,015,042	194,877,495
Less: accumulated depreciation	(100,852,357)	(91,582,173)
Total capital assets - net of accumulated depreciation	\$ 120,325,030	\$ 108,809,759
Other assets		
Airport planning costs - net of accumulated amortization of \$1,299,895 in 2017 and \$1,079,592 in 2016	\$ 1,324,059	\$ 1,136,786
Lease buyout costs - net of accumulated amortization of \$469,760 in 2017 and \$433,366 in 2016	57,623	94,016
Total other assets	\$ 1,381,682	\$ 1,230,802
Total noncurrent assets	\$ 121,706,712	\$ 110,040,561
Total Assets	\$ 134,743,092	\$ 113,479,216
<u>Deferred Outflows of Resources</u>		
Deferred pension outflows	\$ 571,852	\$ 654,600

**DULUTH AIRPORT AUTHORITY
DULUTH, MINNESOTA**

**EXHIBIT 1
(Continued)**

**COMPARATIVE STATEMENT OF NET POSITION
DECEMBER 31, 2017 AND 2016**

	2017	2016
<u>Liabilities</u>		
Current liabilities payable from unrestricted assets		
Accounts payable	\$ 145,119	\$ 257,223
Accrued salaries payable	27,284	38,038
Accrued vacation payable	111,982	109,669
Construction contracts payable	88,310	33,023
Unearned revenue	76,252	64,913
Revenue notes payable	67,321	61,737
Loans payable - City of Duluth	885,000	870,000
Loans payable	26,667	26,667
Total current liabilities payable from unrestricted assets	\$ 1,427,935	\$ 1,461,270
Current liabilities payable from restricted assets		
Construction contracts payable	\$ 4,721,655	\$ 330,697
Due to the City of Duluth - line of credit	3,650,000	-
Total current liabilities payable from restricted assets	\$ 8,371,655	\$ 330,697
Total current liabilities	\$ 9,799,590	\$ 1,791,967
Noncurrent liabilities		
Unearned revenue	\$ 417,228	\$ 234,600
Revenue notes payable	35,911	103,232
Loans payable - City of Duluth	9,305,000	10,190,000
Loans payable	55,556	82,222
Net other postemployment benefits obligation	1,439,444	1,270,857
Net pension liability	1,295,939	1,567,066
Total noncurrent liabilities	\$ 12,549,078	\$ 13,447,977
Total Liabilities	\$ 22,348,668	\$ 15,239,944
<u>Deferred Inflows of Resources</u>		
Deferred pension inflows	\$ 433,590	\$ 137,332
<u>Net Position</u>		
Net investment in capital assets	\$ 110,052,807	\$ 97,640,870
Unrestricted	2,479,879	1,115,670
Total Net Position	\$ 112,532,686	\$ 98,756,540

**DULUTH AIRPORT AUTHORITY
DULUTH, MINNESOTA**

EXHIBIT 2

**COMPARATIVE STATEMENT OF REVENUES, EXPENSES, AND CHANGES IN NET POSITION
YEARS ENDED DECEMBER 31, 2017 AND 2016**

	2017	2016
Operating Revenues		
Charges for services	<u>\$ 5,555,003</u>	<u>\$ 5,595,404</u>
Operating Expenses		
Personal services	\$ 2,137,190	\$ 2,143,048
Supplies	473,420	527,560
Utilities	466,976	461,672
Other services and charges	1,188,404	1,117,872
Depreciation	9,347,278	9,385,213
Amortization	<u>256,696</u>	<u>256,696</u>
Total Operating Expenses	<u>\$ 13,869,964</u>	<u>\$ 13,892,061</u>
Operating Income (Loss)	<u>\$ (8,314,961)</u>	<u>\$ (8,296,657)</u>
Nonoperating Revenues (Expenses)		
Investment earnings	\$ 35,474	\$ 18,146
Passenger facility charge	480,666	485,547
Gain (loss) on disposal of capital assets	(3,898)	96,819
Interest expense	<u>(353,053)</u>	<u>(398,990)</u>
Total Nonoperating Revenues (Expenses)	<u>\$ 159,189</u>	<u>\$ 201,522</u>
Net Income (Loss) Before Capital Contributions	<u>\$ (8,155,772)</u>	<u>\$ (8,095,135)</u>
Capital Contributions		
Capital grants		
Federal	\$ 17,058,633	\$ 3,792,475
State	4,821,359	224,190
Contributions		
Other	<u>51,926</u>	<u>241</u>
Total Capital Contributions	<u>\$ 21,931,918</u>	<u>\$ 4,016,906</u>
Change in Net Position	<u>\$ 13,776,146</u>	<u>\$ (4,078,229)</u>
Net Position - January 1	<u>98,756,540</u>	<u>102,834,769</u>
Net Position - December 31	<u><u>\$ 112,532,686</u></u>	<u><u>\$ 98,756,540</u></u>

The notes to the financial statements are an integral part of this statement.

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**DULUTH AIRPORT AUTHORITY
DULUTH, MINNESOTA**

EXHIBIT 3

**COMPARATIVE STATEMENT OF CASH FLOWS
YEARS ENDED DECEMBER 31, 2017 AND 2016**

	2017	2016
Cash Flows from Operating Activities		
Cash received from customers	\$ 5,587,683	\$ 5,204,740
Cash paid to suppliers	(2,262,180)	(2,005,007)
Cash paid to employees	(1,869,165)	(1,863,081)
Other cash receipts	271,217	502,212
Net cash provided by (used in) operating activities	\$ 1,727,555	\$ 1,838,864
Cash Flows from Noncapital Financing Activities		
Principal paid on revenue note	\$ (61,737)	\$ (56,615)
Cash Flows from Capital and Related Financing Activities		
Proceeds from draw on line of credit	\$ 3,650,000	\$ 500,000
Repayment of line of credit	-	(500,000)
Principal paid on loans	(896,666)	(851,667)
Loan issuance and interest costs	-	(398,990)
Capital grants - federal	7,825,586	6,586,519
Capital grants - state	2,860,456	486,959
Capital contributions	-	26,013
Passenger facility charge	445,882	463,115
Proceeds from sale of capital assets	-	122,500
Acquisition or construction of capital assets	(17,096,138)	(8,038,632)
Net cash provided by (used in) capital and related financing activities	\$ (3,210,880)	\$ (1,604,183)
Cash Flows from Investing Activities		
Interest received on investments	\$ 35,474	\$ 18,146
Net Increase (Decrease) in Cash and Cash Equivalents	\$ (1,509,588)	\$ 196,212
Cash and Cash Equivalents - January 1	1,661,017	1,464,805
Cash and Cash Equivalents - December 31	\$ 151,429	\$ 1,661,017

**DULUTH AIRPORT AUTHORITY
DULUTH, MINNESOTA**

**EXHIBIT 3
(Continued)**

**COMPARATIVE STATEMENT OF CASH FLOWS
YEARS ENDED DECEMBER 31, 2017 AND 2016**

	2017	2016
Reconciliation of Operating Income (Loss) to Net Cash Provided by (Used in) Operating Activities		
Operating income (loss)	\$ (8,314,961)	\$ (8,296,657)
Adjustments to reconcile operating income (loss) to net cash provided by (used in) operating activities		
Depreciation	9,347,278	9,385,213
Amortization	256,696	256,696
Changes in assets and liabilities		
(Increase) decrease in receivables	109,930	144,691
(Increase) decrease in inventory	(10,329)	5,707
(Increase) decrease in prepaid items	(10,947)	(16,186)
Increase (decrease) in payables	48,042	267,249
(Increase) decrease in deferred pension outflows	82,748	(512,754)
Increase (decrease) in deferred pension inflows	296,258	66,026
Increase (decrease) in net pension liability	(271,127)	572,022
Increase (decrease) in unearned revenue	193,967	(33,143)
	\$ 1,727,555	\$ 1,838,864
Net Cash Provided by (Used in) Operating Activities		
Noncash Investing, Capital, and Financing Activities		
Carrying value of capital assets disposed of	\$ 5,904	\$ 25,681
Capital assets acquired by construction contracts payable	4,446,245	(2,265,961)

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**DULUTH AIRPORT AUTHORITY
DULUTH, MINNESOTA**

NOTES TO THE FINANCIAL STATEMENTS
AS OF AND FOR THE YEARS ENDED DECEMBER 31, 2017 AND 2016

1. Summary of Significant Accounting Policies

The accounting policies of the Duluth Airport Authority conform with accounting principles generally accepted in the United States of America (GAAP). The Governmental Accounting Standards Board (GASB) is responsible for establishing GAAP for state and local governments through its pronouncements (statements and interpretations). The more significant accounting policies established in GAAP and used by the Authority are discussed below.

A. Financial Reporting Entity

The Duluth Airport Authority was created by the Legislature of the State of Minnesota in 1969 to operate and maintain the aeronautic facilities and services in the City of Duluth. The Authority is a component unit of the City of Duluth according to criteria established by the GASB for determining the financial reporting entity. Specific criteria include: the management of the Authority is vested in seven Directors appointed by the Mayor of Duluth and approved by the City Council, and the City Council approves the budget of the Authority.

B. Basis of Presentation

The accounts of the Duluth Airport Authority are presented as an enterprise fund. Enterprise funds are used to account for operations financed and operated in a manner similar to private business enterprises--where the intent of the governing body is that the costs (expenses, including depreciation) of providing goods or services to the general public on a continuing basis be financed or recovered primarily through user charges.

Enterprise funds distinguish operating revenues from nonoperating items. Operating revenues generally result from providing and delivering services in connection with a principal ongoing activity. The principal operating revenues of the Authority are charges to customers for the use and lease of airport facilities. All revenues not meeting this definition are reported as nonoperating revenues.

**DULUTH AIRPORT AUTHORITY
DULUTH, MINNESOTA**

1. Summary of Significant Accounting Policies (Continued)

C. Basis of Accounting

The Authority uses the full accrual, economic resource basis of accounting. Revenues are recognized when they are earned, and expenses are recognized when a liability is incurred, regardless of the timing of the related cash flows.

D. Budget

The Authority adopts an annual budget, which is approved by the Duluth City Council. The budget is prepared on the accrual basis of accounting.

E. Assets, Liabilities, Deferred Outflows of Resources, Deferred Inflows of Resources, and Net Position

1. Cash and Cash Equivalents

Cash and cash equivalents consist of cash and investments held by the Duluth City Treasurer. Investments are stated at fair value. For purposes of the statement of cash flows, all highly liquid investments (including restricted assets) with a maturity of three months or less when purchased are considered to be cash equivalents.

2. Accounts Receivable

Amounts due from individuals and organizations are recorded as receivables at year-end. These include amounts owed pursuant to lease agreements. No allowance for uncollectible receivables have been provided because such amounts are not expected to be material.

3. Inventory and Prepaid Items

Inventories of materials and supplies are priced at the lower of cost or market on a first-in, first-out basis and are recorded as expenses when consumed.

Certain payments to vendors reflect costs applicable to future accounting periods and are recorded as prepaid items.

**DULUTH AIRPORT AUTHORITY
DULUTH, MINNESOTA**

1. Summary of Significant Accounting Policies

E. Assets, Liabilities, Deferred Outflows of Resources, Deferred Inflows of Resources, and Net Position (Continued)

4. Restricted Assets

Monies restricted for the payment of construction contracts and passenger facility charge revenues are accounted for as restricted assets.

5. Capital Assets

Purchased or constructed capital assets are stated at cost. Donated capital assets are recorded at acquisition value on the date of donation. The Authority's policy is to capitalize assets with a useful life of one year or more and a minimum cost of \$5,000. Depreciation of capital assets is determined using the straight-line method. The estimated useful lives of the assets are:

<u>Classification</u>	<u>Years</u>
Land improvements	15
Runways	10 to 15
Buildings and structures	20 to 30
Equipment	5 to 10

6. Other Assets

Airport planning costs and lease buyout costs are being amortized by the straight-line method over 10 to 20 years.

7. Deferred Outflows of Resources and Deferred Inflows of Resources

In addition to assets, the statement of financial position reports a separate section for deferred outflows of resources. This separate financial statement element, deferred outflows of resources, represents a consumption of net position that applies to a future period(s) and will not be recognized as an outflow of resources (expense) until then. The Authority has one item, deferred pension outflows, that qualifies for reporting in this category. Pension outflows consist of pension plan

**DULUTH AIRPORT AUTHORITY
DULUTH, MINNESOTA**

1. Summary of Significant Accounting Policies

E. Assets, Liabilities, Deferred Outflows of Resources, Deferred Inflows of Resources, and Net Position

7. Deferred Outflows of Resources and Deferred Inflows of Resources (Continued)

contributions paid subsequent to the measurement date, changes in actuarial assumptions, differences between expected and actual economic experience, changes in proportion, and also the differences between projected and actual earnings on pension plan investments.

In addition to liabilities, the statement of financial position reports a separate section for deferred inflows of resources. This separate financial statement element, deferred inflows of resources, represents an acquisition of net position that applies to a future period(s) and so will not be recognized as an inflow of resources (revenue) until that time. The Authority has one item, deferred pension inflows, that qualifies for reporting in this category. Pension inflows consist of differences between expected and actual pension plan economic experience, pension plan changes in proportionate share, changes in actuarial assumptions, and differences between projected and actual investment earnings.

8. Unearned Revenue

Amounts received as advance payments for construction, rentals, and commissions are reported as unearned revenue until they are earned.

9. Pension Plan

For purposes of measuring the net pension liability, deferred outflows/inflows of resources, and pension expense, information about the fiduciary net position of the Public Employees Retirement Association (PERA) and additions to/deductions from PERA's fiduciary net position have been determined on the same basis as they are reported by PERA, except that PERA's fiscal year-end is June 30. For this purpose, plan contributions are recognized as of employer payroll paid dates, and benefit payments and refunds are recognized when due and payable in accordance with the benefit terms. Plan investments are reported at fair value.

**DULUTH AIRPORT AUTHORITY
DULUTH, MINNESOTA**

1. Summary of Significant Accounting Policies

E. Assets, Liabilities, Deferred Outflows of Resources, Deferred Inflows of Resources, and Net Position (Continued)

10. Classification of Net Position

Net position in the financial statements is classified in the following components:

- Net investment in capital assets - the amount of net position representing capital assets, net of accumulated depreciation, and reduced by outstanding debt attributed to the acquisition, construction, or improvement of the assets.
- Restricted net position - the amount of net position for which external restrictions have been 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 - the amount of net position that does not meet the definition of restricted or net investment in capital assets.

When both restricted and unrestricted resources are available for use, it is the Authority's policy to use restricted resources first and then unrestricted resources as needed.

F. Passenger Facility Charges

The Duluth Airport Authority has been authorized by the Federal Aviation Administration to collect passenger facility charges to finance capital improvements at Duluth International Airport and Duluth Sky Harbor Airport.

G. Use of Estimates

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

**DULUTH AIRPORT AUTHORITY
DULUTH, MINNESOTA**

2. Detailed Notes

A. Deposits and Investments

The Authority and the Duluth City Council are authorized by Minn. Stat. §§ 118A.02 and 118A.04 to designate a depository for public funds and to invest in certificates of deposit. Minnesota statutes require that all Authority deposits be covered by insurance, surety bond, or collateral.

The Authority may invest in the types of securities authorized by Minn. Stat. §§ 118A.04 and 118A.05.

The Authority invests funds in the City of Duluth’s investment pool. The fair value of the investment is the fair value per share of the underlying portfolio. The Authority invests in this pool for the purpose of joint investment with the City in order to enhance investment earnings. There are no redemption limitations.

Additional disclosures, as required by GASB Statement No. 3, *Deposits with Financial Institutions, Investments (Including Repurchase Agreements), and Reverse Repurchase Agreements*; and GASB Statement No. 40, *Deposit and Investment Risk Disclosures*, are disclosed on an entity-wide basis in the City of Duluth’s Comprehensive Annual Financial Report. The Duluth Airport Authority is a component unit of the City of Duluth.

The following is a summary of the Authority’s cash:

	December 31	
	2017	2016
Cash and investments pooled with the City of Duluth	\$ 151,364	\$ 1,660,933
Petty cash funds	65	84
Total	\$ 151,429	\$ 1,661,017
Detail as shown on Statement of Net Position		
Current assets		
Cash and cash equivalents	\$ 7,429	\$ 1,661,017
Assets restricted for construction		
Cash and cash equivalents	144,000	-
Total Cash and Cash Equivalents	\$ 151,429	\$ 1,661,017

**DULUTH AIRPORT AUTHORITY
DULUTH, MINNESOTA**

2. Detailed Notes (Continued)

B. Capital Assets

A summary of changes in capital assets as of December 31, 2017 and 2016, follows:

	Balance January 1, 2017	Increase	Decrease	Transfers/ Reclassifications	Balance December 31, 2017
Capital assets not depreciated					
Land	\$ 3,361,434	\$ -	\$ -	\$ -	\$ 3,361,434
Construction in progress	2,153,003	21,071,753	-	(22,423,845)	800,911
Total capital assets not depreciated	\$ 5,514,437	\$ 21,071,753	\$ -	\$ (22,423,845)	\$ 4,162,345
Capital assets depreciated					
Land improvements	\$ 23,516,763	\$ -	\$ -	\$ 1,619,181	\$ 25,135,944
Buildings and structures	87,293,976	148,850	-	143,025	87,585,851
Runways	71,863,294	-	-	20,692,881	92,556,175
Equipment	12,203,462	55,425	82,998	(438,817)	11,737,072
Total capital assets depreciated	\$ 194,877,495	\$ 204,275	\$ 82,998	\$ 22,016,270	\$ 217,015,042
Less: accumulated depreciation for					
Land improvements	\$ 12,653,113	\$ 1,582,490	\$ -	\$ 386,159	\$ 14,621,762
Buildings and structures	17,073,801	3,040,857	-	-	20,114,658
Runways	53,202,645	3,478,567	-	-	56,681,212
Equipment	8,652,614	1,245,364	77,094	(386,159)	9,434,725
Total accumulated depreciation	\$ 91,582,173	\$ 9,347,278	\$ 77,094	\$ -	\$ 100,852,357
Total capital assets depreciated, net	\$ 103,295,322	\$ (9,143,003)	\$ 5,904	\$ 22,016,270	\$ 116,162,685
Capital Assets, Net	\$ 108,809,759	\$ 11,928,750	\$ 5,904	\$ (407,575)	\$ 120,325,030

**DULUTH AIRPORT AUTHORITY
DULUTH, MINNESOTA**

2. Detailed Notes

B. Capital Assets (Continued)

	Balance January 1, 2016	Increase	Decrease	Transfers/ Reclassifications	Balance December 31, 2016
Capital assets not depreciated					
Land	\$ 3,361,434	\$ -	\$ -	\$ -	\$ 3,361,434
Construction in progress	1,141,929	5,713,014	-	(4,701,940)	2,153,003
Total capital assets not depreciated	<u>\$ 4,503,363</u>	<u>\$ 5,713,014</u>	<u>\$ -</u>	<u>\$ (4,701,940)</u>	<u>\$ 5,514,437</u>
Capital assets depreciated					
Land improvements	\$ 23,491,343	\$ 20,146	\$ -	\$ 5,274	\$ 23,516,763
Buildings and structures	87,066,405	33,592	-	193,979	87,293,976
Runways	67,408,314	5,753	-	4,449,227	71,863,294
Equipment	12,406,896	166	256,819	53,219	12,203,462
Total capital assets depreciated	<u>\$ 190,372,958</u>	<u>\$ 59,657</u>	<u>\$ 256,819</u>	<u>\$ 4,701,699</u>	<u>\$ 194,877,495</u>
Less: accumulated depreciation for					
Land improvements	\$ 11,082,273	\$ 1,570,840	\$ -	\$ -	\$ 12,653,113
Buildings and structures	14,038,266	3,035,535	-	-	17,073,801
Runways	49,763,292	3,439,353	-	-	53,202,645
Equipment	7,544,267	1,339,485	231,138	-	8,652,614
Total accumulated depreciation	<u>\$ 82,428,098</u>	<u>\$ 9,385,213</u>	<u>\$ 231,138</u>	<u>\$ -</u>	<u>\$ 91,582,173</u>
Total capital assets depreciated, net	<u>\$ 107,944,860</u>	<u>\$ (9,325,556)</u>	<u>\$ 25,681</u>	<u>\$ 4,701,699</u>	<u>\$ 103,295,322</u>
Capital Assets, Net	<u>\$ 112,448,223</u>	<u>\$ (3,612,542)</u>	<u>\$ 25,681</u>	<u>\$ (241)</u>	<u>\$ 108,809,759</u>

Transfers and reclassifications for 2017 and 2016 do not net out to zero because there was construction in progress transferred to “Other Assets - Airport Planning Costs” which is not included on this summary (\$407,575 in 2017 and \$241 in 2016).

**DULUTH AIRPORT AUTHORITY
DULUTH, MINNESOTA**

2. Detailed Notes

B. Capital Assets (Continued)

The Authority's commitments with respect to unfinished construction projects as of December 31, 2017 and 2016, are as follows:

<u>Projects</u>	<u>Remaining Construction Commitments</u>	
	<u>2017</u>	<u>2016</u>
AIP 11	\$ -	\$ 415,765
AIP 12	641,903	-
AIP 54	-	357,413
AIP 59	2,252,707	9,644,660
AIP 60	1,353,763	1,698,325
AIP 61	553,797	-
Parking and Skywalk	-	333,895
Total Commitments	<u>\$ 4,802,170</u>	<u>\$ 12,450,058</u>

C. Vacation and Sick Leave

Full-time employees are granted from 12 to 28 days of vacation time per year depending on their years of service. Maximum amounts of vacation time that can be accumulated range from 18 to 42 days. Unpaid vacation time earned at year-end is recognized as a liability in the financial statements. Sick leave is accrued by employees at the rate of 4 hours per pay period and may be accumulated to a maximum of 120 days, 60 days, or 30 days, depending on the employee's start date. Sick leave is recorded as an expense when paid. Employees are not compensated for unused sick leave. Any liability for earned, unused sick leave is not recognized in the financial statements.

**DULUTH AIRPORT AUTHORITY
DULUTH, MINNESOTA**

2. Detailed Notes (Continued)

D. Leases

The Authority leases space and other facilities under various rates and terms. All such leases are considered to be operating leases. Minimum future rents receivable on noncancelable leases are:

2017

<u>Year Ending December 31</u>	
2018	\$ 134,643
2019	115,310
2020	115,060
2021	114,634
2022	113,356
After 2022	<u>2,710,914</u>
Total	<u>\$ 3,303,917</u>

2016

<u>Year Ending December 31</u>	
2017	\$ 136,448
2018	135,448
2019	117,316
2020	117,315
2021	116,897
After 2021	<u>1,008,510</u>
Total	<u>\$ 1,631,934</u>

Contingent rental income from operating leases for 2017 and 2016 was \$231,182 and \$278,392, respectively.

**DULUTH AIRPORT AUTHORITY
DULUTH, MINNESOTA**

2. Detailed Notes (Continued)

E. Budgets

The Duluth Airport Authority adopts a budget to be approved by the Duluth City Council. A summary of the operating budget for the fiscal years ended December 31, 2017 and 2016, is:

	2017		Variance Favorable (Unfavorable)
	Budget	Actual	
Operating Revenues			
Charges for services	\$ 5,240,195	\$ 5,555,003	\$ 314,808
Operating Expenses			
Personal services	\$ 1,992,189	\$ 2,137,190	\$ (145,001)
Supplies	492,715	473,420	19,295
Utilities	518,159	466,976	51,183
Other services and charges	1,087,844	1,188,404	(100,560)
Depreciation	9,088,580	9,347,278	(258,698)
Amortization	239,340	256,696	(17,356)
Total Operating Expenses	\$ 13,418,827	\$ 13,869,964	\$ (451,137)
Operating Income (Loss)	\$ (8,178,632)	\$ (8,314,961)	\$ (136,329)
Nonoperating Revenues (Expenses)			
Investment earnings	\$ 5,000	\$ 35,474	\$ 30,474
Passenger facility charge	483,000	480,666	(2,334)
Gain (loss) on disposal of capital assets	-	(3,898)	(3,898)
Interest expense	(430,953)	(353,053)	77,900
Total Nonoperating Revenues (Expenses)	\$ 57,047	\$ 159,189	\$ 102,142
Net Income (Loss) Before Capital Contributions	\$ (8,121,585)	\$ (8,155,772)	\$ (34,187)
Capital Contributions			
Capital grants - federal	\$ 8,283,198	\$ 17,058,633	\$ 8,775,435
Capital grants - state	824,680	4,821,359	3,996,679
Contributions - other	-	51,926	51,926
Total Capital Contributions	\$ 9,107,878	\$ 21,931,918	\$ 12,824,040
Change in Net Position	\$ 986,293	\$ 13,776,146	\$ 12,789,853

**DULUTH AIRPORT AUTHORITY
DULUTH, MINNESOTA**

2. Detailed Notes

E. Budgets (Continued)

	2016		Variance Favorable (Unfavorable)
	Budget	Actual	
Operating Revenues			
Charges for services	\$ 5,207,233	\$ 5,595,404	\$ 388,171
Operating Expenses			
Personal services	\$ 2,093,122	\$ 2,143,048	\$ (49,926)
Supplies	278,324	527,560	(249,236)
Utilities	536,432	461,672	74,760
Other services and charges	1,143,676	1,117,872	25,804
Depreciation	8,333,501	9,385,213	(1,051,712)
Amortization	222,549	256,696	(34,147)
Total Operating Expenses	\$ 12,607,604	\$ 13,892,061	\$ (1,284,457)
Operating Income (Loss)	\$ (7,400,371)	\$ (8,296,657)	\$ (896,286)
Nonoperating Revenues (Expenses)			
Investment earnings	\$ 5,000	\$ 18,146	\$ 13,146
Passenger facility charge	506,163	485,547	(20,616)
Gain (loss) on disposal of capital assets	-	96,819	96,819
Interest expense	(422,723)	(398,990)	23,733
Total Nonoperating Revenues (Expenses)	\$ 88,440	\$ 201,522	\$ 113,082
Net Income (Loss) Before Capital Contributions	\$ (7,311,931)	\$ (8,095,135)	\$ (783,204)
Capital Contributions			
Capital grants - federal	\$ 21,064,145	\$ 3,792,475	\$ (17,271,670)
Capital grants - state	-	224,190	224,190
Contributions - other	-	241	241
Total Capital Contributions	\$ 21,064,145	\$ 4,016,906	\$ (17,047,239)
Change in Net Position	\$ 13,752,214	\$ (4,078,229)	\$ (17,830,443)

**DULUTH AIRPORT AUTHORITY
DULUTH, MINNESOTA**

2. Detailed Notes (Continued)

F. Long-Term Debt

On November 1, 2005, the Authority issued an Airport Facility Revenue Note, Series 2005A, to finance the lease buyout of the Authority's Fixed Base Operator. The principal of the note is \$497,379, payable in semi-annual payments on June 1 and December 1 each year, commencing June 1, 2007, until final maturity on June 1, 2019, with an annual interest rate of 8.85 percent.

The City of Duluth obtained a loan from the Minnesota Investment Fund (MIF). Proceeds from the loan have been used to remedy soil conditions on the Duluth Airport Authority property. The Duluth Airport Authority has agreed to make payments when due on the loan in the total amount of \$400,000. Payments are due in 180 monthly installments of \$2,222 from February 2006 to January 2021. There is no interest charged on this loan.

In May 2012, the City of Duluth issued General Obligation Airport Improvement Bonds, Series 2012B, on behalf of the Duluth Airport Authority. The bonds have a face value of \$7,650,000 and will be repaid over a period of 15 years. Proceeds of the bonds were used to provide the local match of federal and state grants in relation to a new terminal facility and for funding involved with a new parking ramp, access road, and aprons. The Duluth Airport Authority entered into a loan agreement with the City of Duluth and makes loan payments to the City in sufficient amounts for the City to make the required payments on the bonds.

In December 2013, the City of Duluth issued General Obligation Airport Improvement Bonds, Series 2013B, on behalf of the Duluth Airport Authority. The bonds have a face value of \$3,400,000 and will be repaid over a period of 16 years. Proceeds of the bonds were used to provide funding for completion of the parking ramp facilities. The Duluth Airport Authority entered into a loan agreement with the City of Duluth and makes loan payments to the City in sufficient amounts for the City to make the required payments on the bonds.

**DULUTH AIRPORT AUTHORITY
DULUTH, MINNESOTA**

2. Detailed Notes

F. Long-Term Debt (Continued)

In November 2015, the City of Duluth issued General Obligation Airport Improvement Bonds, Series 2015C, on behalf of the Duluth Airport Authority. The bonds have a face value of \$2,855,000 and will be repaid over a period of 15 years. Proceeds of the bonds were used to help fund improvements to Hangar 103 for use by Lake Superior College. The Duluth Airport Authority entered into a loan agreement with the City of Duluth and makes loan payments to the City in sufficient amounts for the City to make the required payments on the bonds.

The annual requirements to service the debt at December 31, 2017, are as follows:

Year Ended December 31	Revenue Note		MIF Loan
	Principal	Interest	Principal
2018	\$ 67,321	\$ 7,679	\$ 26,667
2019	35,911	1,589	26,667
2020	-	-	26,667
2021	-	-	2,222
Total	<u>\$ 103,232</u>	<u>\$ 9,268</u>	<u>\$ 82,223</u>

Year Ended December 31	City of Duluth Loan 2012B		City of Duluth Loan 2013B	
	Principal	Interest	Principal	Interest
2018	\$ 490,000	\$ 131,881	\$ 230,000	\$ 105,446
2019	500,000	122,081	240,000	98,776
2020	515,000	110,831	245,000	91,336
2021	530,000	98,600	255,000	83,006
2022	540,000	85,350	265,000	73,444
2023 to 2027	2,320,000	184,626	1,495,000	196,837
Total	<u>\$ 4,895,000</u>	<u>\$ 733,369</u>	<u>\$ 2,730,000</u>	<u>\$ 648,845</u>

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2. Detailed Notes

F. Long-Term Debt (Continued)

Year Ended December 31	City of Duluth Loan 2015C	
	Principal	Interest
2018	\$ 165,000	\$ 82,337
2019	170,000	77,388
2020	175,000	72,287
2021	180,000	67,037
2022	185,000	61,638
2023 to 2027	1,005,000	221,328
2028 to 2030	685,000	50,345
Total	<u>\$ 2,565,000</u>	<u>\$ 632,360</u>

The annual requirements to service the debt at December 31, 2016, was as follows:

Year Ended December 31	Revenue Note		MIF Loan
	Principal	Interest	Principal
2017	\$ 61,737	\$ 13,263	\$ 26,667
2018	67,321	7,679	26,667
2019	35,911	1,589	26,667
2020	-	-	26,667
2021	-	-	2,221
Total	<u>\$ 164,969</u>	<u>\$ 22,531</u>	<u>\$ 108,889</u>

Year Ended December 31	City of Duluth Loan 2012B		City of Duluth Loan 2013B	
	Principal	Interest	Principal	Interest
2017	\$ 485,000	\$ 141,581	\$ 225,000	\$ 111,071
2018	490,000	131,881	230,000	105,446
2019	500,000	122,081	240,000	98,776
2020	515,000	110,831	245,000	91,336
2021	530,000	98,600	255,000	83,006
2022 to 2026	2,860,000	269,976	1,435,000	256,062
2027	-	-	325,000	14,219
Total	<u>\$ 5,380,000</u>	<u>\$ 874,950</u>	<u>\$ 2,955,000</u>	<u>\$ 759,916</u>

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2. Detailed Notes

F. Long-Term Debt (Continued)

Year Ended December 31	City of Duluth Loan 2015C	
	Principal	Interest
2017	\$ 160,000	\$ 87,138
2018	165,000	82,337
2019	170,000	77,388
2020	175,000	72,287
2021	180,000	67,037
2022 to 2026	975,000	251,087
2027 to 2030	900,000	82,223
Total	<u>\$ 2,725,000</u>	<u>\$ 719,497</u>

A summary of the changes in the long-term debt follows:

	2017	2016
Balance - January 1	\$ 11,333,858	\$ 12,242,140
Payments	<u>(958,403)</u>	<u>(908,282)</u>
Balance - December 31	<u>\$ 10,375,455</u>	<u>\$ 11,333,858</u>
Due Within One Year	<u>\$ 978,988</u>	<u>\$ 958,404</u>

G. Line of Credit

The City of Duluth has extended the Duluth Airport Authority a line of credit of up to \$4,000,000 to assist in the management of cash flows in connection with the Authority's construction and other projects. Interest at a rate of 2.5 percent is charged on drawn funds.

During 2017, the Authority withdrew \$3,650,000 on the line of credit, which was all outstanding at year-end December 31, 2017, and is reported in the financial statements as due to the City of Duluth - line of credit. As of December 31, 2016, there was no outstanding balance on the line of credit.

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3. Risk Management

The Authority is exposed to various risks of loss related to torts; theft of, damage to, and destruction of assets; errors and omissions; injuries to employees; employee health and dental; and natural disasters. The Authority participates in the City of Duluth Joint Powers Enterprise Trust to provide its employees health and dental benefits. The Authority purchases commercial insurance for all other risks of loss. There were no significant reductions in insurance coverage from the previous year. There were no settlements in excess of insurance for any of the past three fiscal years.

Employee health and dental benefits are provided through the City of Duluth Joint Powers Enterprise Trust at premium rates established by the Trust for all plan participants.

4. Major Customers

Major customers are defined under accounting standards as a single customer from which the enterprise derives ten percent or more of its revenue. Major customers of services provided by the Duluth Airport Authority in 2017 and 2016 were:

<u>Customer</u>	<u>2017</u>		<u>2016</u>	
	<u>Operating Revenues</u>	<u>Percentage of Total Operating Revenues</u>	<u>Operating Revenues</u>	<u>Percentage of Total Operating Revenues</u>
Delta Airlines	<u>\$ 637,601</u>	11.5%	<u>\$ 666,897</u>	11.9%

5. Defined Benefit Pension Plan

A. Plan Description

All full-time and certain part-time employees of the Duluth Airport Authority are covered by a defined benefit pension plan administered by the Public Employees Retirement Association of Minnesota (PERA). PERA administers the General Employees Retirement Plan, which is a cost-sharing, multiple-employer retirement plan. The plan is established and administered in accordance with Minn. Stat. chs. 353 and 356. PERA's defined benefit pension plan is a tax qualified plan under Section 401(a) of the Internal Revenue Code.

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5. Defined Benefit Pension Plan

A. Plan Description (Continued)

The General Employees Retirement Plan (accounted for in the General Employees Fund) has multiple benefit structures with members belonging to the Coordinated Plan, the Basic Plan, or the Minneapolis Employees Retirement Fund. Coordinated Plan members are covered by Social Security and Basic Plan and Minneapolis Employees Retirement Fund members are not. The Basic Plan was closed to new members in 1967. The Minneapolis Employees Retirement Fund was closed to new members during 1978 and merged into the General Employees Retirement Plan in 2015. All new members must participate in the Coordinated Plan, for which benefits vest after five years of credited service. No Authority employees belong to either the Basic Plan or the Minneapolis Employees Retirement Fund.

B. Benefits Provided

PERA provides retirement benefits as well as disability benefits to members and benefits to survivors upon death of eligible members. Benefit provisions are established by state statute and can be modified only by the state legislature. Benefit increases are provided to benefit recipients each January. Increases are related to the funding ratio of the plan. Benefit recipients receive a future annual 1.0 percent post-retirement benefit increase. If the funding ratio reaches 90 percent for two consecutive years, the benefit increase will revert to 2.5 percent. If, after reverting to a 2.5 percent benefit increase, the funding ratio declines to less than 80 percent for one year or less than 85 percent for two consecutive years, the benefit increase will decrease to 1.0 percent.

The benefit provisions stated in the following paragraph of this section are current provisions and apply to active plan participants. Vested, terminated employees who are entitled to benefits but are not yet receiving them are bound by the provisions in effect at the time they last terminated their public service.

Benefits are based on a member's highest average salary for any five successive years of allowable service, age, and years of credit at termination of service. Two methods are used to compute benefits for General Employees Retirement Plan Coordinated Plan members. Members hired prior to July 1, 1989, receive the higher of a step-rate benefit accrual formula (Method 1) or a level accrual formula (Method 2). The annuity accrual

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DULUTH, MINNESOTA**

5. Defined Benefit Pension Plan

B. Benefits Provided (Continued)

rate for a Coordinated Plan member is 1.2 percent of average salary for each of the first ten years of service and 1.7 percent for each remaining year. Under Method 2, the annuity accrual rate is 1.7 percent for Coordinated Plan members for each year of service. Only Method 2 is used for members hired after June 30, 1989.

For General Employees Retirement Plan members hired prior to July 1, 1989, a full annuity is available when age plus years of service equal 90, and normal retirement age is 65. For members hired on or after July 1, 1989, normal retirement age is the age for unreduced Social Security benefits capped at 66. Disability benefits are available for vested members and are based on years of service and average high-five salary.

C. Contributions

Pension benefits are funded from member and employer contributions and income from the investment of fund assets. Rates for employer and employee contributions are set by Minn. Stat. ch. 353. These statutes are established and amended by the state legislature. General Employees Retirement Plan Coordinated Plan members were required to contribute 6.50 percent of their annual covered salary in 2017 and 2016.

In both 2017 and 2016, the Authority was required to contribute the following percentage of annual covered salary:

General Employees Retirement Plan Coordinated Plan members	7.50%
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The Authority's contribution for the General Employees Retirement Plan for the years ended December 31, 2017 and 2016, were \$93,927 and \$92,898, respectively. The contributions are equal to the contractually required contributions as set by state statute.

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5. Defined Benefit Pension Plan (Continued)

D. Pension Costs

At December 31, 2017 and 2016, the Authority reported a liability of \$1,295,939 and \$1,567,066, respectively, for its proportionate share of the General Employees Retirement Plan's net pension liability. The net pension liability was measured as of June 30, 2017 and 2016, and the total pension liability used to calculate the net pension liability was determined by an actuarial valuation as of each of these dates. The Authority's proportion of the net pension liability was based on the Authority's contributions received by PERA during the measurement period for employer payroll paid dates from July 1, 2016, through June 30, 2017, and July 1, 2015, through June 30, 2016, relative to the total employer contributions received from all of PERA's participating employers. At June 30, 2017, the Authority's proportion was 0.0203 percent. It was 0.0193 percent measured as of June 30, 2016. At year-end December 31, 2017 and 2016, the Authority recognized pension expense of \$202,277 and \$225,540, respectively, for its proportionate share of the General Employees Retirement Plan's pension expense.

In 2017 and 2016, the Authority also recognized \$470 and \$6,118, respectively, as revenue, which results in a reduction of the net pension liability, for its proportionate share of the State of Minnesota's contribution to the General Employees Retirement Plan, which qualifies as a special funding situation. Legislation required the State of Minnesota to contribute \$6 million to the General Employees Retirement Plan in 2017.

Authority's proportionate share of the net pension liability	\$ 1,295,939
State of Minnesota's proportionate share of the net pension liability associated with the Authority	<u>16,256</u>
Total	<u>\$ 1,312,195</u>

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5. Defined Benefit Pension Plan

D. Pension Costs (Continued)

The Authority reported its proportionate share of the General Employees Retirement Plan's deferred outflows of resources and deferred inflows of resources related to pensions from the following sources:

	2017		2016	
	Deferred Outflows of Resources	Deferred Inflows of Resources	Deferred Outflows of Resources	Deferred Inflows of Resources
Differences between expected and actual economic experience	\$ 42,710	\$ 79,177	\$ -	\$ 127,127
Changes in actuarial assumptions	204,556	129,918	306,833	-
Difference between projected and actual investment earnings	216,913	220,040	297,067	-
Changes in proportion	60,896	4,455	-	10,205
Contributions paid to PERA subsequent to the measurement date	46,777	-	50,700	-
Total	\$ 571,852	\$ 433,590	\$ 654,600	\$ 137,332

The \$46,777 reported as deferred outflows of resources related to pensions resulting from contributions subsequent to the measurement date will be recognized as a reduction of the net pension liability in the year ended December 31, 2018. At December 31, 2016, \$50,700 was reported as deferred outflows of resources related to pensions resulting from the Authority's contributions subsequent to the measurement date and was recognized as a reduction of the net pension liability. Other amounts reported as deferred outflows and inflows of resources related to pensions will be recognized in pension expense as follows.

As of December 31, 2017:

Year Ended December 31	Pension Expense Amount
2018	\$ 64,951
2019	88,720
2020	(7,176)
2021	(55,010)

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5. Defined Benefit Pension Plan

D. Pension Costs (Continued)

As of December 31, 2016:

Year Ended December 31	Pension Expense Amount
2017	\$ 128,731
2018	128,731
2019	152,500
2020	56,606

E. Actuarial Assumptions

The total pension liability in the June 30, 2017 and 2016, actuarial valuations were determined using the individual entry-age normal actuarial cost method and the following additional actuarial assumptions:

	2017	2016
Inflation	2.50 percent per year	2.50 percent per year
Active member payroll growth	3.25 percent per year	3.25 percent per year
Investment rate of return	7.50 percent	7.50 percent

Salary increases were based on a service-related table. For 2017 and 2016, mortality rates for active members, retirees, survivors, and disabilitants in the General Employees Retirement Plan were based on RP-2014 tables for males or females, as appropriate, with slight adjustments. The cost of living benefit increases for retirees are assumed to be 1.0 percent effective every January 1 through 2044, and 2.5 percent thereafter.

Actuarial assumptions used in the June 30, 2017 and 2016, valuations were based on the results of actuarial experience studies. The experience study for the General Employees Retirement Plan was dated June 30, 2015.

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5. Defined Benefit Pension Plan

E. Actuarial Assumptions (Continued)

The long-term expected rate of return on pension plan investments for 2017 and 2016 was 7.50 percent for both years. The State Board of Investment, which manages the investments of PERA, prepares an analysis of the reasonableness of the long-term expected rate of return on a regular basis using a building-block method in which best-estimate ranges of expected future rates of return are developed for each major asset class. These ranges are combined to produce an expected long-term rate of return by weighting the expected future rates of return by the target asset allocation percentages. For 2017 and 2016, the target allocation and best estimates of arithmetic real rates of return for each major asset class are summarized in the following table:

Asset Class	2017		2016	
	Target Allocation	Long-Term Expected Real Rate of Return	Target Allocation	Long-Term Expected Real Rate of Return
Domestic stocks	39%	5.10%	45%	5.50%
International stocks	19	5.30	15	6.00
Bonds	20	0.75	18	1.45
Alternative assets	20	5.90	20	6.40
Cash	2	0.00	2	0.50

F. Discount Rate

The discount rate used to measure the total pension liability was 7.50 percent for both 2017 and 2016. The projection of cash flows used to determine the discount rate assumed that employee and employer contributions will be made at the rate specified in statute. Based on that assumption, the fiduciary net position of the General Employees Retirement Plan was projected to be available to make all projected future benefit payments of current active and inactive employees. Therefore, the long-term expected rate of return on pension plan investments was applied to all periods of projected benefit payments to determine the total pension liability.

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5. Defined Benefit Pension Plan (Continued)

G. Changes in Actuarial Assumptions

The following changes in actuarial assumptions occurred in 2017:

General Employees Retirement Plan

- The Combined Service Annuity (CSA) loads were changed from 0.8 percent for active members and 60 percent for vested and non-vested deferred members (30 percent for deferred Minneapolis Employees Retirement Fund members). The revised CSA loads are now 0.0 percent for active member liability, 15 percent for vested deferred member liability, and 3.0 percent for non-vested deferred member liability.
- The assumed post-retirement benefit increase rate was changed from 1.0 percent per year for all years to 1.0 percent per year through 2044 and 2.5 percent per year thereafter.
- Minneapolis Employees Retirement Fund plan provisions change the employer supplemental contribution to \$21,000,000 in calendar years 2017 and 2018 and returns to \$31,000,000 through calendar year 2031. The state's required contribution is \$16,000,000 in PERA's fiscal years 2018 and 2019 and returns to \$6,000,000 annually through calendar year 2031.

H. Pension Liability Sensitivity

The following presents the Authority's proportionate share of the net pension liability calculated using the discount rate previously disclosed, as well as what the Authority's proportionate share of the net pension liability would be if it were calculated using a discount rate 1.0 percentage point lower or 1.0 percentage point higher than the current discount rate:

	2017		2016	
	Proportionate Share of the General Employees Retirement Plan		Proportionate Share of the General Employees Retirement Plan	
	Discount Rate	Net Pension Liability	Discount Rate	Net Pension Liability
1% Decrease	6.50%	\$ 2,010,097	6.50%	\$ 2,225,696
Current	7.50	1,295,939	7.50	1,567,066
1% Increase	8.50	711,270	8.50	1,024,531

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5. Defined Benefit Pension Plan (Continued)

I. Pension Plan Fiduciary Net Position

Detailed information about the pension plan's fiduciary net position is available in a separately issued PERA financial report that includes financial statements and required supplementary information. That report may be obtained on the internet at www.mnpera.org; by writing to PERA at 60 Empire Drive, Suite 200, St. Paul, Minnesota 55103-2088; or by calling 651-296-7460 or 1-800-652-9026.

6. Other Postemployment Benefits (OPEB)

A. Plan Description and Funding Policy

The Authority provides postemployment health care benefits and term life insurance coverage in accordance with union contract or Authority policy. Union contract postemployment benefits extend to Authority employees retiring on or after January 1, 1983, who receive retirement benefits from PERA. In addition, the Authority has extended the same postemployment benefits to Authority employees retired prior to January 1, 1983. Fourteen retirees meet these eligibility requirements.

B. Annual OPEB Cost and Net OPEB Obligation

The Authority participates in the City of Duluth Joint Powers Enterprise Trust and pays the required premiums to provide health care benefits and term life insurance for eligible retirees and claimed dependents. Health care premiums are paid by the Authority to the same extent as active employees for the life of the retiree or the surviving spouse. Life insurance premiums are also paid by the Authority for the life of the retiree. Premiums paid for eligible retirees and claimed dependents for health care insurance in 2017 and 2016 totaled \$58,342 and \$48,156, respectively.

The Authority's annual OPEB cost (expense) is calculated based on the annual required contribution (ARC) of the employer, an amount actuarially determined in accordance with the parameters of GASB Statement 45. The ARC represents a level of funding that, if paid on an ongoing basis, is projected to cover normal costs each year and amortize any unfunded actuarial accrued liabilities (or funding excess) over a period not to exceed 30 years. The following table shows the components of the Authority's annual OPEB cost for 2017 and 2016, the amount actually contributed to the plan, and changes in the Authority's net OPEB obligation:

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6. Other Postemployment Benefits (OPEB)

B. Annual OPEB Cost and Net OPEB Obligation (Continued)

	2017	2016
ARC	\$ 250,748	\$ 182,278
Interest on net OPEB obligation	47,022	65,669
Adjustment to ARC	(70,841)	(81,029)
Annual OPEB cost (expense)	\$ 226,929	\$ 166,918
Contributions during the year	(58,342)	(48,156)
Increase in net OPEB obligation	\$ 168,587	\$ 118,762
Net OPEB Obligation - Beginning of Year	1,270,857	1,152,095
Net OPEB Obligation - End of Year	\$ 1,439,444	\$ 1,270,857

The Authority's annual OPEB cost, the percentage of annual OPEB cost contributed to the plan, and the net OPEB obligation for 2017 and the three preceding years were as follows:

	Fiscal Year Ended December 31			
	2014	2015	2016	2017
Percentage of annual OPEB cost contributed	30.44%	31.22%	28.85%	25.71%
Annual OPEB cost	\$ 196,030	\$ 168,463	\$ 166,918	\$ 226,929
Annual employer contributions	59,672	52,594	48,156	58,342
Increase in Net OPEB Obligation	\$ 136,358	\$ 115,869	\$ 118,762	\$ 168,587

C. Funded Status and Funding Progress

The actuarial accrued liability for benefits at January 1, 2017, the most recent actuarial valuation date, is \$2,592,891. The Authority currently has no assets that have been irrevocably deposited in a trust for future health benefits; thus, the entire amount is unfunded. The covered payroll (annual payroll of active employees covered by the plan) is \$1,159,978. The ratio of the unfunded actuarially accrued liabilities to covered payroll is 223.53 percent.

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6. Other Postemployment Benefits (OPEB) (Continued)

D. Actuarial Methods and Assumptions

Actuarial valuations involve estimates of the value of reported amounts and assumptions about the probability of occurrence of events far into the future. Examples include assumptions about future employment, mortality, and health care cost trends. Amounts determined regarding the funded status of the plan and the annual required contributions of the employer are subject to continual revision as actual results are compared with past expectations and new estimates are made about the future. The Schedule of Funding Progress - Other Postemployment Benefits, presented as required supplementary information following the notes to the financial statements, presents multi-year trend information about whether the actuarial value of plan assets is increasing or decreasing over time relative to the actuarial accrued liabilities for benefits.

Projections of benefits for financial reporting purposes are based on the substantive plan (the plan as understood by the employer and plan members) and include the types of benefits provided at the time of each valuation. The actuarial methods and assumptions used include techniques that are designed to reduce the effect of short-term volatility in actuarial accrued liabilities, consistent with the long-term perspective of the calculations.

In the January 1, 2017, actuarial valuation (latest available), the Individual Entry Age Normal actuarial cost method was used, which is a change from the Projected Unit Credit method used in the January 1, 2015 actuarial valuation. The actuarial assumptions also included a decrease in the discount rate from 5.7 percent in the January 1, 2015, actuarial valuation to 3.7 percent to reflect the current municipal bond market, and is used as a basis to estimate the long-term investment yield on the general assets of the Authority. The annual health care cost trend rate is 10.0 percent initially, reduced incrementally to an ultimate rate of 5.0 percent after 10 years. The unfunded actuarial accrued liability is being amortized as a level dollar amount over 30 years.

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REQUIRED SUPPLEMENTARY INFORMATION

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EXHIBIT A-1

**SCHEDULE OF FUNDING PROGRESS - OTHER POSTEMPLOYMENT BENEFITS
DECEMBER 31, 2017**

Actuarial Valuation Date	Actuarial Value of Assets (a)	Actuarial Accrued Liability (AAL) (b)	Unfunded Actuarial Accrued Liability (UAAL) (b - a)	Funded Ratio (a/b)	Covered Payroll (c)	UAAL as a Percentage of Covered Payroll ((b - a)/c)
January 1, 2017	\$ -	\$ 2,592,891	\$ 2,592,891	0.00%	\$ 1,159,978	223.53%
January 1, 2015	-	1,666,623	1,666,623	0.00	1,140,000	146.20
January 1, 2013	-	1,891,190	1,891,190	0.00	1,010,000	187.25

Notes to Schedule of Funding Progress - Other Postemployment Benefits Plan

The Duluth Airport Authority implemented Governmental Accounting Standards Board Statement No. 45, *Accounting and Financial Reporting by Employers for Postemployment Benefits Other Than Pensions*, for the fiscal year ended December 31, 2007.

Actuarial valuations were performed in 2007, 2009, 2011, 2013, 2015, and 2017. No valuations were performed in 2008, 2010, 2012, 2014, or 2016; therefore, funding progress information for 2008, 2010, 2012, 2014, and 2016 are not included on this schedule. Standards require reporting the three most recent actuarial valuations.

The Authority currently has no assets that have been irrevocably deposited in a trust for future health benefits. Therefore, the actuarial value of assets is zero.

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EXHIBIT A-2

**SCHEDULE OF PROPORTIONATE SHARE OF NET PENSION LIABILITY
PERA GENERAL EMPLOYEES RETIREMENT PLAN
DECEMBER 31, 2017**

Measurement Date	Employer's Proportion of the Net Pension Liability (Asset)	Employer's Proportionate Share of the Net Pension Liability (Asset) (a)	State's Proportionate Share of the Net Pension Liability Associated with the Duluth Airport Authority (b)	Employer's Proportionate Share of the Net Pension Liability and the State's Related Share of the Net Pension Liability (Asset) (a + b)	Covered Payroll (c)	Employer's Proportionate Share of the Net Pension Liability (Asset) as a Percentage of Covered Payroll (a/c)	Plan Fiduciary Net Position as a Percentage of the Total Pension Liability
2017	0.0203%	\$ 1,295,939	\$ 16,256	\$ 1,312,195	\$ 1,304,653	99.33%	75.90%
2016	0.0193	1,567,066	20,517	1,587,583	1,197,973	130.81	68.91
2015	0.0192	995,044	N/A	995,044	1,125,678	88.40	78.19

This schedule is intended to show information for ten years. Additional years will be displayed as they become available.
The measurement date for each year is June 30.
N/A - Not Applicable

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EXHIBIT A-3

**SCHEDULE OF CONTRIBUTIONS
PERA GENERAL EMPLOYEES RETIREMENT PLAN
DECEMBER 31, 2017**

Year Ending	Statutorily Required Contributions (a)	Actual Contributions in Relation to Statutorily Required Contributions (b)	Contribution (Deficiency) Excess (b - a)	Covered Payroll (c)	Actual Contributions as a Percentage of Covered Payroll (b/c)
2017	\$ 93,927	\$ 93,927	\$ -	\$ 1,252,360	7.50%
2016	92,898	92,898	-	1,238,640	7.50
2015	90,803	90,803	-	1,210,707	7.50

This schedule is intended to show information for ten years. Additional years will be displayed as they become available. The Duluth Airport Authority's year-end is December 31.

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NOTES TO THE REQUIRED SUPPLEMENTARY INFORMATION - PERA
FOR THE YEAR ENDED DECEMBER 31, 2017

Defined Benefit Pension Plans - Changes in Significant Plan Provisions, Actuarial Methods, and Assumptions

The following changes were reflected in the valuation performed on behalf of the Public Employees Retirement Association (PERA) for the fiscal year June 30:

General Employees Retirement Plan

2017

- The Combined Service Annuity (CSA) loads were changed from 0.8 percent for active members and 60 percent for vested and non-vested deferred members (30 percent for deferred Minneapolis Employees Retirement fund members). The revised CSA loads are now 0.0 percent for active member liability, 15 percent for vested deferred member liability, and 3.0 percent for non-vested deferred member liability.
- The assumed post-retirement benefit increase rate was changed from 1.0 percent per year for all years to 1.0 percent per year through 2044 and 2.5 percent per year thereafter.
- Minneapolis Employees Retirement Fund plan provisions change the employer supplemental contribution to \$21,000,000 in calendar years 2017 and 2018 and returns to \$31,000,000 through calendar year 2031. The state's required contribution is \$16,000,000 in PERA's fiscal years 2018 and 2019 and returns to \$6,000,000 annually through calendar year 2031.

2016

- The assumed post-retirement benefit increase rate was changed from 1.00 percent per year through 2035 and 2.50 percent per year thereafter, to 1.00 percent for all future years.
- The assumed investment rate was changed from 7.90 percent to 7.50 percent. The single discount rate was also changed from 7.90 percent to 7.50 percent.

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Defined Benefit Pension Plans - Changes in Significant Plan Provisions, Actuarial Methods, and Assumptions

General Employees Retirement Plan

2016 (Continued)

- Other assumptions were changed pursuant to the experience study dated June 30, 2015. The assumed payroll growth and inflation were decreased by 0.25 percent. Payroll growth was reduced from 3.50 percent to 3.25 percent. Inflation was reduced from 2.75 percent to 2.50 percent.

SUPPLEMENTARY INFORMATION

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EXHIBIT B-1

**COMPARATIVE STATEMENT OF OPERATING REVENUES
YEARS ENDED DECEMBER 31, 2017 AND 2016**

	2017	2016
Operating Revenues		
Charges for services		
Non-aeronautical		
Space rental	\$ 141,677	\$ 144,559
Parking	1,158,447	1,241,361
Car rental commissions	434,953	440,051
Customer facility charge	264,932	267,757
State aid for maintenance and operation	216,720	237,081
Advertising	65,450	86,650
Utility sales	51,595	56,907
Concessions	75,239	78,178
State aid for marketing	56,034	78,245
Permits	9,319	8,120
Other income	398,769	191,001
	\$ 2,873,135	\$ 2,829,910
Total non-aeronautical		
Non-passenger aeronautical		
Hangar space rental	\$ 631,801	\$ 637,061
Fuel flowage fees	85,049	102,629
Transportation Security Administration charges	91,761	89,750
Rental income	650,127	676,851
Fuel sales	74,481	84,245
Landing fees	54,183	65,497
Ramp fees	18,196	17,892
Other income	53,479	54,325
	\$ 1,659,077	\$ 1,728,250
Total non-passenger aeronautical		
Passenger airline aeronautical		
Landing fees	\$ 250,998	\$ 276,404
Space rental	771,793	760,840
	\$ 1,022,791	\$ 1,037,244
Total passenger airline aeronautical		
Total Operating Revenues	\$ 5,555,003	\$ 5,595,404

**DULUTH AIRPORT AUTHORITY
DULUTH, MINNESOTA**

EXHIBIT C-1

**SCHEDULE OF EXPENDITURES OF FEDERAL AWARDS
FOR THE YEAR ENDED DECEMBER 31, 2017**

Federal Grantor Pass-Through Agency Program or Cluster Title	Federal CFDA Number	Pass-Through Grant Numbers	Expenditures
Federal Aviation Administration			
Direct			
Military Construction, National Guard	12.400		<u>\$ 72,000</u>
Passed Through Minnesota Department of Transportation - Aeronautics			
Airport Improvement Program (AIP 09)	20.106	06643	\$ 53,299
Airport Improvement Program (AIP 10)	20.106	1001666	(167)
Airport Improvement Program (AIP 11)	20.106	1026302	38,812
Airport Improvement Program (AIP 12)	20.106	1029437	4,028,237
Airport Improvement Program (AIP 57)	20.106	06642	(433)
Airport Improvement Program (AIP 59)	20.106	1001520	6,675,322
Airport Improvement Program (AIP 60)	20.106	1026310	5,616,295
Airport Improvement Program (AIP 61)	20.106	1029495	<u>575,268</u>
Total Airport Improvement Program			<u>\$ 16,986,633</u>
Total Federal Awards			<u>\$ 17,058,633</u>

The Duluth Airport Authority did not pass any federal awards through to subrecipients for the year ended December 31, 2017.

**DULUTH AIRPORT AUTHORITY
DULUTH, MINNESOTA**

NOTES TO THE SCHEDULE OF EXPENDITURES OF FEDERAL AWARDS
FOR THE YEAR ENDED DECEMBER 31, 2017

1. Reporting Entity

The Schedule of Expenditures of Federal Awards presents the activities of federal award programs expended by the Duluth Airport Authority, a discretely component unit of the City of Duluth, Minnesota. The Authority's reporting entity is defined in Note 1 to the basic financial statements.

2. Basis of Presentation

The accompanying Schedule of Expenditures of Federal Awards includes the federal grant activity of the Duluth Airport Authority under programs of the federal government for the year ended December 31, 2017. The information in this schedule is presented in accordance with the requirements of Title 2 U.S. *Code of Federal Regulations* Part 200, *Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards* (Uniform Guidance). Because the schedule presents only a selected portion of the operations of the Duluth Airport Authority, it is not intended to and does not present the financial position, changes in net position, or cash flows of the Duluth Airport Authority.

3. Summary of Significant Accounting Policies

Expenditures reported on the schedule are reported on the accrual basis of accounting. Such expenditures are recognized following, as applicable, either the cost principles contained in OMB Circular A-87, *Cost Principles for State, Local and Indian Tribal Governments*, or the cost principles contained in the Uniform Guidance, wherein certain types of expenditures are not allowable or are limited as to reimbursement. Negative amounts shown on the schedule represent adjustments or credits made in the normal course of business to amounts reported as expenditures in prior years. The Duluth Airport Authority has elected not to use the ten percent de minimus indirect cost rate allowed under the Uniform Guidance.

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**DULUTH AIRPORT AUTHORITY
DULUTH, MINNESOTA**

EXHIBIT C-2

**SCHEDULE OF PASSENGER FACILITY CHARGES COLLECTED AND EXPENDED
FOR THE YEAR AND EACH QUARTER WITHIN THE YEAR ENDED DECEMBER 31, 2017**

	<u>Application Nine*</u>	<u>Application Ten*</u>	<u>Application Eleven*</u>
Passenger Facility Charge Collections**			
Prior to January 1, 2017	<u>\$ 301,730</u>	<u>\$ 3,125,195</u>	<u>\$ 702,584</u>
Collections in 2017			
First quarter	\$ -	\$ 112,265	\$ -
Second quarter	-	121,245	-
Third quarter	-	128,424	-
Fourth quarter***	<u>(37,698)</u>	<u>124,574</u>	<u>-</u>
Total collections in 2017	<u>\$ (37,698)</u>	<u>\$ 486,508</u>	<u>\$ -</u>
Total Collected Through December 31, 2017	<u>\$ 264,032</u>	<u>\$ 3,611,703</u>	<u>\$ 702,584</u>
Approved expenses through December 31, 2017	<u>(264,032)</u>	<u>(3,611,703)</u>	<u>(702,584)</u>
Unexpended Balance - December 31, 2017	<u><u>\$ -</u></u>	<u><u>\$ -</u></u>	<u><u>\$ -</u></u>

*Federal Aviation Administration's Acknowledgment of Intent of passenger facility charge effective date for Application Nine is October 1, 2010; Application Ten is January 20, 2011; and Application Eleven is January 16, 2013.

**Cash basis of accounting - reported when received rather than when earned in accordance with passenger facility charge reporting guidelines.

***Negative collections reported on Application Nine are due to adjustments upon closeout. Application Nine was closed out on December 8, 2017. Applications Ten and Eleven are currently active, and Application Twelve was approved on May 25, 2016, but there have been no collections on Application Twelve through December 31, 2017.

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STATE AUDITOR

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REPORT ON INTERNAL CONTROL OVER FINANCIAL REPORTING AND ON COMPLIANCE AND OTHER MATTERS BASED ON AN AUDIT OF FINANCIAL STATEMENTS PERFORMED IN ACCORDANCE WITH *GOVERNMENT AUDITING STANDARDS*

Independent Auditor's Report

Mayor and City Council
City of Duluth, Minnesota

Board of Directors
Duluth Airport Authority
Duluth, Minnesota

We have audited, in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States, the financial statements of the Duluth Airport Authority, a component unit of the City of Duluth, Minnesota, as of and for the year ended December 31, 2017, and the related notes to the financial statements, which collectively comprise the Authority's basic financial statements, and have issued our report thereon dated May 1, 2018.

Internal Control Over Financial Reporting

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

A deficiency in internal control over financial reporting exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct, misstatements on a timely basis. A material weakness is a deficiency, or combination of deficiencies, in internal control over financial reporting such that there is a reasonable possibility that a material misstatement of the Authority's

financial statements will not be prevented, or detected and corrected, on a timely basis. A significant deficiency is a deficiency, or combination of deficiencies, in internal control over financial reporting that is less severe than a material weakness, yet important enough to merit the attention of those charged with governance.

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

Compliance and Other Matters

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

Minnesota Legal Compliance

The *Minnesota Legal Compliance Audit Guide for Cities*, promulgated by the State Auditor pursuant to Minn. Stat. § 6.65, contains seven categories of compliance to be tested in connection with the audit of the Authority's financial statements: contracting and bidding, deposits and investments, conflicts of interest, public indebtedness, claims and disbursements, miscellaneous provisions, and tax increment financing. Our audit considered all of the listed categories, except that we did not test for compliance with the provisions for deposits and investments because that was tested in conjunction with our audit of the City of Duluth, Minnesota, which holds the Authority's cash and investments. We also did not test for compliance with the provisions for tax increment financing because the Authority did not administer any tax increment financing districts.

In connection with our audit, nothing came to our attention that caused us to believe that the Duluth Airport Authority failed to comply with the provisions of the *Minnesota Legal Compliance Audit Guide for Cities*. However, our audit was not directed primarily toward obtaining knowledge of such noncompliance. Accordingly, had we performed additional procedures, other matters may have come to our attention regarding the Authority's noncompliance with the above referenced provisions.

Purpose of This Report

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

/s/Rebecca Otto

REBECCA OTTO
STATE AUDITOR

May 1, 2018

/s/Greg Hierlinger

GREG HIERLINGER, CPA
DEPUTY STATE AUDITOR

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REPORT ON COMPLIANCE FOR EACH MAJOR FEDERAL PROGRAM AND FOR THE PASSENGER FACILITY CHARGE PROGRAM AND REPORT ON INTERNAL CONTROL OVER COMPLIANCE

Independent Auditor's Report

Mayor and City Council
City of Duluth, Minnesota

Board of Directors
Duluth Airport Authority
Duluth, Minnesota

Report on Compliance for the Major Federal Program and for the Passenger Facility Charge Program

We have audited the Duluth Airport Authority's compliance with the types of compliance requirements described in the U.S. Office of Management and Budget (OMB) *Compliance Supplement* that could have a direct and material effect on the Authority's major federal program for the year ended December 31, 2017. The Duluth Airport Authority is a component unit of the City of Duluth, Minnesota. The Duluth Airport Authority's major federal program is identified in the Summary of Auditor's Results section of the accompanying Schedule of Findings and Questioned Costs.

We have also audited the Duluth Airport Authority's compliance regarding the receiving, holding, and using of passenger facility charge (PFC) revenue, as well as whether the quarterly reports filed by the Authority fairly represent the net transactions of the PFC account in accordance with the Federal Aviation Administration's *Passenger Facility Charge Audit Guide for Public Agencies* (Guide) for the year ended December 31, 2017.

Management's Responsibility

Management is responsible for compliance with federal statutes, regulations, and the terms and conditions of its federal awards applicable to its federal program and its PFC program.

Auditor's Responsibility

Our responsibility is to express an opinion on compliance for the Duluth Airport Authority's major federal program and PFC program based on our audit of the types of compliance requirements referred to above. We conducted our audit of compliance in accordance with auditing standards generally accepted in the United States of America; the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States; the audit requirements of Title 2 U.S. *Code of Federal Regulations* Part 200, *Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards* (Uniform Guidance); and the Guide. Those standards, the Uniform Guidance, and the Guide require that we plan and perform the audit to obtain reasonable assurance about whether noncompliance with the types of compliance requirements referred to above that could have a direct and material effect on a major federal program or PFC program occurred. An audit includes examining, on a test basis, evidence about the Duluth Airport Authority's compliance with those requirements and performing such other procedures as we considered necessary in the circumstances.

We believe that our audit provides a reasonable basis for our opinion on compliance for the major federal program and the PFC program. However, our audit does not provide a legal determination of the Authority's compliance with those requirements.

Opinion on the Major Federal Program and the Passenger Facility Charge Program

In our opinion, the Duluth Airport Authority complied, in all material respects, with the types of compliance requirements referred to above that could have a direct and material effect on its major federal program or its PFC program for the year ended December 31, 2017.

Report on Internal Control Over Compliance

Management of the Duluth Airport Authority is responsible for establishing and maintaining effective internal control over compliance with the types of compliance requirements referred to above. In planning and performing our audit of compliance, we considered the Authority's internal control over compliance with the types of requirements that could have a direct and material effect on its major federal program or on its PFC program to determine the auditing procedures that are appropriate in the circumstances for the purpose of expressing an opinion on compliance for the major federal program and the PFC program and to test and report on internal control over compliance in accordance with the Uniform Guidance and the Guide, but not for the purpose of expressing an opinion on the effectiveness of internal control over compliance. Accordingly, we do not express an opinion on the effectiveness of the Authority's internal control over compliance.

A deficiency in internal control over compliance exists when the design or operation of a control over compliance does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct, noncompliance with a type of compliance requirement of a federal program or the PFC program on a timely basis. A material weakness in internal control over compliance is a deficiency, or combination of deficiencies, in internal control over compliance, such that there is a reasonable possibility that material

noncompliance with a type of compliance requirement of a federal program or the PFC program will not be prevented, or detected and corrected, on a timely basis. A significant deficiency in internal control over compliance is a deficiency, or combination of deficiencies, in internal control over compliance with a type of compliance requirement of a federal program or the PFC program that is less severe than a material weakness in internal control over compliance, yet important enough to merit the attention of those charged with governance.

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

Purpose of This Report

The purpose of this report on internal control over compliance is solely to describe the scope of our testing of internal control over compliance and the results of that testing based on the requirements of the Uniform Guidance and the Guide. Accordingly, this report is not suitable for any other purpose.

/s/Rebecca Otto

REBECCA OTTO
STATE AUDITOR

/s/Greg Hierlinger

GREG HIERLINGER, CPA
DEPUTY STATE AUDITOR

May 1, 2018

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**DULUTH AIRPORT AUTHORITY
DULUTH, MINNESOTA**

**SCHEDULE OF FINDINGS AND QUESTIONED COSTS
FOR THE YEAR ENDED DECEMBER 31, 2017**

I. SUMMARY OF AUDITOR'S RESULTS

Financial Statements

Type of report the auditor issued on whether the financial statements audited were prepared in accordance with GAAP: **Unmodified**

Internal control over financial reporting:

- Material weaknesses identified? **No**
- Significant deficiencies identified? **None reported**

Noncompliance material to the financial statements noted? **No**

Federal Awards

Internal control over the major program:

- Material weaknesses identified? **No**
- Significant deficiencies identified? **None reported**

Type of auditor's report issued on compliance for the major federal program: **Unmodified**

Any audit findings disclosed that are required to be reported in accordance with 2 CFR 200.516(a)? **No**

The major federal program is:

Airport Improvement Program

CFDA No. 20.106

The threshold for distinguishing between Types A and B programs was \$750,000.

The Duluth Airport Authority qualified as a low-risk auditee? **Yes**

II. FINDINGS RELATED TO FINANCIAL STATEMENTS AUDITED IN ACCORDANCE WITH *GOVERNMENT AUDITING STANDARDS*

None.

III. FINDINGS AND QUESTIONED COSTS FOR FEDERAL AWARD PROGRAMS

None.

IV. FINDINGS - PASSENGER FACILITY CHARGE (PFC) REGULATIONS

None.