



**NEW YORK STATE AND LOCAL RETIREMENT SYSTEM**

Basic Financial Statements and Supplementary Information

March 31, 2018

(With Independent Auditors' Report Thereon)

# NEW YORK STATE AND LOCAL RETIREMENT SYSTEM

## Table of Contents

	<b>Page(s)</b>
Independent Auditors' Report	1–2
Management's Discussion and Analysis (Unaudited)	3–8
Basic Financial Statements:	
Combining Basic Statement of Fiduciary Net Position	9
Combining Basic Statement of Changes in Fiduciary Net Position	10
Notes to Basic Financial Statements	11–35
<b>Required Supplementary Information (Unaudited)</b>	
Schedule 1 – Schedule of Changes in the Employers' Net Pension Liability and Related Ratios	36–37
Schedule 2 – Schedule of Employer Contributions	38
Schedule 3 – Schedule of Investment Returns	39
Notes to Required Supplementary Information	40
<b>Other Supplementary Information</b>	
Schedule 4 – Schedule of Administrative Expenses	41
Schedule 5 – Schedule of Investment Expenses	42
Schedule 6 – Schedule of Consulting Fees	43
Independent Auditors' Report on Internal Control over Financial Reporting and on Compliance and Other Matters Based on an Audit of Financial Statements Performed in Accordance with <i>Government Auditing Standards</i>	44–45



KPMG LLP  
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## Independent Auditors' Report

The Trustee  
New York State and Local Retirement System:

### Report on the Financial Statements

We have audited the accompanying combining statement of fiduciary net position of the New York State and Local Retirement System (the System) as of March 31, 2018, the related combining statement of changes in fiduciary net position for the year then ended, and the related notes to the financial statements.

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

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

#### *Auditors' Responsibility*

Our responsibility is to express an opinion on these financial statements based on our audit. We conducted our audit in accordance with auditing standards generally accepted in the United States 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 auditors' 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 auditors consider internal control relevant to the entity's preparation and fair presentation of the financial statements in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the entity's internal control. Accordingly, we express no such opinion. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluating the overall presentation of the financial statements.

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

#### *Opinion*

In our opinion, the financial statements referred to above present fairly in all material respects, the fiduciary net position of the System as of March 31, 2018, and the changes in fiduciary net position for the year then ended, in accordance with U.S. generally accepted accounting principles.



## *Other Matters*

### *Required Supplementary Information*

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

### *Other Supplementary Information*

Our audit was conducted for the purpose of forming an opinion on the System's basic financial statements. The accompanying other supplementary information as listed in the accompanying table of contents is presented for purposes of additional analysis and is not a required part of the basic financial statements. Such information is the responsibility of management and was derived from and relates directly to the underlying accounting and other records used to prepare the 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 other supplementary 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 July 20, 2018 on our consideration of the System'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 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 System's internal control over financial reporting and compliance.

**KPMG LLP**

July 20, 2018

## NEW YORK STATE AND LOCAL RETIREMENT SYSTEM

### Management's Discussion and Analysis

March 31, 2018

(Unaudited)

The following overview of the financial activity of the New York State and Local Retirement System (the System) for the fiscal year ended March 31, 2018 is intended to provide the reader with an analysis of the System's overall financial position. The System is comprised of the New York State and Local Employees' Retirement System (ERS) and the New York State and Local Police and Fire Retirement System (PFRS). The net position of the System is held in the New York State Common Retirement Fund (the Fund), which was established to hold all assets and record changes in fiduciary net position allocated to the System. This management's discussion and analysis should be read in conjunction with the basic financial statements of the System, which follow.

### Financial Highlights

The fiduciary net position of the System held in trust to pay pension benefits was \$212.08 billion as of March 31, 2018. This amount reflects an increase of \$14.47 billion from the prior fiscal year. This change is primarily the result of the net appreciation of the fair value of the investment portfolio. Investment appreciation for the fiscal years ended March 31, 2018 and 2017 was \$17.86 billion and \$16.92 billion, respectively.

- The System's investments reported a positive money-weighted rate of return, net of investment expense, of 11.29 percent for the fiscal year ended March 31, 2018 and a positive money-weighted rate of return, net of investment expense, of 11.40 percent for the fiscal year ended March 31, 2017.
- Retirement and death benefits paid during the fiscal year ended March 31, 2018 to 470,596 annuitants totaled \$12.03 billion, as compared to \$11.45 billion paid to 452,455 annuitants for the fiscal year ended March 31, 2017. The increase is primarily due to the number of new retirees.
- Contributions from employers increased to \$4.82 billion for the fiscal year ended March 31, 2018, from \$4.79 billion for the fiscal year ended March 31, 2017. The increase in contributions is attributable to the increase in covered payroll.
- The Net Pension Liability (NPL) for ERS was \$3.23 billion for the measurement period ended March 31, 2018 as compared to \$9.40 billion for the measurement period ended March 31, 2017. The fiduciary net position, restricted for pension benefits as of March 31, 2018, was \$180.17 billion, which represents 98.24 percent of the calculated total pension liability for ERS. The NPL is allocated to participating employers and reported pursuant to Governmental Accounting Standards Board (GASB) Statements 67 and 68.
- The NPL for PFRS was \$1.01 billion for the measurement period ended March 31, 2018 as compared to \$2.07 billion for the measurement period ended March 31, 2017. The fiduciary net position, restricted for pension benefits as of March 31, 2018, was \$31.90 billion, which represents 96.93 percent of the calculated total pension liability for PFRS. The NPL is allocated to participating employers and reported pursuant to GASB Statements 67 and 68.

### Overview of the Financial Statements

The financial statements consist of the combining basic statement of fiduciary net position, the combining basic statement of changes in fiduciary net position, and the notes to the basic financial statements. The required supplementary information that appears after the notes to the basic financial statements is not a required part of the basic financial statements, but is supplementary information required by the Governmental Accounting Standards Board (GASB). The other supplementary information following the required supplementary information is not required, but management has chosen to include such information to increase transparency.

## **NEW YORK STATE AND LOCAL RETIREMENT SYSTEM**

### Management's Discussion and Analysis

March 31, 2018

(Unaudited)

The combining basic statement of fiduciary net position reflects the resources available to pay members, retirees and beneficiaries at the close of the System's fiscal year. This statement also provides information about the fair value and composition of the System's net position.

The combining basic statement of changes in fiduciary net position presents the changes to the System's net position for the fiscal year, including net investment income (loss), which includes net appreciation (depreciation) in fair value of the investment portfolio, and contributions from members and employers. Benefits and administrative expenses paid by the System are included under the deductions section of the statement.

The notes to the financial statements are an integral part of the basic financial statements and provide additional information about the plans, policies, and performance of the System.

The required supplementary information includes: Schedule of Changes in the Employers' Net Pension Liability and Related Ratios, Schedule of Employer Contributions and Schedule of Investment Returns.

The additional supplementary information includes: Schedule of Administrative Expenses, Schedule of Investment Expenses, and Schedule of Consulting Fees.

#### **Analysis of the Overall Financial Position of the System**

The purpose of the System's investments is to provide for long-term growth, while also ensuring a reliable cash flow that meets the funding requirements of the near-term pension obligation. To achieve these goals, the investments are allocated to a variety of asset types and strategies in order to meet the System's current funding needs as well as future growth requirements. Equity-related investments are included for their long-term return and growth characteristics. While a majority of fixed income and debt-related investments are generally included in the allocation for their ability to control investment risk and provide for a reliable cash flow that meets the funding requirements, a portion is strategically invested in more actively traded markets. It is important to note that the change from year to year is due not only to changes in fair values but also to purchases, sales, and redemptions. Tables 1, 2, and 3 summarize and compare financial data for the current and prior years.

**NEW YORK STATE AND LOCAL RETIREMENT SYSTEM**

Management's Discussion and Analysis

March 31, 2018

(Unaudited)

*Table 1*

Summary schedule of fiduciary net position as of March 31, 2018, as compared to March 31, 2017:

	<u>2018</u>	<u>2017</u>	<u>Dollar change</u>	<u>Percentage change</u>
	(Dollars in thousands)			
<b>Assets:</b>				
Investments	\$ 207,415,970	\$ 192,410,603	\$ 15,005,367	7.8%
Securities lending collateral – invested	5,606,936	4,793,249	813,687	17.0
Receivables and other assets	<u>5,525,416</u>	<u>6,219,937</u>	<u>(694,521)</u>	<u>(11.2)</u>
Total assets	<u>218,548,322</u>	<u>203,423,789</u>	<u>15,124,533</u>	<u>7.4</u>
<b>Liabilities:</b>				
Securities lending obligations	5,614,883	4,801,017	813,866	17.0
Payables and other liabilities	<u>856,628</u>	<u>1,020,579</u>	<u>(163,951)</u>	<u>(16.1)</u>
Total liabilities	<u>6,471,511</u>	<u>5,821,596</u>	<u>649,915</u>	<u>11.2</u>
Net position, restricted for pension benefits	<u>\$ 212,076,811</u>	<u>\$ 197,602,193</u>	<u>\$ 14,474,618</u>	<u>7.3%</u>

The fiduciary net position of the System totaled \$212.08 billion as of March 31, 2018, an increase of \$14.47 billion from the prior fiscal year, primarily attributable to the net appreciation of invested assets.

**NEW YORK STATE AND LOCAL RETIREMENT SYSTEM**

Management's Discussion and Analysis

March 31, 2018

(Unaudited)

*Table 2*

Schedule of invested assets as of March 31, 2018, as compared to March 31, 2017:

	<u>2018</u>	<u>2017</u>	<u>Dollar change</u>	<u>Percentage change</u>
		(Dollars in thousands)		
Domestic equity	\$ 75,771,363	\$ 69,851,696	\$ 5,919,667	8.5%
Global fixed income	44,820,784	44,002,645	818,139	1.9
International equity	39,025,688	33,836,667	5,189,021	15.3
Private equity	17,500,516	15,348,492	2,152,024	14.0
Real estate	14,182,669	12,937,452	1,245,217	9.6
Absolute return strategy investments	7,879,320	7,523,769	355,551	4.7
Short-term investments	3,366,569	5,653,335	(2,286,766)	(40.4)
Opportunistic funds	2,507,027	2,065,686	441,341	21.4
Real assets	1,518,624	390,574	1,128,050	288.8
Mortgage loans	843,410	800,287	43,123	5.4
Total investments	<u>\$ 207,415,970</u>	<u>\$ 192,410,603</u>	<u>\$ 15,005,367</u>	<u>7.8%</u>

The largest percentage increases to the invested assets were in the real assets, opportunistic funds, and international equity, which represent 0.73 percent, 1.21 percent, and 18.82 percent of the total portfolio, respectively. The equity portfolios increased largely due to positive performance. In opportunistic funds and real assets, the growth largely reflected new allocations to bring these newer portfolios closer to their targeted asset allocations. Other asset classes' percentage growth mostly reflected positive performance for the year. The decrease in short-term investments reflected the tighter cash management approach. Absolute return strategy investments include equity-oriented long-only global funds of \$2.33 billion. Though these funds are in an absolute return strategy vehicle, the underlying assets are long-only equity positions.

**NEW YORK STATE AND LOCAL RETIREMENT SYSTEM**

Management's Discussion and Analysis

March 31, 2018

(Unaudited)

*Table 3*

Summary schedule of changes in fiduciary net position for the year ended March 31, 2018, as compared to the year ended March 31, 2017:

	<u>2018</u>	<u>2017</u>	<u>Dollar change</u>	<u>Percentage change</u>
	(Dollars in thousands)			
Additions:				
Net investment income	\$ 21,338,033	\$ 20,225,244	\$ 1,112,789	5.5%
Total contributions	5,388,310	5,352,191	36,119	0.7
Total additions	<u>26,726,343</u>	<u>25,577,435</u>	<u>1,148,908</u>	<u>4.5</u>
Deductions:				
Total benefits paid	(12,128,919)	(11,508,313)	(620,606)	5.4
Administrative expenses	(122,806)	(107,134)	(15,672)	14.6
Total deductions	<u>(12,251,725)</u>	<u>(11,615,447)</u>	<u>(636,278)</u>	<u>5.5</u>
Net increase	14,474,618	13,961,988	512,630	3.7
Net position, restricted for pension benefits – beginning of year	<u>197,602,193</u>	<u>183,640,205</u>	<u>13,961,988</u>	<u>7.6</u>
Net position, restricted for pension benefits – end of year	<u>\$ 212,076,811</u>	<u>\$ 197,602,193</u>	<u>\$ 14,474,618</u>	<u>7.3%</u>

The change in net investment income is primarily attributable to net appreciation in fair value of investments from 2017 to 2018. The increase in total benefits paid is attributable to the number of new retirees.

**Economic Factors and Rates of Return**

The Fund announced positive investment performance for the fiscal year ended March 31, 2018, with a time-weighted rate of return of 11.35 percent, a strong increase which reflected the strength of the global equity markets. Both U.S. and international equity portfolios performed exceptionally well as global growth continued to show strength. The Fund's alternative portfolios also enhanced overall performance, all having a positive year. Finally, despite the tightening stance of the Federal Reserve, the Fund's fixed income portfolio had a modestly positive year as well. General market volatility picked up over the year and the Fund continues to monitor the increasing uncertainty in the markets. This was the ninth consecutive year of positive performance for the Fund following the fiscal crisis of 2008.

# **NEW YORK STATE AND LOCAL RETIREMENT SYSTEM**

Management's Discussion and Analysis

March 31, 2018

(Unaudited)

## **Requests for Information**

This financial report is designed to provide a general overview of the System's finances for all interested parties. Questions concerning any of the information provided in this report or requests for additional financial information should be addressed to the New York State and Local Retirement System, 110 State Street, Albany, New York 12244-0001. The report can also be accessed on the Comptroller's website at: [www.osc.state.ny.us/retire/about\\_us/financial\\_statements\\_index.php](http://www.osc.state.ny.us/retire/about_us/financial_statements_index.php).

**NEW YORK STATE AND LOCAL RETIREMENT SYSTEM**

Combining Basic Statement of Fiduciary Net Position

March 31, 2018

(Dollars in thousands)

	<u>Employees' Retirement System</u>	<u>Police and Fire Retirement System</u>	<u>Total</u>
Assets:			
Investments (notes 2(b), 4, 5, 8, and 11):			
Domestic equity	\$ 64,324,699	\$ 11,446,664	\$ 75,771,363
Global fixed income	38,049,777	6,771,007	44,820,784
International equity	33,130,137	5,895,551	39,025,688
Private equity	14,856,740	2,643,776	17,500,516
Real estate	12,040,115	2,142,554	14,182,669
Absolute return strategy investments	6,689,003	1,190,317	7,879,320
Short-term investments	2,857,987	508,582	3,366,569
Opportunistic funds	2,128,294	378,733	2,507,027
Real assets	1,289,208	229,416	1,518,624
Mortgage loans	715,997	127,413	843,410
Total investments	<u>176,081,957</u>	<u>31,334,013</u>	<u>207,415,970</u>
Securities lending collateral – invested (notes 7 and 8)	4,759,905	847,031	5,606,936
Forward foreign exchange contracts (notes 6 and 8)	36,970	6,579	43,549
Receivables:			
Employers' contributions	2,909,718	441,307	3,351,025
Members' contributions	7	—	7
Member loans	1,025,657	3,891	1,029,548
Investment income	335,299	59,667	394,966
Investment sales	206,706	36,784	243,490
Other	58,898	93,308	152,206
Total receivables	<u>4,536,285</u>	<u>634,957</u>	<u>5,171,242</u>
Capital assets, at cost, net of accumulated depreciation	<u>263,699</u>	<u>46,926</u>	<u>310,625</u>
Total assets	<u>185,678,816</u>	<u>32,869,506</u>	<u>218,548,322</u>
Liabilities:			
Securities lending obligations (notes 7 and 8)	4,766,651	848,232	5,614,883
Forward foreign exchange contracts (notes 6 and 8)	36,932	6,572	43,504
Accounts payable – investments	401,394	71,429	472,823
Benefits payable	117,585	14,082	131,667
Other liabilities	183,109	25,525	208,634
Total liabilities	<u>5,505,671</u>	<u>965,840</u>	<u>6,471,511</u>
Net position, restricted for pension benefits	<u>\$ 180,173,145</u>	<u>\$ 31,903,666</u>	<u>\$ 212,076,811</u>

See accompanying notes to basic financial statements.

**NEW YORK STATE AND LOCAL RETIREMENT SYSTEM**

Combining Basic Statement of Changes in Fiduciary Net Position

Year ended March 31, 2018

(Dollars in thousands)

	<u>Employees' Retirement System</u>	<u>Police and Fire Retirement System</u>	<u>Total</u>
Additions:			
Income from investing activities:			
Net appreciation in fair value of investments	\$ 15,173,823	\$ 2,685,946	\$ 17,859,769
Interest income	1,115,206	197,402	1,312,608
Dividend income	1,464,640	259,256	1,723,896
Other income	939,230	166,253	1,105,483
Less investment expenses	<u>(584,666)</u>	<u>(103,492)</u>	<u>(688,158)</u>
Total income from investing activities	<u>18,108,233</u>	<u>3,205,365</u>	<u>21,313,598</u>
Income from securities lending activities:			
Securities lending income	62,500	11,063	73,563
Securities lending rebates	(39,434)	(6,980)	(46,414)
Less securities lending management fees	<u>(2,306)</u>	<u>(408)</u>	<u>(2,714)</u>
Total income from securities lending activities	<u>20,760</u>	<u>3,675</u>	<u>24,435</u>
Total net investment income	<u>18,128,993</u>	<u>3,209,040</u>	<u>21,338,033</u>
Contributions:			
Employers	3,949,873	873,434	4,823,307
Members	318,439	30,950	349,389
Interest on accounts receivable	113,574	15,867	129,441
Other, net	<u>68,151</u>	<u>18,022</u>	<u>86,173</u>
Total contributions	<u>4,450,037</u>	<u>938,273</u>	<u>5,388,310</u>
Total additions	<u>22,579,030</u>	<u>4,147,313</u>	<u>26,726,343</u>
Deductions:			
Benefits paid:			
Retirement benefits	(10,008,626)	(1,817,463)	(11,826,089)
Death benefits	(191,579)	(9,673)	(201,252)
Other, net	<u>(103,071)</u>	<u>1,493</u>	<u>(101,578)</u>
Total benefits paid	<u>(10,303,276)</u>	<u>(1,825,643)</u>	<u>(12,128,919)</u>
Administrative expenses	<u>(106,972)</u>	<u>(15,834)</u>	<u>(122,806)</u>
Total deductions	<u>(10,410,248)</u>	<u>(1,841,477)</u>	<u>(12,251,725)</u>
Net increase	12,168,782	2,305,836	14,474,618
Net position, restricted for pension benefits – beginning of year	<u>168,004,363</u>	<u>29,597,830</u>	<u>197,602,193</u>
Net position, restricted for pension benefits – end of year	<u>\$ 180,173,145</u>	<u>\$ 31,903,666</u>	<u>\$ 212,076,811</u>

See accompanying notes to basic financial statements.

**NEW YORK STATE AND LOCAL RETIREMENT SYSTEM**

Notes to Basic Financial Statements

March 31, 2018

**(1) Description of Plans**

The Office of the New York State Comptroller administers the following plans: the New York State and Local Employees' Retirement System (ERS) and the New York State and Local Police and Fire Retirement System (PFRS), which are collectively referred to as the New York State and Local Retirement System (the System). The net position of the System is held in the New York State Common Retirement Fund (the Fund), which was established to hold all assets and record changes in fiduciary net position allocated to the System.

The Comptroller of the State of New York serves as the trustee of the Fund and is the administrative head of the System. The Comptroller is an elected official determined in a direct statewide election and serves a four-year term. Thomas P. DiNapoli has served as Comptroller since February 7, 2007. In November 2014, he was elected for a new term commencing January 1, 2015.

The external advisory committees appointed by the Comptroller meet periodically throughout the year and provide independent, expert assistance in guiding the Fund. These committees include: the Advisory Council for the Retirement System; the Investment Advisory Committee; the Real Estate Advisory Committee; the Actuarial Advisory Committee; and the Audit Advisory Committee.

System benefits are established under the provisions of the New York State Retirement and Social Security Law (RSSL). Once a public employer elects to participate in the System, the election is irrevocable. The New York State Constitution provides that pension membership is a contractual relationship and plan benefits cannot be diminished or impaired. Benefits can be changed for future members only by enactment of a State statute. Generally, members of the System are employees of the State and its municipalities, other than New York City.

ERS and PFRS are cost-sharing, multiple-employer, defined benefit pension plans. The System is included in the State's financial report as a pension trust fund. The Public Employees' Group Life Insurance Plan (GLIP) provides death benefits in the form of life insurance. In these statements, GLIP amounts are apportioned to and included in ERS and PFRS.

As of March 31, 2018, the number of participating employers for ERS and PFRS consisted of the following:

	<u>ERS</u>	<u>PFRS</u>
State	1	1
Counties	57	4
Cities	61	61
Towns	914	207
Villages	483	372
Other	802	39
School districts	699	—
	<u>3,017</u>	<u>684</u>
Total	<u><u>3,017</u></u>	<u><u>684</u></u>

**NEW YORK STATE AND LOCAL RETIREMENT SYSTEM**

Notes to Basic Financial Statements

March 31, 2018

As of March 31, 2018, the System membership for ERS and PFRS consisted of the following:

	<u>ERS</u>	<u>PFRS</u>
Retirees and beneficiaries currently receiving benefits	434,553	36,043
Active members	500,945	32,470
Inactive members*	<u>115,961</u>	<u>2,654</u>
Total members and benefit recipients	<u><u>1,051,459</u></u>	<u><u>71,167</u></u>

\* Includes vested members not currently receiving benefits and nonvested members.

**(a) Membership Tiers**

Pension legislation enacted in 1973, 1976, 1983, 2009 and 2012 established distinct classes of membership. For convenience, the System uses a tier concept to distinguish these groups, generally:

**ERS**

- Tier 1 Those persons who last became members before July 1, 1973.
- Tier 2 Those persons who last became members on or after July 1, 1973, but before July 27, 1976.
- Tier 3 Generally, those persons who are State correction officers who last became members on or after July 27, 1976, but before January 1, 2010, and all others who last became members on or after July 27, 1976, but before September 1, 1983.
- Tier 4 Generally, except for correction officers, those persons who last became members on or after September 1, 1983, but before January 1, 2010.
- Tier 5 Those persons who last became members on or after January 1, 2010, but before April 1, 2012.
- Tier 6 Those persons who first became members on or after April 1, 2012.

**PFRS**

- Tier 1 Those persons who last became members before July 31, 1973.
- Tier 2 Those persons who last became members on or after July 31, 1973, but before July 1, 2009.
- Tier 3 Those persons who last became members on or after July 1, 2009, but before January 9, 2010.
- Tier 4 Not Applicable
- Tier 5 Those persons who last became members on or after January 9, 2010, but before April 1, 2012, or who were previously PFRS Tier 3 members who elected to become Tier 5.
- Tier 6 Those persons who first became members on or after April 1, 2012.

## NEW YORK STATE AND LOCAL RETIREMENT SYSTEM

### Notes to Basic Financial Statements

March 31, 2018

**(b) Vesting**

Members who joined the System prior to January 1, 2010 need five years of service to be 100 percent vested. Members who joined on or after January 1, 2010 (ERS) or January 9, 2010 (PFRS) require ten years of service credit to be 100 percent vested.

**(c) Employer Contributions**

Participating employers are required under the RSSL to contribute to the System at an actuarially determined rate adopted annually by the Comptroller. The average contribution rate for ERS for the fiscal year ended March 31, 2018 was approximately 15.3 percent of payroll. The average contribution rate for PFRS for the fiscal year ended March 31, 2018 was approximately 24.4 percent of payroll. Delinquent annual bills for employer contributions accrue interest at the actuarial interest rate applicable during the year. For the fiscal year ended March 31, 2018, the applicable interest rate was 7 percent.

**(d) Member Contributions**

Generally, Tier 3, 4, and 5 members must contribute 3 percent of their salary to the System. As a result of Article 19 of the RSSL, eligible Tier 3 and 4 employees, with a membership date on or after July 27, 1976, who have ten or more years of membership or credited service with the System, are not required to contribute. Members cannot be required to begin making contributions or to make increased contributions beyond what was required when membership began. For Tier 6 members, the contribution rate varies from 3 percent to 6 percent depending on salary. Generally, Tier 5 and 6 members are required to contribute for all years of service.

**(e) Benefits**

**Tiers 1 and 2**

**Eligibility:** Tier 1 members, with the exception of those retiring under special retirement plans, must be at least age 55 to be eligible to collect a retirement benefit. There is no minimum service requirement for Tier 1 members. Tier 2 members, with the exception of those retiring under special retirement plans, must have five years of service and be at least age 55 to be eligible to collect a retirement benefit. The age at which full benefits may be collected for Tier 1 is 55, and the full benefit age for Tier 2 is 62.

**Benefit Calculation:** Generally, the benefit is 1.67 percent of final average salary for each year of service if the member retires with less than 20 years. If the member retires with 20 or more years of service, the benefit is 2 percent of final average salary for each year of service. Tier 2 members with five or more years of service can retire as early as age 55 with reduced benefits. Tier 2 members age 55 or older with 30 or more years of service can retire with no reduction in benefits. As a result of Article 19 of the RSSL, Tier 1 and Tier 2 members who worked continuously from April 1, 1999 through October 1, 2000 received an additional month of service credit for each year of credited service they have at retirement, up to a maximum of 24 additional months.

Final average salary is the average of the wages earned in the three highest consecutive years of employment. For Tier 1 members who joined on or after June 17, 1971, each year's compensation used in the final average salary calculation is limited to no more than 20 percent greater than the previous year. For Tier 2 members, each year of final average salary is limited to no more than 20 percent greater than the average of the previous two years.

## NEW YORK STATE AND LOCAL RETIREMENT SYSTEM

### Notes to Basic Financial Statements

March 31, 2018

#### Tiers 3, 4, and 5

**Eligibility:** Tier 3 and 4 members, with the exception of those retiring under special retirement plans, must have five years of service and be at least age 55 to be eligible to collect a retirement benefit. Tier 5 members, with the exception of those retiring under special retirement plans, must have ten years of service and be at least age 55 to be eligible to collect a retirement benefit. The full benefit age for Tiers 3, 4 and 5 is 62.

**Benefit Calculation:** Generally, the benefit is 1.67 percent of final average salary for each year of service if the member retires with less than 20 years. If a member retires with between 20 and 30 years of service, the benefit is 2 percent of final average salary for each year of service. If a member retires with more than 30 years of service, an additional benefit of 1.5 percent of final average salary is applied for each year of service over 30 years. Tier 3 and 4 members with five or more years of service and Tier 5 members with ten or more years of service can retire as early as age 55 with reduced benefits. Tier 3 and 4 members age 55 or older with 30 or more years of service can retire with no reduction in benefits.

Final average salary is the average of the wages earned in the three highest consecutive years of employment. For Tier 3, 4 and 5 members, each year's compensation used in the final average salary calculation is limited to no more than 10 percent greater than the average of the previous two years.

#### Tier 6

**Eligibility:** Tier 6 members, with the exception of those retiring under special retirement plans, must have ten years of service and be at least age 55 to be eligible to collect a retirement benefit. The full benefit age for Tier 6 is 63 for ERS members and 62 for PFRS members.

**Benefit Calculation:** Generally, the benefit is 1.67 percent of final average salary for each year of service if the member retires with less than 20 years. If a member retires with 20 years of service, the benefit is 1.75 percent of final average salary for each year of service. If a member retires with more than 20 years of service, an additional benefit of 2 percent of final average salary is applied for each year of service over 20 years. Tier 6 members with ten or more years of service can retire as early as age 55 with reduced benefits.

Final average salary is the average of the wages earned in the five highest consecutive years of employment. For Tier 6 members, each year's compensation used in the final average salary calculation is limited to no more than 10 percent greater than the average of the previous four years.

#### Special Plans

The 25-Year Plans allow a retirement after 25 years of service with a benefit of one-half of final average salary, and the 20-Year Plans allow a retirement after 20 years of service with a benefit of one-half of final average salary. These plans are available to certain PFRS members, sheriffs, and correction officers.

#### Disability Retirement Benefits

Disability retirement benefits are available to ERS and PFRS members unable to perform their job duties because of permanent physical or mental incapacity. There are three general types of disability benefits: ordinary, performance of duty, and accidental disability benefits. Eligibility, benefit amounts, and other rules such as any offsets of other benefits depend on a member's tier, years of service, and plan.

# NEW YORK STATE AND LOCAL RETIREMENT SYSTEM

## Notes to Basic Financial Statements

March 31, 2018

### **Ordinary Death Benefits**

Death benefits are payable upon the death, before retirement, of a member who meets eligibility requirements as set forth by law. The first \$50,000 of an ordinary death benefit is paid in the form of group term life insurance. The benefit is generally three times the member's annual salary. For most members, there is also a reduced post-retirement ordinary death benefit available.

### **Post-Retirement Benefit Increases**

A cost-of-living adjustment is provided annually to: (i) all retirees who have attained age 62 and have been retired for five years; (ii) all retirees who have attained age 55 and have been retired for ten years; (iii) all disability retirees, regardless of age, who have been retired for five years; (iv) ERS recipients of an accidental death benefit, regardless of age, who have been receiving such benefit for five years; and (v) the spouse of a deceased retiree receiving a lifetime benefit under an option elected by the retiree at retirement. An eligible spouse is entitled to one-half the cost-of-living adjustment amount that would have been paid to the retiree when the retiree would have met the eligibility criteria. This cost-of-living adjustment is a percentage of the annual retirement benefit of the eligible retiree as computed on a base benefit amount not to exceed \$18,000 of the annual retirement benefit. The cost-of-living percentage shall be 50 percent of the annual Consumer Price Index as published by the U.S. Bureau of Labor, but cannot be less than 1 percent or exceed 3 percent.

## **(2) Summary of Significant Accounting Policies**

### **(a) Basis of Accounting**

The System maintains records and accounts, and prepares financial statements using the accrual basis of accounting. Employer contributions are recognized when legally due, pursuant to statutory requirements, in accordance with the terms of each plan. Member contributions are based on earned member salaries and are recognized when due. Benefits, expenses, and refunds are recognized when due and payable.

### **(b) Investments**

Investments are recorded on a trade-date basis and reported at fair value. Fair value is defined as the amount that can reasonably be expected to be received for an investment in a current sale between a willing buyer and a willing seller. Due to the nature of investments, it is reasonable that changes in the value of investments will occur in the near future, and such changes could materially affect the amounts reported. The amounts reported as investments on the financial statements are allocated between ERS and PFRS based on each system's monthly average equity in the Fund. See note 4(c) for detailed information on the System's policy on investment valuation and note 8 for more detail regarding the methods used to measure the fair value of investments.

### **(c) Member Loan Programs**

Members are entitled to participate in a loan program that allows them to borrow up to 75 percent of their member contributions. Repayment of outstanding amounts is generally made through payroll deductions within five years. The interest rate charged for COESC Member Loans is fixed at 1 percent below the actuarial interest rate at the time the loan is granted. The rate for loans issued during the fiscal year ended March 31, 2018 was 6 percent.

## NEW YORK STATE AND LOCAL RETIREMENT SYSTEM

### Notes to Basic Financial Statements

March 31, 2018

#### **(d) Capital Assets**

Capital assets are capitalized at cost and depreciated on a straight-line basis over the related assets' estimated useful lives.

During the fiscal year ended March 31, 2014, the System began capitalizing outlays associated with the redesign of its pension administration system. As of March 31, 2018, capitalized outlays for the project total \$259.33 million. This project is currently ongoing and is expected to be completed in the period ending June 30, 2020, at which time depreciation of the capitalized costs will begin.

#### **(e) Contributions Receivable**

Employers' contributions receivable are presented net of withdrawals, refunds, advance employer payments, and credits due employers. Receivable amounts from participating employers include \$26.7 million for amortization of retirement incentives, new plan adoptions, and retroactive membership. The RSSL includes several provisions related to the amortization of employer contribution amounts. These include:

- Chapter 57 of the Laws of 2010 authorized the State and local employers to amortize a portion of their annual pension costs during periods when actuarial contribution rates exceed thresholds established by the statute. Amortized amounts will be paid in equal annual installments over a ten-year period including a rate of interest set by the Comptroller annually. Employers may prepay these amounts at any time without penalty. The first payment will be due in the fiscal year following the decision to amortize. Chapter 57 further provides that when contribution rates fall below legally specified levels and all outstanding amortizations have been paid, employers that elected to amortize will be required to pay additional moneys into reserve funds, specific to each employer, which will be used to offset their contributions in the future. These reserve funds will be invested separately from pension assets.

For the annual bill for the fiscal year ended 2011, the statutory amortization threshold was 9.5 percent of payroll for ERS and 17.5 percent for PFRS. The Comptroller set an interest rate of 5 percent. The amortized amount receivable from the State as of March 31, 2018 is \$88.2 million and from local participating employers is \$10.6 million.

For the annual bill for the fiscal year ended 2012, the statutory amortization threshold was 10.5 percent of payroll for ERS and 18.5 percent for PFRS. The Comptroller set an interest rate of 3.75 percent. The amortized amount receivable from the State as of March 31, 2018 is \$251 million and from local participating employers is \$77.1 million.

For the annual bill for the fiscal year ended 2013, the statutory amortization threshold was 11.5 percent of payroll for ERS and 19.5 percent for PFRS. The Comptroller set an interest rate of 3 percent. The amortized amount receivable from the State as of March 31, 2018 is \$419 million and from local participating employers is \$167.1 million.

For the annual bill for the fiscal year ended 2014, the statutory amortization threshold was 12.5 percent of payroll for ERS and 20.5 percent for PFRS. The Comptroller set an interest rate of 3.67 percent. The amortized amount receivable from the State as of March 31, 2018 is \$603.9 million and from local participating employers is \$114.6 million.

## NEW YORK STATE AND LOCAL RETIREMENT SYSTEM

### Notes to Basic Financial Statements

March 31, 2018

For the annual bill for the fiscal year ended 2015, the statutory amortization threshold was 13.5 percent of payroll for ERS and 21.5 percent for PFRS. The Comptroller set an interest rate of 3.15 percent. The amortized amount receivable from the State as of March 31, 2018 is \$523.3 million and from local participating employers is \$97.3 million.

For the annual bill for the fiscal year ended 2016, the statutory amortization threshold was 14.5 percent of payroll for ERS and 22.5 percent for PFRS. The Comptroller set an interest rate of 3.21 percent. The amortized amount receivable from the State as of March 31, 2018 is \$294.4 million and from local participating employers is \$53.4 million.

For the annual bill for the fiscal year ended 2017, the statutory amortization threshold was 15.1 percent of payroll for ERS and 23.5 percent for PFRS. The Comptroller set an interest rate of 2.33 percent. The amortized amount receivable from the State as of March 31, 2018 is zero and from local participating employers is \$5.6 million.

For the annual bill for the fiscal year ended 2018, the statutory amortization threshold is 14.9 percent of payroll for ERS and 24.3 percent for PFRS. The Comptroller has set an interest rate of 2.84 percent. The amortized amount receivable from the State as of March 31, 2018 is zero and from local participating employers is \$4.4 million.

- The fiscal year 2014 Enacted Budget included an alternate contribution program (the Alternate Contribution Stabilization Program) that provided certain participating employers with a one-time election to amortize slightly more of their required contributions than would be available for amortization under the 2010 legislation. In addition, the maximum payment period was increased from ten years to twelve years. The election was available to: counties, cities, towns, villages, BOCES, school districts and the four public health care centers operated in the counties of Nassau, Westchester and Erie. The State was not eligible to participate in the Alternate Contribution Stabilization Program.

For the annual bill for the fiscal year ended 2014, the alternative amortization threshold was 12 percent of payroll for ERS and 20 percent for PFRS. The Comptroller set an interest rate of 3.76 percent. The amortized amount receivable as of March 31, 2018 from participating employers is \$171.7 million.

For the annual bill for the fiscal year ended 2015, the alternative amortization threshold was 12 percent of payroll for ERS and 20 percent for PFRS. The Comptroller set an interest rate of 3.5 percent. The amortized amount receivable as of March 31, 2018 from participating employers is \$154.5 million.

For the annual bill for the fiscal year ended 2016, the alternative amortization threshold was 12.5 percent of payroll for ERS and 20.5 percent for PFRS. The Comptroller set an interest rate of 3.31 percent. The amortized amount receivable as of March 31, 2018 from participating employers is \$115.2 million.

For the annual bill for the fiscal year ended 2017, the alternative amortization threshold was 13 percent of payroll for ERS and 21 percent for PFRS. The Comptroller set an interest rate of 2.63 percent. The amortized amount receivable as of March 31, 2018 from participating employers is \$86.2 million.

## NEW YORK STATE AND LOCAL RETIREMENT SYSTEM

### Notes to Basic Financial Statements

March 31, 2018

For the annual bill for the fiscal year ended 2018, the alternative amortization threshold is 13.5 percent of payroll for ERS and 21.5 percent for PFRS. The Comptroller has set an interest rate of 3.31 percent. The amortized amount receivable as of March 31, 2018 from participating employers is \$74.9 million.

#### **(f) Use of Estimates**

The preparation of financial statements in conformity with U.S. generally accepted accounting principles requires management to make estimates and assumptions that affect the reported amounts of assets and liabilities and the disclosure of contingencies. These estimates are subject to a certain amount of uncertainty in the near term, which could result in changes in the values reported for those assets in the combined statement of fiduciary net position. Estimates also affect the reported amounts of income/additions and expenses/deductions during the reporting period. Actual results could differ from these estimates.

#### **(3) System Reserves**

The legally required reserves, as covered by provisions of the RSSL, are maintained by the System, are fully funded as of March 31, 2018, and are described below:

*Annuity Savings Funds* – Funds in which contributions of Tier 1 and Tier 2 members are accumulated.

*Annuity Reserve Funds* – Funds from which member contribution annuities are paid.

*Pension Accumulation Funds* – Funds in which employer contributions and income from the investments of the System are accumulated.

*Pension Reserve Funds* – Funds from which pensions are paid.

*Designated Annuitant Funds* – Funds from which beneficiary annuities are paid.

*Loan Insurance Funds* – Funds that provide loan insurance coverage for members with existing no-default loan balances at time of death.

*Group Life Insurance Plan Reserve* – Reserves that provide group term death benefits not to exceed \$50,000, payable upon the death of eligible members.

*Coescalation (COESC) Contribution Funds* – Funds in which member contributions are accumulated. These funds are transferred to the Pension Accumulation Fund at retirement.

**NEW YORK STATE AND LOCAL RETIREMENT SYSTEM**

Notes to Basic Financial Statements

March 31, 2018

As of March 31, 2018, the System reserves for ERS and PFRS consisted of the following:

	<u>ERS</u>	<u>PFRS</u>
	(Dollars in thousands)	
Annuity savings	\$ 3,034	\$ 56,210
Annuity reserve	72,031	11,943
Pension accumulation	73,174,797	12,981,804
Pension reserve	98,237,808	18,742,576
Designated annuitant	51,714	20,286
Loan insurance	2,522	104
Group Life Insurance Plan reserve	94,700	5,513
COESC contribution	8,536,539	85,230
Total	<u>\$ 180,173,145</u>	<u>\$ 31,903,666</u>

**(4) Investments**

**(a) Investment Policy**

The State Comptroller, currently Comptroller Thomas P. DiNapoli, is Trustee of the Fund. He is directly accountable for the investment of Fund assets and for the oversight and management of the Fund. Comptroller DiNapoli is responsible for implementing an asset allocation with an appropriate balance of risk and return. The Trustee has put in place investment policies and practices designed to ensure that investments are made for the exclusive benefit of the participants and beneficiaries of the System, on whose behalf the assets of the Fund are invested, and that Fund investments are made with the care that a prudent person serving in a like capacity and familiar with such matters would use in the conduct of an enterprise of like character and with like aims – the “prudent person” and “exclusive benefit” fiduciary standards of investment. Additionally, the Trustee has adopted policies and practices to ensure that the Fund is managed with high levels of ethical conduct and transparency.

The Comptroller seeks the input of a wide range of internal and external advisors to determine the allocation of assets and the appropriate investment choices for the Fund. Approximately sixty employees work in the Office of the State Comptroller’s Division of Pension Investment and Cash Management (PICM). The Comptroller appoints a Chief Investment Officer to oversee PICM operations, manage staff, and supervise investments on a day-to-day basis. The Fund also relies on advice from a network of outside advisors, consultants, and legal counsel, as well as the members of independent external advisory committees appointed by the Comptroller. Outside advisors and internal investment staff are part of the chain of approval that must recommend all investment decisions before they reach the Comptroller for final approval.

The asset allocation is not intended to be an absolute limit on the type of investments that can be made by the Comptroller or considered by staff. The Comptroller is expressly permitted to invest the assets of the Fund pursuant to various provisions of State law, including, among others, sections 13, 176, 177, 178, and 313 of the RSSL, which also contains limitations on the amount and quality of investments the Fund may hold in certain asset categories. Investments purchased pursuant to these provisions are so-called “legal list” investments. In addition to the foregoing, section 177(9) of the RSSL contains a provision that currently provides that up to 25 percent of the Fund’s assets may be placed in investments not specifically authorized by any other provision of law. In making investments under this provision, the Comptroller is subject to the prudent person and exclusive benefit provisions in the statute. Subject to such standards, investments made under this provision must also, to the extent reasonably possible, benefit the overall

**NEW YORK STATE AND LOCAL RETIREMENT SYSTEM**

Notes to Basic Financial Statements

March 31, 2018

economic health of the State. Investments purchased pursuant to section 177(9) of the RSSL are so-called “basket clause” investments.

**(b) Asset Allocation**

The following was the adopted asset allocation policy as of March 31, 2018:

<b>Asset class</b>	<b>Target allocation</b>
Domestic equity	36.0%
International equity	14.0
Private equity	10.0
Real estate	10.0
Absolute return strategies*	2.0
Opportunistic funds	3.0
Real assets	3.0
Bonds and mortgages	17.0
Cash	1.0
Inflation-indexed bonds	4.0
	<u>100.0%</u>

\* Excludes equity-oriented long-only global funds of \$2.33 billion. For investment management purposes, these funds are included in domestic equity and international equity.

**(c) Methods Used to Value Investments**

Equity securities traded on a national or international exchange are reported at current quoted fair values.

Bonds and other fixed income assets are primarily reported at fair values obtained from independent pricing services.

Mortgages are valued on the basis of future principal and interest payments and are discounted at prevailing interest rates for similar instruments.

Direct investments in real estate are valued based on independent appraisals made every three years or according to the fund agreement.

Real estate partnerships are reported at values provided by general partners. These values are based on discounted cash flows, comparative sales, capitalization rates applied to net operating income, or if none of the preceding fit a property’s attributes and strategy, at cost.

For various alternative investments (private equity, absolute return strategies, opportunistic funds, and real assets) where no readily ascertainable fair value exists, management in consultation with its investment advisors will value these investments in good faith based upon reported net asset values, cash-flow analysis, purchases and sales of similar investments, new financings, economic conditions, other practices used within the industry, or other information provided by the underlying investment advisors. Because of the inherent uncertainty in privately held securities, the fair value may differ from the values that would have been used if a ready market for such securities existed, and the difference can be material.

## NEW YORK STATE AND LOCAL RETIREMENT SYSTEM

### Notes to Basic Financial Statements

March 31, 2018

Information on securities lending is available in note 7. Information on foreign currency risks and derivative financial instruments can be found in note 5(f) and note 6, respectively.

The Fund trades in foreign exchange contracts in the normal course of its investing activities in order to manage exposure to market risks. Such contracts, which are generally for a period of less than one year, are used to purchase and sell foreign currency at a guaranteed future price. These contracts are recorded at fair value using foreign currency exchange rates.

#### **(d) Rates of Return**

In accordance with U.S. generally accepted accounting principles, the money-weighted rate of return on plan investments, net of investment expenses, was 11.29 percent for the year ended March 31, 2018. For internal purposes, the System evaluates investment performance using the time-weighted rate of return, gross of certain investment fees, which was 11.35 percent for the year ended March 31, 2018.

#### **(5) Deposit and Investment Risk Disclosure**

##### **(a) Custodial Credit Risk for Investments**

Investment securities are exposed to custodial credit risk if the securities are not registered in the name of the Fund, or are held either by the counterparty or the counterparty's trust department or agent, but not in the name of the Fund.

Equity and fixed income investments owned directly by the Fund, which trade in the United States (U.S.) markets, are generally held by the Fund's custodian, in separate accounts, in the name of the Comptroller of the State of New York in Trust for the Fund. These securities are typically held in electronic form through the Federal Book Entry System and by the Depository Trust Company (DTC) and its subsidiaries acting as an agent of the Fund's custodian bank. Securities held directly by the Fund that trade in markets outside the U.S. are held by a subsidiary of the Fund's custodian bank in the local market, a bank performing custodial services in the local market acting as an agent for the Fund's custodian bank, and in some foreign markets, the securities are held in electronic form by a DTC subsidiary or an organization similar to DTC. Fixed income investments that are not held by the Fund's custodian are held by third-party administrators in the name of the Comptroller of the State of New York in Trust for the Fund.

Equity investments held indirectly by the Fund via limited partnerships, commingled investment funds, joint ventures, and other similar vehicles are held in custody by an organization contracted by the general partner and/or the investment management firm responsible for the management of each investment organization.

Title to real estate invested in by the Fund is held either by a real estate holding company or a real estate investment fund. Ownership of mortgage assets is documented by the Fund's holding of original mortgage and note documents by the Office of the State Comptroller's PICM.

##### **(b) Custodial Credit Risk for Deposits**

Deposits are exposed to custodial credit risk if the deposits are not covered by depository insurance or the deposits are uncollateralized, collateralized with securities held by the pledging financial institution, or collateralized with securities held by the pledging institution's trust department or agent, but not in the name of the Fund.

**NEW YORK STATE AND LOCAL RETIREMENT SYSTEM**

Notes to Basic Financial Statements

March 31, 2018

In accordance with existing policies and procedures, the PICM in the Office of the State Comptroller monitors deposit balances for the purpose of determining collateralization levels. Collateral sufficient to cover all uninsured deposits is held at the State's custodial bank.

**(c) Interest Rate Risk**

The System is subject to interest rate risk, which is the risk that changes in market interest rates will adversely affect the fair value of the Fund's fixed income securities. Pursuant to the Fund's investment policies and procedures and to address changing economic factors and their impact on various sectors of the economy, PICM staff meets regularly to discuss the investment strategy for the fixed income portfolio. Several factors are taken into account when formulating this strategy, including sector weightings and the current duration of the portfolio.

The price volatility of the Fund's fixed income holdings is measured by duration. Effective duration is a measure of the price sensitivity of a bond to interest rate movements. Effective duration follows the concept that interest rates and bond prices move in opposite directions.

As of March 31, 2018, the duration of the fixed income portfolio is as follows (dollars in thousands):

<u>Bond category</u>	<u>Fair value</u>	<u>Percentage of bond portfolio</u>	<u>Effective duration (In years)</u>
Core portfolio:			
Treasury	\$ 6,286,329	14.0%	8.20
Federal agency	513,986	1.2	2.37
Corporate	13,847,074	30.9	6.95
Asset-backed	1,237,929	2.8	2.14
Commercial mortgage-backed	1,713,115	3.8	5.14
Mortgage-backed	5,124,568	11.4	5.01
Collateralized loan obligations	3,147,357	7.0	0.10
Municipal bonds	270,509	0.6	8.32
Core portfolio	<u>32,140,867</u>	<u>71.7</u>	<u>5.73</u>
Treasury Inflation-Protected Securities (TIPS)	7,857,384	17.5	7.51
Externally managed funds:			
BlackRock Fixed Income	2,333,488	5.2	1.57
DoubleLine Capital	240,598	0.5	14.40
Neuberger Berman Fixed Income	1,207,426	2.7	3.74
New Century Advisors	248,696	0.6	8.13
Semper Capital Management	279,896	0.6	3.39
Smith Graham	512,429	1.2	4.36
Total	<u>\$ 44,820,784</u>	<u>100.0%</u>	

**NEW YORK STATE AND LOCAL RETIREMENT SYSTEM**

Notes to Basic Financial Statements

March 31, 2018

**(d) Credit Risk of Debt Securities**

Fixed income obligations purchased pursuant to section 177(1-a) of the RSSL must be investment grade at the time of their acquisition. A bond is considered investment grade if its credit rating is Baa or higher by Moody's or BBB- or higher by Standard & Poor's. Fixed income obligations purchased pursuant to section 177(9) of the RSSL, the "basket clause," are subject to a standard of prudence. As of March 31, 2018, credit ratings, obtained from several industry rating services, for the fixed income portfolio are as follows (dollars in thousands):

Quality rating	Fair value	Percentage of fair value
AAA	\$ 24,404,806	54.45%
AA	3,179,685	7.09
A	6,204,269	13.84
BBB	6,550,538	14.62
BB	599,854	1.34
CCC	39,886	0.09
CC	6,389	0.01
C	14,547	0.03
Externally managed commingled funds:*		
BlackRock Fixed Income		
Range AAA to D & Not Rated	2,333,488	5.21
Neuberger Berman Fixed Income		
Range AAA to D & Not Rated	1,207,426	2.69
Semper Capital Management Fixed Income		
Range AAA to CA & Not Rated	279,896	0.63
Total	\$ <u>44,820,784</u>	<u>100.00%</u>

\* These externally managed commingled funds are considered investments under the "basket clause," subject to the prudent person standard. All or a part of the holdings can be non-investment grade.

**(e) Concentration of Credit Risk**

Concentration of credit risk is the risk of loss attributed to the magnitude of the Fund's investment in a single issuer.

As of March 31, 2018, the System did not hold any investments in any one issuer that totaled 5 percent or more of the pension plan's fiduciary net position. Investments issued or explicitly guaranteed by the U.S. government and pooled investments are excluded.

Issuer limits for investments held by the Fund are established by law and by policy guidelines adopted by the PICM.

Short-term fixed income investments not purchased pursuant to section 177(9) of the RSSL are generally limited to the following investment types maturing in one year or less:

- Obligations for which the full faith and credit of the U.S. government is pledged to provide payment of interest and principal.

## NEW YORK STATE AND LOCAL RETIREMENT SYSTEM

### Notes to Basic Financial Statements

March 31, 2018

- Obligations issued by any Federal Home Loan Bank or obligations fully guaranteed as to principal and interest by the Federal National Mortgage Association or the Federal Home Loan Mortgage Corporation.
- Commercial paper that has received the highest rating from two nationally recognized rating services. A maximum of \$1 billion of the short-term portfolio may be invested in any one commercial paper issuer.
- Simultaneous purchase and sale of U.S. Treasury obligations may be executed with Primary Government dealers. A maximum of \$200 million may be invested with any one Primary Government dealer.
- Corporate and asset-backed securities (ABS) that are rated investment grade by two nationally recognized rating services. ABS must have a weighted average life of one year or less.

Short-term fixed income investments purchased pursuant to section 177(9) of the RSSL are subject to the specific prudent person investor and exclusive benefit provisions of this statute. Subject to such standards, investments made under section 177(9) must, to the extent reasonably possible, benefit the overall economic health of the State.

Fixed income investments not purchased pursuant to section 177(9) of the RSSL are generally limited to the following investment types with maturities longer than one year:

- Obligations for which the full faith and credit of the U.S. government is pledged to provide payment of principal and interest.
- Obligations payable in U.S. dollars issued by any department, agency, or political subdivision of the U.S. government or issued by any corporation, company, or other issuer of any kind or description created or existing under the laws of the U.S., any state of the U.S., the District of Columbia, or the Commonwealth of Puerto Rico, and obligations payable in U.S. funds of Canada or any province or city of Canada, provided each obligation at the time of investment shall be rated investment grade by two nationally recognized rating services (or by one nationally recognized rating service in the event only one such service rates such obligation). The aggregate investment by the Fund in the obligations of any one issuer shall not exceed 2 percent of the assets of the Fund or 5 percent of the direct liabilities of the issuer.
- Interest-bearing obligations payable in U.S. funds, which at the time of investment are rated in one of the three highest rating grades by each rating service approved by the New York State Department of Financial Services that has rated such obligations. The aggregate amount invested in the obligations of any single issuer may not exceed 1 percent of the assets of the Fund.
- Bonds issued or guaranteed by the State of Israel and approved by the United States Comptroller of the Currency, payable in U.S. dollars, not to exceed 5 percent of the assets of the Fund.
- Obligations issued or guaranteed by the International Bank for Reconstruction and Development (not to exceed 5 percent of the assets of the Fund), the Inter-American Development Bank, the Asian Development Bank, or the African Development Bank.

Fixed income investments purchased pursuant to section 177(9) of the RSSL are subject to the specific prudent person investor and exclusive benefit provisions of this statute. Subject to such standards,

## NEW YORK STATE AND LOCAL RETIREMENT SYSTEM

### Notes to Basic Financial Statements

March 31, 2018

investments made under section 177(9) must, to the extent reasonably possible, benefit the overall economic health of the State.

**(f) Foreign Currency Risk**

Foreign currency risk is the risk that changes in exchange rates will adversely affect the fair value of an investment or a deposit. The Fund has exposure through direct investments in international equities, international equity commingled funds, international fixed income investments, international real estate investments, international absolute return strategies, international private equity investments, international opportunistic funds, and international real asset funds. The Fund's asset allocation and investment policies allow for active and passive investments in international securities. The Fund permits the managers of direct investments in international equities to use forward currency contracts to manage their exposure to foreign currencies relative to the U.S. dollar. Where the Fund participates in commingled funds, limited partnerships, or other investment arrangements, the decision whether or not to use forward currency contracts to manage their foreign currency exposure is left up to the individual investment managers. To address the impact of changes in exchange rates, only forward foreign exchange contracts of one year or less are allowed when used to lessen portfolio volatility or hedge the portfolio's currency exposure.

Foreign investments included in the combining basic statement of fiduciary net position as of March 31, 2018 are as follows (dollars in thousands):

**NEW YORK STATE AND LOCAL RETIREMENT SYSTEM**

Notes to Basic Financial Statements

March 31, 2018

	<u>Fixed income</u>	<u>Equity</u>	<u>Cash</u>	<u>Real estate</u>	<u>Private equity, opportunistic, absolute return strategy and real asset funds</u>	<u>Total</u>
Albanian Lek	\$ —	\$ —	\$ —	\$ 17	\$ 14	\$ 31
Angolan Kwanza	—	—	—	—	(414)	(414)
Argentine Peso	1,993	—	—	—	76,540	78,533
Australian Dollar	—	498,428	1,262	80,945	263,406	844,041
Azerbaijani New Manat	—	—	—	—	(135)	(135)
Bahamian Dollar	—	—	—	61	41	102
Bahraini Dinar	—	—	—	—	715	715
Belorussian Ruble	—	—	—	—	225	225
Bermudian Dollar	—	—	—	—	87,674	87,674
Brazilian Real	3,005	246,080	96	84,911	399,923	734,015
British Pound Sterling	14,102	2,263,695	2,785	473,333	950,076	3,703,991
Bulgarian Lev	—	—	—	104	8,498	8,602
Burmese Kyat	—	—	—	—	9,064	9,064
Cambodian Riel	—	—	—	—	8,133	8,133
Canadian Dollar	—	408,744	273	330	420,496	829,843
Cayman Islands Dollar	—	—	—	94,958	157,591	252,549
Central African CFA Franc	—	—	—	—	(210)	(210)
Chilean Peso	—	24,008	140	—	4,353	28,501
Chinese Yuan Renminbi	1,921	—	—	236,841	1,108,999	1,347,761
Colombian Peso	—	5,831	—	4	34,510	40,345
Costa Rican Colon	—	—	—	—	345	345
Croatian Kuna	—	—	—	9	—	9
Czech Koruna	—	—	—	338	10,712	11,050
Danish Krone	—	315,055	503	200,459	49,505	565,522
Egyptian Pound	—	8,382	9	—	27,820	36,211
Euro	47,065	3,787,113	1,190	917,192	2,789,197	7,541,757
Georgian Lari	—	—	—	—	(1)	(1)
Ghanaian Cedi	—	—	—	—	25,644	25,644
Hong Kong Dollar	1,259	1,155,435	893	43,746	144,874	1,346,207
Hungarian Forint	—	18,845	50	—	(2,868)	16,027
Indian Rupee	—	350,906	2,637	147,373	351,482	852,398
Indonesian Rupiah	8,412	88,171	235	—	61,062	157,880
Iraqi Dinar	—	—	—	—	2,424	2,424
Israeli Shekel	—	44,812	278	—	112,235	157,325
Japanese Yen	1,628	2,235,846	3,285	49,845	201,088	2,491,692
Jordanian Dinar	—	—	—	—	114	114
Kazakhstani Tenge	—	—	—	—	(270)	(270)
Kenyan Shilling	—	—	—	—	17,511	17,511
Lebanese Pou	—	—	—	—	123	123
Macanese Pataca	—	—	—	—	(251)	(251)
Malaysian Ringgit	—	133,206	1,235	—	53,542	187,983
Maldivian Rufiyaa	—	—	—	3,064	—	3,064
Mauritian Rupee	—	—	—	1,806	39,595	41,401
Mexican Peso	—	89,512	288	13,075	97,216	200,091
Moroccan Dirham	—	—	—	—	1,929	1,929

**NEW YORK STATE AND LOCAL RETIREMENT SYSTEM**

Notes to Basic Financial Statements

March 31, 2018

	<u>Fixed income</u>	<u>Equity</u>	<u>Cash</u>	<u>Real estate</u>	<u>Private equity, opportunistic, absolute return strategy and real asset funds</u>	<u>Total</u>
Mozambique Metical	\$ —	\$ —	\$ —	\$ —	\$ 1,048	\$ 1,048
New Taiwan Dollar	—	455,404	74	91	10,031	465,600
New Zealand Dollar	—	3,514	219	—	56,258	59,991
Nigerian Naira	—	—	—	—	48,737	48,737
Norwegian Krone	—	85,709	450	610	114,100	200,869
Omani Rial	—	—	—	—	(337)	(337)
Pakistani Rupee	—	2,149	—	—	—	2,149
Panamanian Balboa	—	—	—	—	85	85
Peruvian Sol	—	2,088	1	—	19,397	21,486
Philippine Peso	—	16,416	6	—	2,608	19,030
Polish Zloty	—	30,678	10	10,562	111,756	153,006
Qatar Rial	—	5,716	—	—	9	5,725
Romanian Leu	—	—	—	778	6,667	7,445
Russian Ruble	12,141	—	—	5,311	98,143	115,595
Saudi Riyal	—	—	—	—	594	594
Serbian Dinar	—	—	—	26	27	53
Singapore Dollar	—	264,472	—	85,872	143,614	493,958
South African Rand	8,018	254,877	1,412	401	44,229	308,937
South Korean Won	419	688,899	568	29,524	66,294	785,704
Sri Lankan Rupee	—	—	—	—	4,818	4,818
Swedish Krona	—	392,653	319	227,042	438,062	1,058,076
Swiss Franc	278	767,311	52	91	149,342	917,074
Tajikistani Somoni	—	—	—	—	179	179
Tanzanian Shilling	—	—	—	—	4,246	4,246
Thai Baht	—	128,727	—	—	57	128,784
Turkish Lira	691	74,718	185	3,308	73,890	152,792
Ugandan Shilling	—	—	—	—	278	278
Ukrainian Hryvnia	—	—	—	2,921	5,963	8,884
United Arab Emirates Dirham	—	5,396	—	9,618	29,637	44,651
Uruguayan Peso	—	—	—	—	455	455
Venezuelan Bolivar	—	—	—	—	5,785	5,785
Vietnamese Dong	—	—	—	17	19,208	19,225
West African CFA Franc	—	—	—	—	2,948	2,948
Zambian Kwacha	—	—	—	—	1,152	1,152
Other	—	—	—	5,035	—	5,035
<b>Total subject to foreign currency risk</b>	<b>100,932</b>	<b>14,852,796</b>	<b>18,455</b>	<b>2,729,618</b>	<b>8,971,807</b>	<b>26,673,608</b>
Commingled international equity in U.S. Dollars	—	19,086,991	—	—	—	19,086,991
Foreign investments in U.S. Dollars	<u>1,116,033</u>	<u>5,085,901</u>	<u>—</u>	<u>—</u>	<u>6,937,051</u>	<u>13,138,985</u>
<b>Total foreign investments</b>	<b>\$ <u>1,216,965</u></b>	<b>\$ <u>39,025,688</u></b>	<b>\$ <u>18,455</u></b>	<b>\$ <u>2,729,618</u></b>	<b>\$ <u>15,908,858</u></b>	<b>\$ <u>58,899,584</u></b>

**NEW YORK STATE AND LOCAL RETIREMENT SYSTEM**

Notes to Basic Financial Statements

March 31, 2018

**(6) Derivatives**

A derivative is generally defined as an investment contract or security with a value that depends on, or is derived from, the value of an underlying asset, reference rate, or financial index.

*Forward Currency Contracts*

The System may enter into forward currency contracts to manage exposure to fluctuations in foreign currency exchange rates on portfolio holdings. The System also enters into forward exchange contracts to settle future obligations. A forward exchange contract is a commitment to purchase or sell a foreign currency at a future date at a negotiated forward rate. A contract is classified as a forward contract when the settlement date is more than two days after the trade date. Risk associated with such contracts includes movement in the value of a foreign currency relative to the U.S. dollar. The contracts are valued at forward exchange rates and include net appreciation/depreciation in the combining statement of fiduciary net position. Realized gain or loss on forward currency contracts is the difference between the original contract and the closing value of such contract and is included in the combining basic statement of changes in fiduciary net position.

The table below summarizes the fair value of foreign currency contracts as of March 31, 2018 (dollars in thousands):

<u>Currency</u>	<u>Forward currency contracts</u>	<u>Spot currency contracts</u>	<u>Totals</u>
Australian Dollar	\$ (16)	\$ —	\$ (16)
Brazilian Real	(334)	—	(334)
British Pound Sterling	2,981	—	2,981
Canadian Dollar	—	(16)	(16)
Danish Krone	(5,677)	—	(5,677)
Euro	(179)	—	(179)
Hong Kong Dollar	303	—	303
Indonesian Rupiah	(652)	—	(652)
Israeli Shekel	(172)	(106)	(278)
Japanese Yen	(1,608)	(1,508)	(3,116)
Swedish Krona	19	—	19
Swiss Franc	(5,176)	—	(5,176)
U.S. Dollar	10,557	1,627	12,184
<b>Total</b>	<b>\$ 46</b>	<b>\$ (3)</b>	<b>\$ 43</b>

**(7) Securities Lending Program**

Section 177-d of the RSSL authorizes the Fund to enter into security loan agreements with broker/dealers and state or national banks. The Fund has designated its master custodian bank (the custodian) to manage a

## NEW YORK STATE AND LOCAL RETIREMENT SYSTEM

### Notes to Basic Financial Statements

March 31, 2018

securities lending program. This program is subject to a written contract between the Fund and the custodian who acts as securities lending agent for the Fund. The custodian is authorized to lend securities within the borrower limits and guidelines established by the Fund. Types of collateral received from borrowers for securities loaned are cash, government securities, and obligations of federal agencies. The custodian is authorized to invest the cash collateral in short-term investments that are legal for the Fund. These include domestic corporate and bank notes, U.S. Treasury obligations, obligations of federal agencies, repurchase agreements, and specific asset-backed securities. All rights of ownership to securities pledged as collateral remain with the borrower except in the event of default. As of March 31, 2018, there were no violations of legal or contractual provisions. The Fund has not experienced any losses resulting from the default of a borrower or lending agent during the year ended March 31, 2018.

The Fund lends fixed income, domestic equity, and international equity securities to approved broker/dealers. Collateral for securities loaned equals 102 percent of fair market value for domestic securities and 105 percent for international securities. Credit risk associated with the investment of cash collateral pledged by borrowers is mitigated by the maturity restrictions, percentage limitations, and rating requirements for individual asset classes included in the Fund's reinvestment guidelines. The custodian acknowledges responsibility to reimburse the Fund for losses that might arise from managing the program in a manner inconsistent with the contract. The Fund manages its market risk by recording investments at market value daily and maintaining the value of the collateral held by the Fund in excess of the value of the securities loaned. As of March 31, 2018, the fair value of securities on loan was \$6.23 billion. The associated collateral was \$6.38 billion, of which \$5.60 billion was cash collateral and \$776 million was securities. The cash collateral has been reinvested in other instruments, which had a fair value of \$5.61 billion as of March 31, 2018. The securities lending obligations were \$5.61 billion. The unrealized loss in invested cash collateral on March 31, 2018 was \$7.94 million, which is reported in the combining basic statement of changes in fiduciary net position as part of "Net appreciation in fair value of investments."

All open security loans can be terminated on demand by either the Fund or the borrower. To provide sufficient liquidity, the policy of the Fund is to maintain a minimum of 10 percent collateral in overnight investments. While the Fund's Securities Lending Investment Guidelines allow investments up to a maximum of three years for U.S. Treasury and federal agency obligations and one year for all other investments, the average term of open security loans at March 31, 2018 was 33 days. All loans were open loans. There were no direct matching loans.

The collateral pool is valued at fair value obtained from independent pricing services.

## NEW YORK STATE AND LOCAL RETIREMENT SYSTEM

### Notes to Basic Financial Statements

March 31, 2018

#### **(8) Fair Value Measurement**

The System's investments, measured and reported at fair value, including securities lending collateral and obligations and forward foreign exchange contracts, are classified according to the following hierarchy in which the levels are based on the nature of inputs used to measure the fair value of the investment:

Level 1 – Investment fair values based on prices quoted in active markets for identical assets.

Level 2 – Investment fair values based on observable inputs for the assets either directly or indirectly, other than those considered Level 1 inputs, which may include quoted prices for identical assets in markets that are not considered to be active, and quoted prices of similar assets in active or inactive markets.

Level 3 – Investment fair values based on unobservable inputs.

The categorization of investments within the hierarchy above is based solely upon the objectivity of the inputs used in the measurement of the fair value of the investments and does not reflect the level of risk associated with the investments.

Investments classified in Level 1 of the fair value hierarchy are valued from predetermined external pricing vendors or primary dealers who source quoted prices in active markets which are readily attainable exit values of these securities. Investments classified in Level 2 are subject to alternative pricing sources, including a combination of price sources, descriptive data and pricing models based on attributes such as spread data, sector, quality, duration, and prepayment characteristics. Investments classified as Level 3 are valued using best available sources such as property appraisals, discounted cash flow models and public market comparables of similar assets where applicable. The values are supplied by advisors or general partners who hold those or similar assets in investment vehicles they oversee. These pricing sources may or may not be indicative of realizable exit values attainable for the assets.

**NEW YORK STATE AND LOCAL RETIREMENT SYSTEM**

Notes to Basic Financial Statements

March 31, 2018

The table below summarizes assets and liabilities carried at fair value based on levels from the fair value hierarchy as of March 31, 2018, with certain assets carried at net asset value (NAV) and cost also included to allow reconciliation to the statement of fiduciary net position (dollars in thousands):

	<u>Total</u>	<u>Level 1</u>	<u>Level 2</u>	<u>Level 3</u>
<b>Assets:</b>				
<b>Investments by fair value level:</b>				
Fixed income securities:				
Short-term instruments	\$ 2,766,680	\$ —	\$ 2,766,680	\$ —
Global fixed income securities	40,919,974	140	40,919,834	—
Total fixed income securities	<u>43,686,654</u>	<u>140</u>	<u>43,686,514</u>	<u>—</u>
Equity securities:				
Domestic equities	75,771,363	75,771,363	—	—
International equities	36,912,753	36,912,710	43	—
Total equity securities	<u>112,684,116</u>	<u>112,684,073</u>	<u>43</u>	<u>—</u>
Mortgages	843,410	—	—	843,410
Private equity	445,139	—	—	445,139
Real assets	8,337	—	—	8,337
Real estate:				
Direct equity real estate investments	8,072,650	—	—	8,072,650
Real estate private equity	392,751	—	—	392,751
Total real estate	<u>8,465,401</u>	<u>—</u>	<u>—</u>	<u>8,465,401</u>
Securities lending collateral	4,144,952	—	4,144,952	—
Forward foreign exchange contracts	43,549	—	43,549	—
Total investment assets by fair value level	\$ <u>170,321,558</u>	\$ <u>112,684,213</u>	\$ <u>47,875,058</u>	\$ <u>9,762,287</u>
<b>Investments measured at cost:</b>				
Global fixed income securities	\$ 80,000			
Securities lending collateral	1,461,984			
Total investments measured at cost	\$ <u>1,541,984</u>			
<b>Investments measured at Net Asset Value (NAV):</b>				
Global fixed income funds <sup>1</sup>	\$ 3,820,810			
Commingled international equity funds <sup>2</sup>	2,112,935			
Alternative investments: <sup>3</sup>				
Private equity	17,055,377			
Absolute return strategy investments	7,879,320			
Opportunistic funds	2,507,027			
Real assets	1,510,287			
Real estate	5,717,268			
Total alternative investments	<u>34,669,279</u>			
Total investments measured at NAV	\$ <u>40,603,024</u>			
Investment related cash and cash equivalents not included in above	599,889			
Total investment assets	\$ <u>213,066,455</u>			
<b>Liabilities:</b>				
<b>Investments by fair value level:</b>				
Forward foreign exchange contracts	(43,504)	—	(43,504)	—
Total investment liabilities by fair value level	\$ <u>(43,504)</u>	\$ <u>—</u>	\$ <u>(43,504)</u>	\$ <u>—</u>

**NEW YORK STATE AND LOCAL RETIREMENT SYSTEM**

Notes to Basic Financial Statements

March 31, 2018

The table below summarizes liquidity information for investments valued at NAV (dollars in thousands):

<u>Investments measured at NAV</u>	<u>Amount</u>	<u>Unfunded Commitments</u>	<u>Redemption Frequency</u>	<u>Redemption Notice Period</u>
Global fixed income funds <sup>1</sup>	\$ 3,820,810	\$ —	Daily	0-30 days
Commingled international equity funds <sup>2</sup>	2,112,935	—	Daily, Monthly, Quarterly	2-120 days
Alternative investments: <sup>3</sup>				
Private equity	17,055,377	10,593,024	N/A	N/A
Absolute return strategy investments	7,879,320	—	Monthly, Quarterly, Annually, Semi-annually	5-120 days
Opportunistic	2,507,027	2,122,319	N/A	N/A
Real assets	1,510,287	1,248,163	N/A	N/A
Real estate	5,717,268	3,383,120	N/A	N/A
Total investments measured at NAV	\$ <u>40,603,024</u>	\$ <u>17,346,626</u>		

<sup>1</sup> Global fixed income funds consist of three funds for which the System is the only limited partner. These funds invest primarily in both privately and publicly issued global fixed income securities. The investments are valued at the net asset value of units held at the end of the period based upon the fair value of the underlying investments.

<sup>2</sup> Commingled international equity funds consist of four commingled investment vehicles which invest primarily in publicly traded global equity securities. The funds are valued at the net asset value of units held at the end of the period based upon the fair value of the underlying investments.

<sup>3</sup> Alternative investments include private equity, absolute return strategy investments, opportunistic funds, real assets and real estate through limited partnership structures. Private equity (8.0 percent at March 31, 2018) consists of buyout, co-investments, distressed debt and turnaround funds, fund of funds, growth capital, and venture capital. Absolute return strategy investments (3.7 percent at March 31, 2018) consist of investments in strategies including hedged equity, credit, global macro, managed futures, distressed debt, emerging markets, and long-only equity strategies. Opportunistic (1.2 percent at March 31, 2018) consists of investments in both public and private companies, property, and real assets. Real assets (0.7 percent at March 31, 2018) consist of commodities, farmland, inflation-linked bonds, infrastructure, and renewables. Real estate (2.7 percent at March 31, 2018) consists of investments in closed-end, open-end, and fund of funds. The fair values of the alternative investments have been determined using the NAV per share (or its equivalent) of the System's ownership interest in partner's capital. NAV is used as a practical expedient to estimate fair value. Private equity, opportunistic, real assets, and real estate are not eligible for redemption. Distributions are received as underlying investments within the funds are liquidated, which on average can occur over a span of 5-10 years.\*

\* Percentages are stated relative to total investments and securities lending collateral invested.

See note 7 for detailed securities lending information and note 6 for detail forward foreign currency information.

**NEW YORK STATE AND LOCAL RETIREMENT SYSTEM**

Notes to Basic Financial Statements

March 31, 2018

**(9) Net Pension Liability of Participating Employers**

The components of the net pension liability of the employers participating in the System as of March 31, 2018, were as follows:

	<u>Employees' Retirement System</u>	<u>Police and Fire Retirement System</u>	<u>Total</u>
		(Dollars in thousands)	
Employers' total pension liability	\$ 183,400,590	\$ 32,914,423	\$ 216,315,013
Fiduciary net position	<u>180,173,145</u>	<u>31,903,666</u>	<u>212,076,811</u>
Employers' net pension liability	<u>\$ 3,227,445</u>	<u>\$ 1,010,757</u>	<u>\$ 4,238,202</u>
Ratio of fiduciary net position to the employers' total pension liability	98.24%	96.93%	98.04%

**(a) Actuarial Assumptions**

The total pension liability at March 31, 2018 was determined by using an actuarial valuation as of April 1, 2017, with update procedures used to roll forward the total pension liability to March 31, 2018. The actuarial valuation used the following actuarial assumptions:

	<u>ERS</u>	<u>PFRS</u>
Inflation	2.5%	2.5%
Salary increases	3.8	4.5
Investment rate of return (net of investment expense, including inflation)	7.0	7.0
Cost-of-living adjustments	1.3%	1.3%

Annuitant mortality rates are based on April 1, 2010 – March 31, 2015 System experience with adjustments for mortality improvements based on the Society of Actuaries' Scale MP-2014.

The actuarial assumptions used in the April 1, 2017 valuation are based on the results of an actuarial experience study for the period April 1, 2010 – March 31, 2015.

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

**NEW YORK STATE AND LOCAL RETIREMENT SYSTEM**

Notes to Basic Financial Statements

March 31, 2018

Best estimates of arithmetic real rates of return for each major asset class included in the target asset allocation as of March 31, 2018 (see Investment policy – note 4(a)) are summarized below:

<u>Asset class</u>	<u>Long-term expected real rate of return</u>
Domestic equity	4.55%
International equity	6.35
Private equity	7.50
Real estate	5.55
Absolute return strategies*	3.75
Opportunistic portfolio	5.68
Real assets	5.29
Bonds and mortgages	1.31
Cash	(0.25)
Inflation-indexed bonds	1.25

The real rate of return is net of the long-term inflation assumption of 2.50%.

\*Excludes equity-oriented long-only funds. For investment management purposes, these funds are included in domestic equity and international equity.

**(b) Discount Rate**

The discount rate used to calculate the total pension liability was 7.0 percent. The projection of cash flows used to determine the discount rate assumes that contributions from plan members will be made at the current contribution rates and that contributions from employers will be made at statutorily required rates, actuarially. Based upon the assumptions, the System’s fiduciary net position was projected to be available to make all projected future benefit payments of current plan members. Therefore, the long-term expected rate of return on pension plan investments was applied to all periods of projected benefit payments to determine the total pension liability.

**(c) Sensitivity of the Net Pension Liability to the Discount Rate Assumption**

The following presents the current-period net pension liability of the employers calculated using the current-period discount rate assumption of 7.0 percent, as well as what the net pension liability (asset) would be if it were calculated using a discount rate that is one percentage-point lower (6.0 percent) or one percentage-point higher (8.0 percent) than the current assumption (dollars in thousands):

	<u>One percent decrease (6.0%)</u>	<u>Current assumption (7.0%)</u>	<u>One percent increase (8.0%)</u>
ERS net pension liability (asset)	\$ 24,419,718	\$ 3,227,445	\$ (14,700,371)
PFRS net pension liability (asset)	\$ 4,950,961	\$ 1,010,757	\$ (2,294,150)

## NEW YORK STATE AND LOCAL RETIREMENT SYSTEM

### Notes to Basic Financial Statements

March 31, 2018

#### **(10) Federal Income Tax Status**

ERS and PFRS are qualified defined benefit retirement plans under section 401(a) of the Internal Revenue Code (IRC) and are exempt from federal income taxes under section 501(a) of the IRC. ERS and PFRS last received favorable determination letters from the Internal Revenue Service dated August 28, 2014 stating that ERS and PFRS are in compliance with the applicable requirements of the Internal Revenue Code. Therefore, no provision for income taxes has been included in the System's financial statements.

#### **(11) Commitments**

As of March 31, 2018, the System had contractual commitments totaling \$14 billion to fund future private equity investments, \$4.52 billion to fund future real estate investments, \$2.47 billion to fund future investments in opportunistic funds, and \$1.78 million to fund future real asset investments. When compared to note 8 the variances that exist in the private equity commitments and real estate equity commitments, are due to the above representing total commitments of the investment type inclusive of investments measured at fair value and net asset value. Future commitments will be funded over the commitment period through transaction income including distributions, redemptions, and maturities.

#### **(12) Contingencies**

The System is a defendant in litigation proceedings involving individual benefit payments, participant eligibility, and other issues arising from its normal activities. Management of the System believes there will be no material adverse effect on the basic financial statements as a result of the outcome of these matters.

**REQUIRED SUPPLEMENTARY INFORMATION**

## NEW YORK STATE AND LOCAL RETIREMENT SYSTEM

## Schedule of Changes in the Employers' Net Pension Liability and Related Ratios

(Unaudited)

(Dollars in thousands)

	<u>2018</u>	<u>2017</u>	<u>2016</u>	<u>2015</u>
	<u>Employees'</u> <u>Retirement</u> <u>System</u>	<u>Employees'</u> <u>Retirement</u> <u>System</u>	<u>Employees'</u> <u>Retirement</u> <u>System</u>	<u>Employees'</u> <u>Retirement</u> <u>System</u>
Total pension liability:				
Service cost	\$ 3,004,697	\$ 2,951,979	\$ 2,916,374	\$ 2,989,807
Interest	12,063,525	11,723,859	11,198,823	11,581,437
Difference between expected and actual experience	1,235,058	226,737	(2,378,116)	135,177
Changes in assumptions	—	—	5,350,157	—
Benefit payments	(10,200,205)	(9,740,272)	(9,224,904)	(8,829,751)
Other, net	(103,071)	(65,261)	(150,294)	(77,388)
Net change in total pension liability	6,000,004	5,097,042	7,712,040	5,799,282
Total pension liability—beginning	177,400,586	172,303,544	164,591,504	158,792,222
Total pension liability—ending (a)	183,400,590	177,400,586	172,303,544	164,591,504
Fiduciary net position:				
Contributions—employer	3,949,873	3,949,710	4,347,619	4,893,110
Contributions—member	318,439	306,218	289,332	272,004
Net investment income (loss)	18,128,993	17,194,267	(327,068)	10,582,102
Benefit payments	(10,200,205)	(9,740,272)	(9,224,904)	(8,829,751)
Refunds of contributions	(103,071)	(65,261)	(150,294)	(77,388)
Administrative expense	(106,972)	(93,943)	(93,012)	(93,357)
Other additions	181,725	200,379	198,333	193,176
Net change in fiduciary net position	12,168,782	11,751,098	(4,959,994)	6,939,896
Fiduciary net position—beginning	168,004,363	156,253,265	161,213,259	154,273,363
Fiduciary net position—ending (b)	180,173,145	168,004,363	156,253,265	161,213,259
Net pension liability—ending (a) – (b)	\$ 3,227,445	\$ 9,396,223	\$ 16,050,279	\$ 3,378,245
Ratio of fiduciary net position to total pension liability	98.24%	94.70%	90.68%	97.95%
Covered-employee payroll	\$ 26,686,412	\$ 26,200,001	\$ 25,644,078	\$ 24,480,045
Net pension liability as a percentage of covered-employee payroll	12.09%	35.86%	62.59%	13.80%

Schedule is intended to show information for 10 years. Additional years will be displayed as they become available.

See accompanying independent auditors' report and notes to required supplementary information.

## NEW YORK STATE AND LOCAL RETIREMENT SYSTEM

## Schedule of Changes in the Employers' Net Pension Liability and Related Ratios

(Unaudited)

(Dollars in thousands)

	<u>2018</u>	<u>2017</u>	<u>2016</u>	<u>2015</u>
	<u>Police and Fire Retirement System</u>	<u>Police and Fire Retirement System</u>	<u>Police and Fire Retirement System</u>	<u>Police and Fire Retirement System</u>
Total pension liability:				
Service cost	\$ 674,079	\$ 657,407	\$ 628,863	\$ 625,648
Interest	2,154,117	2,065,752	1,935,222	1,997,215
Difference between expected and actual experience	241,387	302,375	(537,163)	39,833
Changes in assumptions	—	—	1,531,662	—
Benefit payments	(1,827,136)	(1,708,410)	(1,683,580)	(1,606,417)
Other, net	1,493	5,632	(1,694)	(158)
Net change in total pension liability	1,243,940	1,322,756	1,873,310	1,056,121
Total pension liability—beginning	31,670,483	30,347,727	28,474,417	27,418,296
Total pension liability—ending (a)	32,914,423	31,670,483	30,347,727	28,474,417
Fiduciary net position:				
Contributions—employer	873,434	837,253	792,585	904,339
Contributions—member	30,950	22,609	17,297	12,789
Net investment income (loss)	3,209,040	3,030,977	(57,765)	1,862,789
Benefit payments	(1,827,136)	(1,708,410)	(1,683,580)	(1,606,417)
Refunds of contributions	1,493	5,631	(1,694)	(158)
Administrative expense	(15,834)	(13,191)	(13,608)	(13,794)
Other additions	33,889	36,021	134,548	37,623
Net change in fiduciary net position	2,305,836	2,210,890	(812,217)	1,197,171
Fiduciary net position—beginning	29,597,830	27,386,940	28,199,157	27,001,986
Fiduciary net position—ending (b)	31,903,666	29,597,830	27,386,940	28,199,157
Net pension liability—ending (a) – (b)	\$ 1,010,757	\$ 2,072,653	\$ 2,960,787	\$ 275,260
Ratio of fiduciary net position to total pension liability	96.93%	93.46%	90.24%	99.03%
Covered-employee payroll	\$ 3,683,960	\$ 3,633,237	\$ 3,526,980	\$ 3,257,100
Net pension liability as a percentage of covered-employee payroll	27.44%	57.05%	83.95%	8.45%

Schedule is intended to show information for 10 years. Additional years will be displayed as they become available.

See accompanying independent auditors' report and notes to required supplementary information.

## NEW YORK STATE AND LOCAL RETIREMENT SYSTEM

## Schedule of Employer Contributions

(Unaudited)

(Dollars in millions)

	Employees' Retirement System									
	2018	2017	2016	2015	2014	2013	2012	2011	2010	2009
Actuarially determined contribution (1)	\$ 3,950	\$ 3,950	\$ 4,348	\$ 4,893	\$ 5,138	\$ 4,524	\$ 3,879	\$ 3,623	\$ 1,879	\$ 1,963
Contributions in relation to the actuarially determined contribution (2)	3,950	3,950	4,348	4,893	5,138	4,524	3,879	3,623	1,879	1,963
Contribution deficiency (excess)	\$ —	\$ —	\$ —	\$ —	\$ —	\$ —	\$ —	\$ —	\$ —	\$ —
Covered-employee payroll	\$ 26,686	\$ 26,200	\$ 25,644	\$ 24,480	\$ 24,361	\$ 24,405	\$ 24,291	\$ 24,389	\$ 24,972	\$ 24,099
Contributions as a percentage of covered-employee payroll	14.80%	15.08%	16.96%	19.99%	21.09%	18.54%	15.97%	14.86%	7.52%	8.15%
	Police and Fire Retirement System									
	2018	2017	2016	2015	2014	2013	2012	2011	2010	2009
Actuarially determined contribution (1)	\$ 873	\$ 837	\$ 793	\$ 904	\$ 926	\$ 812	\$ 706	\$ 542	\$ 465	\$ 493
Contributions in relation to the actuarially determined contribution (2)	873	837	793	904	926	812	706	542	465	493
Contribution deficiency (excess)	\$ —	\$ —	\$ —	\$ —	\$ —	\$ —	\$ —	\$ —	\$ —	\$ —
Covered-employee payroll	\$ 3,684	\$ 3,633	\$ 3,527	\$ 3,257	\$ 3,233	\$ 3,163	\$ 3,191	\$ 3,146	\$ 3,113	\$ 2,970
Contributions as a percentage of covered-employee payroll	23.70%	23.04%	22.48%	27.76%	28.64%	25.67%	22.12%	17.23%	14.94%	16.60%

(1) The actuarially determined contribution includes normal costs, the GLIP amounts, adjustments made to record the reconciliation of projected salary to actual salary and miscellaneous accounting adjustments.

(2) The contributions in relation to the actuarially determined contribution reflects actual payments and installment payment plans.

See accompanying independent auditors' report and notes to required supplementary information.

## NEW YORK STATE AND LOCAL RETIREMENT SYSTEM

## Schedule of Investment Returns

(Unaudited)

	<u>2018</u>	<u>2017</u>	<u>2016</u>	<u>2015</u>
Annual money-weighted rate of return, net of investment expenses <sup>1</sup>	11.29%	11.40%	0.03%	6.98%

*Schedule is intended to show information for 10 years. Additional years will be displayed as they become available.*

<sup>1</sup> Investment expenses include management fees, investment and accounting staff salaries and benefits, and other investment related expenses.

See accompanying independent auditors' report.

## NEW YORK STATE AND LOCAL RETIREMENT SYSTEM

Notes to Required Supplementary Information (Unaudited)

Year ended March 31, 2018

### Changes in Benefit Terms

There were no significant legislative changes in benefits for the April 1, 2016 actuarial valuation.

### Changes of Assumptions

There were no significant changes in the economic (investment rate of return, inflation, COLA, and salary scales) and demographic (pensioner mortality and active member decrements) assumptions used in the April 1, 2016 actuarial valuation.

### Methods and Assumptions Used in Calculations of Actuarially Determined Contributions

The April 1, 2016 actuarial valuation determines the employer rates for contributions payable in fiscal year 2018. The following actuarial methods and assumptions were used:

Actuarial cost method	The System is funded using the Aggregate Cost Method. All unfunded actuarial liabilities are evenly amortized (as a percentage of projected pay) over the remaining worker lifetimes of the valuation cohort.
Asset valuation period	5-year level smoothing of the difference between the actual gain and the expected gain using the assumed investment rate of return.
Inflation	2.5%
Salary scale	3.8% in ERS, 4.5% in PFRS, indexed by service
Investment rate of return	7.0% compounded annually, net of investment expenses, including inflation.
Cost-of-living adjustments	1.3% annually

## **OTHER SUPPLEMENTARY INFORMATION**

## NEW YORK STATE AND LOCAL RETIREMENT SYSTEM

## Schedule of Administrative Expenses

Year ended March 31, 2018

(Dollars in thousands)

Personal services:	
Salaries	\$ 56,119
Overtime salaries	3,082
Fringe benefits	39,318
Total personal services	<u>98,519</u>
Building occupancy expenses:	
Building, lease and condominium fees	3,646
Utilities and municipal assessments	90
Office supplies and services	1,068
Telephone	649
Total building occupancy expenses	<u>5,453</u>
Computer expenses:	
IT shared services*	8,213
Total computer expenses	<u>8,213</u>
Personal and operating expenses:	
Training	354
Travel and auto expenses – includes pre-retirement seminars	1,028
Postage – includes member and retiree communication	1,426
Depreciation expense – Imaging System	4,580
Printing – includes member and retiree communication	162
Subscriptions/memberships	149
Total personal and operating expenses	<u>7,699</u>
Professional expenses:	
Audit services	196
Medical/clinical services	1,593
Miscellaneous consulting services	1,133
Total professional expenses	<u>2,922</u>
Total	<u>\$ 122,806</u>

\* The System has implemented a shared service, information technology (IT) model within the New York State Office of the State Comptroller, wherein all IT costs, including personal services, will be incorporated into the IT shared services and reflected as nonpersonal service expenditures.

See accompanying independent auditors' report.

## NEW YORK STATE AND LOCAL RETIREMENT SYSTEM

## Schedule of Investment Expenses

Year ended March 31, 2018

(Dollars in thousands)

## Investment expenses:

## Investment management and incentive fees:

Absolute return strategy funds <sup>1</sup>	\$ 193,647
Private equity	170,386
International equity	136,569
Real estate	55,037
Domestic equity	48,114
Opportunistic funds	29,549
Fixed income	17,803
Real assets	12,602
	<hr/>
Total investment management and incentive fees	663,707

## Investment-related expenses:

Data processing expenses/licenses	5,708
General consulting	3,242
Mortgage loan servicing fees	2,940
Private equity consulting and monitoring	2,286
Absolute return strategy consulting and monitoring	1,842
Legal fees	1,834
Compliance/Risk monitoring	1,427
Real estate consulting and monitoring	1,298
Administrative expenses	879
Miscellaneous expenses	696
Research services	646
Real assets consulting and monitoring	440
Global equity consulting	365
Opportunistic consulting and monitoring	300
Fixed income consulting	242
Audit and audit-related fees	167
Domestic equity consulting and monitoring	71
Emerging manager program consulting and monitoring	68
	<hr/>
Total investment-related expenses	24,451
	<hr/>
Total investment expenses	\$ 688,158

<sup>1</sup> Absolute return strategy investments include equity-oriented long-only global funds. Though these funds are in an absolute return strategy vehicle, the underlying assets are long-only equity positions.

See accompanying independent auditors' report.

## NEW YORK STATE AND LOCAL RETIREMENT SYSTEM

## Schedule of Consulting Fees

Year ended March 31, 2018

Fees in excess of \$25,000 paid to outside professionals other than investment advisors.

	<u>Amount</u>	<u>Nature</u>
MSCI BarraOne	\$ 625,000	Compliance/Risk Monitoring
NYS Department of Financial Services	425,593	Statutory Examination
J.P. Morgan Chase Bank	410,866	Retail Banking Services
Morgan Lewis & Bockius LLP	401,411	Legal Services
KPMG LLP	363,715	Audit Services
Intex Solutions, Inc.	362,400	Compliance/Risk Monitoring
Orrick Herrington & Sutcliffe LLP	320,982	Legal Services
First Choice Evaluations LLC	307,179	Medical/Clinical Services
Jackson Walker LLP	286,649	Legal Services
Foster Pepper & Shefelman PLLC	284,139	Legal Services
D & D Medical Associates PC	260,272	Medical/Clinical Services
LEAD IT Corp	227,220	IT Consulting Services
Seward & Kissel LLP	214,133	Legal Services
Certified Medical Consultants Inc.	194,140	Medical/Clinical Services
BCA Research, Inc.	186,975	Research Services
Strategas Securities LLC	150,000	Research Services
MSCI ESG Research Inc	142,400	Research Services
First Advantage Back Track Reports LLC	141,952	Compliance/Risk Monitoring
Altura Capital Group	140,250	Professional Services
Content Critical Solutions, Inc.	131,250	Medical/Clinical Services
Certified Management Consultants, Inc.	125,514	Medical/Clinical Services
Marcum Accountants/Advisors	125,200	Compliance/Risk Monitoring
RELX, Inc.	102,419	Miscellaneous Consulting Services
Jeffrey M Meyer MD PLLC	101,574	Medical/Clinical Services
CoStar Group, Inc.	93,600	Research Services
Seyfarth Shaw LLP	88,516	Legal Services
Institutional Shareholder Services	85,120	Professional Services
Nixon Peabody LLP	77,384	Legal Services
CEM Benchmarking, Inc.	75,000	Industry Measurement Survey
Lenox Park Solutions LLC	75,000	Professional Services
Corporate Resolutions, Inc.	63,300	Compliance/Risk Monitoring
Milliman, Inc.	56,325	Statutory Examination
Cox, Castle & Nicholson LLP	45,024	Legal Services
West Publishing	44,754	Miscellaneous Consulting Services
K&L Gates LLP	43,938	Legal Services
State Street Bank/Elkins-McSherry	42,500	Compliance/Risk Monitoring
BDO USA LLP	40,400	Compliance/Risk Monitoring
Summit Security Service Inc	39,339	Security Services
CreditSights, Inc.	38,000	Research Services
Regional Orthopaedics PLLC	37,675	Medical/Clinical Services
International Foundation of Employee Benefit Plans	33,250	IT Consulting Services
Ernst & Young LLP	32,712	Legal/Tax Consultant
New York State Industries for the Blind	31,440	Miscellaneous Consulting Services
Precision Reporters CSR PC	30,755	Miscellaneous Consulting Services
Groom Law Group	30,535	Legal Services
Council of Institutional Investors	30,000	Professional Services
Stephen J. Andreski MD	29,813	Medical/Clinical Services
Arthur J. Cooperman	29,715	Miscellaneous Consulting Services
DALCO Reporting, Inc.	28,324	Miscellaneous Consulting Services
New Wave People, Inc.	27,360	Miscellaneous Consulting Services
Compliance Science, Inc.	26,500	Compliance/Risk Monitoring
Benchmark Printing, Inc.	26,349	Miscellaneous Consulting Services
Brigar X-Press Solutions, Inc.	26,170	Medical/Clinical Services
Syracuse Orthopedic Specialists PC	25,391	Medical/Clinical Services
Sanford Lewis, Attorney	25,265	Legal Services

See accompanying independent auditors' report.



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**Independent Auditors' 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**

The Trustee  
New York State and Local Retirement System:

We have audited, in accordance with the 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 New York State and Local Retirement System (the System), which comprise the combining statement of fiduciary net position as of March 31, 2018, and the related combining statement of changes in fiduciary net position for the year then ended, and the related notes to the financial statements, and have issued our report thereon dated July 20, 2018.

**Internal Control over Financial Reporting**

In planning and performing our audit of the financial statements, we considered the System's internal control over financial reporting (internal control) 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 System's internal control. Accordingly, we do not express an opinion on the effectiveness of the System's internal control.

A deficiency in internal control 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, such that there is a reasonable possibility that a material misstatement of the entity's financial statements will not be prevented, or detected and corrected on a timely basis. A significant deficiency is a deficiency, or a combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance.

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

**Compliance and Other Matters**

As part of obtaining reasonable assurance about whether the System'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*.



**Purpose of this Report**

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

KPMG LLP

July 20, 2018