Report of the Schedule of Assets Held by the County Treasury June 30, 2021

**Orange County Treasury** 

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# **Independent Auditor's Report**

To the Board of Supervisors County of Orange, California

# **Report on the Financial Statements**

We have audited the accompanying modified cash basis Schedule of Assets Held by the County Treasury (Schedule) of the County of Orange, California (County), as of June 30, 2021, and the related notes to the Schedule.

# Management's Responsibility for the Financial Statements

Management is responsible for the preparation and fair presentation of the Schedule in accordance with the modified cash basis of accounting described in Note 1; this includes determining that the modified cash basis of accounting is an acceptable basis for the preparation of the Schedule in the circumstances. Management is also responsible for the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of the Schedule that is free from material misstatement, whether due to fraud or error.

# **Auditor's Responsibility**

Our responsibility is to express an opinion on the Schedule based on our audit. We conducted our audit in accordance with auditing standards generally accepted in the United States of America and 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 Schedule is free from material misstatement.

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the Schedule. The procedures selected depend on the auditor's judgment, including the assessment of the risks of material misstatement of the Schedule, whether due to fraud or error. In making those risk assessments, the auditor considers internal control relevant to the entity's preparation and fair presentation of the Schedule 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 Schedule.

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 Schedule referred to above presents fairly, in all material respects, the assets held by the County Treasury of the County of Orange, California, as of June 30, 2021, in accordance with the modified cash basis of accounting described in Note 1.

# **Basis of Accounting**

We draw attention to Note 1 of the Schedule, which describes the basis of accounting used in preparation of the Schedule. The Schedule was prepared on the modified cash basis of accounting, which is a basis of accounting other than accounting principles generally accepted in the United States of America. Our opinion is not modified with respect to this matter.

# Other Reporting Required by Government Auditing Standards

In accordance with *Government Auditing Standards*, we have also issued a report dated July 27, 2022, on our consideration of the County Treasury's internal control over financial reporting and on our tests of its compliance with certain provisions of laws, regulations, contracts, grant agreements, and other matters. The purpose of that report is solely to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the County Treasury's internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the County Treasury's internal control over financial reporting and compliance.

Cade Saully LLP
Laguna Hills, California

July 27, 2022

# Orange County Treasury

Schedule of Assets Held by the County Treasury (Dollar Amounts in Thousands) June 30, 2021

		OCIF Specific				
	Pooled	•				
Cash on Hand and in Banks	\$ 199,037	\$ 17,253	\$ 216,290			
Investments at Fair Value	10,739,371	112,334	10,851,705			
Total assets	\$ 10,938,408	\$ 129,587	\$ 11,067,995			

# Note 1 - Summary of Significant Accounting Policies

#### **CASH AND INVESTMENTS:**

The accompanying Schedule of Assets Held by the County Treasury (Schedule) is intended to separately report cash and investments in the County Treasury included in the basic financial statements of the County of Orange, State of California (County). For additional disclosure information and contingencies, please refer to the June 30, 2021 publication of the County's Annual Comprehensive Financial Report.

The Schedule includes the cash balances of all funds that the Office of the Treasurer-Tax Collector (Treasurer) invests according to California Government Code and the Treasurer's Investment Policy Statement (IPS). These public funds are called the Orange County Investment Fund (OCIF). For reporting purposes, the OCIF is further divided into the Orange County Investment Pool (OCIP) and the Orange County Educational Investment Pool (OCEIP), the latter of which is utilized exclusively by the County's public school and community college districts. The OCIF is maintained for the County and other non-County entities for the purpose of benefiting from economies of scale though pooled investment activities. In addition, the OCIF includes other non-pooled specific investment accounts. The pooled funds are not registered with the Securities and Exchange Commission ("SEC") as an investment company. The OCIF do not have any legally binding guarantees of share values.

The Schedule is presented on the modified cash basis, which is a comprehensive basis of accounting other than accounting principles generally accepted in the United States of America (U.S. GAAP). Receipts are recognized when received by the Treasurer; disbursements are recognized when paid by the bank; and the value of investments is stated at fair value. The Statement's modified cash basis primarily differs from the cash basis of accounting by the amount of outstanding checks of \$151,868 at June 30, 2021.

The Treasurer has stated required investments at fair value in the accompanying Schedule, using the fair value measurement within the fair value hierarchy established by U.S. GAAP.

The Treasurer values participants' shares in the pools using an amortized cost basis. Specifically, the pools distribute income to participants based on their relative participation during the period. Income is calculated based on (1) realized investment gains and losses calculated on an amortized cost basis, (2) interest income based on stated rates (both paid and accrued), (3) amortization of discounts and premiums on a straight-line basis, and reduced by (4) actual administrative cost of such investing, depositing or handling of funds. This method differs from the fair value method used to value investments in this Schedule because the amortized cost method does not distribute to participants all unrealized gains and losses in the fair values of the pools' investments.

# Note 2 - Cash and Investments

The elected Treasurer is responsible for authorizing all County bank accounts and pursuant to California Government Code (CGC) Sections 27000.1 – 27000.5, 27130 – 27137, and 53600 – 53686 is responsible for conducting County investment activities of the County's investment pooled funds (OCIF – Pooled Funds) and various non-pooled accounts, which by law, are defined as the Orange County Treasury. The non-pooled funds are called Specific Investments and include the John Wayne Airport Investment Fund (JWA).

The Treasurer further invests OCIF - Pooled Funds into three funds, the Orange County Money Market Fund (OCMMF), the Orange County Educational Money Market Fund (OCEMMF), and the Extended Fund.

Pursuant to CGC Sections 27130-27137, the Board has established a Treasury Oversight Committee (TOC) that monitors and reviews the IPS annually and also ensures that the Treasurer has an audit annually, which includes limited tests of compliance with laws and regulations. The TOC consists of the County Executive Officer, the elected County Auditor-Controller, the County Superintendent of Schools, or their respective designees, and four public members, with at least three having expertise in, or an academic background in, public finance.

The investment practices and policies of the Treasurer are based on compliance with state law and prudent money management. The primary goal is to invest public funds in a manner which will provide maximum security of principal invested with secondary emphasis on providing adequate liquidity to pool participants. The last goal is to achieve a market rate of return within the parameters of prudent risk management while conforming to all applicable statutes and resolutions governing the investment of public funds. Interest is allocated to individual funds monthly based on the average daily balances on deposit with the Treasurer.

# 1. Cash in Banks

CGC Section 53652 et. seq. and the IPS prescribe the amount of collateral that is required to secure the deposit of public funds. The pledge to secure deposits is administered by the California Department of Financial Protection and Innovation. Collateral is required for demand deposits at 110% of all deposits not covered by Federal Depository Insurance Corporation (FDIC) if obligations of the United States and its agencies, or obligations of the State or its municipalities, school districts, and district corporations are pledged. Collateral of 150% is required if a deposit is secured by first mortgages or first trust deeds upon improved residential real property located in California. All such collateral is considered to be held by an agent of depository pursuant to CGC Section 53658. Obligations pledged to secure deposits must be delivered to an institution other than the institution in which the deposit is made; however, the trust department of the same institution may hold them. Written agreements are required to provide, among other things, that the collateral securities are held separately from the assets of the custodial institution. FDIC is available for demand deposits and time saving deposits at any one financial institution up to a maximum of \$250.

# **Custodial Credit Risk**

The custodial credit risk for deposits is the risk that the County will not be able to recover deposits that are in the possession of an outside party. Deposits are exposed to custodial credit risk if they are not insured or collateralized. The County's deposits are not exposed to custodial credit risk, since all of its deposits are covered by FDIC or collateralized with securities held by the County or its agent in the County's name in accordance with CGC Section 53652 and 53658.

#### 2. Investments

The CGC Sections 53601 and 53635, Board ordinances and resolutions, the County's IPS, the bond indenture documents, trust agreements, and other contractual agreements govern the investments that may be purchased and may include certain restrictions on investment maturity, maximum portfolio percentages, term, value, credit quality and timing to minimize the risk of loss. The IPS adds further restrictions to permitted investments from the CGC. As of June 30, 2021, the Treasurer was in full compliance with the more restrictive IPS for the OCIF - Pooled Funds and Specific Investments accounts.

The following table provides a summary listing of the authorized investments as of June 30, 2021.

Type of Investment	CGC % of Funds Permitted	Orange County IPS %	CGC Maximum Final Maturity	Orange County IPS Maximum Final Maturity (All Pooled Funds Except Short-Term Funds)	Orange County IPS Maximum Final Maturity (Short-Term Fund)
U.S. Treasury Securities	100%	100%	5 Years	5 Years	397 Days
U.S. Government Agency Securities (GSEs)	100%	100%	5 Years	5 Years	397 Days
Municipal Debt	100%	20% total, no more than 5% in one issuer except 10% County of Orange	5 Years	3 Years	397 Days
Medium-Term Notes	30%	20% total, no more than 5% in one issuer	5 Years	2 Years	397 Days
Bankers Acceptances	40%, 30% of a single issuer	40% total, no more than 5% in one issuer	180 Days	180 Days	180 Days
Commercial Paper	40%, 10% of a single issuer	40% total, no more than 5% in one issuer	270 Days	270 Days	270 Days
Negotiable Certificates of Deposits	30%	20% total, no more than 5% in one issuer	5 Years	18 Months	397 Days
State of California Local Agency Investment Fund	\$75 million per account	State limit (currently \$75 million per pool)	N/A	N/A	N/A
Repurchase Agreements	100%	20% total, no more than 10% in one issuer	1 Year	180 Days	1 Year
Money Market Mutual Funds (MMMF)	20%	20% Total, no more than 10% in one MMMF account	N/A	N/A	N/A
JPA Investment Pools (JPA)	100%	20% total, no more than 10% in one JPA Pool	N/A	N/A	N/A
Supranationals	30%	30% total, no more than 5% in one issuer	5 Years	5 Years	397 Days

June 30, 2021

The current IPS expressly prohibits leverage, reverse repurchase agreements as defined by CGC Section 53601, structured notes, structured investment vehicles, derivatives and money market mutual funds that do not maintain a constant net asset value. All investments must be United States dollar denominated. No investment may be purchased from an issuer and all related entities, including parent and subsidiaries, that has been placed on "credit watch-negative" by any of the Nationally Recognized Statistical Rating Organizations (NRSROs), or whose credit rating by any of the NRSROs is less than the minimum rating required by the IPS for that class of security unless the issuer has a short-term rating of A-1+ or F1+ or a long-term rating of at least a AA or Aa2; and the Treasurer has approved the purchase in writing prior to purchase.

Investments by the Treasurer are reported at fair value. Investments in the OCIF - Pooled Funds are marked-to-market on a daily basis.

Unless otherwise required in a trust agreement or other financing document, Superior Courts, public school and community college districts, including certain bond-related funds, are required by legal provisions to deposit their operating and bond financing funds with the County Treasurer. At June 30, 2021, the OCIF - Pooled Funds includes approximately 54.8% of these involuntary participant deposits. Involuntary (Education Code Sections 41001 and 41002) and other external pool participant funds (Government Code Section 27001.1) are deemed to be held in trust and such funds shall not be deemed funds or assets of the County and the relationship of the depositing entity and the County shall not be one of creditor-debtor.

#### **Investment Disclosures**

The following table presents a summary of the Orange County Treasury investments, the credit quality distribution, and concentration of credit risk by investment type as a percentage of the fair value at June 30, 2021.

With Treasurer: OCIF	Fair Value	Principal	Interest Rate Range (%) <sup>(3)</sup>	Maturity Range	Weighted Average Maturity (Years)	Ratings (1)	% of Portfolio
U.S. Treasuries	\$ 4,047,760	\$ 4,059,600	0.002-2.985%	07/01/2021-01/31/2026	0.541		37.69%
U.S. Government Agencies	4,354,034	4,329,284	0.001-3.092%	07/02/2021-11/28/2025	0.500	AA	40.55%
Municipal Debt	484,800	484,800	0.304-0.398%	07/30/2021-04/29/2022	0.021	NR	4.51%
Medium-Term Notes	17,055	17,035	1.702%	08/08/2021	0.000	AA	0.16%
Local Agency Investment Fund	74,089	74,089	0.262%	07/01/2021	0.000	NR	0.69%
Money Market Mutual Funds	 1,761,633	 1,761,633	0.026%	07/01/2021	0.000	AAA	16.40%
	\$ 10,739,371	\$ 10,726,441			1.062	(2)	100.00%
With Treasurer:			Interest Rate		Weighted Average Maturity	- ·· (1)	% of
Specific Investments	 Fair Value	 Principal	Range (%) <sup>(3)</sup>	Maturity Range	(Years)	Ratings (1)	Portfolio
U.S. Treasuries U.S. Government Agencies Money Market Mutual Funds	\$ 43,244 64,338 4,752	\$ 42,500 61,021 4,752	0.025-2.908% 0.015-3.480% 0.010-0.026%	07/13/2021-02/15/2036 07/12/2021-11/02/2035 07/01/2021	0.785 2.140 0.000	AA AAA	38.50% 57.27% 4.23%
	\$ 112,334	\$ 108,273			2.925	(2)	100.00%

<sup>(1)</sup> The County Treasurer obtains credit ratings from S&P, Moody's, and Fitch. The ratings indicative of the greatest degree of risk have been disclosed. NR means not rated. The County Treasurer is not required to disclose the credit ratings of obligations of the U.S. government or obligations explicitly guaranteed by the U.S. Government, and the ratings for U.S. Treasuries are not disclosed.

<sup>(2)</sup> Portfolio weighted average maturity.

 $<sup>^{(3)}</sup>$  Interest Rate Range for OCIF and Specific Investments are purchase yield rates.

# Fair Value Measures

The County Treasurer categorizes its fair value measurements within the fair value hierarchy established by GASB Statement No. 72. These principles recognize a three-tiered fair value hierarchy, as follows:

- Level 1: Investments reflect prices based on quoted identical assets in an active market.
- Level 2: Investments reflect prices that are based on identical or similar assets in inactive markets or similar assets in active markets. Inputs other than quotes are observable.
- Level 3: Investments reflect prices based on significant unobservable inputs.

Fair value measurement is based on pricing received from the County Treasurer's third party vendors. Investments in money market mutual funds are priced using amortized cost which approximates fair value, with a net asset value of \$1.00 (in absolute dollar amounts) per share, and per GASB Statement No. 72 are not subject to the fair value hierarchy. Additionally, the Local Agency Investment Fund (LAIF) is not subject to the fair value hierarchy.

The County Treasurer uses the market approach method as a valuation technique in the application of GASB Statement No. 72. This method uses prices and other relevant information generated by market transactions involving identical or similar assets or groups of assets.

The following table presents a summary of the Orange County Treasury's investments according to the assigned fair value hierarchy level as of June 30, 2021.

				t			
OCIF	Fair Value		Quoted Prices in Active Markets for Identical Assets (Level 1)	Significant Other Observable Inputs (Level 2)		Significant Unobservable Inputs (Level 3)	
U.S. Treasuries U.S. Government Agencies Medium-Term Notes Municipal Debt	\$	4,047,760 4,354,034 17,055 484,800	\$ - - - -	\$	4,047,760 4,354,034 17,055	\$	- - - 484,800
Total	\$	8,903,649	\$ -	\$	8,418,849	\$	484,800
Investments Not Subject to Fair Value Hierarchy: Money Market Mutual Funds Local Agency Investment Fund Total	\$ \$	1,761,633 74,089 10,739,371					
Specific Investments	_						
U.S. Treasuries U.S. Government Agencies	\$	43,244 64,338	\$ - -	\$	43,244 64,338	\$	- -
Total	\$	107,582	\$ -	\$	107,582	\$	-
Investments Not Subject to Fair Value Hierarchy: Money Market Mutual Funds	\$	4,752					
Total	\$	112,334					

# Investment in County of Orange Taxable Pension Obligation Bonds 2021, Series A

On January 14, 2021, the OCIF - Pooled Funds purchased the County issued Taxable Pension Obligation Bonds 2021, Series A (2021 POBs) in the principal amount of \$484,800. The 2021 POBs were issued with a fixed coupon rate and with maturities from July 2021 to April 2022 and are solely owned by the pooled funds in the OCIF. The obligation of the County to pay principal and interest on the 2021 POBs is an obligation imposed by law and is absolute and unconditional. As of June 30, 2021, the outstanding principal amount of the 2021 POBs is \$484,800. The bonds are not rated by any of the NRSROs. The OCIF – Pooled Funds investment in the 2021 POBs is disclosed herein as Municipal Debt.

# **Interest Rate Risk**

This is the risk that changes in market interest rates will adversely affect the fair value of an investment. Generally, investments of longer maturities are more sensitive to changes in market interest rates. The Treasurer manages its exposure to interest rate risk by carefully matching incoming cash flows and maturing investments. Declines in the fair value of investments are managed by limiting the length of the maturity of the securities. In general, the maximum maturity allowed is five years unless the Board has granted express authority either specifically or as part of an investment policy. Actual weighted average days to maturity by investment type for the OCIF- Pooled Funds are presented in the table in the Investment Disclosures section. The OCIF - Pooled Funds at June 30, 2021 has 52.6% of investments maturing in six months or less and 47.4% maturing between six months and five years. As of June 30, 2021, the OCIF - Pooled Funds has no variable-rate notes.

#### **Custodial Credit Risk**

For an investment, custodial credit risk is the risk that in the event of the failure of the counterparty, the County will not be able to recover the value of its investments or collateral securities that are in possession of an outside party. The IPS does not permit investments in uninsured and unregistered securities not held by the County. The Treasurer utilizes third party Delivery Versus Payment (DVP) which mitigates any custodial credit risk. Securities purchased by the Treasurer are held by third party custodians in their trust department to mitigate custodial credit risk. At year-end, in accordance with the IPS, the County's external investment pools and specific investments did not have any securities exposed to custodial credit risk, and the Treasurer did not have any securities lending during the year (or at year-end).

# Credit Risk

This is the risk that an issuer or other counterparty to an investment may not fulfill its obligations. The IPS sets forth the minimum acceptable credit ratings for investments from at least two of the following NRSROs: S&P, Moody's, or Fitch. For purchases of short-term debt, the issuer rating must be no less than A-1 or SP-1 (S&P), P-1 or MIG 1/VMIG 1 (Moody's), or F1 (Fitch) for purchases with remaining maturities less than 397 days, while purchases of long-term debt shall have issuer ratings no less than AA for purchases with remaining maturities longer than 397 days. Municipal debt issued by the County is exempt from the above credit rating requirements. Both the OCMMF and the OCEMMF have received the highest-level Principal Stability Fund rating of AAAm by Standard and Poor's. These Funds represent 10.5% of the total OCIF – Pooled Funds with a fair value of \$1,127,948. As of June 30, 2021, the Orange County Treasury's investments in OCIF were in compliance with the IPS limits when purchased.

June 30, 2021

# **Concentration of Credit Risk**

This is the risk of loss attributed to the magnitude of a government's investment in a single issuer. As of June 30, 2021, all OCIF investments were in compliance with state law and the IPS single issuer limits. See the Orange County Treasury's investments table for concentrations of holdings. The following holdings in OCIF -Pooled Funds exceeded five percent of the portfolio at June 30, 2021.

Investment Type	Issuer	Fair Value	Portfolio %
U.S. Government Agencies	Federal Home Loan Bank (FHLB) Bonds	1,870,731	17.42%
	Federal Farm Credit Bank (FFCB)	1,441,321	13.42%
	Federal National Mortgage Association (FNMA)	614,894	5.73%

# **Foreign Currency Risk**

The IPS requires all securities to be U.S. dollar denominated. The OCIF is not exposed to foreign currency risk.

# Note 3 - Subsequent Events

Investment Policy Statement: On December 14, 2021, the Board of Supervisors (BOS) adopted Resolution 21-147 approving the 2022 Investment Policy Statement (IPS) that delegated the investment and deposit for safekeeping authority to the Treasurer-Tax Collector for calendar year 2022. The main changes to the 2022 IPS were adding a name for the OCIF -Pooled Funds as the Orange County Treasurer's Pool (OCTP), updating compliance to be required on OCTP versus on each individual pool and removing the references to long-term and short-term pools as currently all three pools have significant liquidity used to meet County and Educational cash flow outflows.

Investment in County of Orange Taxable Pension Obligations Bonds 2022, Series A: On January 13, 2022, the OCIF - Pooled Funds purchased the County issued Taxable Pension Obligations Bonds 2022, Series A (2022 POBs) in the principal amount of \$521,784. The 2022 POBs were issued with a fixed coupon rate and with maturities from July 2022 to April 2023 and are solely owned by OCIF. The obligation of the county to pay principal and interest on the 2022 POBs is an obligation imposed by law and is absolute and unconditional. As of the report date, the outstanding principal amount of the 2022 POBs was \$521,784. The bonds are not rated by any of the NRSROs.

<u>Standard & Poor's (S&P) reaffirmation of "AAAm":</u> On November 22, 2021 S&P reaffirmed its highest Principal Stability Fund Rating of AAAm on the OCMMF and the OCEMMF.



# Independent Auditor's 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

To the Board of Supervisors County of Orange, California

We have audited, in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States, the Schedule of Assets Held by the County Treasury (Schedule) of the County of Orange, California (County), as of and for the year ended June 30, 2021, and the related notes to the Schedule, and have issued our report thereon dated July 27, 2022.

# **Internal Control over Financial Reporting**

In planning and performing our audit of the Schedule, we considered the County Treasury's internal control over financial reporting (internal control) as a basis for designing audit procedures that are appropriate in the circumstances for the purpose of expressing our opinion on the Schedule, but not for the purpose of expressing an opinion on the effectiveness of the County Treasury's internal control. Accordingly, we do not express an opinion on the effectiveness of the County Treasury'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 a 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 County Treasury's Schedule is 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 Schedule. 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 entity'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 entity's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.

Edde Saully LLP
Laguna Hills, California

July 27, 2022