



**CARROLL COUNTY**

**Basic Financial Statements**

**Year Ended December 31, 2016**

**With Independent Auditors' Report**





# Dave Yost • Auditor of State

Board of Commissioners  
Carroll County  
119 South Lisbon  
Suite 203  
Carrollton, Ohio 44615

We have reviewed the *Independent Auditors' Report* of Carroll County, prepared by Clark, Schaefer, Hackett & Co., for the audit period January 1, 2016 through December 31, 2016. Based upon this review, we have accepted these reports in lieu of the audit required by Section 117.11, Revised Code. The Auditor of State did not audit the accompanying financial statements and, accordingly, we are unable to express, and do not express an opinion on them.

Our review was made in reference to the applicable sections of legislative criteria, as reflected by the Ohio Constitution, and the Revised Code, policies, procedures and guidelines of the Auditor of State, regulations and grant requirements. Carroll County is responsible for compliance with these laws and regulations.

A handwritten signature in black ink that reads "Dave Yost".

Dave Yost  
Auditor of State

July 17, 2017

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## **INDEPENDENT AUDITORS' REPORT**

To the Board of County Commissioners  
Carroll County, Ohio:

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

We have audited the accompanying financial statements of the governmental activities, the business-type activities, the discretely presented component unit, each major fund, and the aggregate remaining fund information of Carroll County, Ohio (the "County"), as of and for the year ended December 31, 2016, and the related notes to the financial statements, which collectively comprise the County's basic financial statements as listed in the table of contents.

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

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

### ***Auditors' Responsibility***

Our responsibility is to express opinions on these financial statements based on our audit. We did not audit the financial statements of Carroll Hills Industries, Inc. which represent 100% of the assets, net position, and revenues of the discretely presented component unit. Those statements were audited by other auditors whose report has been furnished to us, and our opinion, insofar as it relates to the amounts included for Carroll Hills Industries, Inc., is based solely on the report of the other auditors. 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 auditor considers internal control relevant to the entity's preparation and fair presentation of the financial statements in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the entity's internal control. Accordingly, we express no such opinion. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluating the overall presentation of the financial statements.

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

## **Opinions**

In our opinion, based on our audit and the report of other auditors, the financial statements referred to previously present fairly, in all material respects, the respective financial position of the governmental activities, the business-type activities, the discretely presented component unit, each major fund, and the aggregate remaining fund information of Carroll County, Ohio as of December 31, 2016, and the respective changes in financial position and, where applicable, cash flows thereof and the respective budgetary comparison for the General Fund, Motor Vehicle and Gas Tax Fund, County Board of Developmental Disabilities Fund, County Home Fund, and Public Assistance Fund for the year then ended in accordance with accounting principles generally accepted in the United States of America.

## **Other Matters**

### *Required Supplementary Information*

Accounting principles generally accepted in the United States of America require that the management's discussion and analysis and other required supplementary information, as identified in the 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 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 Information*

Our audit was conducted for the purpose of forming opinions on the financial statements that collectively comprise the County's basic financial statements. The accompanying schedule of expenditures of federal awards as required by the Uniform Guidance is presented for purposes of additional analysis, and is not a required part of the basic financial statements.

The schedule of expenditures of federal awards 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 schedule of expenditures of federal awards is fairly stated, in all material respects, in relation to the basic financial statements taken as a whole.



### **Other Reporting Required by *Government Auditing Standards***

In accordance with *Government Auditing Standards*, we have also issued our report dated June 16, 2017 on our consideration of the County'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 County's internal control over financial reporting and compliance.

*Clark, Schaefer, Hackett & Co.*

Cincinnati, Ohio  
June 16, 2017

**CARROLL COUNTY, OHIO**  
**Management's Discussion and Analysis**  
**Year Ended December 31, 2016**  
*Unaudited*

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The management's discussion and analysis of Carroll County's (the "County") financial performance provides an overall review of the County's financial activities for the year ended December 31, 2016. The intent of this discussion and analysis is to look at the County's financial performance as a whole; readers should also review the notes to the basic financial statements and basic financial statements to enhance their understanding of the County's financial performance.

### **Financial Highlights**

Key financial highlights for 2016 are as follows:

- The total net position of the County decreased \$10,702,538. Net position of governmental activities decreased \$1,147, which represents a less than 1% decrease from 2015. Net position of business-type activities decreased \$10,701,391, mainly attributable to the impairment of the Atwood Lodge property.
- General revenues accounted for \$12,039,580 or 45% of total governmental activities revenue. Program specific revenues of accounted for \$14,953,394 or 55% of total governmental activities revenue.
- The County had \$29,124,153 in total expenses, an increase of \$2,979,827 from 2015. Program revenues of \$15,902,733 reduced the net cost of the County's functions to be financed from property and sales taxes and other general revenues to \$13,221,420.
- The County's unassigned fund balance in the General Fund was \$3,500,665 at year end, or 43% of General Fund expenditures.
- The County reported an impairment loss of \$9,550,246 in the Atwood Lodge Properties Fund due to closing the property during 2016 and completing the sale in early 2017.

### **Using this Annual Financial Report**

This annual report consists of a series of financial statements and notes to those statements. These statements are organized so the reader can understand the County as a financial whole, an entire operating entity. The statements then proceed to provide an increasingly detailed look at specific financial activities.

The statement of net position and statement of activities provide information about the activities of the whole County, presenting both an aggregate view of the County's finances and a longer-term view of those finances. Fund financial statements provide the next level of detail. For governmental funds, these statements tell how services were financed in the short-term as well as what remains for future spending. The fund financial statements also look at the County's most significant funds with all other nonmajor funds presented in total in one column. In the case of the County, there are five major governmental funds. The General Fund is the largest major fund.

## **Reporting the County as a Whole**

### *Statement of Net Position and the Statement of Activities*

While this document contains a large number of funds used by the County to provide programs and activities, the view of the County as a whole looks at all financial transactions and asks the question, “How did the County perform financially during 2016?” The statement of net position and the statement of activities answer this question. These statements include all assets, deferred outflows of resources liabilities, deferred inflows of resources, revenues and expenses using the accrual basis of accounting similar to the accounting used by most private-sector companies. This basis of accounting will take into account all of the current year’s revenues and expenses regardless of when cash is received or paid.

These two statements report the County’s net position and changes in net position. This change in net position is important because it tells the reader that, for the County as a whole, the financial position of the County has improved or diminished. The causes of this change may be the result of many factors, some financial, some not. Non-financial factors include the County’s property tax base, current property tax laws in Ohio restricting revenue growth, facility conditions, required educational programs and other factors.

In the statement of net position and the statement of activities, the County is divided into two distinct kinds of activities:

- **Governmental Activities** – Most of the County’s programs and services are reported here, including human services, health, public safety, public works and general government. These services are funded primarily by taxes and intergovernmental revenues including federal and state grants and other shared revenues.
- **Business-Type Activities** – These services are provided on a charge for goods or services basis to recover all or a significant portion of the expenses of the goods or services provided.

## **Reporting the County’s Most Significant Funds**

### *Fund Financial Statements*

A fund is a grouping of related accounts that is used to maintain control over resources that have been segregated for specific activities or objectives. The County, like other state and local governments, uses fund accounting to ensure and demonstrate compliance with finance-related legal requirements. All of the funds of the County can be divided into three categories: governmental funds, proprietary funds, and fiduciary funds.

Fund financial reports provide detailed information about the County’s major funds. The County uses many funds to account for a multitude of financial transactions. However, these fund financial statements focus on the County’s most significant funds. The County’s major governmental funds are the General, Motor Vehicle and Gas Tax, County Board of Developmental Disabilities (County Board of DD), County Home and Public Assistance funds.

## Governmental Funds

Governmental funds are used to account for essentially the same functions reported as governmental activities in the government-wide financial statements. However, unlike the government-wide financial statements, governmental fund financial statements focus on near-term inflows and outflows of spendable resources, as well as on balances of spendable resources available at the end of the year. Such information may be useful in evaluating a government's near-term financing requirements.

Because the focus of the governmental funds is narrower than that of the government-wide financial statements, it is useful to compare the information presented for governmental funds with similar information presented for governmental activities in the government-wide financial statements. By doing so, the readers may better understand the long-term impact of the government's near-term financing decisions. Both the governmental fund balance sheet and the governmental fund statement of revenues, expenditures, and changes in fund balances provide a reconciliation to facilitate this comparison between governmental funds and governmental activities.

The County maintains a multitude of individual governmental funds. Information is presented separately in the governmental fund balance sheet and in the governmental statement of revenues, expenditures, and changes in fund balances for the major funds, which were identified earlier. Data from the other governmental funds are combined into a single, aggregated presentation.

## Proprietary Funds

The County maintains one type of proprietary fund. Enterprise funds are used to report the same functions presented as business-type activities in the government-wide financial statements. The County uses enterprise funds to account for its sewer, Atwood lodge properties, and sanitary landfill operations.

## Fiduciary Funds

Fiduciary funds are used to account for resources held for the benefit of parties outside the County. Fiduciary funds are not reflected in the government-wide financial statements because the resources of those funds are not available to support the County's own programs. The accounting used for fiduciary funds is much like that used for proprietary funds.

## *Notes to the Basic Financial Statements*

The notes provide additional information that is essential to a full understanding of the data provided in the government-wide and fund financial statements.

## *Required Supplementary Information*

In addition to the basic financial statements and accompanying notes, this report also presents certain required supplementary information concerning the County's net pension liability.

## Government-Wide Financial Analysis

The statement of net position provides the perspective of the County as a whole. The table below provides a summary of the County's net position for 2016 compared to 2015.

	Governmental Activities		Business-Type Activities		Total	
	2016	2015	2016	2015	2016	2015
<b>Assets</b>						
Current and other assets	\$ 27,791,071	\$ 26,137,439	\$ 3,459,560	2,753,201	31,250,631	28,890,640
Capital assets	31,647,451	32,547,927	4,972,920	16,283,615	36,620,371	48,831,542
<i>Total Assets</i>	<u>59,438,522</u>	<u>58,685,366</u>	<u>8,432,480</u>	<u>19,036,816</u>	<u>67,871,002</u>	<u>77,722,182</u>
<b>Deferred Outflows of Resources</b>	<u>5,841,067</u>	<u>1,894,217</u>	<u>138,958</u>	<u>44,312</u>	<u>5,980,025</u>	<u>1,938,529</u>
<b>Liabilities</b>						
Long-term liabilities:						
Net pension liabilities	15,280,198	10,534,458	351,875	239,096	15,632,073	10,773,554
Other long-term amounts	1,761,797	1,721,159	4,443,216	4,392,463	6,205,013	6,113,622
Other liabilities	634,900	716,061	79,406	53,503	714,306	769,564
<i>Total Liabilities</i>	<u>17,676,895</u>	<u>12,971,678</u>	<u>4,874,497</u>	<u>4,685,062</u>	<u>22,551,392</u>	<u>17,656,740</u>
<b>Deferred Inflows of Resources</b>	<u>5,214,128</u>	<u>5,218,192</u>	<u>6,753</u>	<u>4,487</u>	<u>5,220,881</u>	<u>5,222,679</u>
<b>Net Position</b>						
Net investment in capital assets	31,084,958	31,880,258	2,340,320	13,572,915	33,425,278	45,453,173
Restricted	7,556,034	7,647,173	28,970	28,970	7,585,004	7,676,143
Unrestricted	3,747,574	2,862,282	1,320,898	789,694	5,068,472	3,651,976
<i>Total Net Position</i>	<u>\$ 42,388,566</u>	<u>\$ 42,389,713</u>	<u>3,690,188</u>	<u>14,391,579</u>	<u>46,078,754</u>	<u>56,781,292</u>

During 2015, the County adopted Governmental Accounting Standards Board (GASB) Statement 68, *Accounting and Financial Reporting for Pensions—an Amendment of GASB Statement 27*,” which significantly revised accounting for pension costs and liabilities. For reasons discussed below, many end users of this financial statement will gain a clearer understanding of the County's actual financial condition by adding deferred inflows related to pension and the net pension liability to the reported net position and subtracting deferred outflows related to pension.

Governmental Accounting Standards Board standards are national and apply to all government financial reports prepared in accordance with generally accepted accounting principles. When accounting for pension costs, GASB Statement No. 27 focused on a funding approach. This approach limited pension costs to contributions annually required by law, which may or may not be sufficient to fully fund each plan's *net pension liability*. GASB Statement No. 68 takes an earnings approach to pension accounting; however, the nature of Ohio's statewide pension systems and state law governing those systems requires additional explanation in order to properly understand the information presented in these statements.

Under GASB Statement No. 68, the net pension liability equals the County's proportionate share of each plan's collective:

1. Present value of estimated future pension benefits attributable to active and inactive employees' past service
2. Minus plan assets available to pay these benefits

GASB notes that pension obligations, whether funded or unfunded, are part of the “employment exchange” – that is, the employee is trading his or her labor in exchange for wages, benefits, and the promise of a future pension. GASB noted that the unfunded portion of this pension promise is a present obligation of the government, part of a bargained-for benefit to the employee, and should accordingly be reported by the government as a liability since they received the benefit of the exchange. However, the County is not responsible for certain key factors affecting the balance of this liability. In Ohio, the employee shares the obligation of funding pension benefits with the employer. Both employer and employee contribution rates are capped by State statute. A change in these caps requires action of both Houses of the General Assembly and approval of the Governor. Benefit provisions are also determined by State statute. The employee enters the employment exchange with the knowledge that the employer’s promise is limited not by contract but by law. The employer enters the exchange also knowing that there is a specific, legal limit to its contribution to the pension system. In Ohio, there is no legal means to enforce the unfunded liability of the pension system *as against the public employer*. State law operates to mitigate/lessen the moral obligation of the public employer to the employee, because all parties enter the employment exchange with notice as to the law. The pension system is responsible for the administration of the plan.

Most long-term liabilities have set repayment schedules or, in the case of compensated absences (i.e. sick and vacation leave), are satisfied through paid time-off or termination payments. There is no repayment schedule for the net pension liability. As explained above, changes in pension benefits, contribution rates, and return on investments affect the balance of the net pension liability, but are outside the control of the local government. In the event that contributions, investment returns, and other changes are insufficient to keep up with required pension payments, State statute does not assign/identify the responsible party for the unfunded portion. Due to the unique nature of how the net pension liability is satisfied, this liability is separately identified within the long-term liability section of the statement of net position.

In accordance with GASB Statement No. 68, the County’s statements prepared on an accrual basis of accounting include an annual pension expense for their proportionate share of each plan’s *change* in net pension liability not accounted for as deferred inflows/outflows.

Over time, net position can serve as a useful indicator of a government’s financial position. At December 31, 2016, the County’s assets and deferred outflows exceeded liabilities and deferred inflows by \$46,078,754. This amounts to \$42,388,566 in governmental activities and \$3,690,188 in business-type activities.

Capital assets reported on the government-wide statements represent the largest portion of the County’s net position. At year-end, capital assets represented 54% of total governmental and business-type assets. Capital assets include land, land improvements, buildings and improvements, furniture and equipment, vehicles, infrastructure and construction in progress. The net investment in capital assets at December 31, 2016 was \$33,425,278. These capital assets are used to provide services to citizens and are not available for future spending. Although the County’s investment in capital assets is reported net of related debt, it should be noted that the resources to repay the debt must be provided from other sources, since capital assets may not be used to liquidate these liabilities.

As of December 31, 2016, the County is able to report positive balances in all three categories of net position for both governmental activities and business-type activities.

Total assets decreased \$9,851,180 during 2016. Current and other assets increased by \$2,359,991 due to increases in cash balances and recognition of \$1,100,000 in assets held for resale. The increase in cash balances was due to positive operating results in many of the County's funds. During 2016, the County closed the Atwood Lodge property and put it up for auction. An agreement to sell the property for \$1,100,000 was initiated during 2016, but wasn't finalized until early 2017. As a result, the value of the property was written down, resulting in a decrease in capital assets and recognition of \$1,100,000 in assets held for resale. Also, a related impairment loss of \$9,550,246 was recognized in the statement of activities.

Total liabilities increased \$4,894,652 during 2016. The majority of this increase occurred with net pension liabilities. The County recognized \$15,632,073 for its proportionate share of net pension liabilities in accordance with GASB Statement No. 68. The increase in net pension liabilities in the state-wide plans was due to lower than anticipated investment earnings during each plan's respective measurement periods.

A portion of the County's net position, \$7,585,004, represents resources that are subject to external restrictions on how they may be used. The remaining balance of unrestricted net position is a balance of \$5,068,472 and may be used to meet the County's ongoing obligations to citizens and creditors.

The table below shows the changes in net position for years 2016 and 2015.

**Table 2**  
**Changes in Net Position**

	Governmental Activities		Business-Type Activities		Total	
	2016	2015	2016	2015	2016	2015
<b>Revenues</b>						
Program revenues:						
Charges for services	\$ 4,836,348	\$ 4,447,161	\$ 858,578	\$ 846,279	\$ 5,694,926	\$ 5,293,440
Operating grants and contributions	9,631,796	9,104,185	90,761	41,322	9,722,557	9,145,507
Capital grants and contributions	485,250	2,721,446	-	-	485,250	2,721,446
<b>Total program revenues</b>	<b>14,953,394</b>	<b>16,272,792</b>	<b>949,339</b>	<b>887,601</b>	<b>15,902,733</b>	<b>17,160,393</b>
General revenues:						
Property and other taxes	7,129,646	5,857,708	-	-	7,129,646	5,857,708
Sales taxes	2,776,472	3,261,211	-	-	2,776,472	3,261,211
Grants and entitlements not restricted to specific programs	1,457,488	1,483,853	-	-	1,457,488	1,483,853
Oil and gas lease	173,152	348,795	-	-	173,152	348,795
Investment earnings	62,731	21,248	1,249	1,085	63,980	22,333
Miscellaneous	440,091	545,720	28,299	6,133	468,390	551,853
<b>Total general revenues</b>	<b>12,039,580</b>	<b>11,518,535</b>	<b>29,548</b>	<b>7,218</b>	<b>12,069,128</b>	<b>11,525,753</b>
<b>Total revenues</b>	<b>26,992,974</b>	<b>27,791,327</b>	<b>978,887</b>	<b>894,819</b>	<b>27,971,861</b>	<b>28,686,146</b>
<b>Expenses</b>						
General government	5,969,023	5,126,100	-	-	5,969,023	5,126,100
Public safety	3,067,340	2,926,247	-	-	3,067,340	2,926,247
Public works	6,491,285	5,722,321	-	-	6,491,285	5,722,321
Health	4,856,738	4,712,160	-	-	4,856,738	4,712,160
Human services	6,037,203	5,393,512	-	-	6,037,203	5,393,512
Economic development and assistance	434,499	301,534	-	-	434,499	301,534
Other	91,260	6,687	-	-	91,260	6,687
Interest and fiscal charges	21,773	24,554	-	-	21,773	24,554
Sewer	-	-	1,044,268	961,759	1,044,268	961,759
Atwood Lodge Properties	-	-	914,931	897,269	914,931	897,269
Landfill	-	-	195,833	72,183	195,833	72,183
<b>Total expenses</b>	<b>26,969,121</b>	<b>24,213,115</b>	<b>2,155,032</b>	<b>1,931,211</b>	<b>29,124,153</b>	<b>26,144,326</b>
Transfers	(25,000)	4,709	25,000	(4,709)	-	-
Special item	-	-	(9,550,246)	-	(9,550,246)	-
<b>Change in net position</b>	<b>(1,147)</b>	<b>3,582,921</b>	<b>(10,701,391)</b>	<b>(1,041,101)</b>	<b>(10,702,538)</b>	<b>2,541,820</b>
<i>Net position, beginning of year</i>	<u>42,389,713</u>	<u>38,806,792</u>	<u>14,391,579</u>	<u>15,432,680</u>	<u>56,781,292</u>	<u>54,239,472</u>
<i>Net position, end of year</i>	<u>\$ 42,388,566</u>	<u>\$ 42,389,713</u>	<u>\$ 3,690,188</u>	<u>\$ 14,391,579</u>	<u>\$ 46,078,754</u>	<u>\$ 56,781,292</u>

### **Governmental Activities**

Governmental net position remained fairly stable during 2016, only decreasing by \$1,147 during the year.

General government represents activities related to the governing body as well as activities that directly support County programs. In 2016, general government expenses totaled \$5,969,023 or 22% of total governmental expenses. General government programs were supported by \$2,172,624 in direct charges to users and \$230,116 in operating grants and contributions.

The County program human services, which supports the operations of the county home, public assistance, and the children services board accounted for \$6,037,203 of expenses or 22% of total governmental expenses of the County during 2016. These expenses were funded by \$1,345,074 in charges to users of services and \$3,205,770 in operating grants and contributions.



The County program public works, accounted for \$6,491,285 or 24% of total governmental expenses. Public works programs include the maintenance and construction of County roads and bridges. Public works programs are primarily supported by revenues from motor vehicle licenses and gasoline taxes. During 2015, the County received \$2,721,446 in capital contributions related to road improvements from oil fracking companies compared to none in 2016.

Operating grants are a large part of program revenues. The state and federal government contributed revenues of \$9,631,796 in operating grants and contributions and \$485,250 in capital grants and contributions. These revenues are restricted to a particular program or purpose. Of the total operating and capital grants and contributions, \$3,205,770 subsidized human services programs and \$4,567,598 subsidized public works programs. Another type of program revenue, direct charges to users of governmental activities, made up \$4,836,348 of total governmental revenues. These charges for services and sales include fees for real estate transfers, licenses and permits, and fines and forfeitures related to judicial activities.

General revenues totaled \$12,039,580, and amounted to 45% of total revenues. These revenues primarily consist of property and sales tax revenue of \$9,906,118 or 82% of total general revenues in 2016. Property tax revenue increased due to increased assessed valuations. Sales tax activity in the general fund decreased from last year mainly due to a reduction in oil fracking activity throughout the County which resulted in fewer sales during 2016. The other primary source of general revenues is grants and entitlements not restricted to specific programs (which includes local government assistance from the State of Ohio) making up \$1,457,488 or 12% of total general revenues.

Table 3 for governmental activities indicates the total cost of services and the net cost of services. The statement of activities reflects the cost of program services and the charges for services, grants and contributions offsetting those services. The net cost of services identifies the cost of those services supported by general revenues.

**Table 3  
Governmental Activities Cost of Services**

	Total Cost of Services 2016	Net Cost of Services 2016	Total Cost of Services 2015	Net Cost of Services 2015
General government	\$ 5,969,023	\$ 3,566,283	\$ 5,126,100	\$ 2,872,486
Public safety	3,067,340	2,333,287	2,926,247	2,288,989
Public works	6,491,285	1,576,673	5,722,321	(1,407,601)
Health	4,856,738	2,810,874	4,712,160	2,799,445
Human services	6,037,203	1,486,359	5,393,512	1,282,826
Economic development and assist:	434,499	129,218	301,534	72,945
Urban redevelopment and housing	-	-	-	(8)
Other	91,260	91,260	6,687	6,687
Interest and fiscal charges	21,773	21,773	24,554	24,554
	<u>\$ 26,969,121</u>	<u>\$ 12,015,727</u>	<u>\$ 24,213,115</u>	<u>\$ 7,940,323</u>

## Business-Type Activities

The Sewer, Atwood Lodge Properties, and Landfill Funds are the County's three major enterprise funds. For the year ended December 31, 2016, these operations had operating and nonoperating revenues of \$978,887 and operating and nonoperating expenses of \$2,155,032. Total revenue was up 9% from 2015, due to sewer rate increases, however, expenses were up 12% due to increased net pension expenses. Additionally, the County closed the Atwood Lodge property in 2016 and put it up for auction. An agreement to sell the property for \$1,100,000 was initiated during 2016, but wasn't finalized until early 2017. As a result, the value of the property was written down, resulting in an impairment loss of \$9,550,246 recognized as a special item.

## Financial Analysis of the County's Funds

As noted earlier, the County uses fund accounting to ensure and demonstrate compliance with finance-related legal requirements.

### *Governmental Funds*

The focus of the County's governmental funds is to provide information on near-term inflows, outflows, and balances of spendable resources. Such information is useful in assessing the County's financing requirements. In particular, unassigned fund balance may serve as a useful measure of the County's net resources available for spending at year-end.

The County's governmental funds reported a combined fund balance of \$19,981,717, which is \$1,679,379 above last year's total of \$18,302,338. The schedule below indicates the fund balances and the total change in fund balances as of December 31, 2016 and 2015, for all major and nonmajor governmental funds.

	<u>Fund Balance</u> <u>December 31, 2016</u>	<u>Fund Balance</u> <u>December 31, 2015</u>	<u>Change in</u> <u>Fund Balance</u>
Major Funds:			
General	\$ 5,546,599	5,714,910	\$ (168,311)
Motor Vehicle and Gas Tax	4,388,612	4,186,524	202,088
County Board of DD	3,659,267	2,960,033	699,234
County Home	701,495	385,769	315,726
Public Assistance	520,022	488,858	31,164
Nonmajor Governmental Funds	<u>5,165,722</u>	<u>4,566,244</u>	<u>599,478</u>
Total	<u>\$ 19,981,717</u>	<u>\$ 18,302,338</u>	<u>\$ 1,679,379</u>

The General Fund, the County's primary operating fund, experienced a decrease in fund balance during 2016 of \$168,311. Sales tax and oil and gas lease revenue decreased from 2015 due to decreased economic activity as a result of reduced oil fracking activity throughout the County.

### ***Motor Vehicle and Gas Tax Fund***

The Motor Vehicle and Gas Tax Fund, a County major fund, had revenues of \$3,652,090 and expenditures of \$3,450,002 in 2016. The fund experienced an increase in fund balance of \$202,088 during the year due to lower material and supply costs.

### ***County Board of Developmental Disabilities (County Board of DD) Fund***

The County Board of DD Fund, a County major fund, had revenues of \$5,462,861 and expenditures of \$4,763,627 in 2016. The fund experienced an increase in fund balance of \$699,234 during the year, benefitting from higher property tax valuations, resulting in higher property tax revenues.

### ***County Home Fund***

The County Home Fund, a County major fund, had revenues of \$2,131,502 and expenditures of \$1,815,776 in 2016. The fund experienced an increase in fund balance of \$315,726 during the year, also benefitting from higher property tax valuations resulting in higher property tax revenues.

### ***Public Assistance Fund***

The Public Assistance Fund, a County major fund, had revenues of \$2,357,195 and expenditures of \$2,596,677 in 2016. The fund was fairly stable experiencing an increase in fund balance of only \$31,164 during the year. The fund received increased State funding during the year, leading to increased program expenditures.

### ***Budgeting Highlights - General Fund***

The County's budgeting process is prescribed by the Ohio Revised Code (ORC). Essentially the budget is the County's appropriations which are restricted by the amounts of anticipated revenues certified by the Budget Commission in accordance with the ORC. Therefore, the County's plans or desires cannot be totally reflected in the original budget. If budgeted revenues are adjusted due to actual activity then the appropriations can be adjusted accordingly.

There were a few amendments made to the budget throughout the year. Original budgeted revenues were \$6,102,000 and were increased to \$8,220,855 in the final budget. The main factor of this was an increase in budgeted property taxes and related State funding were due to increases in assessed property valuations. Actual revenues and other financing sources of \$8,206,423 were \$14,432 lower than the final budgeted revenues. Original appropriations and other financing uses were \$9,113,325 and were increased to \$9,347,164 in the final appropriations. Actual expenditures and other financing uses of \$8,557,552 were less than final budgeted appropriations and other financing uses by \$789,612 due to conservative budgeting.

### ***Proprietary Funds***

The County's proprietary funds provide the same type of information found in the government-wide financial statements for business-type activities, but in more detail.

## Capital Assets and Debt Administration

### Capital Assets

At the end of 2016, the County had \$36,620,371 (net of accumulated depreciation) invested in land, land improvements, buildings and improvements, furniture and equipment, vehicles, and infrastructure. Of this total, \$31,647,451 was reported in governmental activities and \$4,972,920 was reported in business-type activities. See Note 9 to the basic financial statements for detail. The following table shows fiscal 2016 balances compared to 2015:

**Table 5**  
**Capital Assets at Year-End**  
(Net of Depreciation)

	Governmental Activities		Business-Type Activities		Total	
	2016	2015	2016	2015	2016	2015
Land	\$ 1,281,910	\$ 1,281,910	\$ 7,500	\$ 1,532,300	\$ 1,289,410	\$ 2,814,210
Land improvements	45,377	48,169	-	190,156	45,377	238,325
Buildings and improvements	3,486,506	3,477,587	56,962	8,731,667	3,543,468	12,209,254
Furniture and equipment	1,616,204	1,750,259	58,986	704,796	1,675,190	2,455,055
Vehicles	1,931,280	1,722,159	-	-	1,931,280	1,722,159
Infrastructure	23,286,174	24,267,843	-	-	23,286,174	24,267,843
Sewer lines	-	-	4,849,472	5,124,696	4,849,472	5,124,696
Totals	<u>\$ 31,647,451</u>	<u>\$ 32,547,927</u>	<u>\$ 4,972,920</u>	<u>\$ 16,283,615</u>	<u>\$ 36,620,371</u>	<u>\$ 48,831,542</u>

### Debt Administration

At December 31, 2016, the County had \$3,195,093 in outstanding debt, a decrease of \$183,276 from 2015. The County had the following long-term debt outstanding at December 31, 2016 and 2015:

**Table 6**  
**Outstanding Debt**

	Governmental Activities	
	2016	2015
Governmental Activities:		
General obligation bonds	\$ 345,600	\$ 354,300
OWDA loan	68,176	68,176
Capital lease obligations	148,717	245,193
	562,493	667,669
Business-Type Activities:		
Revenue bonds	2,632,600	2,710,700
Totals	<u>\$ 3,195,093</u>	<u>\$ 3,378,369</u>

See Note 13 to the basic financial statements for additional disclosures and detail regarding the County's debt activity.

## **Economic Factors and Next Year's Budgets and Rates**

The following economic factors were taken into consideration in preparing the budget for 2017:

The County's unemployment rate is currently 6.0%, compared to the 4.9% state average and the 5.3% national average.

With the continuation of conservative budgeting practices, the County's financial position should remain stable for the coming year.

## **Contacting the County's Financial Management**

This financial report is designed to provide our citizens, taxpayers, investors and creditors with a general overview of the County's finances and to show the County's accountability for the money it receives. If you have questions about this report or need additional financial information, contact Lynn Fairclough, Carroll County Auditor, 119 Public Square, Carrollton, OH 44615-1495.

**CARROLL COUNTY, OHIO**

Statement of Net Position

December 31, 2016

	Primary Government			Component Unit
	Governmental Activities	Business-Type Activities	Total	
<b>Assets</b>				
Equity in pooled cash and cash equivalents	\$ 17,808,295	\$ 2,192,735	\$ 20,001,030	\$ 189,149
Cash in segregated accounts	563,495	66,827	630,322	-
Receivables (net of allowances):				
Sales taxes	666,182	-	666,182	-
Property and other taxes	5,109,811	-	5,109,811	-
Accounts	123,099	66,538	189,637	25,169
Due from other governments	2,635,085	-	2,635,085	-
Accrued interest	12,197	-	12,197	-
Prepaid items	256,480	4,490	260,970	-
Materials and supplies inventory	616,427	-	616,427	-
Assets held for resale	-	1,100,000	1,100,000	-
Restricted equity in pooled cash and cash equivalents	-	28,970	28,970	-
Nondepreciable capital assets	1,281,910	7,500	1,289,410	96,126
Depreciable capital assets, net	30,365,541	4,965,420	35,330,961	502,528
<b>Total assets</b>	<b>59,438,522</b>	<b>8,432,480</b>	<b>67,871,002</b>	<b>812,972</b>
<b>Deferred Outflows of Resources</b>				
Pensions	5,841,067	138,958	5,980,025	-
<b>Total deferred outflows of resources</b>	<b>5,841,067</b>	<b>138,958</b>	<b>5,980,025</b>	<b>-</b>
<b>Liabilities</b>				
Accounts payable	321,543	40,482	362,025	-
Accrued wages and benefits payable	248,760	6,736	255,496	11,423
Due to other governments	58,927	1,041	59,968	-
Accrued interest payable	3,662	31,147	34,809	-
Amount to be repaid to claimants	2,008	-	2,008	-
Unearned revenue	-	-	-	76,524
Long-term liabilities:				
Due within one year	157,394	155,621	313,015	15,066
Due in more than one year:				
Net pension liabilities	15,280,198	351,875	15,632,073	-
Other amounts due more than one year	1,604,403	4,287,595	5,891,998	90,393
<b>Total liabilities</b>	<b>17,676,895</b>	<b>4,874,497</b>	<b>22,551,392</b>	<b>193,406</b>
<b>Deferred Inflow of Resources</b>				
Property taxes levied for next year	4,865,000	-	4,865,000	-
Pensions	349,128	6,753	355,881	-
<b>Total deferred inflows of resources</b>	<b>5,214,128</b>	<b>6,753</b>	<b>5,220,881</b>	<b>-</b>
<b>Net Position</b>				
Net investment in capital assets	31,084,958	2,340,320	33,425,278	493,195
Restricted for:				
Debt service	-	28,970	28,970	-
Public works projects	4,353,473	-	4,353,473	-
Human services programs	206,125	-	206,125	-
Health programs	2,194,408	-	2,194,408	-
Other purposes	802,028	-	802,028	-
Unrestricted	3,747,574	1,320,898	5,068,472	126,371
<b>Total net position</b>	<b>\$ 42,388,566</b>	<b>\$ 3,690,188</b>	<b>\$ 46,078,754</b>	<b>\$ 619,566</b>

See accompanying notes to the basic financial statements.

CARROLL COUNTY, OHIO  
Statement of Activities  
Year Ended December 31, 2016

Functions/Programs	Expenses	Program Revenues			Net (Expense) Revenue and Changes in Net Position			
		Charges for Services	Operating Grants and Contributions	Capital Grants and Contributions	Primary Government			Component Unit
					Governmental Activities	Business-Type Activities	Total	Carroll Hills Industries, Inc.
Primary government:								
Governmental activities:								
General government:								
Legislative and executive	\$ 4,346,968	\$ 1,756,431	\$ 168,230	\$ -	\$ (2,422,307)	\$ -	\$ (2,422,307)	\$ -
Judicial	1,622,055	416,193	61,886	-	(1,143,976)	-	(1,143,976)	-
Public safety	3,067,340	366,571	367,482	-	(2,333,287)	-	(2,333,287)	-
Public works	6,491,285	347,014	4,082,348	485,250	(1,576,673)	-	(1,576,673)	-
Health	4,856,738	605,065	1,440,799	-	(2,810,874)	-	(2,810,874)	-
Human services	6,037,203	1,345,074	3,205,770	-	(1,486,359)	-	(1,486,359)	-
Economic development and assistance	434,499	-	305,281	-	(129,218)	-	(129,218)	-
Other	91,260	-	-	-	(91,260)	-	(91,260)	-
Interest and fiscal charges	21,773	-	-	-	(21,773)	-	(21,773)	-
Total governmental activities	<u>26,969,121</u>	<u>4,836,348</u>	<u>9,631,796</u>	<u>485,250</u>	<u>(12,015,727)</u>	<u>-</u>	<u>(12,015,727)</u>	<u>-</u>
Business-type activities:								
Sewer	1,044,268	858,578	-	-	-	(185,690)	(185,690)	-
Atwood Lodge Properties	914,931	-	-	-	-	(914,931)	(914,931)	-
Landfill	195,833	-	90,761	-	-	(105,072)	(105,072)	-
Total business-type activities	<u>2,155,032</u>	<u>858,578</u>	<u>90,761</u>	<u>-</u>	<u>-</u>	<u>(1,205,693)</u>	<u>(1,205,693)</u>	<u>-</u>
Total primary government	<u>\$ 29,124,153</u>	<u>\$ 5,694,926</u>	<u>\$ 9,722,557</u>	<u>\$ 485,250</u>	<u>(12,015,727)</u>	<u>(1,205,693)</u>	<u>(13,221,420)</u>	<u>-</u>
Component Unit								
Carroll Hills Industries, Inc.	<u>\$ 685,032</u>	<u>\$ 93,358</u>	<u>\$ 599,022</u>	<u>\$ -</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>7,348</u>
General revenues:								
Property taxes levied for:								
General purposes					2,446,945	-	2,446,945	-
Human services - County Board of DD					3,254,343	-	3,254,343	-
Human services - County Home					1,023,056	-	1,023,056	-
Public works - Road Levy					405,302	-	405,302	-
Sales taxes					2,776,472	-	2,776,472	-
Grants and contributions not restricted to specific programs					1,457,488	-	1,457,488	-
Oil and gas lease revenues					173,152	-	173,152	-
Investment earnings					62,731	1,249	63,980	-
Miscellaneous					440,091	28,299	468,390	-
Transfers					(25,000)	25,000	-	-
Special item - impairment loss					-	(9,550,246)	(9,550,246)	-
Total general revenues, transfers and special item					<u>12,014,580</u>	<u>(9,495,698)</u>	<u>2,518,882</u>	<u>-</u>
Change in net position					(1,147)	(10,701,391)	(10,702,538)	7,348
Net position beginning of year					42,389,713	14,391,579	56,781,292	612,218
Net position end of year					<u>\$ 42,388,566</u>	<u>\$ 3,690,188</u>	<u>\$ 46,078,754</u>	<u>\$ 619,566</u>

See accompanying notes to the basic financial statements.

**CARROLL COUNTY, OHIO**  
Balance Sheet  
Governmental Funds  
December 31, 2016

	General	Motor Vehicle and Gas Tax	County Board of DD	County Home	Public Assistance
<b>Assets</b>					
Equity in pooled cash and cash equivalents	\$ 4,894,834	\$ 3,284,912	\$ 3,141,570	\$ 692,783	\$ 539,702
Cash in segregated accounts	24,071	-	528,659	10,765	-
Receivables (net of allowances):					
Sales taxes	666,182	-	-	-	-
Property and other local taxes	1,723,443	-	2,227,376	921,158	-
Accounts	32,912	3,558	29,091	22,949	-
Due from other governments	520,541	1,829,651	151,303	45,000	-
Accrued interest	12,197	-	-	-	-
Interfund loans	27,579	-	-	-	-
Due from other funds	-	-	-	-	36,553
Prepaid items	132,083	21,942	34,295	17,698	24,093
Materials and supplies inventory	8,468	599,739	-	-	1,150
<b>Total assets</b>	<b>\$ 8,042,310</b>	<b>\$ 5,739,802</b>	<b>\$ 6,112,294</b>	<b>\$ 1,710,353</b>	<b>\$ 601,498</b>
<b>Liabilities</b>					
Accounts payable	\$ 58,943	\$ 67,933	\$ 27,771	\$ 14,213	\$ 18,039
Accrued wages and benefits payable	59,399	26,836	78,190	23,826	42,819
Due to other governments	18,003	4,115	12,080	4,661	16,825
Interfund loans payable	-	-	-	-	-
Due to other funds	663	-	7,610	-	3,793
Amounts to be repaid to claimants	2,008	-	-	-	-
<b>Total liabilities</b>	<b>139,016</b>	<b>98,884</b>	<b>125,651</b>	<b>42,700</b>	<b>81,476</b>
<b>Deferred Inflows of Resources</b>					
Property taxes levied for next year	1,650,000	-	2,125,000	890,000	-
Unavailable revenue	706,695	1,252,306	202,376	76,158	-
<b>Total deferred inflows of resources</b>	<b>2,356,695</b>	<b>1,252,306</b>	<b>2,327,376</b>	<b>966,158</b>	<b>-</b>
<b>Fund balances</b>					
Nonspendable	195,266	621,681	34,295	17,698	25,243
Restricted	-	3,766,931	3,624,972	683,797	494,779
Committed	41,606	-	-	-	-
Assigned	1,809,062	-	-	-	-
Unassigned	3,500,665	-	-	-	-
<b>Total fund balances</b>	<b>5,546,599</b>	<b>4,388,612</b>	<b>3,659,267</b>	<b>701,495</b>	<b>520,022</b>
<b>Total liabilities, deferred inflows of resources and fund balances</b>	<b>\$ 8,042,310</b>	<b>\$ 5,739,802</b>	<b>\$ 6,112,294</b>	<b>\$ 1,710,353</b>	<b>\$ 601,498</b>

See accompanying notes to the basic financial statements.



**CARROLL COUNTY, OHIO**  
Reconciliation of Total Governmental Fund Balances to  
Net Position of Governmental Activities  
December 31, 2016

Nonmajor Governmental Funds	Total Governmental Funds		
		<b>Total governmental fund balances</b>	\$ 19,981,717
\$ 5,254,494	\$ 17,808,295		
-	563,495	<i>Amounts reported for governmental activities in the statement of net position are different because:</i>	
-	666,182		
237,834	5,109,811	Capital assets used in governmental activities are not financial resources and therefore are not reported in the funds.	31,647,451
34,589	123,099		
88,590	2,635,085		
-	12,197		
-	27,579	Other long-term assets are not available to pay for current-period expenditures and therefore are reported as unavailable in the funds.	2,313,116
12,066	48,619		
26,369	256,480		
7,070	616,427		
\$ 5,661,012	\$ 27,867,269	Long-term liabilities are not due and payable in the current period and therefore are not reported in the funds:	
		General obligation bonds payable	(345,600)
\$ 134,644	\$ 321,543	OWDA loans payable	(68,176)
17,690	248,760	Capital leases payable	(148,717)
3,243	58,927	Compensated absences payable	(1,199,304)
27,579	27,579	Accrued interest on long-term debt	(3,662)
36,553	48,619		(1,765,459)
-	2,008		
219,709	707,436	The net pension liability is not due and payable in the current period; therefore, the liability and related deferred inflows/outflows are not reported in the governmental funds:	
		Deferred outflows - pensions	5,841,067
200,000	4,865,000	Deferred inflows - pensions	(349,128)
75,581	2,313,116	Net pension liability	(15,280,198)
275,581	7,178,116		(9,788,259)
33,439	927,622		
4,391,939	12,962,418	<b>Net position of governmental activities</b>	<b>\$ 42,388,566</b>
764,737	806,343		
-	1,809,062		
(24,393)	3,476,272		
5,165,722	19,981,717		
\$ 5,661,012	\$ 27,867,269		

**CARROLL COUNTY, OHIO**

Statement of Revenues, Expenditures and Changes in Fund Balances

Governmental Funds

Year Ended December 31, 2016

	General	Motor Vehicle and Gas Tax	County Board of DD	County Home	Public Assistance
<b>Revenues</b>					
Property and other local taxes	\$ 2,436,587	\$ -	\$ 3,239,903	\$ 1,018,661	\$ -
Sales taxes	2,785,746	-	-	-	-
Charges for services	1,269,021	-	476,556	1,003,016	-
Licenses and permits	10,614	-	-	-	-
Fines and forfeitures	56,386	36,620	-	-	-
Intergovernmental	1,038,912	3,602,135	1,746,402	98,240	2,105,269
Investment income	61,777	6,125	-	-	-
Rental income	9,600	-	-	-	-
Contributions and donations	154,430	-	-	1,000	-
Oil and gas lease	173,152	-	-	-	-
Other	420,684	7,210	-	10,585	251,926
Total revenues	<u>8,416,909</u>	<u>3,652,090</u>	<u>5,462,861</u>	<u>2,131,502</u>	<u>2,357,195</u>
<b>Expenditures</b>					
Current:					
General government:					
Legislative and executive	3,781,409	-	-	-	-
Judicial	1,329,369	-	-	-	-
Public safety	2,392,280	-	-	-	-
Public works	99,210	3,450,002	-	-	-
Health	73,951	-	4,763,627	-	-
Human services	255,054	-	-	1,815,776	2,388,533
Economic development and assistance	117,000	-	-	-	-
Capital outlay	-	-	-	-	-
Other	-	-	-	-	-
Debt Service:					
Principal retirement	103,695	-	-	-	-
Interest and fiscal charges	21,750	-	-	-	-
Total expenditures	<u>8,173,718</u>	<u>3,450,002</u>	<u>4,763,627</u>	<u>1,815,776</u>	<u>2,388,533</u>
Excess (deficiency) of revenues over (under) expenditures	<u>243,191</u>	<u>202,088</u>	<u>699,234</u>	<u>315,726</u>	<u>(31,338)</u>
<b>Other Financing Sources (Uses)</b>					
Transfers in	-	-	-	-	62,502
Transfers out	(411,502)	-	-	-	-
Total other financing sources (uses)	<u>(411,502)</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>62,502</u>
Net change in fund balances	(168,311)	202,088	699,234	315,726	31,164
Fund balance, beginning of year	5,714,910	4,186,524	2,960,033	385,769	488,858
Fund balance, end of year	<u>\$ 5,546,599</u>	<u>\$ 4,388,612</u>	<u>\$ 3,659,267</u>	<u>\$ 701,495</u>	<u>\$ 520,022</u>

See accompanying notes to the basic financial statements.

**CARROLL COUNTY, OHIO**  
 Reconciliation of the Statement of Revenues, Expenditures and Changes  
 in Fund Balances of Governmental Funds to the Statement of Activities  
 Year Ended December 31, 2016

Nonmajor Governmental Funds	Total Governmental Funds		
		<b>Net change in fund balances - total governmental funds</b>	<b>\$ 1,679,379</b>
		<i>Amounts reported for governmental activities in the Statement of Activities are different because:</i>	
\$ 399,966	\$ 7,095,117	Governmental funds report capital outlays as expenditures. However, in the statement of activities, the cost of those assets is allocated over their estimated useful lives as depreciation expense:	
-	2,785,746	Capital asset additions	1,026,037
1,572,420	4,321,013	Depreciation expense	(1,917,516)
32,064	42,678	In the statement of activities, loss on disposal of capital assets is reported, whereas only proceeds from sales are reported in the funds.	(8,997)
25,662	118,668	Revenue in the statement of activities that do not provide current financial resources are not reported as revenues in the funds.	98,808
2,742,493	11,333,451	Some expenses reported in the statement of activities do not require the use of current financial resources and therefore are not reported as expenditures in governmental funds:	
18	67,920	Compensated absences	(151,502)
-	9,600	Interest on long-term debt	92
6,911	162,341	Repayment of long-term obligations is reported as an expenditure in the governmental funds, but the repayment reduces the long-term liabilities in the statement of net position. In the current year, these amounts consisted of general obligation bonds, OWDA loans and capital leases.	105,176
-	173,152	Contractually required contributions are reported as expenditures in governmental funds; however, the statement of net position reports these amounts as deferred outflows.	1,441,301
70,075	760,480	Except for amounts reported as deferred inflows/outflows, changes in the net pension liability are reported as pension expense in the statement of activities.	(2,273,925)
<u>4,849,609</u>	<u>26,870,166</u>	<b>Change in net position of governmental activities</b>	<b>\$ (1,147)</b>
444,585	4,225,994		
165,564	1,494,933		
461,792	2,854,072		
950,337	4,499,549		
132,480	4,970,058		
1,266,699	5,726,062		
315,694	432,694		
831,900	831,900		
3,484	3,484		
1,481	105,176		
115	21,865		
<u>4,574,131</u>	<u>25,165,787</u>		
275,478	1,704,379		
324,000	386,502		
-	(411,502)		
<u>324,000</u>	<u>(25,000)</u>		
599,478	1,679,379		
4,566,244	18,302,338		
<u>\$ 5,165,722</u>	<u>\$ 19,981,717</u>		

**CARROLL COUNTY, OHIO**

Statement of Revenues, Expenditures and Changes in Fund Balances -  
 Budget and Actual - Budgetary (Non-GAAP) Basis  
 General Fund  
 Year Ended December 31, 2016

	Budgeted Amounts		Actual	Variance From Final Budget
	Original	Final		
<b>Revenues</b>				
Property and other local taxes	\$ 1,650,000	\$ 2,456,306	\$ 2,437,720	\$ (18,586)
Sales taxes	2,500,000	2,927,889	2,905,734	(22,155)
Charges for services	1,039,000	1,064,275	1,056,222	(8,053)
Licenses and permits	11,400	10,695	10,614	(81)
Fines and forfeitures	51,000	56,112	55,687	(425)
Intergovernmental	650,000	1,056,040	1,048,049	(7,991)
Investment income	6,000	54,052	53,643	(409)
Rental income	9,600	9,673	9,600	(73)
Contributions and donations	-	155,607	154,430	(1,177)
Oil and gas lease	-	170,477	169,187	(1,290)
Other	185,000	259,729	257,764	(1,965)
Total revenues	<u>6,102,000</u>	<u>8,220,855</u>	<u>8,158,650</u>	<u>(62,205)</u>
<b>Expenditures</b>				
Current:				
General government:				
Legislative and executive	3,855,268	3,934,693	3,645,085	289,608
Judicial	1,518,812	1,576,256	1,386,781	189,475
Public safety	2,617,835	2,714,091	2,489,120	224,971
Public works	114,865	115,688	107,944	7,744
Health	109,328	96,131	82,078	14,053
Human services	394,901	381,800	279,660	102,140
Economic development and assistance	111,202	117,000	117,000	-
Total expenditures	<u>8,722,211</u>	<u>8,935,659</u>	<u>8,107,668</u>	<u>827,991</u>
Excess (deficiency) of revenues over (under) expenditures	<u>(2,620,211)</u>	<u>(714,804)</u>	<u>50,982</u>	<u>765,786</u>
<b>Other Financing Sources (Uses)</b>				
Transfers out	(391,114)	(411,505)	(411,502)	3
Advances in	-	-	47,773	47,773
Advances out	-	-	(38,382)	(38,382)
Total other financing sources (uses)	<u>(391,114)</u>	<u>(411,505)</u>	<u>(402,111)</u>	<u>9,394</u>
Net change in fund balances	(3,011,325)	(1,126,309)	(351,129)	\$ 775,180
Fund balance, beginning of year	3,095,326	3,095,326	3,095,326	
Prior year encumbrances appropriated	229,342	229,342	229,342	
Fund balance, end of year	<u>\$ 313,343</u>	<u>\$ 2,198,359</u>	<u>\$ 2,973,539</u>	

See accompanying notes to the basic financial statements.

**CARROLL COUNTY, OHIO**

Statement of Revenues, Expenditures and Changes in Fund Balances -  
 Budget and Actual - Budgetary (Non-GAAP) Basis  
 Motor Vehicle and Gas Tax Fund  
 Year Ended December 31, 2016

	Budgeted Amounts		Actual	Variance From Final Budget
	Original	Final		
<b>Revenues</b>				
Fines and forfeitures	\$ 30,000	\$ 35,166	\$ 35,166	\$ -
Intergovernmental	3,555,000	3,662,101	3,662,101	-
Investment income	3,000	6,125	6,125	-
Other	11,500	7,210	7,210	-
Total revenues	<u>3,599,500</u>	<u>3,710,602</u>	<u>3,710,602</u>	<u>-</u>
<b>Expenditures</b>				
Current:				
Public works	<u>4,356,858</u>	<u>4,358,371</u>	<u>3,812,841</u>	<u>545,530</u>
Total expenditures	<u>4,356,858</u>	<u>4,358,371</u>	<u>3,812,841</u>	<u>545,530</u>
Net change in fund balances	(757,358)	(647,769)	(102,239)	\$ 545,530
Fund balance, beginning of year	2,875,603	2,875,603	2,875,603	
Prior year encumbrances appropriated	<u>223,069</u>	<u>223,069</u>	<u>223,069</u>	
Fund balance, end of year	<u>\$ 2,341,314</u>	<u>\$ 2,450,903</u>	<u>\$ 2,996,433</u>	

See accompanying notes to the basic financial statements.

**CARROLL COUNTY, OHIO**

Statement of Revenues, Expenditures and Changes in Fund Balances -  
 Budget and Actual - Budgetary (Non-GAAP) Basis  
 County Board of Developmental Disabilities  
 Year Ended December 31, 2016

	Budgeted Amounts		Actual	Variance From Final Budget
	Original	Final		
<b>Revenues</b>				
Property and other local taxes	\$ 1,500,000	\$ 2,817,147	\$ 3,241,481	\$ 424,334
Charges for services	400,000	394,330	453,726	59,396
Intergovernmental	1,447,000	1,473,198	1,695,099	221,901
Total revenues	<u>3,347,000</u>	<u>4,684,675</u>	<u>5,390,306</u>	<u>705,631</u>
<b>Expenditures</b>				
Current:				
Health	4,353,033	5,124,982	4,874,851	250,131
Total expenditures	<u>4,353,033</u>	<u>5,124,982</u>	<u>4,874,851</u>	<u>250,131</u>
Net change in fund balances	(1,006,033)	(440,307)	515,455	\$ 955,762
Fund balance, beginning of year	2,429,629	2,429,629	2,429,629	
Prior year encumbrances appropriated	59,733	59,733	59,733	
Fund balance, end of year	<u>\$ 1,483,329</u>	<u>\$ 2,049,055</u>	<u>\$ 3,004,817</u>	

See accompanying notes to the basic financial statements.

**CARROLL COUNTY, OHIO**

Statement of Revenues, Expenditures and Changes in Fund Balances -  
 Budget and Actual - Budgetary (Non-GAAP) Basis  
 County Home  
 Year Ended December 31, 2016

	Budgeted Amounts		Actual	Variance From Final Budget
	Original	Final		
<b>Revenues</b>				
Property and other local taxes	\$ 800,000	\$ 1,018,661	\$ 1,019,142	\$ 481
Charges for services	1,025,000	991,336	991,804	468
Intergovernmental	90,000	98,194	98,240	46
Contributions and donations	-	1,000	1,000	-
Other	1,000	10,581	10,586	5
Total revenues	<u>1,916,000</u>	<u>2,119,772</u>	<u>2,120,772</u>	<u>1,000</u>
<b>Expenditures</b>				
Current:				
Human services	<u>1,932,136</u>	<u>2,154,003</u>	<u>1,893,800</u>	<u>260,203</u>
Total expenditures	<u>1,932,136</u>	<u>2,154,003</u>	<u>1,893,800</u>	<u>260,203</u>
Net change in fund balances	(16,136)	(34,231)	226,972	\$ 261,203
Fund balance, beginning of year	362,198	362,198	362,198	
Prior year encumbrances appropriated	<u>56,239</u>	<u>56,239</u>	<u>56,239</u>	
Fund balance, end of year	<u>\$ 402,301</u>	<u>\$ 384,206</u>	<u>\$ 645,409</u>	

See accompanying notes to the basic financial statements.

**CARROLL COUNTY, OHIO**

Statement of Revenues, Expenditures and Changes in Fund Balances -  
 Budget and Actual - Budgetary (Non-GAAP) Basis  
 Public Assistance Fund  
 Year Ended December 31, 2016

	Budgeted Amounts		Actual	Variance From Final Budget
	Original	Final		
<b>Revenues</b>				
Intergovernmental	2,225,120	2,105,269	2,105,269	-
Other	165,000	228,603	228,603	-
Total revenues	<u>2,390,120</u>	<u>2,333,872</u>	<u>2,333,872</u>	-
<b>Expenditures</b>				
Current:				
Human services	2,678,714	2,776,714	2,682,295	94,419
Total expenditures	<u>2,678,714</u>	<u>2,776,714</u>	<u>2,682,295</u>	<u>94,419</u>
Deficiency of revenues under expenditures	<u>(288,594)</u>	<u>(442,842)</u>	<u>(348,423)</u>	<u>94,419</u>
<b>Other Financing Sources</b>				
Transfers in	212,570	270,646	270,646	-
Total other financing sources	<u>212,570</u>	<u>270,646</u>	<u>270,646</u>	-
Net change in fund balances	(76,024)	(172,196)	(77,777)	\$ 94,419
Fund balance, beginning of year	488,130	488,130	488,130	
Prior year encumbrances appropriated	65,949	65,949	65,949	
Fund balance, end of year	<u>\$ 478,055</u>	<u>\$ 381,883</u>	<u>\$ 476,302</u>	

See accompanying notes to the basic financial statements.



**CARROLL COUNTY, OHIO**  
Statement of Net Position  
Proprietary Funds - Enterprise Funds  
December 31, 2016

	Sewer	Atwood Lodge Properties	Landfill	Total
<b>Assets</b>				
Current assets:				
Equity in pooled cash and cash equivalents	\$ 546,043	\$ 1,591,755	\$ 54,937	\$ 2,192,735
Cash in segregated accounts	66,827	-	-	66,827
Receivables (net of allowances):				
Accounts	66,538	-	-	66,538
Prepaid items	3,854	636	-	4,490
Assets held for resale	-	1,100,000	-	1,100,000
Total current assets	<u>683,262</u>	<u>2,692,391</u>	<u>54,937</u>	<u>3,430,590</u>
Noncurrent assets:				
Restricted cash and cash equivalents	28,970	-	-	28,970
Nondepreciable capital assets	7,500	-	-	7,500
Depreciable capital assets, net	4,965,420	-	-	4,965,420
Total noncurrent assets	<u>5,001,890</u>	<u>-</u>	<u>-</u>	<u>5,001,890</u>
Total assets	<u>5,685,152</u>	<u>2,692,391</u>	<u>54,937</u>	<u>8,432,480</u>
<b>Deferred Outflows of Resources</b>				
Pensions	<u>138,958</u>	<u>-</u>	<u>-</u>	<u>138,958</u>
<b>Liabilities</b>				
Current liabilities:				
Accounts payable	13,062	27,420	-	40,482
Accrued wages and benefits payable	5,166	1,570	-	6,736
Due to other governments	799	242	-	1,041
Accrued interest payable	31,147	-	-	31,147
Compensated absences payable	13,099	-	-	13,099
Estimated liability for landfill postclosure costs	-	-	61,022	61,022
Revenue bonds payable	81,500	-	-	81,500
Total current liabilities	<u>144,773</u>	<u>29,232</u>	<u>61,022</u>	<u>235,027</u>
Noncurrent liabilities:				
Compensated absences	27,874	-	-	27,874
Estimated liability for landfill postclosure costs	-	-	1,708,621	1,708,621
Revenue bonds payable	2,551,100	-	-	2,551,100
Net pension liability	351,875	-	-	351,875
Total noncurrent liabilities	<u>2,930,849</u>	<u>-</u>	<u>1,708,621</u>	<u>4,639,470</u>
Total liabilities	<u>3,075,622</u>	<u>29,232</u>	<u>1,769,643</u>	<u>4,874,497</u>
<b>Deferred Inflows of Resources</b>				
Pensions	<u>6,753</u>	<u>-</u>	<u>-</u>	<u>6,753</u>
<b>Net Position</b>				
Net investment in capital assets	2,340,320	-	-	2,340,320
Restricted	28,970	-	-	28,970
Unrestricted (deficit)	372,445	2,663,159	(1,714,706)	1,320,898
Total net position	<u>\$ 2,741,735</u>	<u>\$ 2,663,159</u>	<u>\$ (1,714,706)</u>	<u>\$ 3,690,188</u>

See accompanying notes to the basic financial statements.

**CARROLL COUNTY, OHIO**

## Statement of Revenues, Expenses and Change in Net Position

## Proprietary Funds - Enterprise Funds

Year Ended December 31, 2016

	Sewer	Atwood Lodge Properties	Landfill	Total
<b>Operating Revenues:</b>				
Charges for services	\$ 858,578	\$ -	\$ -	\$ 858,578
Other	<u>28,299</u>	<u>-</u>	<u>-</u>	<u>28,299</u>
Total operating revenues	<u>886,877</u>	<u>-</u>	<u>-</u>	<u>886,877</u>
<b>Operating Expenses:</b>				
Personal services	400,906	99,882	-	500,788
Contract services	148,516	265,018	-	413,534
Materials and supplies	37,915	27,655	-	65,570
Depreciation	307,501	434,063	-	741,564
Landfill postclosure costs	-	-	195,833	195,833
Other	<u>28,234</u>	<u>88,313</u>	<u>-</u>	<u>116,547</u>
Total operating expenses	<u>923,072</u>	<u>914,931</u>	<u>195,833</u>	<u>2,033,836</u>
Operating loss	<u>(36,195)</u>	<u>(914,931)</u>	<u>(195,833)</u>	<u>(1,146,959)</u>
<b>Nonoperating revenues (expenses):</b>				
Interest and fiscal charges	(121,196)	-	-	(121,196)
Interest income	1,249	-	-	1,249
Intergovernmental	<u>-</u>	<u>-</u>	<u>90,761</u>	<u>90,761</u>
Total nonoperating revenues (expenses)	<u>(119,947)</u>	<u>-</u>	<u>90,761</u>	<u>(29,186)</u>
Loss before transfers and special item	(156,142)	(914,931)	(105,072)	(1,176,145)
Transfers in	-	-	25,000	25,000
Special item - impairment loss	<u>-</u>	<u>(9,550,246)</u>	<u>-</u>	<u>(9,550,246)</u>
Change in net position	(156,142)	(10,465,177)	(80,072)	(10,701,391)
Net position beginning of year	<u>2,897,877</u>	<u>13,128,336</u>	<u>(1,634,634)</u>	<u>14,391,579</u>
Net position end of year	<u>\$ 2,741,735</u>	<u>\$ 2,663,159</u>	<u>\$ (1,714,706)</u>	<u>\$ 3,690,188</u>

See accompanying notes to the basic financial statements.

**CARROLL COUNTY, OHIO**  
Statement of Cash Flows  
Proprietary Funds - Enterprise Funds  
Year Ended December 31, 2016

	Sewer	Atwood Lodge Properties	Landfill	Total
<b>Cash Flows from Operating Activities</b>				
Cash received from customers	\$ 862,830	\$ -	\$ -	\$ 862,830
Cash received from other receipts	28,299	-	-	28,299
Cash payments for employee services and benefits	(369,652)	(98,706)	-	(468,358)
Cash payments to suppliers for goods and services	(177,587)	(265,253)	(81,620)	(524,460)
Cash payments for other operating expenses	(38,817)	(88,313)	-	(127,130)
Net cash flows from operating activities	<u>305,073</u>	<u>(452,272)</u>	<u>(81,620)</u>	<u>(228,819)</u>
<b>Cash Flows from Noncapital Financing Activities</b>				
Cash received from transfers in	-	-	25,000	25,000
Cash received from grants	-	-	90,761	90,761
Net cash flows from noncapital financing activities	<u>-</u>	<u>-</u>	<u>115,761</u>	<u>115,761</u>
<b>Cash Flows from Capital and Related Financing Activities</b>				
Acquisition of capital assets	(81,115)	-	-	(81,115)
Principal paid on bonds	(78,100)	-	-	(78,100)
Interest paid on bonds	(121,915)	-	-	(121,915)
Net cash flows from capital and related financing activities	<u>(281,130)</u>	<u>-</u>	<u>-</u>	<u>(281,130)</u>
<b>Cash Flows from Investing Activities</b>				
Interest on investments	1,249	-	-	1,249
Net cash flows from investing activities	<u>1,249</u>	<u>-</u>	<u>-</u>	<u>1,249</u>
Net increase (decrease) in cash and cash equivalents	25,192	(452,272)	34,141	(392,939)
Cash and cash equivalents beginning of year	616,648	2,044,027	20,796	2,681,471
Cash and cash equivalents end of year	<u>\$ 641,840</u>	<u>\$ 1,591,755</u>	<u>\$ 54,937</u>	<u>\$ 2,288,532</u>

**Reconciliation of operating loss to net cash flows from operating activities:**

Operating loss	\$ (36,195)	\$ (914,931)	\$ (195,833)	\$ (1,146,959)
Adjustments to reconcile operating loss to net cash from operating activities:				
Depreciation	307,501	434,063	-	741,564
Changes in assets, liabilities and deferred outflows/inflows:				
Receivables	4,252	-	-	4,252
Prepaid items	(3,854)	(636)	-	(4,490)
Accounts payable	(1,739)	27,420	-	25,681
Accrued wages and benefits	1,032	1,570	-	2,602
Due to other governments	(1,903)	242	-	(1,661)
Compensated absences	14,640	-	-	14,640
Landfill postclosure liability	-	-	114,213	114,213
Deferred outflows-pension	(94,646)	-	-	(94,646)
Deferred inflows-pension	2,266	-	-	2,266
Net pension liability	113,719	-	-	113,719
Net cash from operating activities	<u>\$ 305,073</u>	<u>\$ (452,272)</u>	<u>\$ (81,620)</u>	<u>\$ (228,819)</u>

See accompanying notes to the basic financial statements.

**CARROLL COUNTY, OHIO**  
Statement of Fiduciary Assets and Liabilities  
Agency Funds  
December 31, 2016

**Assets**

Equity in pooled cash and cash equivalents	\$ 5,425,097
Cash in segregated accounts	200,590
Receivables:	
Property and other taxes	33,279,160
Special assessments	334,003
Intergovernmental	<u>1,341,208</u>
Total assets	<u>40,580,058</u>

**Liabilities**

Accounts payable	36,100
Due to other governments	1,348,690
Deposits held and due to others	<u>39,195,268</u>
Total liabilities	<u>\$ 40,580,058</u>

See accompanying notes to the basic financial statements.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 1 – DESCRIPTION OF THE COUNTY**

Carroll County, Ohio (the “County”), was created in 1812. The County is governed by a board of three commissioners elected by the voters of the County. The County Commissioners serve as the taxing authority, the contracting body, and the chief administrators of public services for the County. Other officials elected by the voters of the County that manage various segments of the County’s operations are: the County Auditor, County Treasurer, Recorder, Clerk of Courts, Coroner, Engineer, Prosecuting Attorney, Sheriff, a Common Pleas Court Judge, a Probate Court Judge and a County Municipal Court Judge.

**NOTE 2 – SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES**

The basic financial statements of the County have been prepared in conformity with accounting principles generally accepted in the United States of America (“GAAP”) as applied to government units. The Governmental Accounting Standards Board (“GASB”) is the accepted standard setting body for establishing governmental accounting and financial reporting principles.

The most significant of the County’s accounting policies are described below:

**A. Reporting Entity**

The County’s reporting entity has been defined in accordance with GASB Statement No. 14, *The Financial Reporting Entity* as amended by GASB Statement No. 39, *Determining Whether Certain Organizations Are Component Units* and GASB Statement No. 61, *The Financial Reporting Entity: Omnibus an Amendment of GASB Statements No. 14 and No. 34*. The basic financial statements include all funds, agencies, boards, commissions, and component units for which the County and the County Commissioners are "accountable". Accountability as defined in GASB Statement No. 14, GASB Statement No. 39 and GASB Statement No. 61 was evaluated based on financial accountability, the nature and significance of the potential component unit’s (PCU) relationship with the County and whether exclusion would cause the County’s basic financial statements to be misleading or incomplete. Among the factors considered were separate legal standing; appointment of a voting majority of the PCU’s Board; fiscal dependency and whether a benefit or burden relationship exists; imposition of will; and the nature and significance of the PCU’s relationship with the County.

Based on the foregoing criteria, the financial activities of the following PCU’s have been reflected in the accompanying basic financial statements as:

***Blended Component Units***

*Emergency Management Agency (EMA)* - The financial activities of the EMA will be blended into the County’s financial statements. The County Commissioners appoint a majority of the Board members and finance the operations of the EMA. The operations of the EMA are accounted for in the general fund. Capital assets and long-term obligations associated with the EMA are reflected in the statement of net position.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 2 – SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES – *continued***

*Carroll County Economic Development Council (Council)* - The Council's Board is comprised of the Carroll County Commissioners which appoint an Advisory Committee to oversee the operations of the Council. The Council is not legally separate from the County and, therefore, its financial activities are blended with that of the County. The operations of the Council are accounted for as a separate nonmajor governmental fund.

*Local Emergency Planning Commission (LEPC)* - The LEPC consists of an eleven to fifteen member Board. The Board, which oversees the operations of the LEPC, is recommended by the County Commissioners and appointed by the State Emergency Response Commission (SERC). The members consist of County officials, a fire enforcement representative and representatives from County agencies, Red Cross, emergency medical services, a legal representative and a township trustee.

The LEPC receives its funding strictly through grant money received from the SERC to be used for the purpose of developing, preparing, reviewing, exercising or revising chemical emergency response and preparedness plans and awareness and education programs in the County. The approval of the County Commissioners is required for most major expenditures to be made. The operations of the LEPC are accounted for as a separate nonmajor governmental fund. Capital assets and long-term obligations associated with these operations are reflected in the statement of net position.

***Discretely Presented Component Unit***

*Carroll Hills Industries, Inc. (CHI)* - CHI is a legally separate, nonprofit corporation, served by a self-appointing board of trustees. CHI, under a contractual agreement with the Carroll County Board of Developmental Disabilities (County Board DD), provides sheltered employment for adults with developmental disabilities in the County. The Carroll County Board of DD provides CHI with certain personnel, salaries, transportation, equipment (except that used directly in the production of goods or rendering of services), staff to administer and supervise training programs, and other funds as necessary for the operation of CHI. Based on the significant services and resources provided by the County to CHI and CHI's sole purpose of providing assistance to developmentally disabled adults of the County, the CHI is reflected as a component unit of the County. It is reported separately to emphasize that it is legally separate from the County. Separately issued financial statements can be obtained from the Carroll Hills Industries, Inc., Carrollton, Ohio.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 2 – SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES – *continued***

***Related Organizations***

*Carroll County Public Library (Library)* - The Library is statutorily created as a separate and distinct political subdivision of the State. Four trustees of the Library are appointed by the County Commissioners and three trustees are appointed by the Judge of Common Pleas court. The Board of Library trustees is a body politic and corporate, capable of suing and being sued, contracting, acquiring, holding, possessing, and disposing of real and personal property, and of exercising such other powers and privileges as are conferred upon them by law. The Library Board approves their own budget and then sends a copy to the County budget commission. The County serves as the taxing authority for the Library, but the Library is not considered part of the County. The trustees adopt their own appropriations, hire and fire their own staff, authorize Library expenditures and do not rely on the County to finance deficits.

*Carroll County Airport Authority (Authority)* - The Authority is a separate legal entity from the County. The County appoints a voting majority of the Authority's Board, but is not "accountable" for its operations. The Authority is not fiscally dependent upon the County nor is there a financial benefit/burden relationship.

***Excluded Potential Component Units***

As counties are structured in Ohio, the County Auditor and County Treasurer, respectively, serve as fiscal officer and custodian of funds for various agencies, boards, and commissions. As fiscal officer, the County Auditor certifies the availability of cash and appropriations prior to the processing of payments and purchases. As the custodian of all public funds, the County Treasurer invests public monies held on deposit in the County Treasury.

In the case of the separate agencies, boards, and commissions listed below the County serves as fiscal agent and custodian, but is not accountable; therefore the operations of the following PCU's have been excluded from the County's basic financial statements, but the funds held on behalf of these PCU's in the County Treasury are included in the agency funds.

*Carroll County Board of Health*  
*Soil and Water Conservation District*  
*Carroll County Regional Planning Commission*

Information in the notes to the basic financial statements is applicable to the primary government. When information is provided relative to the component unit, it is specifically identified.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 2 – SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES – *continued***

***Jointly Governed Organization***

County Risk Sharing Authority, Inc. (CORSA) - CORSA is jointly governed by sixty-one counties in Ohio. CORSA was formed as an Ohio nonprofit corporation for the purpose of establishing the CORSA Insurance/Self-Insurance Program, a group primary and excess insurance/self-insurance and risk management program. Member counties agree to jointly participate in coverage losses and pay all contributions necessary for the specified insurance coverages provided by CORSA. These coverages include comprehensive general liability, automobile liability, certain property insurance and public officials' errors and omissions liability insurance.

Each member has one vote on all matters requiring a vote, to be cast by a designated representative. The affairs of the CORSA are managed by an elected Board of not more than nine trustees. Only County Commissioners of member counties are eligible to serve on the Board. No county may have more than one representative on the Board at any time. Each member county's control over the budgeting and financing of CORSA is limited to its voting authority and any representation it may have on the Board of Trustees.

Mid East Ohio Regional Council of Governments (MEORC) - MEORC is a jointly governed organization which serves eighteen counties in Ohio. MEORC provides services to the developmentally disabled residents in the participating counties. MEORC is made up of the superintendents of each county's Board of Developmental Disabilities. Revenues are generated by fees and State grants. Continued existence of MEORC is not dependent on the County's continued participation. The County has no equity interest in, or financial responsibility for the MEORC. MEORC has no outstanding debt. During 2016, Carroll County paid \$100,166 to MEORC for services.

***Joint Ventures Without Equity Interest***

Multi-County Juvenile Attention System (Attention System) - The Attention System, a six county operation, provides services to Carroll, Columbiana, Holmes, Stark, Tuscarawas and Wayne Counties. The Attention System consists of four group homes, four detention facilities, one treatment center and one shelter care facility. The Board of Trustees consists of three members from each County, with the exception of Stark County which has four members. Two members from each county are appointed by a Judge from that county (three from Stark County), and one member from each county is a County Commissioner. A Superintendent of the Attention System is appointed by the Board of Trustees. State grant monies are applied for from the Ohio Department of Youth Services and received by the Board of Trustees. Other revenues consist of County contributions based on prior year's usage and County population, and donations from organizations.

Policies are outlined by State guidelines, as well as the Board of Trustees of the Attention System.



**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 2 – SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES – *continued***

The County cannot significantly influence operations, the Board has sole budgetary authority, the Board controls surpluses and deficits and the County is not legally or morally obligated for any debt. In 2016, the County contributed \$162,816 to the Attention System. Complete financial statements for the Attention System can be obtained from Melissa Clark, Director of Administrative Services of Multi-County Juvenile Attention System, 815 Faircrest St. S.W., Canton, Ohio 44706.

*Carroll/Columbiana/Harrison Solid Waste Management District (Solid Waste District)* - The Solid Waste District is a three county district. The twenty-one-member committee consists of the County Health Commissioner, or his appointee; the chairman of the County Commissioners, or his appointee; a member of the County Trustees Association; the Mayor of the largest municipality, or his appointee; two members of the public at large; and a representative of the generators of waste or an appointee, from each of the three counties.

The plan for the Solid Waste District has been in effect for approximately five years. The committee has thus far been financed through a portion of the tipping/disposal fees from the landfills, as well as from grant monies. Complete financial statements for the Solid Waste District can be obtained from their office located at 618B Canton Road N.W., Carrollton, Ohio 44615.

*Alcohol, Drug Addiction and Mental Health Services Board of Carroll and Tuscarawas Counties (ADAMH Board)* - The ADAMH Board is a two County non-profit corporation whose general purpose is to provide leadership in planning for and supporting community-based alcohol, drug addiction and mental health services in cooperation with public and private resources with emphasis on the development of prevention and early intervention programming, while respecting, protecting and advocating for the rights of persons as consumers of alcohol, drug addiction and mental health services. The Board of Trustees of the ADAMH Board consists of eighteen members. Four members are appointed by the Director of the Ohio Department of Mental Health and four members are appointed by the Director of the Ohio Department of Alcohol and Drug Addiction Services. The remaining members are appointed by the County Commissioners of Carroll and Tuscarawas Counties in the same proportion as each County's population bears to the total population of the two counties combined.

Tuscarawas County acts as the fiscal agent for the ADAMH Board. The Board receives tax revenue from Tuscarawas County and receives federal and State funding grant monies which are applied for and received by the Board of Trustees.

The County cannot significantly influence operations of the ADAMH Board. The Board has sole budgetary authority and controls surpluses and deficits and the County is not legally or morally obligated for the Board's debt. The ADAMH Board will not be included as part of Carroll County. Due to the ongoing financial relationship of the County to the ADAMH Board, it will be disclosed as a joint venture without equity interest in the County's financial statements. Complete financial statements from the ADAMH Board can be obtained from their office located at P.O. Box 6217, 1260 Monroe Street N.W., Suite 27N, New Philadelphia, Ohio 44663.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 2 – SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES – *continued***

**B. Basis of Presentation**

***Government-wide Financial Statements*** - The statement of net position and the statement of activities display information about the County as a whole. These statements include the financial activities of the primary government except for fiduciary funds. The statements distinguish between those activities of the County that are governmental and those that are considered business-type activities.

The statement of net position presents the financial condition of the governmental and business-type activities of the County at year-end. The statement of activities presents a comparison between direct expenses and program revenues for each program or function of the County's governmental activities and for the single business-type activity of the County. Direct expenses are those that are specifically associated with a service, program or department and therefore clearly identifiable to a particular function. The policy of the County is to not allocate indirect expenses to functions in the statement of activities. Program revenues include charges paid by the recipient of the goods or services offered by the program, grants and contributions that are restricted to meeting the operational or capital requirements of a particular program. Revenues, which are not classified as program revenues, are presented as general revenues of the County, with certain limited exceptions. The comparison of direct expenses with program revenues identifies the extent to which each business segment or governmental function is self-financing or draws from the general revenues of the County.

***Fund Financial Statements*** - During the year, the County segregates transactions related to certain County functions or activities in separate funds in order to aid financial management and to demonstrate legal compliance. Fund financial statements are designed to present financial information of the County at this more detailed level. The focus of governmental and enterprise fund financial statements is on major funds. Each major fund is presented in a separate column. Nonmajor funds are aggregated and presented in a single column. Fiduciary funds are reported by type.

**C. Fund Accounting**

The County uses funds to maintain its financial records during the year. A fund is defined as a fiscal and accounting entity with a self-balancing set of accounts. There are three categories of funds: governmental, proprietary and fiduciary.

***Governmental Funds*** - Governmental funds are those through which most governmental functions typically are financed. Governmental fund reporting focuses on the sources, uses and balances of current financial resources. Expendable assets are assigned to the various governmental funds according to the purposes for which they may or must be used. Current liabilities are assigned to the fund from which they will be paid. The difference between governmental fund assets, deferred outflows of resources, liabilities and deferred inflows of resources is reported as fund balance. The following are the County's major governmental funds:

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 2 – SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES – *continued***

General Fund - The general fund is used to account for and report all financial resources not accounted for and reported in another fund. The general fund balance is available for any purpose provided it is expended or transferred according to the general laws of Ohio.

Motor Vehicle and Gas Tax Fund - This fund accounts for and reports monies received by the County for State gasoline tax and vehicle registration fees that are restricted for County road and bridge maintenance, construction and improvements.

County Board of Developmental Disabilities (County Board of DD) Fund - This fund accounts for and reports financial resources received from countywide property tax levy and federal and State grants that are restricted for use in the operation of a school and the costs of administering a workshop for the developmentally disabled.

County Home Fund - This fund accounts for and reports financial resources received from a countywide tax levy, Medicare and charges for services that are restricted to providing room, board and care of the indigent elderly population of the County.

Public Assistance Fund - This fund accounts for and reports financial resources received from Federal and State sources that are restricted for human service programs.

Other governmental funds of the County are used to account for (a) financial resources that are restricted, committed, or assigned to expenditures for capital outlays including the acquisition or construction of capital facilities and other capital assets, (b) specific revenue sources that are restricted or committed to an expenditure for specified purposes other than debt service or capital projects and (c) financial resources that are restricted, committed, or assigned to expenditure for principal and interest.

**Proprietary Funds** - Proprietary fund reporting focuses on the determination of operating income, changes in net position, financial position and cash flows. The County's only proprietary funds are enterprise funds which are used to account for any activity for which a fee is charged to external users for goods or services. The County has presented the following major enterprise funds:

Sewer - This fund accounts for sanitary sewer services provided to individual and commercial users in the majority of the unincorporated areas of Carroll County. The costs of providing these services are financed primarily through user charges. The sanitary sewer district has its own facilities and rate structure.

Atwood Lodge Properties - This fund accounts for the maintenance and monitoring operations of the Atwood Lodge and associated Golf Course.

Landfill - This fund accounts for the maintenance and monitoring functions of the sanitary landfill.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 2 – SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES – *continued***

***Fiduciary Funds*** - Fiduciary fund reporting focuses on net position and changes in net position. The fiduciary fund category is split into four classifications: pension trust funds, investment trust funds, private-purpose trust funds and agency funds. The County's only fiduciary funds are agency funds. Agency funds are custodial in nature (assets equal liabilities) and do not involve measurement of results of operations. The County's agency funds account for assets held by the County for political subdivisions in which the County acts as fiscal agent and for taxes, State-levied shared revenues and fines and forfeitures collected and distributed to other political subdivisions.

**D. Measurement Focus**

***Government-wide Financial Statements*** - The government-wide financial statements are prepared using the economic resources measurement focus. All assets, deferred outflows of resources, liabilities and deferred inflows of resources associated with the operation of the County are included on the statement of net position. The statement of activities presents increases (e.g. revenues) and decreases (e.g. expenses) in total net position.

***Fund Financial Statements*** - All governmental funds are accounted for using a flow of current financial resources measurement focus. With this measurement focus, only current assets, current liabilities and deferred inflows of resources are generally included on the balance sheet. The statement of revenues, expenditures and changes in fund balances reports on the sources (i.e., revenues and other financing sources) and uses (i.e., expenditures and other financing uses) of current financial resources. This approach differs from the manner in which the governmental activities of the government-wide financial statements are prepared. Governmental fund financial statements therefore include a reconciliation with brief explanations to better identify the relationship between the government-wide statements and the financial statements for governmental funds.

Like the government-wide statements, all proprietary funds are accounted for on a flow of economic resources measurement focus. All assets, deferred outflows of resources, liabilities and deferred inflows of resources associated with the operation of these funds are included on the statement of net position. The statement of changes in fund net position presents increases (i.e., revenues) and decreases (i.e., expenses) in total net position. The statement of cash flows provides information about how the County finances and meets the cash flow needs of its proprietary activities.

**E. Basis of Accounting**

Basis of accounting determines when transactions are recorded in the financial records and reported on the financial statements. Government-wide financial statements are prepared using the accrual basis of accounting. Governmental funds use the modified accrual basis of accounting. Proprietary and agency funds also use the accrual basis of accounting. Differences in the accrual and modified accrual basis of accounting arise in the recognition of revenue, the recording of deferred inflows and deferred outflows, and in the presentation of expenses versus expenditures.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 2 – SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES – *continued***

***Revenues - Exchange and Nonexchange Transactions*** - Revenues resulting from exchange transactions, in which each party gives and receives essentially equal value, are recorded on the full accrual basis when the exchange takes place. On a modified accrual basis, revenue is recorded in the year in which the resources are measurable and become available. Available means that the resources will be collected within the current year or are expected to be collected soon enough thereafter to be used to pay liabilities of the current year. For the County, available means expected to be received within sixty days of year end.

Nonexchange transactions, in which the County receives value without directly giving equal value in return, include sales taxes, property taxes, grants, entitlements and donations. On a full accrual basis, revenue from sales taxes is recognized in the year in which the sales are made (See Note 7). Revenue from property taxes is recognized in the year for which the taxes are levied (See Note 6). Revenue from grants, entitlements and donations is recognized in the year in which all eligibility requirements have been satisfied. Eligibility requirements include timing requirements, which specify the year when the resources are required to be used or the year when use is first permitted, matching requirements, in which the County must provide local resources to be used for a specified purpose, and expenditure requirements, in which the resources are provided to the County on a reimbursement basis. On a modified accrual basis, revenue from all other nonexchange transactions must also be available before it can be recognized.

Under the modified accrual basis, the following revenue sources are considered to be both measurable and available at year end: sales tax, interest, federal and State grants and subsidies, State-levied locally shared taxes (including motor vehicle license fees and gasoline taxes), fees and rentals.

***Deferred Outflows of Resources and Deferred Inflows of Resources*** - In addition to assets, the government-wide statement of net position will report a separate section for deferred outflows of resources. Deferred outflows of resources, represents a consumption of net position that applies to a future period and will not be recognized as an outflow of resources (expense/expenditure) until then. For the County, deferred outflows of resources are reported on the statements of net position for pensions (see Note 15).

In addition to liabilities, both the government-wide statement of net position and the governmental fund financial statements report a separate section for deferred inflows of resources. Deferred inflows of resources represent an acquisition of net position that applies to a future period and will not be recognized as an inflow of resources until that time. For the County, deferred inflows of resources include property taxes, unavailable revenue and pensions. Property taxes represent amounts for which there is an enforceable legal claim as of December 31, 2016, but which were levied to finance 2017 operations. These amounts have been recorded as a deferred inflow of resources on both the government-wide statement of net position and the governmental fund financial statements. Unavailable revenue is reported only on the governmental funds balance sheet, and represents receivables which will not be collected within the available period.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 2 – SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES – *continued***

For the County unavailable revenue includes, but is not limited to, delinquent property taxes, income taxes and intergovernmental grants. These amounts are deferred and recognized as an inflow of resources in the period the amounts become available. The deferred inflows of resources related to pension are explained in Note 15.

***Expense/Expenditures*** - On the full accrual basis of accounting, expenses are recognized at the time they are incurred.

The measurement focus of governmental fund accounting is on decreases in net financial resources (expenditures) rather than expenses. Expenditures are generally recognized in the accounting period in which the related fund liability is incurred, if measurable. Allocations of cost, such as depreciation and amortization, are not recognized in governmental funds.

**F. Budgetary Data**

The budgetary process is prescribed by provisions of the Ohio Revised Code and entails the preparation of budgetary documents within an established timetable. The major documents prepared are the Tax Budget, the certificate of estimated resources, and the appropriation resolution, all of which are prepared on the budgetary basis of accounting. The certificate of estimated resources and the appropriation resolution are subject to amendment throughout the year with the legal restriction that appropriations cannot exceed estimated resources, as certified.

All funds, other than agency funds, are required to be budgeted and appropriated. The primary level of budgetary control is at the object level within each department. Budgetary modifications may only be made by resolution of the County Commissioners.

Budgetary information for CHI (a discretely presented component unit of the County) is not reported because it is not included in the entity for which the “appropriated budget” is adopted and separate budgetary financial records are not maintained.

***Tax Budget*** - A budget of estimated cash receipts and disbursements is submitted to the County Auditor, as secretary of the County Budget Commission, by July 20 of each year, for the period January 1 to December 31 of the following year. The purpose of the Tax Budget is to reflect the need for existing (or increased) tax rates.

***Estimated Resources*** - The County Budget Commission determines if the budget substantiates a need to levy the full amount of authorized property tax rates and reviews revenue estimates. The Commission certifies its actions to the County by September 1. As part of this certification, the County receives the official certificate of estimated resources, which states the projected revenue of each fund.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 2 – SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES – *continued***

On or about January 1, the certificate of estimated resources is amended to include unencumbered fund balances at December 31. Further amendments may be made during the year if the County Auditor determines that revenue to be collected will be greater than or less than the prior estimates and the Budget Commission find the revised estimates to be reasonable. The amounts set forth in the budgetary statements represent estimates from the original and final amended certificate issued during 2016.

***Appropriations*** - A temporary appropriation resolution to control cash disbursements may be passed on or about January 1 of each year for the period January 1 to March 31. An annual Appropriation Resolution must be passed by April 1 of each year for the period January 1 to December 31. The appropriation resolution may be amended or supplemented during the year as new information becomes available. Appropriations may not exceed estimated resources. The County legally adopted several supplemental appropriations during the year. The original budget and all budgetary amendments and supplemental appropriations necessary during 2016 are included in the final budget amounts in the budget-to-actual comparisons.

***Lapsing of Appropriations*** - At the close of each year, the unencumbered balance of each appropriation reverts to the respective fund from which it was appropriated and becomes subject to future appropriations. The encumbered appropriation balance is carried forward to the succeeding year and is not reappropriated.

**G. Cash and Investments**

To improve cash management, cash received by the County is pooled. Monies for all funds, including proprietary funds, are maintained in this pool. Individual fund integrity is maintained through the County's records. Each fund's interest in the pool is presented as "equity in pooled cash and cash equivalents" on the basic financial statements.

Investments in nonparticipating interest-earning investment contracts, such as nonnegotiable certificates of deposit, are reported at amortized cost.

Under existing Ohio statutes all investment earnings are assigned to the general fund unless statutorily required to be credited to a specific fund. Interest revenue credited to the General Fund during 2016 amounted to \$61,777, which includes \$48,411 assigned from other County funds.

The County has segregated bank accounts for monies held separate from the County's central bank account. These interest bearing depository accounts are presented on the financial statements as "cash in segregated accounts" since they are not required to be deposited into the County treasury.

For presentation on the basic financial statements, investments of the cash management pool and investments with original maturities of three months or less at the time they are purchased by the County are considered to be cash equivalents. Investments with an initial maturity of more than three months are reported as investments.

An analysis of the County's investment account at year end is provided in Note 4.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 2 – SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES – *continued***

**H. Materials and Supplies Inventory**

On government-wide and fund financial statements, purchased inventories are presented at cost. Inventories are recorded on a first-in, first-out basis and are expensed when used. Inventories are accounted for using the consumption method.

On the fund financial statements, reported material and supplies inventory is equally offset by a nonspendable fund balance in the governmental funds which indicates that it does not constitute available spendable resources even though it is a component of net current assets.

Inventory consists of expendable supplies held for consumption.

**I. Capital Assets**

Governmental capital assets are those assets not specifically related to activities reported in the proprietary funds. These assets generally result from expenditures in the governmental funds. These assets are reported in the governmental activities column of the government-wide statement of Net Position, but are not reported in the fund financial statements. Capital assets utilized by the proprietary funds are reported both in the business-type activities column of the government-wide statement of Net Position and in the respective funds.

All capital assets are capitalized at cost (or estimated historical cost) and updated for additions and retirements during the year. Donated capital assets are recorded at their fair market values as of the date received. The County maintains its capitalization threshold at \$1,000. The County's infrastructure consists of roads, bridges, culverts and sanitary sewers. Improvements are capitalized; the costs of normal maintenance and repairs that do not add to the value of the asset or materially extend an asset's life are not capitalized.

All reported capital assets are depreciated except for land and construction in progress. Improvements are depreciated over the remaining useful lives of the related capital assets. Useful lives for infrastructure were estimated based on the County's historical records of necessary improvements and replacements.

Depreciation is computed using the straight-line method over the following useful lives:

<u>Description</u>	<u>Governmental Activities Estimated Lives</u>	<u>Business-Type Activities Estimated Lives</u>
Land improvements	10 - 40 years	10-40 years
Buildings and improvements	5 - 40 years	40 years
Furniture and equipment	5 - 100 years	5 - 20 years
Infrastructure	4 - 60 years	50 years
Vehicles	5 - 30 years	N/A



**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 2 – SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES – *continued***

Interest is capitalized on proprietary fund assets acquired with tax-exempt debt. The County's policy is to not capitalize net interest on construction projects until substantial completion of the project. The amount of capitalized interest equals the difference between the interest cost associated with the tax-exempt borrowing used to finance the project from the date of borrowing until completion of the project and the interest earned from temporary investment of the debt proceeds over the same period. Capitalized interest is amortized on the straight-line method over the estimated useful life of the asset.

**J. Compensated Absences**

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Compensated absences of the County consist of vacation leave and sick leave to the extent that payments to the employee for these absences are attributable to services already rendered and are not contingent on a specific event that is outside the control of the County and the employee.

In accordance with the provisions of GASB Statement No. 16, *Accounting for Compensated Absences*, a liability for vacation leave is accrued if a) the employees' rights to payment are attributable to services already rendered; and b) it is probable that the employer will compensate the employees for the benefits through paid time off or other means, such as cash payment at termination or retirement. An accrual for earned sick leave is made to the extent that it is probable that the benefits will result in termination (severance) payments. A liability for sick leave is based on the sick leave accumulated at December 31, 2016, by those employees who are currently eligible to receive termination (severance) payments, as well as those employees expected to become eligible in the future. Sick leave benefits are accrued using the "vesting" method.

The total liability for vacation and sick leave payments has been calculated using pay rates in effect at December 31, 2016, and reduced to the maximum payment allowed by labor contract and/or statute, plus applicable additional salary related payments.

County employees earn vacation at varying rates ranging from two to five weeks per year. Sick leave is accumulated at the rate of 4.6 hours per 80 hours worked. Vacation and sick leave are accumulated on an hours worked basis. Vacation pay is vested after one year and sick pay upon eligibility for retirement. Accumulated vacation cannot exceed three times the annual accumulation rate for an employee.

The entire compensated absences liability is reported on the government-wide financial statements.

On governmental fund financial statements, compensated absences are recognized as liabilities and expenditures to the extent payments come due each period upon the occurrence of employee resignations and retirements. These amounts are recorded in the accounts "compensated absences payable" in the fund from which the employees who have accumulated leave are paid. The noncurrent portion of the liability is not reported. For proprietary funds, the entire amount of compensated absences is reported as a fund liability.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 2 – SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES – *continued***

**K. Prepaid Items**

Payments made to vendors for services that will benefit periods beyond December 31, 2016, are recorded as prepayments using the consumption method by recording a current asset for the prepaid amount and reflecting the expenditure/expense in the year in which services are consumed.

On the fund financial statements, reported prepaid items are equally offset by a nonspendable fund balance in the governmental funds which indicates that it does not constitute available spendable resources even though they are a component of net current assets.

**L. Accrued Liabilities and Long-term Obligations**

All payables, accrued liabilities and long-term obligations are reported in the government-wide financial statements, and all payables, accrued liabilities and long-term obligations payable from proprietary funds are reported in the proprietary fund financial statements.

In general, governmental fund payables and accrued liabilities that, once incurred, are paid in a timely manner and in full from current financial resources, are reported as obligations of the funds. However, claims and judgments and compensated absences that will be paid from governmental funds are reported as a liability in the fund financial statements only to the extent that they are due for payment during the current year. Bonds, capital leases and loans are recognized as a liability in the fund financial statements when due.

**M. Interfund Transactions**

Transfers between governmental and business-type activities on the government-wide financial statements are reported in the same manner as general revenues.

During the normal course of operations, the County has numerous transactions between funds. Transfers represent movement of resources from a fund receiving revenue to a fund through which those resources will be expended and are recorded as other financing sources (uses) in governmental funds and as transfers in proprietary funds. Interfund transactions that would be treated as revenues and expenditures/expenses if they involved organizations external to the County are treated similarly when involving other funds of the County.

Outstanding advances between funds are reported as “interfund loans receivable/payable” and “due from/to other funds”. These amounts are eliminated in the statement of net position, except for any residual balances outstanding between the governmental activities and business-type activities, which are reported in the government-wide financial statements as “internal balances”. The County had no “internal balances” at December 31, 2016.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 2 – SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES – *continued***

**N. Fund Balance**

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Fund balance is divided into five classifications based primarily on the extent to which the County is bound to observe constraints imposed upon the use of the resources in the governmental funds. The classifications are as follows:

*Nonspendable* - The nonspendable fund balance classification includes amounts that cannot be spent because they are not in spendable form or legally required to be maintained intact. The “not in spendable form” criterion includes items that are not expected to be converted to cash.

*Restricted* - Fund balance is reported as restricted when constraints are placed on the use of resources that are either externally imposed by creditors (such as through debt covenants), grantors, contributors, or laws or regulations of other governments, or imposed by law through constitutional provisions or enabling legislation.

*Committed* - The committed fund balance classification includes amounts that can be used only for the specific purposes imposed by a formal action (resolution) of the Board of Commissioners (the highest level of decision making authority). Those committed amounts cannot be used for any other purpose unless the Board of Commissioners removes or changes the specified use by taking the same type of action (resolution) it employed to previously commit those amounts. Committed fund balance also incorporates contractual obligations to the extent that existing resources in the fund have been specifically committed for use in satisfying those contractual requirements.

*Assigned* - Amounts in the assigned fund balance classification are intended to be used by the County for specific purposes but do not meet the criteria to be classified as restricted nor committed. In governmental funds other than the general fund, assigned fund balance represents the remaining amount that is not restricted or committed. In the general fund, assigned amounts represent intended uses established by policies of the Board of Commissioners.

*Unassigned* - Unassigned fund balance is the residual classification for the general fund and includes all spendable amounts not contained in the other classifications. In other governmental funds, the unassigned classification is only used to report a deficit fund balance resulting from overspending for specific purposes for which amounts had been restricted, committed, or assigned.

The County applies restricted resources first when expenditures are incurred for purposes for which restricted and unrestricted (committed, assigned, and unassigned) fund balance is available. Similarly, within unrestricted fund balance, committed amounts are reduced first followed by assigned, and then unassigned amounts when expenditures are incurred for purposes for which amounts in any of the unrestricted fund balance classifications could be used.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 2 – SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES – *continued***

**O. Operating Revenues and Expenses**

Operating revenues are those revenues that are generated directly from the primary activities of the proprietary funds. For the County, these revenues are charges for services for the sewer operations and other revenues related to the Atwood Lodge Properties Fund and Landfill Fund. Operating expenses are necessary costs incurred to provide the goods or service that is the primary activity of the fund. All revenues and expenses not meeting this definition are reported as nonoperating.

**P. Restricted Assets**

Certain cash and cash equivalents are classified as restricted cash on the financial statements because their use is limited by debt covenants. Restricted cash balances have been reported also as restricted net position since they are not available for general operating use.

**Q. Net Position**

Net position represents the difference between assets and deferred outflows and liabilities and deferred inflows. The net position component “net investment in capital assets,” consists of capital assets, net of accumulated depreciation, reduced by the outstanding balances of any borrowing used for the acquisition, construction or improvement of those assets. Deferred outflows of resources and deferred inflows of resources that are attributable to the acquisition, construction or improvement of those assets or related debt also should be included in this component of net position. Net position is reported as restricted when there are limitations imposed on its use either through the enabling legislation or through external restrictions imposed by creditors, grantors, laws, or regulations of other governments. Net position restricted for other purposes consists primarily of programs to enhance the security of persons and property and the community environment.

The County applies restricted resources first when an expense is incurred for purposes for which both restricted and unrestricted net position is available.

**R. Estimates**

The preparation of basic financial statements in conformity with GAAP requires management to make estimates and assumptions that affect the amounts reported in the basic financial statements and accompanying notes. Actual results may differ from those estimates.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 2 – SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES – *continued***

**S. Pensions**

For purposes of measuring the net pension liability, deferred outflows of resources and deferred inflows of resources related to pensions, and pension expense, information about the fiduciary net position of the pension plans and additions to/deductions from their fiduciary net position have been determined on the same basis as they are reported by the pension systems. For this purpose, benefit payments (including refunds of employee contributions) are recognized when due and payable in accordance with the benefit terms. The pension systems report investments at fair value.

**NOTE 3 – ACCOUNTABILITY AND COMPLIANCE**

**A. Deficit Fund Balances**

Fund balances at December 31, 2016 included the following individual fund deficits:

*Nonmajor Governmental Funds:*

Help Me Grow	\$ 9,741
Community Based Corrections Program	1,764
Victims of Crime Act	11,998
Water Pollution Control Loan	890

*Enterprise Fund:*

Landfill	1,714,706
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These funds complied with State law, which does not permit a cash basis deficit at year end. The general fund is liable for any deficits in these funds and provides transfers when cash is required, not when accruals occur. The deficit fund balances resulted from adjustments for accrued liabilities. The deficit net position in the Landfill enterprise fund resulted from the reporting of a \$1,769,643 liability for estimated post closure care costs.

**NOTE 4 – DEPOSITS AND INVESTMENTS**

State statutes classify monies held by the County into two categories.

Active deposits are public deposits necessary to meet current demands on the treasury. Such monies must be maintained either as cash in the County treasury, in commercial accounts payable or withdrawable on demand, including negotiable order of withdrawal (NOW) accounts, or in money market deposit accounts.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 4 – DEPOSITS AND INVESTMENTS – *continued***

Monies held by the County which are not considered active are classified as inactive. Inactive monies may be deposited or invested in the following securities:

1. United States Treasury Notes, Bills, Bonds, or any other obligation or security issued by the United States Treasury or any other obligation guaranteed as to principal and interest by the United States;
2. Bonds, notes, debentures, or any other obligations or securities issued by any federal government agency or instrumentality, including, but not limited to, the Federal National Mortgage Association, Federal Home Loan Bank, Federal Farm Credit Bank, Federal Home Loan Mortgage Corporation, Government National Mortgage Association, and Student Loan Marketing Association. All federal agency securities shall be direct issuances of federal government agencies or instrumentalities;
3. Written repurchase agreements in the securities listed above provided that the market value of the securities subject to the repurchase agreement must exceed the principal value of the agreement by at least two percent and be marked to market daily and that the term of the agreement must not exceed thirty days;
4. Bonds and other obligations of the State of Ohio;
5. No-load money market mutual funds consisting exclusively of obligations described in (1) or (2) above and repurchase agreements secured by such obligations, provided that investments in securities described in this division are made only through eligible institutions;
6. The State Treasurer's investment pool State Treasury Asset Reserve of Ohio (STAR Ohio);
7. Certain banker's acceptance and commercial paper notes for a period not to exceed one hundred eighty days from the purchase date in an amount not to exceed twenty-five percent of the interim monies available for investment at any one time; and,
8. Under limited circumstances, corporate debt interests rated in either of the two highest classifications by at least two nationally recognized rating agencies.

Protection of the County's deposits is provided by the Federal Deposit Insurance Corporation (FDIC), by eligible securities pledged by the financial institution as security for repayment, by surety company bonds deposited with the Treasurer by the financial institution or by a single collateral pool established by the financial institution to secure the repayment of all public monies deposited with the institution.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 4 – DEPOSITS AND INVESTMENTS – *continued***

Investments in stripped principal or interest obligations, reverse repurchase agreements and derivatives are prohibited. The issuance of taxable notes for the purpose of arbitrage, the use of leverage and short selling are also prohibited. An investment must mature within five years from the date of purchase unless matched to a specific obligation or debt of the County, and must be purchased with the expectation that it will be held to maturity. Investments may only be made through specified dealers and institutions. Payment for investments may be made only upon delivery of the securities representing the investments to the Treasurer or, if the securities are not represented by a certificate, upon receipt of confirmation of transfer from the custodian.

**A. Cash in Segregated Accounts**

At year-end, the County had \$830,912 cash and cash equivalents deposited separate from the County's internal investment pool. This amount is included in the amount of "Deposits with Financial Institutions" below.

**B. Deposits with Financial Institutions**

At December 31, 2016, the carrying amount of all County deposits was \$26,286,009. Based on the criteria described in GASB Statement No. 40, *Deposits and Investment Risk Disclosures*, as of December 31, 2016, \$24,972,182 of the County's bank balance of \$26,891,218 was exposed to custodial risk as discussed below, while \$1,919,036 was covered by the FDIC.

Custodial credit risk is the risk that, in the event of bank failure, the County will not be able to recover deposits or collateral securities that are in the possession of an outside party. As permitted by Ohio Revised Code, the County's deposits are collateralized by a pool of eligible securities deposited with Federal Reserve Banks, or at member banks of the Federal Reserve System in the name of the depository bank and pledged as a pool of collateral against all public deposits held by the depository. The County has no deposit policy for custodial credit risk beyond the requirements of State statute. Although the securities were held by the pledging institutions' trust department and all the statutory requirements for the deposit of money had been followed, noncompliance with federal requirements could potentially subject the County to a successful claim by the FDIC.

**C. Investments**

At December 31, 2016, the County had no investments.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 4 – DEPOSITS AND INVESTMENTS – *continued***

**D. Reconciliation of Deposits to the Statement of Net Position**

The following is a reconciliation of deposits and investments as reported in the note above to cash and investments as reported on the statement of net position as of December 31, 2016:

<u>Deposits per note</u>	
Carrying amount of deposits	<u>\$ 26,286,009</u>
 <u>Cash and cash equivalents per statement of net position</u>	
Governmental Activities	\$ 18,371,790
Business-Type Activities	2,288,532
Agency Funds	<u>5,625,687</u>
	<u>\$ 26,286,009</u>

**NOTE 5 – INTERFUND TRANSACTIONS**

**A. Interfund Transfers**

Interfund transfers for the year ended December 31, 2016, consisted of the following, as reported on the fund financial statements:

	Transfers In	Transfers Out
General Fund	\$ -	\$ 411,502
Public Assistance Fund	62,502	-
Nonmajor Governmental Funds	324,000	-
Landfill Fund	25,000	-
	<u>\$ 411,502</u>	<u>\$ 411,502</u>

Transfers are used to (1) move revenues from the fund that statute or budget required to collect them to the fund that statute or budget requires to expend them, (2) move receipts restricted to debt service from the funds collecting the receipts to the debt service fund as debt service payments become due, and (3) use unrestricted revenues collected in the general fund to finance various programs accounted for in other funds in accordance with budgetary authorizations. These transfers were made in accordance with Ohio Revised Code Sections 5705.14, 5705.15 and 5705.16.

Transfers between governmental funds are eliminated for reporting on the statement of activities.



**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 5 – INTERFUND TRANSACTIONS – *continued***

**B. Interfund Loans**

Interfund loans consisted of the following at December 31, 2016, as reported on the fund financial statements:

<u>Receivable Fund</u>	<u>Payable Fund</u>	<u>Amount</u>
General Fund	Nonmajor Governmental Funds	\$ 27,579

The interfund loan balances result from resources provided by the receivable fund to the payable fund to provide cash flow resources until anticipated revenues are received. Interfund loans payable/receivable between governmental funds are eliminated on the government-wide financial statements.

**C. Due From/To Other Funds**

Due from/to other funds consisted of the following at December 31, 2016, as reported on the fund financial statements:

<u>Receivable Fund</u>	<u>Payable Fund</u>	<u>Amount</u>
Public Assistance Fund	Nonmajor Governmental Funds	<u>\$ 36,553</u>
Nonmajor Governmental Funds	General Fund	\$ 663
	County Board of DD Fund	7,610
	Public Assistance Fund	<u>3,793</u>
		<u>\$ 12,066</u>

Amounts due from/to other funds represent amounts owed between funds for goods or services provided. The balances resulted from the time lag between the dates that payments between the funds are made. Interfund balances between governmental funds are eliminated on the government-wide financial statements.

**NOTE 6 – PROPERTY TAXES**

Property taxes include amounts levied against all real and public utility property located in the County. Taxes collected from real property taxes (other than public utility) in one calendar year are levied in the preceding calendar year on the assessed value as of January 1 of that preceding year, the lien date. Assessed values are established by the County Auditor at 35 percent of appraised market value. All property is required to be revaluated every six years. Real property taxes are payable annually or semi-annually. If paid annually, payment is due December 31; if paid semi-annually, the first payment is due December 31, with the remainder payable by June 20. Under certain circumstances, State statute permits later payment dates to be established.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 6 – PROPERTY TAXES – *continued***

Public utility real and tangible personal property taxes collected in one calendar year are levied in the preceding calendar year on assessed values determined as of December 31 of the second year preceding the tax collection year, the lien date. Public utility tangible personal property is assessed at varying percentages of true value; public utility real property is assessed at 35 percent of true value. 2016 public utility property taxes became a lien December 31, 2015, are levied after October 1, 2016, and are collected in 2017 with real property taxes. Public utility property taxes are payable on the same dates as real property taxes described previously.

The County Treasurer collects property taxes on behalf of all taxing districts in the County. The County Auditor periodically remits to the County its portion of the taxes collected. Property taxes receivable represents real property taxes, public utility taxes, delinquent tangible personal property taxes and other outstanding delinquencies which are measurable as of December 31, 2016 and for which there is an enforceable legal claim. In the governmental funds, the current portion receivable has been offset by a deferred inflow of resources since the current taxes were not levied to finance 2016 operations and the collection of delinquent taxes has been offset by a deferred inflow of resources since the collection of the taxes during the available period is not subject to reasonable estimation. On a full accrual basis, collectible delinquent property taxes have been recorded as a receivable and revenue while on a modified accrual basis the revenue is considered a deferred inflow of resources.

The full tax rate for all County operations for the year ended December 31, 2016 was \$11.50 per \$1,000 of assessed value. The assessed values of real and tangible personal property upon which 2016 property tax receipts were based are as follows:

Real Property:	
Residential/Agricultural	\$ 521,947,810
Commercial/Industrial/Mineral	273,292,520
Public Utility Personal Property	<u>139,430,800</u>
	<u>\$ 934,671,130</u>

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 7 – PERMISSIVE SALES AND USE TAX**

In 1985, the County Commissioners by resolution imposed a one percent tax on all retail sales, except sales of motor vehicles, made in the County, and on the storage, use, or consumption in the County of tangible personal property, including automobiles, not subject to the sales tax. Vendor collections of the tax are paid to the State Treasurer by the twenty-third day of the month following collection. The State Tax Commissioner certifies to the Office of Budget and Management the amount of the tax to be returned to the County. The Tax Commissioner's certification must be made within forty-five days after the end of the month of collection. In 2006, this tax was approved as a permanent tax by the voters of the County.

Proceeds of the sales and use tax are credited to the general fund. A receivable is recognized on the fund statements at year end for amounts that will be received from sales which occurred during 2016 and amounts that are measurable and available at year end are accrued as revenue. Sales and use tax revenue for 2016 amounted to \$2,785,746 in the General Fund.

**NOTE 8 - RECEIVABLES**

Receivables at December 31, 2016, consisted of accounts (billings for user charged services, including unbilled utility services); sales taxes; accrued interest; amounts due from other governments including grants, entitlements, shared revenues, and property taxes. All receivables are considered collectible in full and within one year, except for property taxes which, although ultimately collectible, include some portion of delinquencies that will not be collected within one year, and loans which are repaid over several years.

Receivables recorded on the County's financial statements are recorded to the extent the amounts are determined material and substantiated, not only by supporting documentation, but also by a reasonable systematic method of determining their existence, completeness, valuation and collectability. Using these criteria, the County has elected to not record child support arrearages in the agency funds. These amounts, while potentially significant, are not considered measurable and, because collections are often significantly in arrears, the County is unable to determine a reasonable value.

As of December 31, 2016, the County has \$825,300 outstanding in Community Housing Impact & Preservation (CHIP) mortgage loans. However, these loans receivable are fully reserved. Funds received under this program are loaned to eligible recipients to fund home repairs and are forgiven if the homeowner remains in the home for a specified number of years. Under certain conditions, such as a transfer of ownership, sale or death, the mortgage loan may become due.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

**NOTE 9 – CAPITAL ASSETS**

Governmental activities capital asset activity for the year ended December 31, 2016 follows:

	Beginning <u>Balance</u>	<u>Additions</u>	<u>Disposals</u>	Ending <u>Balance</u>
<b><u>Governmental Activities</u></b>				
<i>Capital assets not being depreciated</i>				
Land	\$ 1,281,910	\$ -	\$ -	\$ 1,281,910
<i>Capital assets being depreciated</i>				
Land improvements	268,773	-	-	268,773
Building and improvements	15,647,652	215,939	-	15,863,591
Furniture and equipment	5,901,326	180,213	(153,135)	5,928,404
Vehicles	5,383,754	506,449	(269,702)	5,620,501
Infrastructure	<u>51,225,749</u>	<u>123,436</u>	<u>-</u>	<u>51,349,185</u>
Total capital assets being depreciated	<u>78,427,254</u>	<u>1,026,037</u>	<u>(422,837)</u>	<u>79,030,454</u>
<i>Less: Accumulated depreciation:</i>				
Land improvements	(220,604)	(2,792)	-	(223,396)
Building and improvements	(12,170,065)	(207,020)	-	(12,377,085)
Furniture and equipment	(4,151,067)	(312,106)	150,973	(4,312,200)
Vehicles	(3,661,595)	(290,493)	262,867	(3,689,221)
Infrastructure	<u>(26,957,906)</u>	<u>(1,105,105)</u>	<u>-</u>	<u>(28,063,011)</u>
Total accumulated depreciations	<u>(47,161,237)</u>	<u>(1,917,516)</u>	<u>413,840</u>	<u>(48,664,913)</u>
Total capital assets being depreciated, net	<u>31,266,017</u>	<u>(891,479)</u>	<u>(8,997)</u>	<u>30,365,541</u>
Net governmental activities capital assets	<u>\$ 32,547,927</u>	<u>\$ (891,479)</u>	<u>\$ (8,997)</u>	<u>\$ 31,647,451</u>

Depreciation expense was charged to governmental functions as follows:

Legislative and executive	\$ 168,964
Judicial	28,578
Public safety	111,586
Public works	1,291,522
Health	187,672
Human Services	39,996
Economic development and assistance	1,422
Other	<u>87,776</u>
Total depreciation expense	<u>\$ 1,917,516</u>

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

**NOTE 9 – CAPITAL ASSETS – continued**

Business-type activities capital asset activity for the year ended December 31, 2016 follows:

	Beginning <u>Balance</u>	<u>Additions</u>	<u>Disposals<sup>(1)</sup></u>	Ending <u>Balance</u>
<b><u>Business-Type Activities</u></b>				
<i>Capital assets not being depreciated</i>				
Land	\$ 1,532,300	\$ -	\$ (1,524,800)	\$ 7,500
<i>Capital assets being depreciated</i>				
Land improvements	262,371	-	(262,371)	-
Building and improvements	10,965,200	-	(10,496,121)	469,079
Machinery and equipment	2,561,709	81,115	(1,748,810)	894,014
Sewer lines	10,072,978	-	(75,270)	9,997,708
Total capital assets being depreciated	<u>23,862,258</u>	<u>81,115</u>	<u>(12,582,572)</u>	<u>11,360,801</u>
<i>Less: Accumulated depreciation:</i>				
Land improvements	(72,215)	(13,119)	85,334	-
Building and improvements	(2,233,532)	(273,728)	2,095,143	(412,117)
Machinery and equipment	(1,856,914)	(179,493)	1,201,379	(835,028)
Sewer lines	(4,948,282)	(275,224)	75,270	(5,148,236)
Total accumulated depreciations	<u>(9,110,943)</u>	<u>(741,564)</u>	<u>3,457,126</u>	<u>(6,395,381)</u>
Total capital assets being depreciated, net	<u>14,751,315</u>	<u>(660,449)</u>	<u>(9,125,446)</u>	<u>4,965,420</u>
Net business-type activities capital assets	<u>\$ 16,283,615</u>	<u>\$ (660,449)</u>	<u>\$ (10,650,246)</u>	<u>\$ 4,972,920</u>

(1) – The County discontinued operations of the Atwood Lodge and re-characterized the related capital assets as “assets held for resale” on the basic financial statements. See Note 10 for additional information.

Depreciation expense was charged to enterprise funds as follows:

Sewer	\$ 307,501
Atwood Lodge Properties	<u>434,063</u>
	<u>\$ 741,564</u>

**NOTE 10 – IMPAIRMENT LOSS**

The County closed the Atwood Lake Resort on May 28, 2016. The carrying value at this point was \$10,650,246. The Resort was donated to the County by the Muskingum Watershed Conservancy District in 2012 at a fair value of \$13,366,440. The County held an auction on August 11, 2016 and entered into an auction purchase agreement to sell the property for \$1.1 million. However, the sale wasn't finalized and completed until January 2017. In accordance with GASB Statement No. 42, *Accounting and Financial Reporting for Impairment of Capital Assets and for Insurance Recoveries*, the Atwood Lodge assets were considered impaired as of December 31, 2016 and were reclassified as “assets held for resale” at the lower of carrying value or fair value, or \$1.1 million, and an impairment loss of \$9,550,246 was recognized as a special item in the Atwood Lodge Properties Fund. The net proceeds from the sale, along with other funding sources, will be used to finance the planned Northern Corridor water and wastewater project.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 11 – CAPITAL LEASES - LESSEE DISCLOSURE**

The County has entered into capitalized leases obligations for the acquisition of equipment and vehicles. These leases meet the criteria of a capital lease, which defines a capital lease as one which transfers benefits and risks of ownership to the lessee. Capital lease payments have been reclassified and are reflected as debt service expenditures in the basic financial statements for the governmental funds. These expenditures are reported as function expenditures on the budgetary statements.

Governmental activities capital assets consisting of equipment have been capitalized in the amount of \$604,356. This amount represents the present value of the minimum lease payments at the time of acquisition. A corresponding liability is recorded in the government-wide financial statements.

The following is a schedule of the future long-term minimum lease payments required under the capital leases and the present value of the minimum lease payments as of December 31, 2016:

<u>Year Ending</u> <u>December 31,</u>	<u>Amount</u>
2017	\$ 61,962
2018	48,292
2019	44,841
2020	<u>238</u>
Total minimum lease payments	155,333
Less: amount representing interest	<u>(6,616)</u>
Present value of minimum lease payments	<u>\$ 148,717</u>

**NOTE 12 – COMPENSATED ABSENCES**

Vacation and sick leave accumulated by governmental fund type employees has been recorded in the statement of net position. Vacation and sick leave earned by proprietary funds type employees is expensed when earned.

Upon termination of County service, fully vested employees are entitled to a percentage of their accumulated sick leave based on their years of service not to exceed 30 days and all accumulated vacation. At December 31, 2016, benefits for vacation leave for governmental fund type employees totaled \$792,159 and benefits for sick leave totaled \$407,145. For proprietary fund types, benefits for vacation leave totaled \$13,099 and benefits for sick leave totaled \$27,874.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

**NOTE 13 – LONG-TERM OBLIGATIONS**

The following activity occurred in the County's governmental long-term obligations during 2016:

	<u>Issue Date</u>	<u>Maturity Date</u>	<u>Beginning Balance</u>	<u>Additions</u>	<u>Reductions</u>	<u>Ending Balance</u>	<u>Due Within One Year</u>
<b>Governmental Activities:</b>							
General Obligation Bonds:							
County Building 4.25%	10/15/09	10/1/39	\$ 354,300	\$ -	\$ (8,700)	\$ 345,600	\$ 9,200
Loans:							
OWDA Loan No. 5250	7/30/09	N/A	68,176	-	-	68,176	-
Other Long-Term Obligations:							
Capital Leases			245,193	-	(96,476)	148,717	58,242
Compensated Absences			1,053,490	\$ 271,970	(126,156)	1,199,304	89,952
Net Pension Liabilities:							
OPERS			9,617,233	4,665,627	-	14,282,860	-
STRS			917,225	80,113	-	997,338	-
Total Governmental Activities			<u>\$ 12,255,617</u>	<u>\$ 5,017,710</u>	<u>\$ (231,332)</u>	<u>\$ 17,041,995</u>	<u>\$ 157,394</u>

**General Obligation Bonds:** The general obligation bonds are supported by the full faith and credit of the County. The bonds were issued to provide resources for building renovations and improvements including energy conservation measures. These bonds are being retired through rental charges and other County operating sources. The County Building bond is being retired from the general fund.

**OWDA Loans Payable:** The County has entered into debt financing arrangements through the Ohio Water Development Authority (OWDA) to fund construction of upgrading personal septic systems throughout the County. The amounts due to the OWDA are payable solely from the general permanent improvement fund (a nonmajor governmental fund). The loan agreement functions similar to a line-of-credit agreement. At December 31, 2016, the County has outstanding borrowings of \$68,176. The loan was not closed out as of December 31, 2016 and future debt service principal and interest requirements for the loan are not available.

**Capital Leases:** Capital lease obligations represent leases entered into for the acquisition of equipment and vehicles. The capital lease obligations will be paid from the fund that maintains custody of the related asset. See Note 11 for further detail.

**Compensated Absences:** Sick leave and vacation benefits are presented net of actual increases and decreases because of the practicality of determining these values. The benefits will be paid from the fund from which the person is paid, which, for the County, is primarily the general fund, the public assistance fund, the motor vehicle and gas tax fund, the County Board of DD fund and the bureau support administration fund (a nonmajor governmental fund).

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

**NOTE 13 – LONG-TERM OBLIGATIONS – continued**

Future Debt Service Requirements: The following is a summary of the County's future annual debt service principal and interest requirements for governmental long-term obligations:

General Obligation Bonds		
Year Ended	Principal	Interest
December 31,		
2017	\$ 9,200	\$ 14,688
2018	9,500	14,297
2019	10,000	13,893
2020	10,300	13,468
2021	10,900	13,031
2022-2026	61,300	57,846
2027-2031	75,500	43,660
2032-2036	93,100	26,185
2037-2039	65,800	5,674
Total	\$ 345,600	\$ 202,742

The following activity occurred in the County's business-type long-term obligations during 2016:

	Issue Date	Maturity Date	Beginning Balance	Additions	Reductions	Ending Balance	Due Within One Year
<b>Business-Type Activities:</b>							
Revenue Bonds:							
Brown Township/Malvern							
Sewerline Improvements - 5.00%	2/7/79	2/7/19	\$ 71,600	\$ -	\$ (22,900)	\$ 48,700	\$ 23,900
Brown Township/Malvern							
Sewerline Improvements - 4.50%	10/1/01	10/1/41	2,469,300	-	(51,900)	2,417,400	54,200
USDA, Rural Development - 4.25%	12/1/03	12/1/43	169,800	-	(3,300)	166,500	3,400
			2,710,700	-	(78,100)	2,632,600	81,500
Other Long-Term Obligations:							
Compensated Absences			26,333	24,253	(9,613)	40,973	13,099
Landfill post-closure payable			1,655,430	195,833	(81,620)	1,769,643	61,022
Net Pension Liabilities:							
OPERS			239,096	112,779	-	351,875	-
			\$ 4,631,559	\$ 332,865	\$ (169,333)	\$ 4,795,091	\$ 155,621

Revenue Bonds

The 1979, 2001 and 2003 revenue bonds were issued to provide resources for improvements to the Brown Township/Malvern sewerlines. Annual principal and interest payments on the bonds are expected to require 100 percent of net revenues. The total principal remaining to be paid on revenue bonds is \$2,632,600. Principal and interest paid for the current year and total customer net revenues was \$200,015 and \$271,306, respectively. These bonds will be retired through revenues derived from sewer operations in the sewer fund.

Estimated Landfill Closure and Post Closure Costs - See Note 19 to the financial statements for detail.



**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 13 – LONG-TERM OBLIGATIONS – *continued***

Future Debt Service Requirements: The following is a summary of the County's future annual debt service principal and interest requirements for business-type long-term obligations:

Revenue Bonds		
Year Ended December 31,	Principal	Interest
2017	\$ 81,500	\$ 118,294
2018	85,100	114,516
2019	63,000	110,571
2020	65,600	107,746
2021	68,800	104,803
2022-2026	392,700	474,904
2027-2031	488,900	378,582
2032-2036	609,000	258,628
2037-2041	758,300	109,224
2042-2043	19,700	1,266
Total	\$ 2,632,600	\$ 1,778,534

The Ohio Revised Code provides that the net general obligation debt of the County, exclusive of certain exempt debt, issued without a vote of the electors shall never exceed one percent of the total assessed valuation of the County.

The Code further provides that the total voted and unvoted net debt of the County, less the same exempt debt, shall never exceed a sum equal to three percent of the first \$100,000,000 of the assessed valuation, plus one and one-half percent of such valuation in excess of \$100,000,000 and not in excess of \$300,000,000, plus two and one-half percent of such valuation in excess of \$300,000,000. The assessed valuation used in determining the County's legal debt margin has been modified by House Bill 530 which became effective March 30, 2006. In accordance with House Bill 530, the assessed valuation used in calculating the County's legal debt margin calculation excludes tangible personal property used in business, telephone or telegraph property, interexchange telecommunications company property, and personal property owned or leased by a railroad company and used in railroad operations. The statutory limitations on debt are measured by a direct ratio of net debt to tax valuation and expressed in terms of a percentage. Based on this calculation, at December 31, 2016, the County's voted legal debt margin was \$21,521,178 and the unvoted legal debt margin was \$9,001,111.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 14 – RISK MANAGEMENT**

**A. General Insurance**

The County is exposed to various risks of loss related to torts, theft, damage to or destruction of assets, errors and omissions, employee injuries, and natural disasters.

The County is a member of County Risk Sharing Authority, Inc. (CORSA) which is a shared risk pool of sixty-five counties in Ohio. CORSA was formed as an Ohio nonprofit corporation for the purpose of establishing the CORSA Insurance/Self-Insurance Program, a group primary and excess insurance/self-insurance and risk management program. Member counties agree to jointly participate in coverage of losses and pay all contributions necessary for the specified insurance coverages provided by CORSA. These coverages include comprehensive general liability, automobile liability, certain property insurance and public officials' errors and omissions liability insurance.

Each member county has one vote on all matters requiring a vote, to be cast by a designated representative. The affairs of the CORSA are managed by an elected Board of not more than nine trustees. Only County Commissioners of member counties are eligible to serve on the Board. No county may have more than one representative on the Board at any one time. Each member county's control over the budgeting and financing of CORSA is limited to its voting authority and any representation it may have on the Board of Trustees.

The County pays the State Workers' Compensation System a premium based on a rate per \$100 of employee compensation. The rate is calculated based on accident history and administrative costs.

There were no significant reductions in insurance coverage from the prior year in any category of risk. Settled claims have not exceeded this insurance coverage in any of the past three years.

**B. Health Care Insurance**

The County has elected to provide health care insurance to employees through a fully-insured program. The County purchases commercial health care insurance from the County Employee Benefits Consortium of Ohio (CEBCO). The entire risk of loss transfers to the commercial insurance carrier. During 2016, the County offered a fully funded plan. The County's portion of the monthly premium under the health plan is \$437.86 for single, \$1,313.58 for family, \$964.58 for employee and spouse and \$786.84 for employee and children coverage.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 15 – DEFINED BENEFIT PENSION PLANS**

***Net Pension Liability***

The net pension liability reported on the statement of net position represents a liability or asset to employees for pensions. Pensions are a component of exchange transactions—between an employer and its employees—of salaries and benefits for employee services. Pensions are provided to an employee—on a deferred-payment basis—as part of the total compensation package offered by an employer for employee services each financial period. The obligation to sacrifice resources for pensions is a present obligation because it was created as a result of employment exchanges that already have occurred.

The net pension liability represents the County's proportionate share of each pension plan's collective actuarial present value of projected benefit payments attributable to past periods of service, net of each pension plan's fiduciary net position. The net pension liability/asset calculation is dependent on critical long-term variables, including estimated average life expectancies, earnings on investments, cost of living adjustments and others. While these estimates use the best information available, unknowable future events require adjusting this estimate annually.

The Ohio Revised Code limits the County's obligation for this liability to annually required payments. The County cannot control benefit terms or the manner in which pensions are financed; however, the County does receive the benefit of employees' services in exchange for compensation including pension.

GASB Statement No. 68 assumes any net pension liability is solely the obligation of the employer, because (1) they benefit from employee services; and (2) State statute requires all funding to come from these employers. All contributions to date have come solely from these employers (which also includes costs paid in the form of withholdings from employees). State statute requires the pension plans to amortize unfunded liabilities within 30 years. If the amortization period exceeds 30 years, each pension plan's board must propose corrective action to the State legislature. Any resulting legislative change to benefits or funding could significantly affect the net pension liability. Resulting adjustments to the net pension liability would be effective when the changes are legally enforceable.

The proportionate share of each plan's unfunded benefits or overfunded benefits is presented as a long-term *net pension liability* on the accrual basis of accounting. Any liability for the contractually-required pension contribution outstanding at the end of the year is included in *due to other governments* on both the accrual and modified accrual bases of accounting.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 15 – DEFINED BENEFIT PENSION PLANS – *continued***

***Plan Description – Ohio Public Employees Retirement System (OPERS)***

County employees participate in the Ohio Public Employees Retirement System (OPERS). OPERS administers three separate pension plans. The Traditional Pension Plan is a cost-sharing, multiple-employer defined benefit pension plan. The Member-Directed Plan is a defined contribution plan and the Combined Plan is a cost-sharing, multiple-employer defined benefit pension plan with defined contribution features. While members (e.g. County employees) may elect the Member-Directed Plan and the Combined Plan, substantially all employee members are in OPERS' Traditional Plan.

OPERS provides retirement, disability, survivor and death benefits, and annual cost of living adjustments to members of the Traditional Pension Plan. Authority to establish and amend benefits is provided by Chapter 145 of the Ohio Revised Code. OPERS issues a stand-alone financial report that includes financial statements, required supplementary information and detailed information about OPERS' fiduciary net position that may be obtained by visiting <https://www.opers.org/financial/reports.shtml>, by writing to the Ohio Public Employees Retirement System, 277 East Town Street, Columbus, Ohio 43215-4642, or by calling 800-222-7377.

Senate Bill (SB) 343 was enacted into law with an effective date of January 7, 2013. In the legislation, members were categorized into three groups with varying provisions of the law applicable to each group. The following table provides age and service requirements for retirement and the retirement formula applied to final average salary (FAS) for the three member groups under the Traditional Pension Plan as per the reduced benefits adopted by SB 343 (see OPERS CAFR referenced above for additional information):

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 15 – DEFINED BENEFIT PENSION PLANS – *continued***

<b>Group A</b> Eligible to retire prior to January 7, 2013 or five years after January 7, 2013	<b>Group B</b> 20 years of service credit prior to January 7, 2013 or eligible to retire ten years after January 7, 2013	<b>Group C</b> Members not in other Groups and members hired on or after January 7, 2013
<b>State and Local</b>	<b>State and Local</b>	<b>State and Local</b>
<b>Age and Service Requirements:</b> Age 60 with 60 months of service credit or Age 55 with 25 years of service credit	<b>Age and Service Requirements:</b> Age 60 with 60 months of service credit or Age 55 with 25 years of service credit	<b>Age and Service Requirements:</b> Age 57 with 25 years of service credit or Age 62 with 5 years of service credit
<b>Formula:</b> 2.2% of FAS multiplied by years of service for the first 30 years and 2.5% for service years in excess of 30	<b>Formula:</b> 2.2% of FAS multiplied by years of service for the first 30 years and 2.5% for service years in excess of 30	<b>Formula:</b> 2.2% of FAS multiplied by years of service for the first 35 years and 2.5% for service years in excess of 35
<b>Public Safety</b>	<b>Public Safety</b>	<b>Public Safety</b>
<b>Age and Service Requirements:</b> Age 48 with 25 years of service credit or Age 52 with 15 years of service credit	<b>Age and Service Requirements:</b> Age 48 with 25 years of service credit or Age 52 with 15 years of service credit	<b>Age and Service Requirements:</b> Age 52 with 25 years of service credit or Age 56 with 15 years of service credit
<b>Law Enforcement</b>	<b>Law Enforcement</b>	<b>Law Enforcement</b>
<b>Age and Service Requirements:</b> Age 52 with 15 years of service credit	<b>Age and Service Requirements:</b> Age 48 with 25 years of service credit or Age 52 with 15 years of service credit	<b>Age and Service Requirements:</b> Age 48 with 25 years of service credit or Age 56 with 15 years of service credit
<b>Public Safety and Law Enforcement</b>	<b>Public Safety and Law Enforcement</b>	<b>Public Safety and Law Enforcement</b>
<b>Formula:</b> 2.5% of FAS multiplied by years of service for the first 25 years and 2.1% for service years in excess of 25	<b>Formula:</b> 2.5% of FAS multiplied by years of service for the first 25 years and 2.1% for service years in excess of 25	<b>Formula:</b> 2.5% of FAS multiplied by years of service for the first 25 years and 2.1% for service years in excess of 25

Final average Salary (FAS) represents the average of the three highest years of earnings over a member's career for Groups A and B. Group C is based on the average of the five highest years of earnings over a member's career.

Members who retire before meeting the age and years of service credit requirement for unreduced benefits receive a percentage reduction in the benefit amount.

When a benefit recipient has received benefits for 12 months, an annual cost of living adjustment (COLA) is provided. This COLA is calculated on the base retirement benefit at the date of retirement and is not compounded. For those retiring prior to January 7, 2013, the COLA will continue to be a 3 percent simple annual COLA. For those retiring subsequent to January 7, 2013, beginning in calendar year 2019, the COLA will be based on the average percentage increase in the Consumer Price Index, capped at 3 percent.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

**NOTE 15 – DEFINED BENEFIT PENSION PLANS – *continued***

**Funding Policy**—The Ohio Revised Code (ORC) provides statutory authority for member and employer contributions as follows:

	<u>State and Local</u>	<u>Public Safety</u>	<u>Law Enforcement</u>
<b>2016 Statutory Maximum Contribution Rates</b>			
Employer	14.0 %	18.1 %	18.1 %
Employee	10.0 %	12.0 %	12.0 %
<b>2016 Actual Contribution Rates</b>			
Employer:			
Pension	12.0 %	14.1 %	14.1 %
Post-employment Health Care Benefits	2.0 %	4.0 %	4.0 %
Total Employer	<u>14.0 %</u>	<u>18.1 %</u>	<u>18.1 %</u>
Employee	<u>10.0 %</u>	<u>11.5 %</u>	<u>12.1 %</u>

Employer contribution rates are actuarially determined and are expressed as a percentage of covered payroll. The County's contractually required contribution for the Traditional Pension Plan was \$1,347,831 for 2016. Of this amount, \$34,669 is reported as due to other governments.

**Plan Description – State Teachers Retirement System (STRS)**

County licensed teachers participate in STRS Ohio, a cost-sharing multiple-employer public employee retirement system administered by STRS. STRS provides retirement and disability benefits to members and death and survivor benefits to beneficiaries. STRS issues a stand-alone financial report that includes financial statements, required supplementary information and detailed information about STRS' fiduciary net position. That report can be obtained by writing to STRS, 275 E. Broad St., Columbus, OH 43215-3771, by calling (888) 227-7877, or by visiting the STRS Web site at [www.strsoh.org](http://www.strsoh.org).

New members have a choice of three retirement plans; a Defined Benefit (DB) Plan, a Defined Contribution (DC) Plan and a Combined Plan. Benefits are established by Ohio Revised Code Chapter 3307. The DB Plan offers an annual retirement allowance based on final average salary multiplied by a percentage that varies based on years of service. Effective August 1, 2015, the calculation will be 2.2 percent of final average salary for the five highest years of earnings multiplied by all years of service. With certain exceptions, the basic benefit is increased each year by two percent of the original base benefit. For members retiring August 1, 2013, or later, the first two percent is paid on the fifth anniversary of the retirement benefit. Members are eligible to retire at age 60 with five years of qualifying service credit, or age 55 with 25 years of service, or 30 years of service regardless of age. Age and service requirements for retirement will increase effective August 1, 2015, and will continue to increase periodically until they reach age 60 with 35 years of service or age 65 with five years of service on August 1, 2026.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 15 – DEFINED BENEFIT PENSION PLANS – *continued***

The DC Plan allows members to place all their member contributions and 9.5 percent of the 14 percent employer contributions into an investment account. Investment allocation decisions are determined by the member. The remaining 4.5 percent of the 14 percent employer rate is allocated to the defined benefit unfunded liability. A member is eligible to receive a retirement benefit at age 50 and termination of employment. The member may elect to receive a lifetime monthly annuity or a lump sum withdrawal.

The Combined Plan offers features of both the DB Plan and the DC Plan. In the Combined Plan, member contributions are allocated among investment choices by the member, and employer contributions are used to fund the defined benefit payment at a reduced level from the regular DB Plan. The defined benefit portion of the Combined Plan payment is payable to a member on or after age 60 with five years of services. The defined contribution portion of the account may be taken as a lump sum payment or converted to a lifetime monthly annuity at age 50.

New members who choose the DC Plan or Combined Plan will have another opportunity to reselect a permanent plan during their fifth year of membership. Members may remain in the same plan or transfer to another STRS plan. The optional annuitization of a member's defined contribution account or the defined contribution portion of a member's Combined Plan account to a lifetime benefit results in STRS bearing the risk of investment gain or loss on the account. STRS has therefore included all three plan options as one defined benefit plan for GASB 68 reporting purposes.

A DB or Combined Plan member with five or more years of credited service who is determined to be disabled may qualify for a disability benefit. Eligible survivors of members who die before service retirement may qualify for monthly benefits. New members on or after July 1, 2013, must have at least ten years of qualifying service credit that apply for disability benefits. Members in the DC Plan who become disabled are entitled only to their account balance. If a member of the DC Plan dies before retirement benefits begin, the member's designated beneficiary is entitled to receive the member's account balance.

**Funding Policy** – Employer and member contribution rates are established by the State Teachers Retirement Board and limited by Chapter 3307 of the Ohio Revised Code. The statutory maximum employee contribution rate was increased one percent July 1, 2014, and was increased one percent each year until it reaches 14 percent on July 1, 2016. For January 1, 2016 through June 30, 2016, plan members were required to contribute 13 percent of their annual covered salary. For July 1, 2016 through December 31, 2016, plan members were required to contribute 14 percent of their annual covered salary. The County was required to contribute 14 percent; the entire 14 percent was the portion used to fund pension obligations. The 2016 contribution rates were equal to the statutory maximum rates.

The County's contractually required contribution to STRS was \$46,242 for 2016. Of this amount, \$1,738 is reported as due to other governments.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

**NOTE 15 – DEFINED BENEFIT PENSION PLANS – *continued***

***Pension Liabilities, Pension Expense, and Deferred Outflows of Resources and Deferred Inflows of Resources Related to Pensions***

The net pension liability for the OPERS Traditional Pension Plan was measured as of December 31, 2015, and the total pension liability used to calculate the net pension liability was determined by an actuarial valuation as of that date. STRS total pension liability was measured as of June 30, 2016, and the total pension liability used to calculate the net pension liability was determined by an actuarial valuation as of that date. The County's proportion of the net pension liability was based on the County's share of contributions to the pension plan relative to the contributions of all participating entities. Following is information related to the proportionate share and pension expense:

	<u>OPERS</u>	<u>STRS</u>	<u>Total</u>
Proportionate Share of Net Pension Liability	\$ 14,634,735	\$ 997,338	\$ 15,632,073
Proportion of Net Pension Liability	0.090848%	0.002980%	
Change in Proportion	0.001797%	-0.000339%	
(Negative) Pension Expense	\$ 2,253,944	\$ (81,909)	\$ 2,172,035

At December 31, 2016, the County reported deferred outflows of resources and deferred inflows of resources related to pensions from the following sources:

	<u>OPERS</u>	<u>STRS</u>	<u>Total</u>
<u>Deferred Outflows of Resources</u>			
Differences between expected and actual experience	\$ -	\$ 47,614	\$ 47,614
Net differences between projected and actual investment earnings	4,293,633	97,695	4,391,328
Change in County's proportionate share	137,904	30,892	168,796
County contributions subsequent to the measurement date	<u>1,347,831</u>	<u>24,456</u>	<u>1,372,287</u>
	<u>\$ 5,779,368</u>	<u>\$ 200,657</u>	<u>\$ 5,980,025</u>
<u>Deferred Inflows of Resources</u>			
Differences between expected and actual experience	\$ 280,865	\$ -	\$ 280,865
Change in County's proportionate share	<u>-</u>	<u>75,016</u>	<u>75,016</u>
	<u>\$ 280,865</u>	<u>\$ 75,016</u>	<u>\$ 355,881</u>



**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 15 – DEFINED BENEFIT PENSION PLANS – *continued***

\$1,372,287 reported as deferred outflows of resources related to pension resulting from County contributions subsequent to the measurement date will be recognized as a reduction of the net pension liability in the year ending December 31, 2017. Other amounts reported as deferred outflows of resources and deferred inflows of resources related to pension will be recognized in pension expense as follows:

	OPERS	STRS	Total
Year Ending December 31:			
2017	\$ 1,003,414	\$ 17,873	\$ 1,021,287
2018	1,070,837	17,870	1,088,707
2019	1,102,997	51,342	1,154,339
2020	973,424	14,100	987,524
	\$ 4,150,672	\$ 101,185	\$ 4,251,857

***Actuarial Assumptions - OPERS***

Actuarial valuations of an ongoing plan involve estimates of the values of reported amounts and assumptions about the probability of occurrence of events far into the future. Examples include assumptions about future employment, mortality, and cost trends. Actuarially determined amounts are subject to continual review or modification as actual results are compared with past expectations and new estimates are made about the future.

Projections of benefits for financial reporting purposes are based on the substantive plan (the plan as understood by the employers and plan members) and include the types of benefits provided at the time of each valuation. The total pension liability in the December 31, 2015, actuarial valuation was determined using the following actuarial assumptions, applied to all periods included in the measurement:

Wage inflation	3.75%
Future salary increases, including inflation COLA or Ad Hoc COLA	4.25% to 10.05%, including wage inflation Pre-1/7/13 retirees: 3% simple; Post-1/7/13 retirees: 3.00% simple through 2018, then 2.80% simple
Investment rate of return	8%
Actuarial cost method	Individual entry age

Mortality rates were based on the RP-2000 Mortality Table projected 20 years using Projection Scale AA. For males, 105 percent of the combined healthy male mortality rates were used. For females, 100 percent of the combined healthy female mortality rates were used. The mortality rates used in evaluating disability allowances were based on the RP-2000 mortality table with no projections. For males 120 percent of the disabled female mortality rates were used set forward two years. For females, 100 percent of the disabled female mortality rates were used.

The most recent experience study was completed for the five year period ended December 31, 2010.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 15 – DEFINED BENEFIT PENSION PLANS – *continued***

The long-term rate of return on defined benefit investment assets was determined using a building-block method in which best-estimate ranges of expected future real rates of return are developed for each major asset class. These ranges are combined to produce the long-term expected real rate of return by weighting the expected future real rates of return by the target asset allocation percentage, adjusted for inflation.

During 2015, OPERS managed investments in four investment portfolios: the Defined Benefits portfolio, the Health Care portfolio, the 115 Health Care Trust portfolio and the Defined Contribution portfolio. During 2016, OPERS consolidated the health care portfolios (see Note 10). The Defined Benefit portfolio includes the investment assets of the Traditional Pension Plan, the defined benefit component of the Combined Plan, the annuitized accounts of the Member-Directed Plan and the VEBA Trust. Within the Defined Benefit portfolio, contributions into the plans are all recorded at the same time, and benefit payments all occur on the first of the month. Accordingly, the money-weighted rate of return is considered to be the same for all plans within the portfolio. The money weighted rate of return, net of investments expense, for the Defined Benefit portfolio is 0.4% for 2015.

The allocation of investment assets with the Defined Benefit portfolio is approved by the Board of Trustees as outlined in the annual investment plan. Plan assets are managed on a total return basis with a long-term objective of achieving and maintaining a fully funded status for the benefits provided through the defined benefit pension plans. The table below displays the Board-approved asset allocation policy for 2015 and the long-term expected real rates of return:

Asset Class	Target Allocation	Weighted Average Long-Term Expected Real Rate of Return (Arithmetic)
Fixed Income	23.00%	2.31%
Domestic Equities	20.70%	5.84%
Real Estate	10.00%	4.25%
Private Equity	10.00%	9.25%
International Equities	18.30%	7.40%
Other Investments	<u>18.00%</u>	<u>4.59%</u>
Total	<u>100.00%</u>	<u>5.27%</u>

**Discount Rate** - The discount rate used to measure the total pension liability/asset was 8 percent for both the Traditional Pension Plan and the Combined Plan. The projection of cash flows used to determine the discount rate assumed that contributions from plan members and those of the contributing employers are made at the statutorily required rates. Based on those assumptions, the pension plan's fiduciary net position was projected to be available to make all projected future benefits 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.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 15 – DEFINED BENEFIT PENSION PLANS – *continued***

***Sensitivity of the County's Proportionate Share of the Net Pension Liability to Changes in the Discount Rate*** - The following table presents the County's proportionate share of the net pension liability/asset calculated using the current period discount rate assumption of 8 percent, as well as what the County's proportionate share of the net pension liability/asset would be if it were calculated using a discount rate that is one-percentage-point lower (7 percent) or one-percentage-point higher (9 percent) than the current rate:

	1% Decrease (7.00%)	Current Discount Rate of 8.00%	1% Increase (9.00%)
County's proportionate share of the net pension liability	\$ 23,317,059	\$ 14,634,735	\$ 7,311,876

***Actuarial Assumptions - STRS***

The total pension liability in the July 1, 2016, actuarial valuation was determined using the following actuarial assumptions, applied to all periods included in the measurement:

Inflation	2.75%
Salary increases	12.25% at age 20 to 2.75% at age 70
Investment rate of return	7.75%, net of investment expenses, including inflation
Cost-of-living adjustments	2% simple applied as follows: for members retiring before August 1, 2013, 2% per year; for member retiring August 1, 2013 or later, 2% COLA commences on the fifth anniversary of the retirement date

Mortality rates were based on the RP-2000 Combined Mortality Table (Projection 2022—Scale AA) for Males and Females. Males' ages are set-back two years through age 89 and no set-back for age 90 and above. Females younger than age 80 are set back four years, one year set back from age 80 through 89 and not set back from age 90 and above.

Actuarial assumptions used in the June 30, 2016, valuation are based on the results of an actuarial experience study, effective July 1, 2012.

The 10 year expected real rate of return on pension plan investments was determined by STRS' investment consultant by developing best estimates of expected future real rates of return for each major asset class. The target allocation and best estimates of geometric real rates of return for each major asset class are summarized as follows:

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

**NOTE 15 – DEFINED BENEFIT PENSION PLANS – *continued***

<u>Asset Class</u>	<u>Target Allocation</u>	<u>Long-Term Expected Rate of Return*</u>
Domestic Equity	31.00%	8.00%
International Equity	26.00%	7.85%
Alternatives	14.00%	8.00%
Fixed Income	18.00%	3.75%
Real Estate	10.00%	6.75%
Liquidity Reserves	<u>1.00%</u>	<u>3.00%</u>
Total	<u>100.00%</u>	<u>7.61%</u>

\* 10-Year annualized geometric nominal returns, which include the real rate of return and inflation of 2.50% and does not include investment expenses. The total fund long-term expected return reflects diversification among the asset classes and therefore is not a weighted average return of the individual asset classes.

**Discount Rate** - The discount rate used to measure the total pension liability was 7.75 percent as of June 30, 2016. The projection of cash flows used to determine the discount rate assumes member and employer contributions will be made at the statutory contribution rates in accordance with rate increases described above. For this purpose, only employer contributions that are intended to fund benefits of current plan members and their beneficiaries are included. Projected employer contributions that are intended to fund the service costs of future plan members and their beneficiaries, as well as projected contributions from future plan members, are not included. Based on those assumptions, STRS' fiduciary net position was projected to be available to make all projected future benefit payments to current plan members as of June 30, 2016. Therefore, the long-term expected rate of return on pension plan investments of 7.75 percent was applied to all periods of projected benefit payment to determine the total pension liability as of June 30, 2016.

**Sensitivity of the County's Proportionate Share of the Net Pension Liability to Changes in the Discount Rate** - The following table presents the County's proportionate share of the net pension liability calculated using the current period discount rate assumption of 7.75 percent, as well as what the County's proportionate share of the net pension liability would be if it were calculated using a discount rate that is one-percentage-point lower (6.75 percent) or one-percentage-point higher (8.75 percent) than the current rate:

	<u>1% Decrease (6.75%)</u>	<u>Current Discount Rate of 7.75%</u>	<u>1% Increase (8.75%)</u>
County's proportionate share of the net pension liability	\$ 1,325,382	\$ 997,338	\$ 720,615

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 16 – POSTRETIREMENT BENEFIT PLANS**

***Ohio Public Employees Retirement System***

***Plan Description*** – Ohio Public Employees Retirement System (OPERS) administers three separate pension plans: The Traditional Pension Plan—a cost-sharing, multiple-employer defined benefit pension plan; the Member-Directed Plan—a defined contribution plan; and the Combined Plan—a cost sharing, multiple-employer defined benefit pension plan that has elements of both a defined benefit and defined contribution plan.

In March 2016, OPERS received two favorable rulings from the Internal Revenue Service (IRS) allowing OPERS to consolidate all health care assets into the OPERS 115 Health Care Trust. Transition to the new health care trust structure was completed July 1, 2016. As of December 31, 2016, OPERS maintains a cost-sharing, multiple-employer defined benefit post-employment health care trust, which funds multiple health care plans including medical coverage, prescription drug coverage and deposits to a Health Reimbursement Arrangement to qualifying benefit recipients of both the Traditional Pension and Combined plans. Members of the Member-Directed Plan do not qualify for ancillary benefits, including OPERS sponsored health care coverage. OPERS funds a Retiree Medical Account (RMA) for participants in the Member-Directed Plan. At retirement or refund, participants can be reimbursed for qualified medical expenses from their vested RMA balance.

In order to qualify for health care coverage, age-and-service retirees under the Traditional Pension and Combined plans must have 20 or more years of qualifying Ohio service credit. Health care coverage for disability benefit recipients and qualified survivor benefit recipients is available. The health care coverage provided by OPERS meets the definition of an Other Post Employment Benefit (OPEB) as described in GASB Statement 45. Please see the Plan Statement in the OPERS 2015 CAFR for details.

The Ohio Revised Code permits, but does not mandate, OPERS to provide health care benefits to its eligible benefit recipients. Authority to establish and amend health care coverage is provided by Chapter 145 of the Ohio Revised Code. OPERS issues a stand-alone financial report. Interested parties may obtain a copy by writing to OPERS, 277 East Town Street, Columbus, OH 43215-4642, or by calling 614-222-5601 or 800-222-7377.

***Funding Policy*** – The Ohio Revised Code provides the statutory authority requiring public employers to fund health care through their contributions to OPERS. A portion of each employer's contribution to OPERS is set aside to fund OPERS health care plans.

Employer contribution rates are expressed as a percentage of the covered payroll of active members. In 2016, state and local employers contributed at a rate of 14.0 percent of earnable salary and public safety and law enforcement employers contributed at 18.1 percent. These are the maximum employer contribution rates permitted by the Ohio Revised Code. Active members' contributions do not fund health care.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 16 – POSTRETIREMENT BENEFIT PLANS – *continued***

Each year, the OPERS Board determines the portion of the employer contribution rate that will be set aside to fund health care plans. The portion of employer contributions allocated to health care for members in the Traditional Pension Plan and Combined Plan was 2.0 percent during calendar year 2016. As recommended by OPERS' actuary, the portion of employer contributions allocated to health care beginning January 1, 2017 decreased to 1.0 percent for both plans. The OPERS Board is also authorized to establish rules for the retiree or their surviving beneficiaries to pay a portion of the health care provided. Payment amounts vary depending on the number of covered dependents and the coverage selected. The employer contribution as a percentage of covered payroll deposited into the RMA for participants in the Member-Directed Plan for 2016 was 4.0 percent.

Actual employer contributions for 2016, 2015 and 2014 which were used to fund post-employment benefits were \$192,470, \$209,949 and \$110,317, respectively.

***State Teachers Retirement System of Ohio***

***Plan Description*** – The County contributes to the cost sharing, multiple employer defined benefit Health Plan (the "Plan") administered by the State Teachers Retirement System of Ohio (STRS) for eligible retirees who participated in the defined benefit or combined pension plans offered by STRS. Benefits include hospitalization, physicians' fees, prescription drugs and reimbursement of monthly Medicare Part B premiums. The Plan is included in the report of STRS which may be obtained by visiting [www.strsoh.org](http://www.strsoh.org) or by calling (888) 227-7877.

***Funding Policy*** – Ohio law authorizes STRS to offer the Plan and gives the Retirement Board authority over how much, if any, of the health care costs will be absorbed by STRS. Active employee members do not contribute to the Plan. All benefit recipients pay a monthly premium. Under Ohio law, funding for post-employment health care may be deducted from employer contributions. For 2016 and 2015, STRS did not allocate any percentage of employer contributions to post-employment health care. The County's contributions for health care for the year ended December 31, 2014 was \$1,658.

**NOTE 17 – BUDGETARY BASIS OF ACCOUNTING**

While reporting financial position, results of operations, and changes in fund balance on the basis of accounting principles generally accepted in the United States of America (GAAP), the budgetary basis as provided by law is based upon accounting for certain transactions on a basis of cash receipts and disbursements.

The statement of revenue, expenditures and changes in fund balance - budget and actual (non-GAAP budgetary basis) presented for the general fund and major special revenue funds are presented on the budgetary basis to provide a meaningful comparison of actual results with the budget. The major differences between the budget basis and the GAAP basis are that:

- (a) Revenues and other financing sources are recorded when received in cash (budget basis) as opposed to when susceptible to accrual (GAAP basis);
- (b) Expenditures and other financing uses are recorded when paid in cash (budget basis) as opposed to when the liability is incurred (GAAP basis);

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
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**NOTE 17 – BUDGETARY BASIS OF ACCOUNTING – continued**

- (c) In order to determine compliance with Ohio law, and to reserve that portion of the applicable appropriation, total outstanding encumbrances (budget basis) are recorded as the equivalent of an expenditure, as opposed to assigned or committed fund balance for that portion of outstanding encumbrances not already recognized as an account payable (GAAP basis);
- (d) Advances-in and advances-out are operating transactions (budget basis) as opposed to balance sheet transactions (GAAP basis); and,
- (e) Some funds are included in the general fund (GAAP basis), but have separate legally adopted budgets (budget basis).

The following table summarizes the adjustments necessary to reconcile the GAAP basis statements (as reported in the fund financial statements) to the budgetary basis statements for all governmental funds for which a budgetary basis statement is presented:

	<b>Net Change in Fund Balance</b>				
	<u>General</u>	<u>Motor Vehicle and Gas Tax</u>	<u>County Board of DD</u>	<u>County Home</u>	<u>Public Assistance</u>
GAAP Basis	(168,311)	\$ 202,088	\$ 699,234	\$ 315,726	\$ 31,164
Funds reclassified	(131,146)	-	-	-	-
Revenue accruals	134,818	58,512	(72,555)	(10,730)	(23,323)
Expenditure accruals	(331,348)	(651,318)	(184,581)	(106,104)	(357,162)
Encumbrances	135,467	288,479	73,357	28,080	63,400
Other Financing	<u>9,391</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>
Budget Basis	<u>\$ (351,129)</u>	<u>\$ (102,239)</u>	<u>\$ 515,455</u>	<u>\$ 226,972</u>	<u>\$ (285,921)</u>

Certain funds that are legally budgeted in separate special revenue funds are considered part of the general fund on a GAAP basis. This includes the unclaimed monies fund, trust fund, recorder's equipment fund, auditor's termination benefits fund and the title administration fund.

**NOTE 18 – CONTINGENCIES**

**A. Grants**

The County receives significant financial assistance from numerous federal and State agencies in the form of grants. The disbursement of funds received under these programs generally requires compliance with terms and conditions specified in the grant agreements and are subject to audit by the grantor agencies. Any disallowed claims resulting from such audits could become a liability of the general fund or other applicable funds. However, in the opinion of management, any such disallowed claims will not have a material effect on any of the financial statements of the individual fund types included herein or on the overall financial position of the County at December 31, 2016.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 18 – CONTINGENCIES – *continued***

**B. Litigation**

The County is party to legal proceedings. The County's management is of the opinion that ultimate disposition of these claims and legal proceedings will not have a material adverse effect, if any, on the financial condition of the County at December 31, 2016.

**NOTE 19 – LANDFILL POST CLOSURE COSTS**

State and federal laws and regulations require that the County perform certain maintenance and monitoring functions at the closed landfill site for thirty years after closure. The landfill was closed in 1993. During 2014, the County reached a legal agreement with the Ohio EPA, which reduced the amount of the landfill closure costs to be paid by the County. The landfill was capped during 2015 and the process moved into post closure as of December 31, 2015. The Village of Carrollton shares in the estimated liability disclosed. The Village and the County have pending negotiations regarding the Village's share of the liability. The estimated liability for the landfill is \$1,769,643 for post closure costs at December 31, 2016. The estimated cost of landfill postclosure care expenses is based on the amount that would be paid if all materials and services required to monitor and maintain the closed landfill were acquired as of December 31, 2016. However, the actual cost of post closure care may be higher due to inflation, changes in technology, or changes in landfill laws and regulations.

**NOTE 20 – RELATED PARTY TRANSACTION**

Carroll Hills Industries, Inc., a discretely presented component unit of the County, received contributions from the County for certain personnel salaries. The contributions are reflected as operating revenues in CHI's financial statements. For the year ended December 31, 2016, the contributions were \$162,345.

**NOTE 21 - FEDERAL TRANSACTIONS**

The Carroll County Department of Human Services (Welfare Department) distributes federal food stamps to entitled recipients within the County. The receipt and issuance of these stamps have the characteristics of federal grants. However, the Welfare Department merely acts in an intermediary capacity. Therefore, the inventory value of the stamps is not reflected in the accompanying financial statements as the only economic interest related to the stamps rest with the ultimate recipient.

**NOTE 22 - CONDUIT DEBT OBLIGATION**

In year 2001, the County served as an issuer of Ohio Health Care Facilities Revenue Bonds in the amount of \$3,180,000. The proceeds will be used to acquire, construct, improve and equip hospital facilities for St. John's Villa. St. John's Villa will make the principal and interest payments on the bonds. The facilities revenue bonds do not constitute a general obligation, debt or bonded indebtedness of the County. Neither is the full faith and credit or taxing power of the County pledged to make payment.



**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 23 – OTHER COMMITMENTS**

The County utilizes encumbrance accounting as part of its budgetary controls. Encumbrances outstanding at year end, less any amounts reported as fund liabilities, may be reported as part of restricted, committed, or assigned classifications of fund balance. At year end, the County's commitments for encumbrances in the governmental funds were as follows:

General Fund	\$ 135,467
Motor Vehicle & Gas Tax Fund	288,479
County Board of DD Fund	73,357
County Home Fund	28,080
Public Assistance Fund	63,400
Nonmajor Governmental Funds	<u>690,222</u>
	<u>\$ 1,279,005</u>

**NOTE 24 – PAYMENT IN LIEU OF TAXES**

According to State law, the County entered into a tax increment financing exemption agreement on September 18, 2015, with Chaela Enterprises, LLC (the "property owner") under which the County has granted a property tax exemption to the property owner and agreed to construct certain public infrastructure improvements. The property owner has agreed to make payments to the County to help pay the costs of the public infrastructure improvements. The amount of those payments generally reflects all or a portion of the property taxes which the property owner would have paid if their taxes had not been exempt. The property owners' contractual promise to make these payments in lieu of taxes generally continues until the costs of the improvement have been paid or the agreement expires, whichever occurs first. Future development by the owners or others may result in subsequent agreements to make payments in lieu of taxes and may therefore spread the costs of the improvements to a larger number of property owners. The County did not receive any payment in lieu of taxes revenue in 2016.

**NOTE 25 – TAX ABATEMENTS**

Pursuant to GASB Statement No. 77, *Tax Abatement Disclosures*, the County is required to disclose certain information on its use of tax abatement incentives. A tax abatement incentive, under this Statement is an agreement between the County and an individual or entity in which the County promises to forgo tax revenue, while the individual or entity promises to take a specific action after the agreement has been entered into that contributes to economic development or otherwise benefits the County or the citizens of the County.

The Enterprise Zone Program is an economic development tool administered by the County, pursuant to Ohio Revised Code Sec. 5709, that provides real and personal property exemptions to businesses making investments within an enterprise zone. Enterprise zones are designated areas of land in which businesses can receive tax incentives in the form of tax exemptions on eligible new investment. The Enterprise Zone Program can provide tax exemptions for a portion of the value of new real and personal property investment (when that personal property is still taxable) when the investment is made in conjunction with a project that includes job creation. Existing land values and existing building values are generally not eligible.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 25 – TAX ABATEMENTS – *continued***

Carroll County, Washington Township, and Carroll County Energy LLC entered into an Ohio Enterprise Zone Agreement effective December 22, 2014. The agreement was established to encourage the development of real property and the acquisition of personal property within the economic zone. Carroll County Energy LLC is constructing a new electric generating facility (the “Project”), which will create new employment opportunities in the enterprise zone. The Project is estimated to generate construction payroll of \$91,200,000 for a period of two to three years during the construction of the Project and create approximately 21 new full-time jobs upon completion. The Agreement provides Carroll County Energy LLC with a 100 percent tax exemption on real estate and public utility personal property improvements for 15 years commencing on tax year 2020 and ending tax year 2034. The Project is currently under construction and has a completion date of December 1, 2017.

Carroll County and Aurora Gold Limited and Seven Ranges Manufacturing Corporation (the Corporation) entered into an Ohio Enterprise Zone Agreement effective March 21, 2014. The agreement was established to encourage the development of real property and the acquisition of personal property within the economic zone. The Corporation constructed additional building space to create new employment opportunities in the enterprise zone. The Corporation is estimated to generate an increase in payroll of \$127,000 and create and maintain 3 new full-time permanent positions and 2 part-time permanent positions. The Agreement provides the Corporation with a tax exemption on real property improvements for 10 years, as follows:

- 100 percent tax exemption for years one and two;
- 50 percent tax exemption for years three through six; and
- 25 percent tax exemption for years seven through ten.

The amount of taxes abated during 2016 for the Corporation was \$11,511.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

**NOTE 26 – FUND BALANCE**

Fund balance is classified as nonspendable, restricted, committed, assigned and/or unassigned based primarily on the extent to which the County is bound to observe constraints imposed upon the use of resources in the governmental funds. The constraints placed on fund balance for the major governmental funds and all other governmental funds are presented below:

Fund Balance	General	Motor Vehicle and Gas Tax	County Board of DD	County Home	Public Assistance	Nonmajor Governmental Funds	Total Governmental Funds
<i>Nonspendable:</i>							
Materials and supplies inventory	\$ 8,468	\$ 599,739	\$ -	\$ -	\$ 1,150	\$ 7,070	\$ 616,427
Prepaid items	132,083	21,942	34,295	17,698	24,093	26,369	256,480
Unclaimed monies	54,715	-	-	-	-	-	54,715
<i>Total Nonspendable</i>	<u>\$ 195,266</u>	<u>\$ 621,681</u>	<u>\$ 34,295</u>	<u>\$ 17,698</u>	<u>\$ 25,243</u>	<u>\$ 33,439</u>	<u>\$ 927,622</u>
<i>Restricted:</i>							
Legislative and executive	-	-	-	-	-	1,544,421	1,544,421
Judicial	-	-	-	-	-	530,548	530,548
Public safety	-	-	-	-	-	347,665	347,665
Public works	-	3,766,931	-	-	-	424,976	4,191,907
Health	-	-	3,624,972	-	-	27,562	3,652,534
Human services	-	-	-	683,797	494,779	1,366,287	2,544,863
Economic development and assistance	-	-	-	-	-	122,325	122,325
Other	-	-	-	-	-	28,155	28,155
<i>Total Restricted</i>	<u>-</u>	<u>3,766,931</u>	<u>3,624,972</u>	<u>683,797</u>	<u>494,779</u>	<u>4,391,939</u>	<u>12,962,418</u>
<i>Committed:</i>							
Legislative and executive	41,606	-	-	-	-	15,786	57,392
Judicial	-	-	-	-	-	4,079	4,079
Public safety	-	-	-	-	-	604,788	604,788
Other	-	-	-	-	-	140,084	140,084
<i>Total Committed</i>	<u>41,606</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>764,737</u>	<u>806,343</u>
<i>Assigned:</i>							
Purchases on order	71,602	-	-	-	-	-	71,602
Subsequent year appropriations	1,737,460	-	-	-	-	-	1,737,460
<i>Total Assigned</i>	<u>1,809,062</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>1,809,062</u>
<i>Unassigned</i>	<u>3,500,665</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>(24,393)</u>	<u>3,476,272</u>
<b>Total Fund Balances</b>	<u><b>\$ 5,546,599</b></u>	<u><b>\$ 4,388,612</b></u>	<u><b>\$ 3,659,267</b></u>	<u><b>\$ 701,495</b></u>	<u><b>\$ 520,022</b></u>	<u><b>\$ 5,165,722</b></u>	<u><b>\$ 19,981,717</b></u>

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 27 – CARROLL HILLS INDUSTRIES, INC.**

**A. Summary of Significant Accounting Policies**

***Nature of Operations***

The organization is a sheltered workshop for mentally handicapped individuals and provides job and learning skills to its clients.

***Method of Accounting***

The organization prepares its financial statements on the accrual basis of accounting.

***Fund Accounting***

In order to ensure observance of limitations and restrictions placed on the use of the resources available to the organization, the accounts of the organization are maintained in accordance with the principles of “fund accounting”. This is the procedure by which resources for various purposes are classified for accounting and reporting purposes into funds that are in accordance with activities or objectives specified.

***Component Unit***

The organization is a component unit of another government, the Carroll County Board of Developmental Disabilities, a component unit of Carroll County.

***Accounts Receivable***

The organization uses the allowance method of accounting for doubtful accounts. All accounts were considered to be fully collectible at December 31, 2016. Therefore, no allowance for doubtful accounts has been recorded in these financial statements.

***Property and Equipment***

Property and equipment are carried at cost. Depreciation is provided over the estimated useful lives of the related assets. Maintenance and repairs are charged to operations when incurred. Renewals and betterments of a nature considered to materially extend the useful lives of the assets are capitalized. When assets are retired or otherwise disposed of, the assets and related allowances for depreciation are eliminated from the accounts, and any resulting gain or loss is reflected in income. Depreciation for financial reporting purposes is based on the following policies:

<u>Description</u>	<u>Useful Lives</u>	<u>Method</u>
Buildings	39 years	Straight line
Furniture & Fixtures	5 - 7 years	Straight line
Vehicles & Equipment	5 years	Straight line
Parking Lot	15 years	Straight line

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 27 – CARROLL HILLS INDUSTRIES, INC. – *continued***

***Donations***

All donations received are considered to be available for unrestricted use unless specifically restricted by donor.

***Tax Status***

As a non-profit organization under Section 501 (c) (3) of the Internal Revenue Code, the organization is exempt from Federal and Ohio income taxes. Therefore, no provision has been made for Federal and Ohio income taxes in the accompanying financial statements.

***Cash Equivalents***

For the purposes of the statements of cash flows, the organization considers all highly liquid debt instruments purchased with a maturity date of three months or less to be equivalents.

***Use of Estimates***

The preparation of financial statements in conformity with generally accepted accounting principles requires management to make estimates and assumptions that affect certain reported amounts and disclosures. Accordingly, actual results could differ from those estimates.

***Advertising Costs***

The organization expenses the production costs of advertising the first time the advertising takes place.

**B. Deposits with Off Balance Sheet Risk**

As of December 31, 2016, the organization had bank balances of \$189,149. Of these bank balances, \$189,149 was covered by federal depository insurance and \$0 was uncollateralized as of December 31, 2016.

**C. Compensated Absences**

Employees of the organization do not receive paid vacation or sick time. Therefore, no accrual for compensated absences is reflected in these financial statements.

**D. Concentration of Credit Risk**

The accounts receivable balance of the organization consists of balances due from clients operating primarily in East Central Ohio.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 27 – CARROLL HILLS INDUSTRIES, INC. – *continued***

**E. Risk Management**

The organization is exposed to various risks of loss related to torts; theft of, damage to, and destruction of assets; errors and omissions; injuries to employees; and natural disasters. The organization carries commercial insurance to cover all risks of loss. Settled claims resulting from these risks have not exceeded commercial insurance coverage in any of the past three fiscal years.

**F. Related Party Transactions**

The organization had transactions during 2016 with other component units of Carroll County. As of December 31, 2016, the organization had accounts receivable from related party component units of \$20,959.

**G. Donated Materials and Services**

The wages of certain staff personnel working at the organization are paid by the Carroll County Board of Developmental Disabilities. The total wages, \$422,462 for 2016, are reflected in the organization's financial statements as grant income and salary expense.

The building from which the organization conducts its operations is donated by the Carroll County Board of Developmental Disabilities rent free. No amounts have been recorded in the financial statements of reflect the value of this contribution.

**H. Contingencies**

The organization operates a passenger van that has been substantially funded by federal grant monies through the Ohio Department of Transportation (ODOT). Under terms of the agreement, the organization must reimburse 80% (original funding ratio) of any residual fair market value of the vehicle to ODOT upon disposal.

**I. Mortgage Payable**

The organization has the following mortgage payable at December 31:

	<u>2016</u>
Mortgage payable, collateralized by commercial real estate, \$15,066 principal forgiven annually, with no interest, due in 2023.	\$ 105,459
Less: current portion	<u>(15,066)</u>
	<u>\$ 90,393</u>

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2016**

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**NOTE 27 – CARROLL HILLS INDUSTRIES, INC. – *continued***

Principal payments on the notes payable scheduled to be made are as follows for the years ending December 31:

2017	\$ 15,066
2018	15,066
2019	15,066
2020	15,066
2021	15,066
Thereafter	<u>15,063</u>
	<u>\$ 90,393</u>

**J. Unearned Revenue - DD Board**

The organization entered into an agreement with the Carroll County Board of Developmental Disabilities under which the Board provided grant funding of \$163,980 for construction of a commercial building used as a habilitation center for mentally handicapped individuals. The property was constructed subject at a total cost of \$438,074. Per the agreement, the Board will forgive 1/15<sup>th</sup> of the mortgage each year.

**K. Accounting for Uncertainty in Income Tax Positions**

Effective January 1, 2009, generally accepted accounting principles require the Organization to evaluate the level of uncertainty related to whether tax positions taken will be sustained upon examination. Any positions taken that do not meet the more-likely-than-not threshold must be quantified and recorded as a liability for unrecognized tax benefits in the accompanying balance sheet along with any associated interest and penalties that would be payable to the taxing authorities upon examination. Interest and penalties associated with unrecognized tax benefits are classified as additional income taxes in the statement of income. The Organization believes that none of the tax positions taken would materially impact the financial statements and no such liabilities have been recorded.

In general, the Organization is no longer subject to U.S. federal, state and local income tax examinations by tax authorities for tax years before 2014.

**REQUIRED SUPPLEMENTARY INFORMATION**



**CARROLL COUNTY, OHIO**

Required Supplementary Information

Schedule of County's Proportionate Share of the Net Pension Liability

Ohio Public Employees Retirement System - Traditional Pension Plan

Last Three Measurement Periods (1)

	<u>2015</u>	<u>2014</u>	<u>2013</u>
County's Proportion of the Net Pension Liability	0.090848%	0.089051%	0.043891%
County's Proportionate Share of the Net Pension Liability	\$ 14,634,735	\$ 9,856,329	\$ 9,633,708
County's Covered-Employee Payroll	\$ 10,423,800	\$ 10,017,725	\$ 10,360,485
County's Proportionate Share of the Net Pension Liability as a Percentage of its Covered-Employee Payroll	140.40%	98.39%	92.99%
Plan Fiduciary Net Position as a Percentage of the Total Pension Liability	81.08%	86.45%	86.36%

(1) Information prior to 2013 is not available.

Note: While County employees may elect the Member-Directed Plan or the Combined Plan, substantially all employees are members in the Traditional Pension Plan and the focus of this schedule.

**CARROLL COUNTY, OHIO**

Required Supplementary Information  
Schedule of County's Proportionate Share of the Net Pension Liability  
State Teachers Retirement System of Ohio  
Last Three Measurement Periods (1)

	<u>2016</u>	<u>2015</u>	<u>2014</u>
County's Proportion of the Net Pension Liability	0.00297953%	0.00331882%	0.00313873%
County's Proportionate Share of the Net Pension Liability	\$ 997,338	\$ 917,225	\$ 763,448
County's Covered-Employee Payroll	\$ 330,300	\$ 333,586	\$ 344,564
County's Proportionate Share of the Net Pension Liability as a Percentage of its Covered-Employee Payroll	301.95%	274.96%	221.57%
Plan Fiduciary Net Position as a Percentage of the Total Pension Liability	66.78%	72.10%	74.70%

(1) Information prior to 2013 is not available.

**CARROLL COUNTY, OHIO**

Required Supplementary Information  
 Schedule of County Contributions  
 Ohio Public Employees Retirement System - Traditional Pension Plan  
 Last Ten Years

	<u>2016</u>	<u>2015</u>	<u>2014</u>	<u>2013</u>	<u>2012</u>
Contractually Required Contributions	\$ 1,347,831	\$ 1,250,856	\$ 1,202,127	\$ 1,346,863	\$ 1,023,329
Contributions in Relation to the Contractually Required Contributions	<u>\$ (1,347,831)</u>	<u>\$ (1,250,856)</u>	<u>\$ (1,202,127)</u>	<u>\$ (1,346,863)</u>	<u>\$ (1,023,329)</u>
Contribution Deficiency (Excess)	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>
County Covered-Employee Payroll	\$ 11,231,925	\$ 10,423,800	\$ 10,017,725	\$ 10,360,485	\$ 10,233,290
Contributions as a Percentage of Covered-Employee Payroll	12.00%	12.00%	12.00%	13.00%	10.00%
	<u>2011</u>	<u>2010</u>	<u>2009</u>	<u>2008</u>	<u>2007</u>
Contractually Required Contributions	\$ 996,970	\$ 942,470	\$ 869,059	\$ 760,933	\$ 871,203
Contributions in Relation to the Contractually Required Contributions	<u>\$ (996,970)</u>	<u>\$ (942,470)</u>	<u>\$ (869,059)</u>	<u>\$ (760,933)</u>	<u>\$ (871,203)</u>
Contribution Deficiency (Excess)	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>
County Covered-Employee Payroll	\$ 9,969,700	\$ 10,565,807	\$ 10,689,533	\$ 10,870,471	\$ 10,433,569
Contributions as a Percentage of Covered-Employee Payroll	10.00%	8.92%	8.13%	7.00%	8.35%

Note: While County employees may elect the Member-Directed Plan or the Combined Plan, substantially all employees are members in the Traditional Pension Plan and the focus of this schedule.

**CARROLL COUNTY, OHIO**

Required Supplementary Information  
 Schedule of County Contributions  
 State Teachers Retirement System of Ohio  
 Last Ten Years

	<u>2016</u>	<u>2015</u>	<u>2014</u>	<u>2013</u>	<u>2012</u>
Contractually Required Contributions	\$ 46,242	\$ 46,702	\$ 48,239	\$ 41,529	\$ 37,302
Contributions in Relation to the Contractually Required Contributions	<u>\$ (46,242)</u>	<u>\$ (46,702)</u>	<u>\$ (48,239)</u>	<u>\$ (41,529)</u>	<u>\$ (37,302)</u>
Contribution Deficiency (Excess)	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>
County Covered-Employee Payroll	\$ 330,300	\$ 333,586	\$ 344,564	\$ 319,454	\$ 286,938
Contributions as a Percentage of Covered-Employee Payroll	14.00%	14.00%	14.00%	13.00%	13.00%
	<u>2011</u>	<u>2010</u>	<u>2009</u>	<u>2008</u>	<u>2007</u>
Contractually Required Contributions	\$ 43,879	\$ 46,728	\$ 48,086	\$ 48,662	\$ 47,665
Contributions in Relation to the Contractually Required Contributions	<u>\$ (43,879)</u>	<u>\$ (46,728)</u>	<u>\$ (48,086)</u>	<u>\$ (48,662)</u>	<u>\$ (47,665)</u>
Contribution Deficiency (Excess)	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>
County Covered-Employee Payroll	\$ 337,531	\$ 359,446	\$ 369,892	\$ 374,323	\$ 366,654
Contributions as a Percentage of Covered-Employee Payroll	13.00%	13.00%	13.00%	13.00%	13.00%

CARROLL COUNTY, OHIO  
SCHEDULE OF EXPENDITURES OF FEDERAL AWARDS  
FOR THE YEAR ENDED DECEMBER 31, 2016

FEDERAL GRANTOR/PASS-THROUGH GRANTER/PROGRAM OR CLUSTER TITLE	FEDERAL CFDA NUMBER	PASS-THROUGH ENTITY IDENTIFYING NUMBER	PASSED THROUGH TO SUBRECIPIENTS	TOTAL FEDERAL EXPENDITURES
<b>U.S. DEPARTMENT OF AGRICULTURE</b>				
<b>PASSED THROUGH OHIO DEPARTMENT OF JOB AND FAMILY SERVICES</b>				
State Administrative Matching Grants for the Supplemental Nutrition Assistance Program	10.561	G-1617-11-0017		\$ 154,117
<b>PASSED THROUGH OHIO DEPARTMENT OF EDUCATION</b>				
National School Lunch Program	10.555	n/a		15,699
<b>Total U.S. Department of Agriculture</b>				<b>169,816</b>
<b>U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT PASSED THROUGH THE OHIO DEPARTMENT OF DEVELOPMENT OFFICE OF HOUSING AND COMMUNITY PARTNERSHIP</b>				
<i>Community Development Block Grants/State's Program Cluster:</i>				
FY 14 Formula Grant	14.228	B-F-14-1AJ-1		1,076
FY 15 CHIP	14.228	B-C-15-1AJ-1		66,714
FY 15 Formula Grant	14.228	B-F-15-1AJ-1		55,107
FY 16 Formula Grant	14.228	B-F-16-1AJ-1		2,688
<b>Total Community Development Block Grants</b>			\$ 43,600	125,585
FY 15 HOME	14.239	B-C-15-1AJ-2		88,460
<b>Total U.S. Department of Housing and Urban Development</b>			<b>43,600</b>	<b>214,045</b>
<b>U.S. DEPARTMENT OF JUSTICE PASSED THROUGH THE OFFICE OF CRIMINAL JUSTICE</b>				
Crime Victim Assistance	16.575	2014-SAGEN-087		210
Crime Victim Assistance	16.575	2016-VAGENE-087		49,818
Crime Victim Assistance	16.575	2017-VOCA-43551140		13,366
<b>Total Crime Victim Assistance</b>				63,394
<b>Total U.S. Department of Justice</b>				<b>63,394</b>
<b>U.S. DEPARTMENT OF LABOR PASSED THROUGH THE OHIO DEPARTMENT OF JOB AND FAMILY SERVICES VIA AREA 16 WORKFORCE INVESTMENT BOARD</b>				
<i>WIA Cluster:</i>				
WIA Adult	17.258	n/a		72,559
WIA Youth Activities	17.259	n/a		64,301
WIA Dislocated Worker Formula Grants	17.278	n/a		66,145
<b>Total WIA Cluster</b>				203,005
<b>Total U.S. Department of Labor</b>				<b>203,005</b>
<b>U.S. DEPARTMENT OF TRANSPORTATION</b>				
<b>PASSED THROUGH THE OHIO DEPARTMENT OF TRANSPORTATION</b>				
Formula Grants for Other Than Urbanized Areas	20.509	094-RPTF-15-0100		25,283
Formula Grants for Other Than Urbanized Areas	20.509	094-RPTF-16-0100		236,018
Formula Grants for Other Than Urbanized Areas	20.509	n/a		484
<b>Total Formula Grants for Other Than Urbanized Areas</b>				261,785
Highway Safety and Planning	20.205	98619		18,900
Highway Safety and Planning	20.205	100416		18,900
<b>Total Highway Safety and Planning</b>				37,800
<b>PASSED THROUGH THE OHIO DEPARTMENT OF PUBLIC SAFETY</b>				
State and Community Highway Safety	20.600	STEP-2016-10-00-00-00456-00		5,238
National Priority Safety Programs	20.616	IDEP-2016-10-00-00-00344-00		6,835
<b>Total Highway Safety Cluster</b>				12,073
<b>Total U.S. Department of Transportation</b>				<b>311,658</b>

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CARROLL COUNTY, OHIO  
SCHEDULE OF EXPENDITURES OF FEDERAL AWARDS  
FOR THE YEAR ENDED DECEMBER 31, 2016

FEDERAL GRANTOR/PASS-THROUGH GRANTER/PROGRAM OR CLUSTER TITLE	FEDERAL CFDA NUMBER	PASS-THROUGH ENTITY IDENTIFYING NUMBER	PASSED THROUGH TO SUBRECIPIENTS	TOTAL FEDERAL EXPENDITURES
<b>U.S. DEPARTMENT OF ENVIRONMENTAL PROTECTION</b>				
National Clean Diesel Emissions Reduction Program	66.039	EPA-OAR-OTA-15-06		71,250
<b>Total U.S. Department of Environmental Protection</b>				<b>71,250</b>
<b>U.S. DEPARTMENT OF EDUCATION PASSED THROUGH VARIOUS SOURCES (SEE TICKMARKS)</b>				
<i>Special Education Cluster:</i>				
{d} Special Education- Grants to States	84.027	n/a		26,273
{d} Special Education - Preschool Grants	84.173	n/a		5,976
<b>Total Special Education Grant Cluster</b>				<b>32,249</b>
{e} Special Education - Grants for Infants and Families	84.181	n/a		21,277
<b>Total U.S. Department of Education</b>				<b>53,526</b>
<b>U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES PASSED THROUGH VARIOUS SOURCES (SEE TICKMARKS)</b>				
{a} Promoting Safe and Stable Families	93.556	G-1617-11-0017		18,325
{a} Temporary Assistance for Needy Families (TANF)	93.558	G-1617-11-0017		842,409
{a} Child Support Enforcement	93.563	G-1617-11-0018		275,583
{a} Child Care and Development Block Grant	93.575	G-1617-11-0017		26,042
{a} Child Welfare Services - State Grants	93.645	G-1617-11-0017		48,000
{a} Foster Care Title IV-E	93.658	G-1617-11-0017		71,337
{a} Adoption Assistance	93.659	G-1617-11-0017		41,830
{a} Social Services Block Grant	93.667	G-1617-11-0017		197,384
{c} Social Services Block Grant	93.667	n/a		20,965
<b>Total Social Services Block Grant</b>				<b>218,349</b>
{a} Chafee Foster Care Independence Program	93.674	G-1617-11-0017		7,874
{a} Medical Assistance Program	93.778	G-1617-11-0017		454,786
{c} Medical Assistance Program	93.778	n/a		104,272
<b>Total Medical Assistance Program</b>				<b>559,058</b>
<b>Total U.S. Department of Health and Human Services</b>				<b>2,108,807</b>
<b>Total Passed Through to Subrecipients and Federal Expenditures</b>			<b>\$ 43,600</b>	<b>\$ 3,195,501</b>

**Tickmarks:**

- {a} Passed Through Ohio Department of Job and Family Services
- {b} Passed Through Secretary of State of Ohio
- {c} Passed Through Ohio Department of Development Disabilities
- {d} Passed Through Ohio Department of Education
- {e} Passed Through Ohio Department of Health

**NOTE A – BASIS OF PRESENTATION**

The accompanying Schedule of Expenditures of Federal Awards (the "Schedule") includes the federal award activity of Carroll County, Ohio (the "County") under programs of the federal government for the year ended December 31, 2016. The information in this Schedule is presented in accordance with the requirements of Title 2 U.S. Code of Federal Regulations Part 200, *Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards* ("Uniform Guidance"). Because the Schedule presents only a selected portion of the operations of the County, it is not intended to and does not present the financial position, changes in net assets, or cash flows of the County.

**NOTE B – SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES**

Expenditures reported on the Schedule are reported on the cash basis of accounting. Such expenditures are recognized following the cost principles contained in OMB Circular A-87, Cost Principles for State, Local, and Indian Tribal Governments or the cost principles contained in the Uniform Guidance, wherein certain types of expenditures are not allowable or are limited as to reimbursement. The County has elected not to use the 10-percent de minimis indirect cost rate allowed under the Uniform Guidance.

**NOTE C – MATCHING REQUIREMENTS**

Certain Federal programs require the County to contribute non-Federal funds (matching funds) to support the Federally-funded programs. The County has met its matching requirements. The Schedule does not include the expenditure of non-Federal matching funds.

**NOTE D – REVOLVING LOAN FUND**

The County has a revolving loan fund (RLF) program to provide low-interest loans to businesses to create jobs for low to moderate income persons and also to lend money to eligible persons to rehabilitate homes. The federal Department of Housing and Urban Development (HUD) grants money for these loans to the County. The Schedule reports loans made and administrative costs as disbursements on the Schedule. Subsequent loans are subject to the same compliance requirements imposed by HUD as the initial loans.

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

**INDEPENDENT AUDITORS' REPORT**

To the Board of County Commissioners  
Carroll County, Ohio:

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 governmental activities, the business-type activities, the discretely presented component unit, each major fund, and the aggregate remaining fund information of Carroll County, Ohio (the "County") as of and for the year ended December 31, 2016, and the related notes to the financial statements, which collectively comprise the County's basic financial statements, and have issued our report thereon dated June 16, 2017.

**Internal Control Over Financial Reporting**

In planning and performing our audit of the financial statements, we considered the County'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 opinions on the financial statements, but not for the purpose of expressing an opinion on the effectiveness of the County's internal control. Accordingly, we do not express an opinion on the effectiveness of the County'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's financial statements are free of material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts, and grants 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 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.

*Clark, Schaefer, Hackett & Co.*

Cincinnati, Ohio  
June 16, 2017

**REPORT ON COMPLIANCE FOR THE MAJOR FEDERAL PROGRAM AND  
REPORT ON INTERNAL CONTROL OVER COMPLIANCE REQUIRED BY THE UNIFORM GUIDANCE**

**INDEPENDENT AUDITORS' REPORT**

To the Board of County Commissioners  
Carroll County, Ohio:

**Report on Compliance for the Major Federal Program**

We have audited Carroll County, Ohio's (the "County") compliance with the types of compliance requirements described in the *OMB Compliance Supplement* that could have a direct and material effect on the County's major federal program for the year ended December 31, 2016. The County's major federal program is identified in the summary of auditors' results section of the accompanying schedule of findings and questioned costs.

***Management's Responsibility***

Management is responsible for compliance with requirements of laws, regulations, contracts, and grants applicable to its federal programs.

***Auditors' Responsibility***

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

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

***Opinion on the Major Federal Program***

In our opinion, the County complied, in all material respects, with the types of compliance requirements referred to above that could have a direct and material effect on its major federal program for the year ended December 31, 2016.

## Report on Internal Control Over Compliance

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

*A deficiency in internal control over compliance* exists when the design or operation of a control over compliance does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct, noncompliance with a type of compliance requirement of a federal program on a timely basis. *A material weakness in internal control over compliance* is a deficiency, or combination of deficiencies, in internal control over compliance, such that there is a reasonable possibility that material noncompliance with a type of compliance requirement of a federal program will not be prevented, or detected and corrected, on a timely basis. *A significant deficiency in internal control over compliance* is a deficiency, or a combination of deficiencies, in internal control over compliance with a type of compliance requirement of a federal program that is less severe than a material weakness in internal control over compliance, yet important enough to merit attention by those charged with governance.

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

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

*Clark, Schaefer, Hackett & Co.*

Cincinnati, Ohio  
June 16, 2017

**Section I - Summary of Auditors' Results**

**Financial Statements**

Type of auditors' report issued :	unmodified
Internal control over financial reporting:	
• Material weakness(es) identified?	none
• Significant deficiency(ies) identified not considered to be material weaknesses?	none
Noncompliance material to financial statements noted?	none

**Federal Awards**

Internal Control over major program:	
• Material weakness(es) identified?	none
• Significant deficiency(ies) identified not considered to be material weaknesses?	none
Type of auditors' report issued on compliance for major program:	unmodified
Any audit findings that are required to be reported in accordance with 2 CFR 200.516(a)?	none
Identification of major program:	
<i>CFDA 93.558 – Temporary Assistance for Needy Families (TANF)</i>	
Dollar threshold to distinguish between Type A and Type B Programs:	\$750,000
Auditee qualified as low-risk auditee?	yes

**Section II - Financial Statement Findings**

**None**

**Section III – Federal Award Findings and Questioned Costs**

**None**

**Section IV – Schedule of Prior Audit Findings**

**None**

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# Dave Yost • Auditor of State

**CARROLL COUNTY**

**CLERK'S CERTIFICATION**

**This is a true and correct copy of the report which is required to be filed in the Office of the Auditor of State pursuant to Section 117.26, Revised Code, and which is filed in Columbus, Ohio.**

*Susan Babbitt*

**CLERK OF THE BUREAU**

**CERTIFIED  
JULY 27, 2017**