

# **CARROLL COUNTY**

## **Basic Financial Statements**

**Year Ended December 31, 2019**

**With Independent Auditors' Report**







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Board of County Commissioners  
Carroll County  
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We have reviewed the *Independent Auditors' Report* of Carroll County, prepared by Clark, Schaefer, Hackett & Co., for the audit period January 1, 2019 through December 31, 2019. 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.

Keith Faber  
Auditor of State  
Columbus, Ohio

June 22, 2020

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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, each major fund, and the aggregate remaining fund information of Carroll County, Ohio (the "County"), as of and for the year ended December 31, 2019, 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 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 County's preparation and fair presentation of the financial statements in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the entity's internal control. Accordingly, we express no such opinion. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluating the overall presentation of the financial statements.

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

## ***Opinions***

In our opinion, the financial statements referred to above present fairly, in all material respects, the respective financial position of the governmental activities, the business-type activities, each major fund, and the aggregate remaining fund information of Carroll County, Ohio, as of December 31, 2019, 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.

## ***Subsequent Event Footnote***

As discussed in Note 24 to the financial statements, the financial impact of COVID-19 and the ensuing emergency measures will impact subsequent periods of the County. Our opinion is not modified with respect to this matter.

## ***Change in Accounting Principle***

During the year ended December 31, 2019, the County adopted Governmental Accounting Standards Board (GASB) Statement No. 84, Fiduciary Activities and Governmental Accounting Standards Board (GASB) Statement No. 88, Certain Disclosures Related to Debt, Including Direct Borrowing and Direct Placements. As a result of the implementation of GASB Statement No. 84, the County restated net position at January 1, 2019 for the change in accounting principle (See Note 25). Our opinion is not modified with respect to this matter.

## ***Other Matters***

### ***Required Supplementary Information***

Accounting principles generally accepted in the United States of America require that the management's discussion and analysis 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 12, 2020 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 solely to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the County's internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the County's internal control over financial reporting and compliance.

*Clark, Schaefer, Hackett & Co.*

Cincinnati, Ohio  
June 12, 2020

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**CARROLL COUNTY, OHIO**  
**Management's Discussion and Analysis**  
**Year Ended December 31, 2019**  
*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, 2019. 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 2019 are as follows:

- The total net position of the County decreased by \$1,876,994. Net position of governmental activities decreased by \$1,866,267, which represents a 6% decrease from 2018. Net position of business-type activities decreased by \$10,727.
- General revenues accounted for \$15,285,076 or 45% of total governmental activities revenue. Program specific revenues of accounted for \$18,647,716 or 55% of total governmental activities revenue.
- The County had \$36,801,682 in total expenses, an increase of \$3,200,004 from 2018. Program revenues of \$19,612,952 reduced the net cost of the County's functions to be financed from property and sales taxes and other general revenues to \$17,188,730.
- The County's unassigned fund balance in the General Fund was \$2,829,731 at year end, or 29% of General Fund expenditures.

### **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 2019?” 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 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 liabilities and net other postemployment benefit (OPEB) assets and liabilities.

## 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 2019 compared to 2018.

**Table 1  
Net Position**

	Governmental Activities		Business-Type Activities		Total	
	2019	Restated 2018	2019	2018	2019	Restated 2018
<b>Assets</b>						
Current and other assets	\$ 39,332,802	\$ 33,941,231	\$ 1,133,454	\$ 1,040,124	\$ 40,466,256	\$ 34,981,355
Net OPEB assets	44,144	48,531	-	-	44,144	48,531
Capital assets	31,610,711	31,225,907	4,403,801	4,542,876	36,014,512	35,768,783
<b>Total Assets</b>	<b>70,987,657</b>	<b>65,215,669</b>	<b>5,537,255</b>	<b>5,583,000</b>	<b>76,524,912</b>	<b>70,798,669</b>
<b>Deferred Outflows of Resources</b>	<b>8,402,409</b>	<b>4,523,446</b>	<b>152,615</b>	<b>88,223</b>	<b>8,555,024</b>	<b>4,611,669</b>
<b>Liabilities</b>						
Long-term liabilities:						
Net pension liabilities	24,656,904	14,222,101	442,445	274,881	25,099,349	14,496,982
Net OPEB liabilities	10,983,092	9,046,164	202,148	182,993	11,185,240	9,229,157
Other long-term amounts	3,958,196	2,487,070	4,151,838	4,254,203	8,110,034	6,741,273
Other liabilities	1,685,054	1,033,810	74,769	58,046	1,759,823	1,091,856
<b>Total Liabilities</b>	<b>41,283,246</b>	<b>26,789,145</b>	<b>4,871,200</b>	<b>4,770,123</b>	<b>46,154,446</b>	<b>31,559,268</b>
<b>Deferred Inflows of Resources</b>	<b>8,849,597</b>	<b>11,826,480</b>	<b>6,359</b>	<b>78,062</b>	<b>8,855,956</b>	<b>11,904,542</b>
<b>Net Position</b>						
Net investment in capital assets	30,345,730	30,035,037	2,000,801	2,076,876	32,346,531	32,111,913
Restricted	3,225,210	3,284,265	-	28,970	3,225,210	3,313,235
Unrestricted	(4,313,717)	(2,195,812)	(1,188,490)	(1,282,808)	(5,502,207)	(3,478,620)
<b>Total Net Position</b>	<b>\$ 29,257,223</b>	<b>\$ 31,123,490</b>	<b>\$ 812,311</b>	<b>\$ 823,038</b>	<b>\$ 30,069,534</b>	<b>\$ 31,946,528</b>

The net pension liability (NPL) is the largest single liability reported by the County at December 31, 2019 and is reported pursuant to GASB Statement 68, *Accounting and Financial Reporting for Pensions—an Amendment of GASB Statement 27*. The net other postemployment benefits (OPEB) liability is the next largest liability and is reported pursuant to GASB Statement 75, *Accounting and Financial Reporting for Postemployment Benefits Other Than Pensions*. 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 OPEB, the net pension liability and the net OPEB liability to the reported net position and subtracting deferred outflows related to pension and OPEB and the net OPEB assets.

Governmental Accounting Standards Board (GASB) standards are national and apply to all government financial reports prepared in accordance with generally accepted accounting principles. Prior accounting for pensions (GASB Statement No. 27) and postemployment benefits (GASB Statement No. 45) focused on a funding approach. This approach limited pension and OPEB costs to contributions annually required by law, which may or may not be sufficient to fully fund each plan's *net pension liability* or *net OPEB liability*. GASB Statement No. 68 and GASB Statement No. 75 take an earnings approach to pension and OPEB accounting; however, the nature of Ohio's statewide pension/OPEB plans and state law governing those systems requires additional explanation in order to properly understand the information presented in these statements.

GASB Statement No. 68 and GASB Statement No. 75 require the net pension liability and the net OPEB liability to equal the County's proportionate share of each plan's collective:

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

GASB notes that pension and OPEB 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 and other postemployment benefits. GASB noted that the unfunded portion of this 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 these liabilities. 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 Ohio revised Code permits, but does not require the retirement systems to provide healthcare to eligible benefit recipients. The retirement systems may allocate a portion of the employer contributions to provide for these OPEB benefits.

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 retirement system. In Ohio, there is no legal means to enforce the unfunded liability of the pension/OPEB plan *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 retirement system is responsible for the administration of the pension and OPEB plans.

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 or the net OPEB liability. As explained above, changes in benefits, contribution rates, and return on investments affect the balance of these liabilities, 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 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 and the net OPEB liability are satisfied, these liabilities are separately identified within the long-term liability section of the statement of net position.

In accordance with GASB Statement No. 68 and GASB Statement No. 75, the County's statements prepared on an accrual basis of accounting include an annual pension expense and an annual OPEB expense for their proportionate share of each plan's *change* in net pension liability and net OPEB liability/asset, respectively, 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, 2019, the County's assets and deferred outflows exceeded liabilities and deferred inflows by \$30,069,534. This amounts to \$29,257,223 in governmental activities and \$812,311 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 47% of total governmental and business-type assets. Capital assets include land, construction in progress, land improvements, buildings and improvements, furniture and equipment, vehicles, and infrastructure. The net investment in capital assets at December 31, 2019 was \$32,346,531. 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, 2019, the County is able to report positive balances in two of the three categories of net position for governmental activities and business-type activities. The unrestricted deficit net position balances are primarily attributable to the recognition of the County's proportionate share of net pension and OPEB liabilities reported in accordance with GASB Statement Nos. 68 and 75, in addition to the recognition of landfill postclosure liabilities in business-type activities.

Total assets increased by \$5,726,243 during 2019. The majority of this increase occurred in current and other assets, as the County experienced growth in its cash balances due to unspent bond proceeds and positive cash basis operating results.

Total liabilities increased \$14,595,178 during 2019. The majority of this increase occurred with net pension liabilities. The County recognized \$25,099,349 for its proportionate share of net pension liabilities in accordance with GASB Statement No. 68 and \$11,185,240 for its proportionate share of net OPEB liabilities in accordance with GASB Statement No. 75. The increase in these liabilities in the state-wide retirement plans was due to lower than projected investment earnings. This also led to the increase in deferred outflows of resources and the decrease in deferred inflows of resources, as the difference between projected and actual investment earnings are deferred and recognized over five years.

A portion of the County's net position, \$3,225,210, represents resources that are subject to external restrictions on how they may be used.



The table below shows the changes in net position for years 2019 and 2018.

**Table 2  
Changes in Net Position**

	Governmental Activities		Business-Type Activities		Total	
	2019	Restated 2018	2019	Restated 2018	2019	Restated 2018
<b>Revenues</b>						
Program revenues:						
Charges for services	\$ 6,133,013	\$ 5,238,655	\$ 928,547	\$ 915,203	\$ 7,061,560	\$ 6,153,858
Operating grants and contributions	11,213,722	9,502,198	36,689	35,774	11,250,411	9,537,972
Capital grants and contributions	1,300,981	695,686	-	-	1,300,981	695,686
<b>Total program revenues</b>	<b>18,647,716</b>	<b>15,436,539</b>	<b>965,236</b>	<b>950,977</b>	<b>19,612,952</b>	<b>16,387,516</b>
General revenues:						
Property and other taxes	8,869,640	7,763,454	-	-	8,869,640	7,763,454
Sales taxes	3,492,069	2,764,708	-	-	3,492,069	2,764,708
Grants and entitlements not restricted to specific programs	1,326,060	1,334,283	-	-	1,326,060	1,334,283
Oil and gas lease	275,503	488,905	-	-	275,503	488,905
Investment earnings	517,485	310,848	13,037	6,750	530,522	317,598
Miscellaneous	804,319	629,007	13,623	25,634	817,942	654,641
<b>Total general revenues</b>	<b>15,285,076</b>	<b>13,291,205</b>	<b>26,660</b>	<b>32,384</b>	<b>15,311,736</b>	<b>13,323,589</b>
<b>Total revenues</b>	<b>33,932,792</b>	<b>28,727,744</b>	<b>991,896</b>	<b>983,361</b>	<b>34,924,688</b>	<b>29,711,105</b>
<b>Expenses</b>						
General government	7,028,480	7,737,740	-	-	7,028,480	7,737,740
Public safety	5,061,701	4,091,493	-	-	5,061,701	4,091,493
Public works	8,572,341	7,316,092	-	-	8,572,341	7,316,092
Health	6,602,751	5,750,539	-	-	6,602,751	5,750,539
Human services	8,110,345	7,168,964	-	-	8,110,345	7,168,964
Economic development and assistance	301,271	528,005	-	-	301,271	528,005
Other	42,134	23,748	-	-	42,134	23,748
Interest and fiscal charges	65,036	25,278	-	-	65,036	25,278
Sewer	-	-	975,196	947,422	975,196	947,422
Landfill	-	-	42,427	12,397	42,427	12,397
<b>Total expenses</b>	<b>35,784,059</b>	<b>32,641,859</b>	<b>1,017,623</b>	<b>959,819</b>	<b>36,801,682</b>	<b>33,601,678</b>
Transfers	(15,000)	(37,639)	15,000	37,639	-	-
<b>Change in net position</b>	<b>(1,866,267)</b>	<b>(3,951,754)</b>	<b>(10,727)</b>	<b>61,181</b>	<b>(1,876,994)</b>	<b>(3,890,573)</b>
<i>Net position, beginning of year</i>	<u>31,123,490</u>	<u>35,075,244</u>	<u>823,038</u>	<u>761,857</u>	<u>31,946,528</u>	<u>35,837,101</u>
<i>Net position, end of year</i>	<u>\$ 29,257,223</u>	<u>\$ 31,123,490</u>	<u>\$ 812,311</u>	<u>\$ 823,038</u>	<u>\$ 30,069,534</u>	<u>\$ 31,946,528</u>

### **Governmental Activities**

Governmental net position decreased by \$1,866,267 during the year.

General government represents activities related to the governing body as well as activities that directly support County programs. In 2019, general government expenses totaled \$7,028,480 or 20% of total governmental expenses. General government programs were supported by \$2,462,671 in direct charges to users.

The County program human services, which supports the operations of the county home, public assistance, and the children services board accounted for \$8,110,345 of expenses or 23% of total governmental expenses of the County during 2019. These expenses were funded by \$1,456,549 in charges to users of services and \$3,860,553 in operating grants and contributions.

The County program public works, accounted for \$8,572,341 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 2019, the County received \$1,300,981 in Issue 2 funding from the Ohio Public Works Commission for various road and bridge projects, an increase of \$605,295 from 2018.

Operating grants are a large part of program revenues. The state and federal government contributed revenues of \$11,213,722 in operating grants and contributions and \$1,300,981 in capital grants and contributions. These revenues are restricted to a particular program or purpose. Of the total operating and capital grants and contributions, \$3,860,553 subsidized human services programs and \$6,427,217 subsidized public works programs. Another type of program revenue, direct charges to users of governmental activities, made up \$6,133,013 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 \$15,285,076 and amounted to 45% of total revenues. These revenues primarily consist of property and sales tax revenue of \$12,361,709 or 81% of total general revenues in 2019. Property tax revenue increased due to increases in property valuations, including addition of the Rover pipeline. Sales tax activity in the General Fund increased from last year due to increased retail activity. 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 \$1,326,060 or 9% 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 2019	Net Cost of Services 2019	Total Cost of Services 2018	Net Cost of Services 2018
General government	\$ 7,028,480	\$ 4,433,854	\$ 7,737,740	\$ 5,478,082
Public safety	5,061,701	4,149,221	4,091,493	3,214,837
Public works	8,572,341	1,852,704	7,316,092	1,941,218
Health	6,602,751	3,707,995	5,750,539	3,899,186
Human services	8,110,345	2,793,243	7,168,964	2,313,817
Economic development and assistance	301,271	92,156	528,005	309,154
Other	42,134	42,134	23,748	23,748
Interest and fiscal charges	65,036	65,036	25,278	25,278
	<u>\$ 35,784,059</u>	<u>\$ 17,136,343</u>	<u>\$ 32,641,859</u>	<u>\$ 17,205,320</u>

Governmental activities expenses increased \$3,142,200 during 2019. The majority of this increase (\$2,693,543) was attributable to increases in pension and OPEB expenses associated with the increases in the net pension and OPEB liabilities. Another source for additional expenses was due to increases in salary and benefit expenses, associated with hiring of personnel, annual raises and retirement payouts.

### **Business-Type Activities**

The Sewer and Landfill funds are the County's two major enterprise funds. For the year ended December 31, 2019, these operations had operating and nonoperating revenues of \$991,896 and operating and nonoperating expenses of \$1,017,623. Total revenue was up less than 1% from 2018, while expenses were up 6%, due to increases in depreciation, with the purchases of trucks during the year, and landfill expenses, due to additional leachate repairs.

### **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 \$26,770,850, which is \$4,001,024 above last year's total of \$22,769,826. The schedule below indicates the fund balances and the total change in fund balances as of December 31, 2019 and 2018, for all major and nonmajor governmental funds.

	<u>Fund Balance</u>	<i>Restated</i> <u>Fund Balance</u>	<u>Change in</u>
	<u>December 31, 2019</u>	<u>December 31, 2018</u>	<u>Fund Balance</u>
Major Funds:			
General	\$ 5,948,959	\$ 5,551,134	\$ 397,825
Motor Vehicle and Gas Tax	5,493,228	4,947,961	545,267
County Board of DD	5,751,824	4,576,704	1,175,120
County Home	1,056,119	955,072	101,047
Public Assistance	471,544	467,566	3,978
Nonmajor Governmental Funds	<u>8,049,176</u>	<u>6,271,389</u>	<u>1,777,787</u>
 Total	 <u>\$ 26,770,850</u>	 <u>\$ 22,769,826</u>	 <u>\$ 4,001,024</u>

### **General Fund**

The General Fund, the County's primary operating fund, experienced an increase in fund balance during 2019 of \$397,825, compared to a \$947,529 decrease in fund balance in 2018. The difference between years is attributable to increases in property and sales taxes previously discussed.

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

The Motor Vehicle and Gas Tax Fund, a County major fund, had revenues of \$4,735,875 and expenditures of \$4,190,608 in 2019. The fund experienced an increase in fund balance of \$545,267 during the year, due to increases in state gas taxes that went into effect on July 1, 2019.

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

The County Board of DD Fund, a County major fund, had revenues of \$6,871,362 and expenditures of \$5,596,242 in 2019. The fund experienced an increase in fund balance of \$1,175,120 during the year, compared to a \$247,304 increase in fund balance in 2018, because of increases in real estate taxes, Medicaid reimbursements and grant funding.

### **County Home Fund**

The County Home Fund, a County major fund, had revenues of \$2,559,026 and expenditures of \$2,457,979 in 2019. The fund experienced an increase in fund balance of \$101,047 during the year, due to in real estate taxes and grant funding.

### **Public Assistance Fund**

The Public Assistance Fund, a County major fund, had revenues of \$2,481,881 and expenditures of \$2,539,701 in 2019. The fund performed comparably with the prior year, only increasing by \$3,978.

### **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 \$6,965,910 and were increased to \$9,961,172 in the final budget. The main factor of this was an increase in property and sales taxes. Original appropriations were \$9,669,438 and were increased to \$10,249,740 in the final appropriations. Actual expenditures of \$9,267,021 were less than final budgeted appropriations by \$982,719, 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 2019, the County had \$36,014,512 (net of accumulated depreciation) invested in land, construction in progress, land improvements, buildings and improvements, furniture and equipment, vehicles, and infrastructure. Of this total, \$31,610,711 was reported in governmental activities and \$4,403,801 was reported in business-type activities. See Note 9 to the basic financial statements for detail. The following table shows fiscal 2019 balances compared to 2018:

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

	Governmental Activities		Business-Type Activities		Total	
	2019	2018	2019	2018	2019	2018
Land	\$ 1,281,910	\$ 1,281,910	\$ 7,500	\$ 7,500	\$ 1,289,410	\$ 1,289,410
Construction in progress	392,590	-	-	-	392,590	-
Land improvements	74,160	54,359	-	-	74,160	54,359
Buildings and improvements	3,899,356	3,327,947	22,987	34,312	3,922,343	3,362,259
Furniture and equipment	1,859,505	1,858,117	123,704	51,500	1,983,209	1,909,617
Vehicles	2,184,541	2,157,603	-	-	2,184,541	2,157,603
Infrastructure	21,918,649	22,545,971	-	-	21,918,649	22,545,971
Sewer lines	-	-	4,249,610	4,449,564	4,249,610	4,449,564
Totals	<u>\$ 31,610,711</u>	<u>\$ 31,225,907</u>	<u>\$ 4,403,801</u>	<u>\$ 4,542,876</u>	<u>\$ 36,014,512</u>	<u>\$ 35,768,783</u>

### Debt Administration

At December 31, 2019, the County had \$4,997,196 in outstanding debt, an increase of \$1,340,326 from 2018. The County had the following long-term debt outstanding at December 31, 2019 and 2018:

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

	Governmental Activities	
	2019	2018
Governmental Activities:		
General obligation bonds	\$ 1,916,900	\$ 326,900
Excavator loan	160,628	211,161
Capital lease obligations	<u>516,668</u>	<u>652,809</u>
	2,594,196	1,190,870
Business-Type Activities:		
Revenue bonds	<u>2,403,000</u>	<u>2,466,000</u>
Totals	<u>\$ 4,997,196</u>	<u>\$ 3,656,870</u>

During 2019, the County issued \$1.6 million in County facilities general obligation bonds for jail improvements, bell tower improvements and other facilities improvements. These bonds were issued at a rate of 3.59% and mature in 2039. See Note 12 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**

In early 2020, the country began to grapple with the effects of the global COVID-19 pandemic. In March 2020, the Ohio Governor issued stay-at-home orders for residents and non-essential businesses to slow the spread and mitigate the impact on health services. The State began easing its restrictions in May 2020, but the economic impact will be felt well into the future. Just from the end of 2019 to March 2020, the County's unemployment has increased from 5.1% to 7.2%.

With the continuation of conservative budgeting practices, the County's financial position should be able to weather 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, 2019

	Primary Government		
	Governmental Activities	Business-Type Activities	Total
<b>Assets</b>			
Equity in pooled cash and cash equivalents	\$ 24,401,535	\$ 997,452	\$ 25,398,987
Cash in segregated accounts	922,860	67,072	989,932
Receivables (net of allowances):			
Sales taxes	716,460	-	716,460
Property and other taxes	8,621,149	-	8,621,149
Accounts	93,666	66,872	160,538
Due from other governments	3,308,859	-	3,308,859
Accrued interest	153,847	-	153,847
Prepaid items	186,834	2,058	188,892
Materials and supplies inventory	927,592	-	927,592
Net OPEB assets	44,144	-	44,144
Nondepreciable capital assets	1,674,500	7,500	1,682,000
Depreciable capital assets, net	29,936,211	4,396,301	34,332,512
<b>Total assets</b>	<b>70,987,657</b>	<b>5,537,255</b>	<b>76,524,912</b>
<b>Deferred Outflows of Resources</b>			
Pensions	7,451,775	135,210	7,586,985
OPEB	950,634	17,405	968,039
<b>Total deferred outflows of resources</b>	<b>8,402,409</b>	<b>152,615</b>	<b>8,555,024</b>
<b>Liabilities</b>			
Accounts payable	884,659	33,017	917,676
Accrued wages and benefits payable	595,247	9,242	604,489
Due to other governments	192,755	3,650	196,405
Accrued interest payable	7,277	28,860	36,137
Amount to be repaid to claimants	2,008	-	2,008
Matured compensated absences	3,108	-	3,108
Long-term liabilities:			
Due within one year	353,401	134,549	487,950
Due in more than one year:			
Net pension liability	24,656,904	442,445	25,099,349
Net OPEB liability	10,983,092	202,148	11,185,240
Other amounts due more than one year	3,604,795	4,017,289	7,622,084
<b>Total liabilities</b>	<b>41,283,246</b>	<b>4,871,200</b>	<b>46,154,446</b>
<b>Deferred Inflows of Resources</b>			
Property taxes levied for next year	8,285,000	-	8,285,000
Pensions	477,997	5,810	483,807
OPEB	86,600	549	87,149
<b>Total deferred inflows of resources</b>	<b>8,849,597</b>	<b>6,359</b>	<b>8,855,956</b>
<b>Net Position</b>			
Net investment in capital assets	30,345,730	2,000,801	32,346,531
Restricted for:			
Public works projects	1,443,623	-	1,443,623
Health programs	1,781,587	-	1,781,587
Unrestricted	(4,313,717)	(1,188,490)	(5,502,207)
<b>Total net position</b>	<b>\$ 29,257,223</b>	<b>\$ 812,311</b>	<b>\$ 30,069,534</b>

See accompanying notes to the basic financial statements.

**CARROLL COUNTY, OHIO**  
Statement of Activities  
Year Ended December 31, 2019

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		
					Governmental Activities	Business-Type Activities	Total
Governmental activities:							
General government:							
Legislative and executive	\$ 4,766,328	\$ 2,020,924	\$ 52,333	\$ -	\$ (2,693,071)	\$ -	\$ (2,693,071)
Judicial	2,262,152	441,747	79,622	-	(1,740,783)	-	(1,740,783)
Public safety	5,061,701	592,909	319,571	-	(4,149,221)	-	(4,149,221)
Public works	8,572,341	292,420	5,126,236	1,300,981	(1,852,704)	-	(1,852,704)
Health	6,602,751	1,328,464	1,566,292	-	(3,707,995)	-	(3,707,995)
Human services	8,110,345	1,456,549	3,860,553	-	(2,793,243)	-	(2,793,243)
Economic development and assistance	301,271	-	209,115	-	(92,156)	-	(92,156)
Other	42,134	-	-	-	(42,134)	-	(42,134)
Interest and fiscal charges	65,036	-	-	-	(65,036)	-	(65,036)
Total governmental activities	<u>35,784,059</u>	<u>6,133,013</u>	<u>11,213,722</u>	<u>1,300,981</u>	<u>(17,136,343)</u>	<u>-</u>	<u>(17,136,343)</u>
Business-type activities:							
Sewer	975,196	928,547	-	-	-	(46,649)	(46,649)
Landfill	42,427	-	36,689	-	-	(5,738)	(5,738)
Total business-type activities	<u>1,017,623</u>	<u>928,547</u>	<u>36,689</u>	<u>-</u>	<u>-</u>	<u>(52,387)</u>	<u>(52,387)</u>
<b>Total</b>	<b>\$ 36,801,682</b>	<b>\$ 7,061,560</b>	<b>\$ 11,250,411</b>	<b>\$ 1,300,981</b>	<b>(17,136,343)</b>	<b>(52,387)</b>	<b>(17,188,730)</b>
General revenues:							
Property taxes levied for:							
General purposes					3,015,413	-	3,015,413
Human services - County Board of DD					3,868,715	-	3,868,715
Human services - County Home					1,367,233	-	1,367,233
Public works - Road Levy					618,279	-	618,279
Sales taxes					3,492,069	-	3,492,069
Grants and contributions not restricted to specific programs					1,326,060	-	1,326,060
Oil and gas lease revenues					275,503	-	275,503
Investment earnings					517,485	13,037	530,522
Miscellaneous					804,319	13,623	817,942
Transfers					(15,000)	15,000	-
Total general revenues and transfers					<u>15,270,076</u>	<u>41,660</u>	<u>15,311,736</u>
Change in net position					(1,866,267)	(10,727)	(1,876,994)
Net position beginning of year, <i>restated</i>					<u>31,123,490</u>	<u>823,038</u>	<u>31,946,528</u>
Net position end of year					<u>\$ 29,257,223</u>	<u>\$ 812,311</u>	<u>\$ 30,069,534</u>

See accompanying notes to the basic financial statements.



**CARROLL COUNTY, OHIO**  
Balance Sheet  
Governmental Funds  
December 31, 2019

	General	Motor Vehicle and Gas Tax	County Board of DD	County Home	Public Assistance
<b>Assets</b>					
Equity in pooled cash and cash equivalents	\$ 5,547,137	\$ 3,792,199	\$ 4,625,995	\$ 1,104,639	\$ 551,981
Cash in segregated accounts	15,357	-	897,125	10,288	-
Receivables (net of allowances):					
Sales taxes	716,460	-	-	-	-
Property and other local taxes	2,813,630	-	3,791,327	1,346,379	-
Accounts	39,178	1,128	-	11,680	825
Due from other governments	516,099	2,141,146	499,023	47,500	-
Accrued interest	153,847	-	-	-	-
Interfund loans	75,678	-	-	-	-
Due from other funds	-	-	-	-	32,864
Prepaid items	108,396	17,463	19,141	13,432	12,217
Materials and supplies inventory	7,916	915,110	-	-	1,835
<b>Total assets</b>	<b>\$ 9,993,698</b>	<b>\$ 6,867,046</b>	<b>\$ 9,832,611</b>	<b>\$ 2,533,918</b>	<b>\$ 599,722</b>
<b>Liabilities</b>					
Accounts payable	\$ 105,785	\$ 6,632	\$ 24,424	\$ 20,259	\$ 25,404
Accrued wages and benefits payable	262,119	60,684	112,532	57,154	81,456
Matured compensated absences	3,108	-	-	-	-
Due to other governments	115,351	5,074	30,004	6,507	16,636
Interfund loans payable	-	-	-	-	-
Due to other funds	-	-	-	-	4,682
Amounts to be repaid to claimants	2,008	-	-	-	-
<b>Total liabilities</b>	<b>488,371</b>	<b>72,390</b>	<b>166,960</b>	<b>83,920</b>	<b>128,178</b>
<b>Deferred Inflows of Resources</b>					
Property taxes levied for next year	2,700,000	-	3,645,000	1,295,000	-
Unavailable revenue	856,368	1,301,428	268,827	98,879	-
<b>Total deferred inflows of resources</b>	<b>3,556,368</b>	<b>1,301,428</b>	<b>3,913,827</b>	<b>1,393,879</b>	<b>-</b>
<b>Fund balances</b>					
Nonspendable	135,272	932,573	19,141	13,432	14,052
Restricted	-	4,560,655	5,732,683	1,042,687	457,492
Committed	27,793	-	-	-	-
Assigned	2,956,163	-	-	-	-
Unassigned	2,829,731	-	-	-	-
<b>Total fund balances</b>	<b>5,948,959</b>	<b>5,493,228</b>	<b>5,751,824</b>	<b>1,056,119</b>	<b>471,544</b>
<b>Total liabilities, deferred inflows of resources and fund balances</b>	<b>\$ 9,993,698</b>	<b>\$ 6,867,046</b>	<b>\$ 9,832,611</b>	<b>\$ 2,533,918</b>	<b>\$ 599,722</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, 2019

Nonmajor Governmental Funds	Total Governmental Funds		
\$ 8,779,584	\$ 24,401,535	<b>Total governmental fund balances</b>	\$ 26,770,850
90	922,860	<i>Amounts reported for governmental activities in the statement of net position are different because:</i>	
-	716,460	Capital assets used in governmental activities are not financial resources and therefore are not reported in the funds.	31,610,711
669,813	8,621,149	Other long-term assets are not available to pay for current-period expenditures and therefore are reported as unavailable in the funds.	2,599,175
40,855	93,666		
105,091	3,308,859	Long-term liabilities are not due and payable in the current period and therefore are not reported in the funds:	
-	153,847	General obligation bonds payable	(1,916,900)
-	75,678	Loans payable	(160,628)
5,060	37,924	Capital leases payable	(516,668)
16,185	186,834	Compensated absences payable	(1,364,000)
2,731	927,592	Accrued interest on long-term debt	(7,277)
<u>\$ 9,619,409</u>	<u>\$ 39,446,404</u>	The net pension and OPEB liabilities are not due and payable in the current period; net OPEB assets are not current financial resources; therefore, the assets, liabilities, and related deferred outflows and inflows are not reported in the governmental funds:	
\$ 702,155	\$ 884,659	Deferred outflows - pensions	7,451,775
21,302	595,247	Deferred inflows - pensions	(477,997)
-	3,108	Net pension liabilities	(24,656,904)
19,183	192,755	Deferred outflows - OPEB	950,634
75,678	75,678	Deferred inflows - OPEB	(86,600)
33,242	37,924	Net OPEB assets	44,144
-	2,008	Net OPEB liabilities	(10,983,092)
<u>851,560</u>	<u>1,791,379</u>	<b>Net position of governmental activities</b>	<u>\$ 29,257,223</u>
645,000	8,285,000		
73,673	2,599,175		
<u>718,673</u>	<u>10,884,175</u>		
18,916	1,133,386		
6,122,022	17,915,539		
1,987,147	2,014,940		
-	2,956,163		
(78,909)	2,750,822		
<u>8,049,176</u>	<u>26,770,850</u>		
<u>\$ 9,619,409</u>	<u>\$ 39,446,404</u>		

**CARROLL COUNTY, OHIO**  
Statement of Revenues, Expenditures and Changes in Fund Balances  
Governmental Funds  
Year Ended December 31, 2019

	General	Motor Vehicle and Gas Tax	County Board of DD	County Home	Public Assistance
<b>Revenues</b>					
Property and other local taxes	\$ 2,981,392	\$ -	\$ 3,833,358	\$ 1,349,627	\$ -
Sales taxes	3,464,336	-	-	-	-
Charges for services	1,554,411	-	1,175,935	1,133,677	-
Licenses and permits	8,574	-	-	-	-
Fines and forfeitures	50,712	25,078	-	-	-
Intergovernmental	985,840	4,538,327	1,855,290	41,466	2,287,211
Investment income	420,725	65,545	-	-	-
Rental income	15,100	-	-	-	-
Contributions and donations	2,006	4,739	-	396	-
Oil and gas lease	275,503	-	-	-	-
Other	497,207	102,186	6,779	33,860	194,670
Total revenues	<u>10,255,806</u>	<u>4,735,875</u>	<u>6,871,362</u>	<u>2,559,026</u>	<u>2,481,881</u>
<b>Expenditures</b>					
Current:					
General government:					
Legislative and executive	4,167,902	-	-	-	-
Judicial	1,599,900	-	-	-	-
Public safety	3,093,524	-	-	-	-
Public works	76,812	4,133,909	-	-	-
Health	87,992	-	5,596,242	-	-
Human services	210,140	-	-	2,457,979	2,539,701
Economic development and assistance	36,000	-	-	-	-
Capital outlay	71,327	-	-	-	-
Debt Service:					
Principal retirement	217,468	50,533	-	-	-
Interest and fiscal charges	34,840	6,166	-	-	-
Total expenditures	<u>9,595,905</u>	<u>4,190,608</u>	<u>5,596,242</u>	<u>2,457,979</u>	<u>2,539,701</u>
Excess (deficiency) of revenues over (under) expenditures	<u>659,901</u>	<u>545,267</u>	<u>1,275,120</u>	<u>101,047</u>	<u>(57,820)</u>
<b>Other Financing Sources (Uses)</b>					
General obligation bonds issued	1,600,000	-	-	-	-
Inception of capital lease	71,327	-	-	-	-
Transfers in	-	-	-	-	61,798
Transfers out	(1,933,403)	-	(100,000)	-	-
Total other financing sources (uses)	<u>(262,076)</u>	<u>-</u>	<u>(100,000)</u>	<u>-</u>	<u>61,798</u>
Net change in fund balances	397,825	545,267	1,175,120	101,047	3,978
Fund balance, beginning of year, <i>restated</i>	<u>5,551,134</u>	<u>4,947,961</u>	<u>4,576,704</u>	<u>955,072</u>	<u>467,566</u>
Fund balance, end of year	<u>\$ 5,948,959</u>	<u>\$ 5,493,228</u>	<u>\$ 5,751,824</u>	<u>\$ 1,056,119</u>	<u>\$ 471,544</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, 2019

Nonmajor Governmental Funds	Total Governmental Funds			
		<b>Net change in fund balances - total governmental funds</b>	<b>\$</b>	<b>4,001,024</b>
\$ 634,477	\$ 8,798,854	<i>Amounts reported for governmental activities in the Statement of Activities are different because:</i>		
-	3,464,336	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:		
1,827,829	5,691,852	Capital asset additions		2,902,729
19,375	27,949	Depreciation expense		(2,399,306)
38,246	114,036	In the statement of activities, loss on disposal of capital assets is reported, whereas only proceeds from sales are reported in the funds.		(118,619)
4,053,873	13,762,007	Revenue in the statement of activities that do not provide current financial resources are not reported as revenues in the funds.		212,964
514	486,784	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:		
-	15,100	Compensated absences		(67,800)
15,498	22,639	Interest on long-term debt		1,339
-	275,503	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.		268,001
436,257	1,270,959	Contractually required contributions are reported as expenditures in governmental funds; however, the statement of net position reports these amounts as deferred outflows.		
7,026,069	33,930,019	Pensions		1,651,588
		OPEB		4,899
		Except for amounts reported as deferred inflows/outflows, changes in the net pension liability and net OPEB assets and liabilities are reported as pension and OPEB expenses in the statement of activities.		
725,031	4,892,933	Pensions		(5,556,723)
198,451	1,798,351	OPEB		(1,095,036)
837,344	3,930,868	The issuance of bonds and inception of capital leases are recorded as other financing sources in the governmental funds, but are used to increase long-term liabilities in the statement of net position.		(1,671,327)
1,145,505	5,356,226	<b>Change in net position of governmental activities</b>	<b>\$</b>	<b>(1,866,267)</b>
156,889	5,841,123			
1,721,331	6,929,151			
256,508	292,508			
2,138,459	2,209,786			
-	268,001			
25,369	66,375			
7,204,887	31,585,322			
(178,818)	2,344,697			
-	1,600,000			
-	71,327			
1,956,605	2,018,403			
-	(2,033,403)			
1,956,605	1,656,327			
1,777,787	4,001,024			
6,271,389	22,769,826			
\$ 8,049,176	\$ 26,770,850			

**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, 2019

	Budgeted Amounts		Actual	Variance From Final Budget
	Original	Final		
<b>Revenues</b>				
Property and other local taxes	\$ 2,000,000	\$ 2,969,955	\$ 2,969,955	\$ -
Sales taxes	2,500,000	3,435,351	3,435,351	-
Charges for services	1,000,710	1,296,864	1,296,864	-
Licenses and permits	1,900	8,574	8,574	-
Fines and forfeitures	53,000	50,876	50,876	-
Intergovernmental	900,000	985,436	985,436	-
Investment income	150,000	412,097	412,097	-
Rental income	14,800	15,600	15,600	-
Oil and gas lease	150,000	297,880	297,880	-
Other	195,500	488,539	488,539	-
Total revenues	<u>6,965,910</u>	<u>9,961,172</u>	<u>9,961,172</u>	<u>-</u>
<b>Expenditures</b>				
Current:				
General government:				
Legislative and executive	4,216,743	4,443,618	4,069,503	374,115
Judicial	1,645,039	1,775,758	1,562,347	213,411
Public safety	3,055,267	3,289,377	3,245,356	44,021
Public works	74,900	81,434	79,537	1,897
Health	198,014	156,401	70,500	85,901
Human services	446,363	467,152	203,778	263,374
Economic development and assistance	33,112	36,000	36,000	-
Total expenditures	<u>9,669,438</u>	<u>10,249,740</u>	<u>9,267,021</u>	<u>982,719</u>
Excess (deficiency) of revenues over (under) expenditures	<u>(2,703,528)</u>	<u>(288,568)</u>	<u>694,151</u>	<u>982,719</u>
<b>Other Financing Sources (Uses)</b>				
General obligation bonds issued	-	1,600,000	1,600,000	-
Transfers in	259,691	20,051	20,051	-
Transfers out	(646,799)	(1,928,944)	(1,928,944)	-
Advances in	-	137,643	137,643	-
Advances out	-	-	(75,678)	(75,678)
Total other financing sources (uses)	<u>(387,108)</u>	<u>(171,250)</u>	<u>(246,928)</u>	<u>(75,678)</u>
Net change in fund balances	(3,090,636)	(459,818)	447,223	<u>\$ 907,041</u>
Fund balance, beginning of year	3,116,253	3,116,253	3,116,253	
Prior year encumbrances appropriated	242,059	242,059	242,059	
Fund balance, end of year	<u>\$ 267,676</u>	<u>\$ 2,898,494</u>	<u>\$ 3,805,535</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, 2019

	Budgeted Amounts		Actual	Variance From Final Budget
	Original	Final		
<b>Revenues</b>				
Fines and forfeitures	\$ 30,000	\$ 26,538	\$ 26,538	\$ -
Intergovernmental	3,601,500	4,288,367	4,288,367	-
Investment income	10,000	65,545	65,545	-
Contributions and donations	-	4,739	4,739	-
Other	10,000	102,186	102,186	-
Total revenues	<u>3,651,500</u>	<u>4,487,375</u>	<u>4,487,375</u>	<u>-</u>
<b>Expenditures</b>				
Current:				
Public works	4,830,617	5,083,422	4,622,315	461,107
Total expenditures	<u>4,830,617</u>	<u>5,083,422</u>	<u>4,622,315</u>	<u>461,107</u>
Net change in fund balances	(1,179,117)	(596,047)	(134,940)	<u>\$ 461,107</u>
Fund balance, beginning of year	3,320,096	3,320,096	3,320,096	
Prior year encumbrances appropriated	576,577	576,577	576,577	
Fund balance, end of year	<u>\$ 2,717,556</u>	<u>\$ 3,300,626</u>	<u>\$ 3,761,733</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, 2019

	Budgeted Amounts		Actual	Variance From Final Budget
	Original	Final		
<b>Revenues</b>				
Property and other local taxes	\$ 3,150,000	\$ 3,404,838	\$ 3,824,555	\$ 419,717
Charges for services	450,000	844,891	949,041	104,150
Intergovernmental	1,567,000	1,334,505	1,499,010	164,505
Other	-	6,035	6,779	744
Total revenues	<u>5,167,000</u>	<u>5,590,269</u>	<u>6,279,385</u>	<u>689,116</u>
<b>Expenditures</b>				
Current:				
Health	<u>5,436,060</u>	<u>6,110,028</u>	<u>5,569,827</u>	<u>540,201</u>
Total expenditures	<u>5,436,060</u>	<u>6,110,028</u>	<u>5,569,827</u>	<u>540,201</u>
Excess (deficiency) of revenues over (under) expenditures	<u>(269,060)</u>	<u>(519,759)</u>	<u>709,558</u>	<u>1,229,317</u>
<b>Other Financing Sources (Uses)</b>				
Transfers in	-	600,000	600,000	-
Transfers out	-	(700,000)	(700,000)	-
Total other financing sources (uses)	<u>-</u>	<u>(100,000)</u>	<u>(100,000)</u>	<u>-</u>
Net change in fund balances	(269,060)	(619,759)	609,558	<u>\$ 1,229,317</u>
Fund balance, beginning of year	3,831,906	3,831,906	3,831,906	
Prior year encumbrances appropriated	<u>58,260</u>	<u>58,260</u>	<u>58,260</u>	
Fund balance, end of year	<u>\$ 3,621,106</u>	<u>\$ 3,270,407</u>	<u>\$ 4,499,724</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, 2019

	Budgeted Amounts		Actual	Variance From Final Budget
	Original	Final		
<b>Revenues</b>				
Property and other local taxes	\$ 1,057,600	\$ 1,342,898	\$ 1,342,898	\$ -
Charges for services	975,000	1,121,817	1,121,817	-
Intergovernmental	95,000	41,466	41,466	-
Contributions and donations	-	-	396	396
Other	1,000	33,860	33,860	-
Total revenues	<u>2,128,600</u>	<u>2,540,041</u>	<u>2,540,437</u>	<u>396</u>
<b>Expenditures</b>				
Current:				
Human services	<u>2,342,369</u>	<u>2,652,378</u>	<u>2,501,207</u>	<u>151,171</u>
Total expenditures	<u>2,342,369</u>	<u>2,652,378</u>	<u>2,501,207</u>	<u>151,171</u>
Net change in fund balances	(213,769)	(112,337)	39,230	<u>\$ 151,567</u>
Fund balance, beginning of year	920,909	920,909	920,909	
Prior year encumbrances appropriated	85,921	85,921	85,921	
Fund balance, end of year	<u>\$ 793,061</u>	<u>\$ 894,493</u>	<u>\$ 1,046,060</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, 2019

	Budgeted Amounts		Actual	Variance From Final Budget
	Original	Final		
<b>Revenues</b>				
Intergovernmental	\$ 2,648,600	\$ 2,287,211	\$ 2,287,211	\$ -
Other	203,700	169,625	169,625	-
Total revenues	<u>2,852,300</u>	<u>2,456,836</u>	<u>2,456,836</u>	<u>-</u>
<b>Expenditures</b>				
Current:				
Human services	<u>3,214,962</u>	<u>3,178,962</u>	<u>2,784,221</u>	<u>394,741</u>
Total expenditures	<u>3,214,962</u>	<u>3,178,962</u>	<u>2,784,221</u>	<u>394,741</u>
Deficiency of revenues under expenditures	<u>(362,662)</u>	<u>(722,126)</u>	<u>(327,385)</u>	<u>394,741</u>
<b>Other Financing Sources</b>				
Transfers in	<u>268,700</u>	<u>300,505</u>	<u>300,505</u>	<u>-</u>
Net change in fund balances	(93,962)	(421,621)	(26,880)	<u>\$ 394,741</u>
Fund balance, beginning of year	431,579	431,579	431,579	
Prior year encumbrances appropriated	<u>122,081</u>	<u>122,081</u>	<u>122,081</u>	
Fund balance, end of year	<u>\$ 459,698</u>	<u>\$ 132,039</u>	<u>\$ 526,780</u>	

See accompanying notes to the basic financial statements.

**CARROLL COUNTY, OHIO**  
Statement of Net Position  
Proprietary Funds - Enterprise Funds  
December 31, 2019

	<u>Sewer</u>	<u>Landfill</u>	<u>Total</u>
<b>Assets</b>			
Current assets:			
Equity in pooled cash and cash equivalents	\$ 886,774	\$ 110,678	\$ 997,452
Cash in segregated accounts	67,072	-	67,072
Receivables (net of allowances):			
Accounts	66,872	-	66,872
Prepaid items	2,058	-	2,058
Total current assets	<u>1,022,776</u>	<u>110,678</u>	<u>1,133,454</u>
Noncurrent assets:			
Nondepreciable capital assets	7,500	-	7,500
Depreciable capital assets, net	4,396,301	-	4,396,301
Total noncurrent assets	<u>4,403,801</u>	<u>-</u>	<u>4,403,801</u>
Total assets	<u>5,426,577</u>	<u>110,678</u>	<u>5,537,255</u>
<b>Deferred Outflows of Resources</b>			
Pensions	135,210	-	135,210
OPEB	17,405	-	17,405
Total deferred outflows of resources	<u>152,615</u>	<u>-</u>	<u>152,615</u>
<b>Liabilities</b>			
Current liabilities:			
Accounts payable	17,223	15,794	33,017
Accrued wages and benefits payable	9,242	-	9,242
Due to other governments	3,650	-	3,650
Accrued interest payable	28,860	-	28,860
Compensated absences payable	4,636	-	4,636
Estimated liability for landfill postclosure costs	-	64,313	64,313
Revenue bonds payable	65,600	-	65,600
Total current liabilities	<u>129,211</u>	<u>80,107</u>	<u>209,318</u>
Noncurrent liabilities:			
Compensated absences	5,945	-	5,945
Estimated liability for landfill postclosure costs	-	1,673,944	1,673,944
Revenue bonds payable	2,337,400	-	2,337,400
Net pension liability	442,445	-	442,445
Net OPEB liability	202,148	-	202,148
Total noncurrent liabilities	<u>2,987,938</u>	<u>1,673,944</u>	<u>4,661,882</u>
Total liabilities	<u>3,117,149</u>	<u>1,754,051</u>	<u>4,871,200</u>
<b>Deferred Inflows of Resources</b>			
Pensions	5,810	-	5,810
OPEB	549	-	549
Total deferred inflows of resources	<u>6,359</u>	<u>-</u>	<u>6,359</u>
<b>Net Position</b>			
Net investment in capital assets	2,000,801	-	2,000,801
Unrestricted (deficit)	454,883	(1,643,373)	(1,188,490)
Total net position	<u>\$ 2,455,684</u>	<u>\$ (1,643,373)</u>	<u>\$ 812,311</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, 2019

	<u>Sewer</u>	<u>Landfill</u>	<u>Total</u>
<b>Operating Revenues</b>			
Charges for services	\$ 928,547	\$ -	\$ 928,547
Other	<u>13,623</u>	<u>-</u>	<u>13,623</u>
Total operating revenues	<u>942,170</u>	<u>-</u>	<u>942,170</u>
<b>Operating Expenses</b>			
Personal services	365,370	-	365,370
Contract services	164,418	-	164,418
Materials and supplies	66,663	-	66,663
Depreciation	253,176	-	253,176
Landfill postclosure costs	-	42,427	42,427
Other	<u>15,752</u>	<u>-</u>	<u>15,752</u>
Total operating expenses	<u>865,379</u>	<u>42,427</u>	<u>907,806</u>
Operating income (loss)	<u>76,791</u>	<u>(42,427)</u>	<u>34,364</u>
<b>Nonoperating revenues (expenses)</b>			
Interest and fiscal charges	(109,817)	-	(109,817)
Interest income	13,037	-	13,037
Intergovernmental	<u>-</u>	<u>36,689</u>	<u>36,689</u>
Total nonoperating revenues (expenses)	<u>(96,780)</u>	<u>36,689</u>	<u>(60,091)</u>
Loss before transfers	(19,989)	(5,738)	(25,727)
Transfers in	<u>-</u>	<u>15,000</u>	<u>15,000</u>
Change in net position	(19,989)	9,262	(10,727)
Net position beginning of year	<u>2,475,673</u>	<u>(1,652,635)</u>	<u>823,038</u>
Net position end of year	<u>\$ 2,455,684</u>	<u>\$ (1,643,373)</u>	<u>\$ 812,311</u>

See accompanying notes to the basic financial statements.

**CARROLL COUNTY, OHIO**  
Statement of Cash Flows  
Proprietary Funds - Enterprise Funds  
Year Ended December 31, 2019

	<u>Sewer</u>	<u>Landfill</u>	<u>Total</u>
<b>Cash Flows from Operating Activities</b>			
Cash received from customers	\$ 931,612	\$ -	\$ 931,612
Cash received from other receipts	13,210	-	13,210
Cash payments for employee services and benefits	(322,405)	-	(322,405)
Cash payments to suppliers for goods and services	(229,446)	(62,969)	(292,415)
Cash payments for other operating expenses	<u>(10,985)</u>	<u>-</u>	<u>(10,985)</u>
Net cash flows from operating activities	<u>381,986</u>	<u>(62,969)</u>	<u>319,017</u>
<b>Cash Flows from Noncapital Financing Activities</b>			
Cash received from transfers in	-	15,000	15,000
Cash received from grants	<u>-</u>	<u>36,689</u>	<u>36,689</u>
Net cash flows from noncapital financing activities	<u>-</u>	<u>51,689</u>	<u>51,689</u>
<b>Cash Flows from Capital and Related Financing Activities</b>			
Acquisition of capital assets	(114,101)	-	(114,101)
Principal paid on bonds	(63,000)	-	(63,000)
Interest paid on bonds	<u>(110,571)</u>	<u>-</u>	<u>(110,571)</u>
Net cash flows from capital and related financing activities	<u>(287,672)</u>	<u>-</u>	<u>(287,672)</u>
<b>Cash Flows from Investing Activities</b>			
Interest on investments	<u>13,037</u>	<u>-</u>	<u>13,037</u>
Net cash flows from investing activities	<u>13,037</u>	<u>-</u>	<u>13,037</u>
Net increase (decrease) in cash and cash equivalents	107,351	(11,280)	96,071
Cash and cash equivalents beginning of year	<u>846,495</u>	<u>121,958</u>	<u>968,453</u>
Cash and cash equivalents end of year	<u>\$ 953,846</u>	<u>\$ 110,678</u>	<u>\$ 1,064,524</u>
<b>Reconciliation of operating income (loss) to net cash flows from operating activities:</b>			
Operating income (loss)	\$ 76,791	\$ (42,427)	\$ 34,364
Adjustments to reconcile operating income (loss) to net cash from operating activities:			
Depreciation	253,176	-	253,176
Changes in assets, liabilities and deferred outflows/inflows:			
Receivables	2,652	-	2,652
Prepaid items	89	-	89
Accounts payable	3,477	6,856	10,333
Accrued wages and benefits	4,263	-	4,263
Due to other governments	2,881	-	2,881
Compensated absences	(11,967)	-	(11,967)
Landfill postclosure liability	-	(27,398)	(27,398)
Deferred outflows-pension and OPEB	(64,392)	-	(64,392)
Deferred inflows-pension and OPEB	(71,703)	-	(71,703)
Net pension and OPEB liabilities	<u>186,719</u>	<u>-</u>	<u>186,719</u>
Net cash from operating activities	<u>\$ 381,986</u>	<u>\$ (62,969)</u>	<u>\$ 319,017</u>

See accompanying notes to the basic financial statements.

**CARROLL COUNTY, OHIO**  
Statement of Fiduciary Net Position  
Custodial Funds  
December 31, 2019

**Assets**

Equity in pooled cash and cash equivalents	\$ 4,548,412
Cash in segregated accounts	299,965
Receivables:	
Property and other taxes	42,672,848
Accounts	4,640
Special assessments	297,974
Intergovernmental	<u>1,439,337</u>
Total assets	<u>49,263,176</u>

**Liabilities**

Due to other governments	<u>3,691,126</u>
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**Deferred Inflows of Resources**

Property taxes levied for next year	<u>41,609,280</u>
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**Net Position**

Restricted for individuals, organizations and other governments	<u>\$ 3,962,770</u>
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See accompanying notes to the basic financial statements.

**CARROLL COUNTY, OHIO**

Statement of Changes in Fiduciary Net Position

Custodial Funds

Year Ended December 31, 2019

**Additions**

Collections for other governments and organizations:	
Property and other taxes	\$ 67,127,373
Charges for services	1,177,745
Licenses, permits and fees	595,890
Fines and forfeitures	7,206,024
Grants and intergovernmental	2,633,471
Investment earnings	3,139
Contributions and donations	45,097
Other	<u>1,171,308</u>
Total additions	<u>79,960,047</u>

**Deductions**

Distributions to other governments and organizations	10,535,581
Distributions as fiscal agent	2,983,008
Distributions of property and other taxes	<u>66,146,405</u>
Total deductions	<u>79,664,994</u>

Change in net position	295,053
Net position beginning of year, <i>restated</i>	<u>3,667,717</u>
Net position end of year	<u>\$ 3,962,770</u>

See accompanying notes to the basic financial statements.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2019**

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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, 2019**

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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.

***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.



**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2019**

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

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 custodial funds.

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

***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 2019, Carroll County paid \$319,956 to MEORC for services.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2019**

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

*Regional Transportation Improvement Project (RTIP) US 30 Extension Project* – The RTIP is a jointly governed transportation improvement agency authorized under Ohio law and serving Carroll, Columbiana and Stark counties. The RTIP uses tax increment financing and other innovative means to project finance to raise funds for transportation improvements. One County Commissioner and the County Engineer from each of the member counties serve on the Board. Stark County is the fiscal agent for the agency. The current project is an extension of the four-lane US 30 freeway from Trump Avenue, east of Canton, to SR 44, in Stark County.

***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.

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 2019, the County contributed \$123,843 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.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2019**

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

*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.

**B. Basis of Presentation**

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***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.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2019**

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

***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**

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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:

*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.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2019**

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

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.

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

***Fiduciary Funds*** - Fiduciary fund reporting focuses on fiduciary net position and changes in fiduciary net position. The fiduciary fund category is split into four classifications: pension trust funds, investment trust funds, private-purpose trust funds and custodial funds. The County's only fiduciary funds are custodial funds. The County's custodial 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**

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***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.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2019**

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

***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.

***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.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2019**

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

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 and other postemployment benefits (OPEB) and are explained in Notes 14 and 15, respectively.

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, pensions and other postemployment benefits. Property taxes represent amounts for which there is an enforceable legal claim as of December 31, 2019, but which were levied to finance 2020 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. 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 pensions and OPEB are explained in Notes 14 and 15, respectively.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2019**

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

***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.

***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.

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 2019.



**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2019**

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

***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 2019 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 2019 amounted to \$420,725, which includes \$331,591 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, 2019**

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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 acquisition value as of the date received. The County maintains its capitalization threshold at \$2,500. 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	N/A
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, 2019**

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

**J. Compensated Absences**

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, 2019, 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, 2019, 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 "matured compensated absences" 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, 2019**

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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, 2019, 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. Net pension and OPEB liabilities should be recognized in the governmental funds to the extent that benefit payments are due and payable and the retirement systems' fiduciary net position is not sufficient for payment of those benefits.

**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, 2019.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2019**

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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, 2019**

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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 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. There was no restricted cash reported as of December 31, 2019.

**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, 2019**

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

**S. Pensions and Other Postemployment Benefits (OPEB)**

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

**NOTE 3 – ACCOUNTABILITY AND COMPLIANCE**

**A. Deficit Fund Balances**

Fund balances at December 31, 2019 included the following individual fund deficits:

*Nonmajor Governmental Funds:*

High Visibility Employee Overtime	\$ 19,043
Court Based Behavioral Health Liason	7,009
Common Pleas Tech Grant	16,569
Victims of Crime Act	28,376
Domestic Violence	409
County Transit Grant	4,357
Water Pollution Control Loan	3,146

*Enterprise Fund:*

Landfill	1,643,373
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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 \$1,738,257 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, 2019**

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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, 2019**

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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 \$1,289,897 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, 2019, the carrying amount of all County deposits was \$31,237,296. Based on the criteria described in GASB Statement No. 40, *Deposits and Investment Risk Disclosures*, as of December 31, 2019, \$29,662,250 of the County's bank balance of \$31,636,729 was exposed to custodial risk, as discussed below, while \$1,974,479 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. Financial institutions participating in the Ohio Pooled Collateral System (OPCS), a centralized collateral system monitored by the Ohio Treasurer of State, must pledge eligible securities equal to at least 102% of the carrying value of all public deposits held by each institution. Financial institutions choosing not to participate in the OPCS must pledge eligible securities equal to at least 105% of the carrying value of all public deposits held by each institution. 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 Federal Deposit Insurance Corporation.

**C. Investments**

At December 31, 2019, the County had no investments.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2019**

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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, 2019:

<u>Deposits per note</u>	
Carrying amount of deposits	<u>\$ 31,237,296</u>
 <u>Cash and cash equivalents per statement of net position</u>	
Governmental Activities	25,324,395
Business-Type Activities	1,064,524
Custodial Funds	<u>4,848,377</u>
	<u>\$ 31,237,296</u>

**NOTE 5 – INTERFUND TRANSACTIONS**

**A. Interfund Transfers**

Interfund transfers for the year ended December 31, 2019, consisted of the following, as reported on the fund financial statements:

	<u>Transfers In</u>	<u>Transfers Out</u>
General Fund	\$ -	\$ 1,933,403
County Board of DD	-	100,000
Public Assistance Fund	61,798	-
Nonmajor Governmental Funds	1,956,605	-
Landfill Fund	<u>15,000</u>	<u>-</u>
	<u>\$ 2,033,403</u>	<u>\$ 2,033,403</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, (3) move County Board of DD monies to the nonmajor County Board of DD Permanent Improvement Fund for related capital projects, and (4) 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, 2019**

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

**B. Interfund Loans**

Interfund loans consisted of the following at December 31, 2019, as reported on the fund financial statements:

<u>Receivable Fund</u>	<u>Payable Fund</u>	<u>Amount</u>
General Fund	Nonmajor Governmental Funds	\$ 75,678

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, 2019, as reported on the fund financial statements:

<u>Receivable Fund</u>	<u>Payable Fund</u>	<u>Amount</u>
Public Assistance Fund	Nonmajor Governmental Funds	\$ 32,864
Nonmajor Governmental Funds	Public Assistance Fund	4,682
Nonmajor Governmental Funds	Nonmajor Governmental Funds	<u>378</u>
		<u>\$ 37,924</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, 2019**

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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. 2019 public utility property taxes became a lien December 31, 2018, are levied after October 1, 2019, and are collected in 2020 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, 2019 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 2019 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, 2019 was \$11.50 per \$1,000 of assessed value. The assessed values of real and tangible personal property upon which 2019 property tax receipts were based are as follows:

Real Property:	
Residential/Agricultural	\$ 527,922,040
Commercial/Industrial/Mineral	185,785,260
Public Utility Personal Property	<u>274,435,430</u>
	<u>\$ 988,142,730</u>

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2019**

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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 2019 and amounts that are measurable and available at year end are accrued as revenue. Sales and use tax revenue for 2019 amounted to \$3,464,336 in the General Fund.

**NOTE 8 – RECEIVABLES**

Receivables at December 31, 2019, 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, 2019, the County has \$1,149,990 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, 2019**

**NOTE 9 – CAPITAL ASSETS**

Governmental activities capital asset activity for the year ended December 31, 2019 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
Construction in progress	<u>-</u>	<u>392,590</u>	<u>-</u>	<u>392,590</u>
Total capital assets not being depreciated	<u>1,281,910</u>	<u>392,590</u>	<u>-</u>	<u>1,674,500</u>
<i>Capital assets being depreciated</i>				
Land improvements	276,148	24,776	-	300,924
Building and improvements	15,980,201	848,797	(22,459)	16,806,539
Furniture and equipment	6,863,094	544,647	(665,749)	6,741,992
Vehicles	5,985,891	594,855	(289,793)	6,290,953
Infrastructure	<u>52,827,972</u>	<u>497,064</u>	<u>-</u>	<u>53,325,036</u>
Total capital assets being depreciated	<u>81,933,306</u>	<u>2,510,139</u>	<u>(978,001)</u>	<u>83,465,444</u>
<i>Less: Accumulated depreciation:</i>				
Land improvements	(221,789)	(4,975)	-	(226,764)
Building and improvements	(12,652,254)	(274,382)	19,453	(12,907,183)
Furniture and equipment	(5,004,977)	(500,875)	623,365	(4,882,487)
Vehicles	(3,828,288)	(494,688)	216,564	(4,106,412)
Infrastructure	<u>(30,282,001)</u>	<u>(1,124,386)</u>	<u>-</u>	<u>(31,406,387)</u>
Total accumulated depreciations	<u>(51,989,309)</u>	<u>(2,399,306)</u>	<u>859,382</u>	<u>(53,529,233)</u>
Total capital assets being depreciated, net	<u>29,943,997</u>	<u>110,833</u>	<u>(118,619)</u>	<u>29,936,211</u>
Net governmental activities capital assets	<u>\$ 31,225,907</u>	<u>\$ 503,423</u>	<u>\$ (118,619)</u>	<u>\$ 31,610,711</u>

Depreciation expense was charged to governmental functions as follows:

Legislative and executive	\$ 257,379
Judicial	27,839
Public safety	327,923
Public works	1,468,409
Health	196,062
Human Services	78,809
Economic development and assistance	751
Other	<u>42,134</u>
Total depreciation expense	<u>\$ 2,399,306</u>

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2019**

**NOTE 9 – CAPITAL ASSETS – continued**

Business-type activities capital asset activity for the year ended December 31, 2019 follows:

	<u>Beginning Balance</u>	<u>Additions</u>	<u>Disposals</u>	<u>Ending Balance</u>
<b><u>Business-Type Activities</u></b>				
<i>Capital assets not being depreciated</i>				
Land	\$ 7,500	\$ -	\$ -	\$ 7,500
<i>Capital assets being depreciated</i>				
Building and improvements	469,079	-	-	469,079
Machinery and equipment	938,116	114,101	-	1,052,217
Sewer lines	9,997,708	-	-	9,997,708
Total capital assets being depreciated	<u>11,404,903</u>	<u>114,101</u>	<u>-</u>	<u>11,519,004</u>
<i>Less: Accumulated depreciation:</i>				
Building and improvements	(434,767)	(11,325)	-	(446,092)
Machinery and equipment	(886,616)	(41,897)	-	(928,513)
Sewer lines	(5,548,144)	(199,954)	-	(5,748,098)
Total accumulated depreciations	<u>(6,869,527)</u>	<u>(253,176)</u>	<u>-</u>	<u>(7,122,703)</u>
Total capital assets being depreciated, net	<u>4,535,376</u>	<u>(139,075)</u>	<u>-</u>	<u>4,396,301</u>
Net business-type activities capital assets	<u>\$ 4,542,876</u>	<u>\$ (139,075)</u>	<u>\$ -</u>	<u>\$ 4,403,801</u>

Depreciation expense of \$253,176 was charged to the Sewer Fund.

**NOTE 10 – 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 and vehicles have been capitalized in the amount of \$952,387. 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.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2019**

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**NOTE 10 – CAPITAL LEASES - LESSEE DISCLOSURE – *continued***

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, 2019:

<u>Year Ending</u> <u>December 31,</u>	<u>Amount</u>
2020	\$ 183,160
2021	142,193
2022	113,290
2023	110,795
2024	<u>3,031</u>
Total minimum lease payments	552,469
Less: amount representing interest	<u>(35,801)</u>
Present value of minimum lease payments	<u>\$ 516,668</u>

**NOTE 11 – 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, 2019, benefits for vacation leave for governmental fund type employees totaled \$862,087 and benefits for sick leave totaled \$501,913. For proprietary fund types, benefits for vacation leave totaled \$4,636 and benefits for sick leave totaled \$5,945.



**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2019**

**NOTE 12 – LONG-TERM OBLIGATIONS**

The following activity occurred in the County's governmental long-term obligations during 2019:

	<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>							
<i>Direct Placement:</i>							
General Obligation Bonds:							
County Building 4.25%	10/15/09	10/1/39	\$ 326,900	\$ -	\$ (10,000)	\$ 316,900	\$ 10,300
County Facilities 3.59%	7/22/19	7/1/39	-	1,600,000	-	1,600,000	56,000
			326,900	1,600,000	(10,000)	1,916,900	66,300
<i>Direct Borrowing:</i>							
Loans:							
Excavator Loan	3/1/17	3/1/22	211,161	-	(50,533)	160,628	52,009
<i>Other Long-Term Obligations:</i>							
Capital Leases			652,809	71,327	(207,468)	516,668	131,800
Compensated Absences			1,296,200	179,916	(112,116)	1,364,000	103,292
<i>Net Pension Liabilities:</i>							
OPERS			13,558,033	10,509,445	-	24,067,478	-
STRS			664,068	-	(74,642)	589,426	-
<i>Net OPEB Liabilities:</i>							
OPERS			9,046,164	1,936,928	-	10,983,092	-
Total Governmental Activities			<u>\$ 25,755,335</u>	<u>\$ 14,297,616</u>	<u>\$ (454,759)</u>	<u>\$ 39,598,192</u>	<u>\$ 353,401</u>

**General Obligation Bonds:** The direct placement 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, jail improvements and bell tower renovations. These bonds are being retired through rental charges and other County operating sources. The bonds are being retired from the general fund.

**Excavator Loans Payable:** The County entered into a direct borrowing arrangement with KS StateBank to finance the purchase of an excavator. The amount financed was \$260,261 that matures on March 1, 2022. The loan is being retired from the motor vehicle and gas tax fund.

**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 10 for further detail.

**Compensated Absences, Net Pension and Net OPEB Liabilities:** Sick leave and vacation benefits are presented net of actual increases and decreases because of the practicality of determining these values. Compensated absences, net pension liabilities and net OPEB liabilities 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). See Notes 14 and 15 for additional information on the net pension liabilities and net OPEB liabilities, respectively.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2019**

**NOTE 12 – 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:

Year Ended December 31,	<i>Direct Placement</i>		<i>Direct Borrowing</i>	
	General Obligation Bonds	Excavator Loan	Principal	Interest
	Principal	Interest	Principal	Interest
2020	\$ 66,300	\$ 69,903	\$ 52,009	\$ 4,690
2021	68,900	67,420	53,528	3,172
2022	71,200	64,838	55,091	1,609
2023	73,800	62,172	-	-
2024	77,200	59,391	-	-
2025-2029	428,500	251,536	-	-
2030-2034	515,600	164,832	-	-
2035-2039	615,400	60,802	-	-
<b>Total</b>	<b>\$ 1,916,900</b>	<b>\$ 800,894</b>	<b>\$ 160,628</b>	<b>\$ 9,471</b>

The following activity occurred in the County's business-type long-term obligations during 2019:

	Issue Date	Maturity Date	Beginning Balance	Additions	Reductions	Ending Balance	Due Within One Year
<b>Business-Type Activities:</b>							
<i>Direct Placement:</i>							
Revenue Bonds:							
Brown Township/Malvern							
Sewerline Improvements - 4.50%	10/1/01	10/1/41	\$ 2,306,500	\$ -	\$ (59,300)	\$ 2,247,200	\$ 61,800
USDA, Rural Development - 4.25%	12/1/03	12/1/43	159,500	-	(3,700)	155,800	3,800
			2,466,000	-	(63,000)	2,403,000	65,600
Other Long-Term Obligations:							
Compensated Absences			22,548	20,208	(32,175)	10,581	4,636
Landfill post-closure payable			1,765,655	35,571	(62,969)	1,738,257	64,313
Net Pension Liabilities:							
OPERS			274,881	167,564	-	442,445	-
Net OPEB Liabilities:							
OPERS			182,993	19,155	-	202,148	-
			<u>\$ 4,712,077</u>	<u>\$ 242,498</u>	<u>\$ (158,144)</u>	<u>\$ 4,796,431</u>	<u>\$ 134,549</u>

**Revenue Bonds**

The 2001 and 2003 direct placement revenue bonds were issued to provide resources for improvements to the Brown Township/Malvern sewer lines. 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 \$2,403,000. Principal and interest paid for the current year and total customer net revenues was \$173,571 and \$329,967, respectively. These bonds will be retired through revenues derived from sewer operations in the sewer fund.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2019**

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**NOTE 12 – LONG-TERM OBLIGATIONS – *continued***

Estimated Landfill Closure and Post Closure Costs - See Note 18 to the financial statements for detail.

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:

<i>Direct Placement</i>		
Revenue Bonds		
Year Ended		
December 31,	Principal	Interest
2020	\$ 65,600	\$ 107,746
2021	68,800	104,803
2022	71,900	101,718
2023	74,900	98,492
2024	78,400	95,132
2025-2029	447,900	419,665
2030-2034	557,700	309,787
2035-2039	694,700	172,947
2040-2043	343,100	24,863
Total	<u>\$ 2,403,000</u>	<u>\$ 1,435,153</u>

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, 2019, the County’s voted legal debt margin was \$21,286,668 and the unvoted legal debt margin was \$7,964,527.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2019**

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**NOTE 13 – 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 2019, the County offered a fully funded plan.

**NOTE 14 – 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.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2019**

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**NOTE 14 – DEFINED BENEFIT PENSION PLANS – *continued***

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.

***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.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2019**

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**NOTE 14 – DEFINED BENEFIT PENSION PLANS – *continued***

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):

<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, 2019**

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**NOTE 14 – 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>2019 Statutory Maximum Contribution Rates</b>			
Employer	14.0 %	18.1 %	18.1 %
Employee	10.0 %	12.0 %	13.0 %
<b>2019 Actual Contribution Rates</b>			
Employer:			
Pension	14.0 %	18.1 %	18.1 %
Post-employment Health Care Benefits	0.0 %	0.0 %	0.0 %
Total Employer	<u>14.0 %</u>	<u>18.1 %</u>	<u>18.1 %</u>
Employee	<u>10.0 %</u>	<u>12.0 %</u>	<u>13.0 %</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 \$1,801,331 for 2019. Of this amount, \$39,461 is reported as due to other governments.

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

County licensed teachers and other faculty members 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% of final average salary for the five highest years of earnings multiplied by all years of service. Members are eligible to retire at age 60 with five years of qualifying service credit, or at age 55 with 26 years of service, or 31 years of service regardless of age. Eligibility changes will be phased in until August 1, 2026, when retirement eligibility for unreduced benefits will be five years of service credit and age 65, or 35 years of service credit and at least age 60.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2019**

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**NOTE 14 – DEFINED BENEFIT PENSION PLANS – *continued***

The DC Plan allows members to place all their member contributions and 9.53% of the 14% employer contributions into an investment account. Investment allocation decisions are determined by the member. The remaining 4.47% of the 14% 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, 12% of the 14%-member rate goes to the DC Plan and 2% goes the DB Plan. Member contributions to the DC Plan are allocated among investment choices by the member, and contributions to the DB Plan from the employer and the member 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 or later.

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 Ohio 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 Ohio bearing the risk of investment gain or loss on the account. STRS Ohio therefore has included all three plan options as one defined benefit plan for GASB Statement No. 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. For the fiscal year ended June 30, 2019, plan members were required to contribute 14% of their annual covered salary. The County was required to contribute 14%; the entire 14% was the portion used to fund pension obligations. The fiscal year 2019 contribution rates were equal to the statutory maximum rates.

The County's contractually required contribution to STRS was \$45,610 for 2019. Of this amount, \$1,424 is reported as due to other governments.



**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2019**

**NOTE 14 – 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, 2018, 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 July 1, 2019, 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	\$ 24,509,923	\$ 589,426	\$ 25,099,349
Proportion of Net Pension Liability	0.089491%	0.002665%	
Change in Proportion	0.001316%	-0.000355%	
Pension Expense	\$ 5,736,571	\$ 39,344	\$ 5,775,915

At December 31, 2019, 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	\$ 1,131	\$ 4,800	\$ 5,931
Net differences between projected and actual investment earnings	3,326,683	-	3,326,683
Change in assumptions	2,133,649	69,240	2,202,889
Change in County's proportionate share and difference in employer contributions	227,342	-	227,342
County contributions subsequent to the measurement date	1,801,331	22,809	1,824,140
Total deferred outflows of resources	<u>\$ 7,490,136</u>	<u>\$ 96,849</u>	<u>\$ 7,586,985</u>

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2019**

**NOTE 14 – DEFINED BENEFIT PENSION PLANS – *continued***

	OPERS	STRS	Total
<u>Deferred Inflows of Resources</u>			
Differences between expected and actual experience	\$ 321,829	\$ 2,552	\$ 324,381
Net differences between projected and actual investment earnings	-	28,808	28,808
Change in County's proportionate share and difference in employer contributions	-	130,618	130,618
Total deferred inflows of resources	\$ 321,829	\$ 161,978	\$ 483,807

\$1,824,140 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, 2020. 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:			
2020	\$ 2,383,942	\$ (17,137)	\$ 2,366,805
2021	1,127,264	(27,774)	1,099,490
2022	308,617	(28,496)	280,121
2023	1,547,153	(14,531)	1,532,622
	\$ 5,366,976	\$ (87,938)	\$ 5,279,038

***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, 2018 actuarial valuation was determined using the following actuarial assumptions:

Wage inflation	3.25%
Future salary increases, Including inflation	3.25% to 10.75%
COLA or Ad Hoc COLA	Pre 1/7/2013 retirees: 3% simple; Post 1/7/2013 retirees: 3% simple through 2018, then 2.15% simple
Investment rate of return:	
Current measurement period	7.20%
Prior measurement period	7.50%
Actuarial cost method	Individual entry age

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2019**

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**NOTE 14 – DEFINED BENEFIT PENSION PLANS – *continued***

Pre-retirement mortality rates are based on the RP-2014 Employees mortality table for males and females, adjusted for mortality improvement back to the observation period base year of 2006. The base year for males and females was then established to be 2015 and 2010, respectively. Post-retirement mortality rates are based on the RP-2014 Health Annuitant mortality table for males and females, adjusted for mortality improvement back to the observation period base year of 2006. The base year for males and females was then established to be 2015 and 2010, respectively. Post-retirement mortality rates for disabled retirees are based on the RP-2014 Disabled mortality table for males and females, adjusted for mortality improvement back to the observation period base year of 2006. The base year for males and females was then established to be 2015 and 2010, respectively. Mortality rates for a particular calendar year are determined by applying the MP-2015 mortality improvement scale to all of the above described tables.

The most recent experience study was completed for the five-year period ended December 31, 2015.

The long-term expected 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 2018, OPERS managed investments in three investment portfolios: the Defined Benefit portfolio, the Health Care portfolio, and the Defined Contribution portfolio. The Defined Benefit portfolio contains the investment assets for the Traditional Pension Plan, the defined benefit component of the Combined Plan and the annuitized accounts of the Member-Directed Plan. 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 annual money-weighted rate of return expressing investment performance, net of investment expenses and adjusted for the changing amounts actually invested, for the Defined Benefit portfolio was a loss of 2.94% for 2018.

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.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2019**

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**NOTE 14 – DEFINED BENEFIT PENSION PLANS – *continued***

The table below displays the Board-approved asset allocation policy for 2018 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%	2.79%
Domestic Equities	19.00%	6.21%
Real Estate	10.00%	4.90%
Private Equity	10.00%	10.81%
International Equities	20.00%	7.83%
Other Investments	<u>18.00%</u>	<u>5.50%</u>
Total	<u>100.00%</u>	<u>5.59%</u>

**Discount Rate.** The discount rate used to measure the total pension liability was 7.20%. 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 benefit payments of current plan members. Therefore, the long-term expected rate of return on pension plan investments was applied to all periods of projected benefit payments to determine the total pension liability.

**Sensitivity of the County’s Proportionate Share of the Net Pension Liability to Changes in the Discount Rate.** The following table represents the County’s proportionate share of the net pension liability calculated using the current period discount rate assumption of 7.20%, 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 (6.20%) and one-percentage point higher (8.20%) than the current rate:

	1% Decrease (6.20%)	Current Discount Rate of 7.20%	1% Increase (8.20%)
County's proportionate share of the net pension liability	\$ 36,208,248	\$ 24,509,923	\$ 14,788,465

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2019**

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**NOTE 14 – DEFINED BENEFIT PENSION PLANS – *continued***

***Actuarial Assumptions - STRS***

The total pension liability in the July 1, 2019 actuarial valuation was determined using the following actuarial assumptions, applied to all periods included in the measurement:

Inflation	2.50%
Salary increases	12.50% at age 20 to 2.50% at age 65
Payroll increases	3.00%
Investment rate of return	7.45%, net of investment expenses, including inflation
Discount rate of return	7.45%
Cost-of-living adjustments (COLA)	0%

Post-retirement mortality rates for healthy retirees are based on the RP-2014 Annuitant Mortality Table with 50% of rates through age 69, 70% of rates between ages 70 and 79, 90% of rates between ages 80 and 84, and 100% of rates thereafter, projected forward generationally using mortality improvement scale MP-2016. Pre-retirement mortality rates are based on RP-2014 Employee Mortality Table, projected forward generationally using mortality improvement scale MP-2016. Post-retirement disability mortality rates are based on the RP-2014 Disabled Mortality Table with 90% of rates for males and 100% of rates for females, projected forward generationally using mortality improvement scale MP-2016.

The actuarial assumptions were based on the results of an actual experience study for the period July 1, 2011 through June 30, 2016.

STRS' investment consultant develops an estimate range for the investment return assumption based on the target allocation adopted by the Retirement Board. The target allocation and long-term expected rate of return for each major asset class are summarized as follows:

<u>Asset Class</u>	<u>Target Allocation*</u>	<u>Long Term Expected Real Rate of Return**</u>
Domestic Equity	28.00 %	7.35 %
International Equity	23.00	7.55
Alternatives	17.00	7.09
Fixed Income	21.00	3.00
Real Estate	10.00	6.00
Liquidity Reserves	<u>1.00</u>	2.25
<b>Total</b>	<b><u>100.00 %</u></b>	

\* Target weights will be phased in over a 24-month period concluding on July 1, 2019.

\*\* 10-year annualized geometric nominal returns, which include the real rate of return and inflation of 2.25% and does not include investment expenses. Over a 30-year period, STRS' investment consultant indicates that the above target allocations should generate a return above the actuarial rate of return, without net value added by management.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
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**NOTE 14 – DEFINED BENEFIT PENSION PLANS – *continued***

**Discount Rate** – The discount rate used to measure the total pension liability was 7.45% as of June 30, 2019. 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. 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, 2019. Therefore, the long-term expected rate of return on pension plan investments of 7.45% was applied to all periods of projected benefit payment to determine the total pension liability as of June 30, 2019.

**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 7.45%, 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 (6.45%) or one-percentage-point higher (8.45%) than the current rate:

	1% Decrease (6.45%)	Current Discount Rate of 7.45%	1% Increase (8.45%)
County’s proportionate share of the net pension liability	\$ 861,380	\$ 589,426	\$ 359,202

**NOTE 15 – DEFINED BENEFIT OTHER POSTEMPLOYMENT BENEFIT PLANS**

***Net OPEB Assets and Liabilities***

The net OPEB assets and liabilities reported on the statement of net position represent assets for/liabilities to employees for OPEB. OPEB is a component of exchange transactions—between an employer and its employees—of salaries and benefits for employee services. OPEB 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 OPEB is a present obligation because it was created as a result of employment exchanges that already have occurred.

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

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

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
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**NOTE 15 – DEFINED BENEFIT OTHER POSTEMPLOYMENT BENEFIT PLANS – *continued***

GASB Statement No. 75 assumes the liability is solely the obligation of the employer, because they benefit from employee services. OPEB contributions come from these employers and health care plan enrollees which pay a portion of the health care costs in the form of a monthly premium. The Ohio Revised Code permits, but does not require the retirement systems to provide health care to eligible benefit recipients. Any change to benefits or funding could significantly affect the net OPEB liability. Resulting adjustments to the net OPEB liability would be effective when the changes are legally enforceable. The retirement systems may allocate a portion of the employer contributions to provide for these OPEB benefits.

The proportionate share of a retirement system's unfunded benefits is presented as a long-term *net OPEB liability* on the accrual basis of accounting. The proportionate share of a retirement system's fully funded benefits is presented as a long-term *net OPEB asset* on the accrual basis of accounting. Any liability for contractually-required OPEB contributions outstanding at the end of the year is included in *due to other governments* on both the accrual and modified accrual bases of accounting.

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

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

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. This trust is also used to fund health care for Member-Directed plan participants, in the form of a Retiree Medical Account (RMA). At retirement or refund, Member-Directed plan participants may be eligible for reimbursement of qualified medical expenses from their vested RMA balance.

In order to qualify for postemployment health care coverage, age and service retirees under the Traditional Pension and Combined plans must have twenty 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 No. 75. See OPERS' CAFR referenced below for additional information.

The Ohio Revised Code permits, but does not require, OPERS to provide health care to its eligible benefit recipients. Authority to establish and amend health care coverage is provided to the Board in Chapter 145 of the Ohio Revised Code.

Disclosures for the health care plan are presented separately in the OPERS financial report. Interested parties may obtain a copy by visiting <https://www.opers.org/financial/reports.shtml>, by writing to OPERS, 277 East Town Street, Columbus, Ohio 43215-4642, or by calling (614) 222-5601 or 800-222-7377.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
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**NOTE 15 – DEFINED BENEFIT OTHER POSTEMPLOYMENT BENEFIT PLANS – *continued***

Funding Policy—The Ohio Revised Code provides statutory authority requiring public employers to fund postemployment health care through their contributions to OPERS. When funding is approved by OPERS' Board of Trustees, a portion of each employer's contribution to OPERS is set aside to fund OPERS health care plans. Beginning in 2018, health care is not being funded.

Employer contribution rates are expressed as a percentage of the earnable salary of active members. In 2019, state and local employers contributed at a rate of 14.0% of earnable salary and public safety and law enforcement employers contributed at 18.1%. These are the maximum employer contribution rates permitted by the Ohio Revised Code. Active member contributions do not fund health care.

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 Traditional Pension and Combined plans' employer contributions allocated to health care was zero in 2019. 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 2019 was 4.0%.

The County's contractually required contribution to OPERS was \$4,989 for 2019.

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

The State Teachers Retirement System of Ohio (STRS) administers a cost-sharing Health Plan administered for eligible retirees who participated in the defined benefit or combined pension plans offered by STRS. Ohio law authorizes STRS to offer this plan. Benefits include hospitalization, physicians' fees, prescription drugs and partial reimbursement of monthly Medicare Part B premiums. Medicare Part B premium reimbursements will be discontinued effective January 1, 2020. The Plan is included in the report of STRS which can be obtained by visiting [www.strsoh.org](http://www.strsoh.org) or by calling (888) 227-7877.

Coverage under the current program includes hospitalization, physicians' fees and prescription drugs and partial reimbursement of the monthly Medicare Part B premiums. Medicare Part B premium reimbursements will be discontinued effective January 1, 2021.

*Funding Policy*—Ohio Revised Code Chapter 3307 authorizes STRS to offer the Plan and gives the Retirement Board discretionary authority over how much, if any, of the health care costs will be absorbed by STRS. Active employee members do not contribute to the Health Care Plan. Nearly all health care plan enrollees, for the most recent year, pay a portion of the health care costs in the form of a monthly premium. Under Ohio law, funding for post-employment health care may be deducted from employer contributions, currently 14% of covered payroll. For the fiscal year ended June 30, 2019, STRS did not allocate any employer contributions to post-employment health care.



**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2019**

**NOTE 15 – DEFINED BENEFIT OTHER POSTEMPLOYMENT BENEFIT PLANS – *continued***

***OPEB Liabilities/(Assets), OPEB Expense, and Deferred Outflows of Resources and Deferred Inflows of Resources Related to OPEB***

The net OPEB liability and total OPEB liability for OPERS were determined by an actuarial valuation as of December 31, 2017, rolled forward to the measurement date of December 31, 2018, by incorporating the expected value of health care cost accruals, the actual health care payment, and interest accruals during the year. The net OPEB asset for STRS was measured as of June 30, 2019, and the total OPEB liability used to calculate the net OPEB asset was determined by an actuarial valuation as of that date. The County's proportion of the net OPEB liability/(asset) was based on the County's share of contributions to the respective retirement systems relative to the contributions of all participating entities. Following is information related to the proportionate share and OPEB expense:

	<u>OPERS</u>	<u>STRS</u>	<u>Total</u>
Proportionate Share of Net OPEB (Asset) Liability	\$ 11,185,240	\$ (44,144)	\$ 11,141,096
Proportion of Net OPEB (Asset) Liability	0.085790%	0.002665%	
Change in Proportion	0.000799%	-0.000355%	
(Negative) OPEB Expense	\$ 1,113,292	\$ (14,182)	\$ 1,099,110

At December 31, 2019, the County reported deferred outflows of resources and deferred inflows of resources related to OPEB 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	\$ 3,788	\$ 4,004	\$ 7,792
Net differences between projected and actual investment earnings	512,777	-	512,777
Change in assumptions	360,625	930	361,555
Change in County's proportionate share and difference in employer contributions	80,926	-	80,926
County contributions subsequent to the measurement date	4,989	-	4,989
Total deferred outflows of resources	<u>\$ 963,105</u>	<u>\$ 4,934</u>	<u>\$ 968,039</u>

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
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**NOTE 15 – DEFINED BENEFIT OTHER POSTEMPLOYMENT BENEFIT PLANS – *continued***

	OPERS	STRS	Total
<u>Deferred Inflows of Resources</u>			
Differences between expected and actual experience	\$ 30,350	\$ 2,248	\$ 32,598
Net differences between projected and actual investment earnings	-	2,772	2,772
Change in assumptions	-	48,399	48,399
Change in County's proportionate share and difference in employer contributions	-	3,380	3,380
Total deferred inflows of resources	\$ 30,350	\$ 56,799	\$ 87,149

\$4,989 reported as deferred outflows of resources related to OPEB resulting from County contributions subsequent to the measurement date will be recognized as a reduction of the net OPEB liability in the year ending December 31, 2020. Other amounts reported as deferred outflows and inflows resources related to OPEB will be recognized as OPEB expense as follows:

	OPERS	STRS	Total
Year Ending December 31:			
2020	\$ 461,473	\$ (11,202)	\$ 450,271
2021	123,032	(11,202)	111,830
2022	84,943	(10,091)	74,852
2023	258,318	(9,701)	248,617
2024	-	(9,458)	(9,458)
2025	-	(211)	(211)
	\$ 927,766	\$ (51,865)	\$ 875,901

***Actuarial Assumptions—OPERS***

Actuarial valuations of an ongoing plan involve estimates of the value of reported amounts and assumptions about the probability of occurrence of events far into the future. Examples include assumptions about future employment, mortality, and 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.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2019**

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**NOTE 15 – DEFINED BENEFIT OTHER POSTEMPLOYMENT BENEFIT PLANS – *continued***

Projections of health care costs for financial reporting purposes are based on the substantive plan and include the types of coverages provided at the time of each valuation and the historical pattern of sharing of costs between OPERS and plan members. The total OBEB liability was determined by an actuarial valuation as of December 31, 2017, rolled forward to the measurement date of December 31, 2018. The actuarial valuation used the following actuarial assumptions applied to all prior periods included in the measurement in accordance with the requirements of GASB Statement No. 74:

Wage inflation	3.25%
Projected salary increases	3.25% to 10.75%, including wage inflation
Single discount rate:	
Current measurement period	3.96%
Prior measurement period	3.85%
Investment rate of return:	
Current measurement period	6.00%
Prior measurement period	6.50%
Municipal bond rate:	
Current measurement period	3.71%
Prior measurement period	3.31%
Health care cost trend rate:	
Current measurement period	10.0% initial, 3.25% ultimate in 2029
Prior measurement period	7.5% initial, 3.25% ultimate in 2028
Actuarial cost method	Individual entry age

Pre-retirement mortality rates are based on the RP-2014 Employees mortality table for males and females, adjusted for mortality improvement back to the observation period base year of 2006. The base year for males and females was then established to be 2015 and 2010, respectively. Post-retirement mortality rates are based on the RP-2014 Healthy Annuitant mortality table for males and females, adjusted for improvement back to the observation period base year of 2006. The base year for males and females was then established to be 2015 and 2010, respectively. Post-retirement mortality rates for disabled retirees are based on the RP-2014 Disabled mortality table for males and females, adjusted for mortality improvement back to the observation period base year of 2006. The base year for males and females was then established to be 2015 and 2010, respectively. Mortality rates for a particular calendar year are determined by applying the MP-2015 mortality improvement scale to all of the above tables.

The most recent experience study was completed for the five-year period ended December 31, 2015.

The long-term expected rate of return on health care 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.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2019**

**NOTE 15 – DEFINED BENEFIT OTHER POSTEMPLOYMENT BENEFIT PLANS – *continued***

During 2018, OPERS managed investments in three investment portfolios: the Defined Benefit portfolio, the Health Care portfolio and the Defined Contribution portfolio. The Health Care portfolio includes the assets for health care expenses for the Traditional Pension Plan, Combined Plan and Member-Directed Plan eligible members. Within the Health Care portfolio, contributions into the plans are assumed to be received continuously throughout the year based on the actual payroll payable at the time contributions are made, and health care-related payments are assumed to occur mid-year. Accordingly, the money-weighted rate of return is considered to be the same for all plans within the portfolio. The annual money-weighted rate of return expressing investment performance, net of investment expenses and adjusted for the changing amounts actually invested, for the Health Care portfolio was a loss of 5.60% for 2018.

The allocation of investment assets within the Health Care portfolio is approved by the OPERS Board as outlined in the annual investment plan. Assets are managed on a total return basis with a long-term objective of continuing to offer a sustainable health care program for current and future retirees. OPERS' primary goal is to achieve and maintain a fully funded status for benefits provided through the defined pension plans. Health care is a discretionary benefit. The table below displays the OPERS Board-approved asset allocation policy for 2018 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	34.00%	2.42%
Domestic Equities	21.00%	6.21%
REITs	6.00%	5.98%
International Equities	22.00%	7.83%
Other Investments	17.00%	5.57%
Total	100.00%	5.16%

**Discount Rate.** A single discount rate of 3.96% was used to measure the OPEB liability on the measurement date of December 31, 2018. Projected benefit payments are required to be discounted to their actuarial present value using a single discount rate that reflects (1) a long-term expected rate of return on OPEB plan investments (to the extent that the health care fiduciary net position is projected to be sufficient to pay benefits), and (2) tax-exempt municipal bond rate based on an index of 20-year general obligation bonds with an average AA credit rating as of the measurement date (to the extent that the contributions for use with the long-term expected rate are not met). This single discount rate was based on an expected rate of return on the health care investment portfolio of 6.00% and a municipal bond rate of 3.71%. The projection of cash flows used to determine this single discount rate assumed that employer contributions will be made at rates equal to the actuarially determined contribution rate. Based on these assumptions, the health care fiduciary net position and future contributions were sufficient to finance health care costs through 2031. As a result, the long-term expected rate of return on health care investments was applied to projected costs through the year 2031, and the municipal bond rate was applied to all health care costs after that date.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
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**NOTE 15 – DEFINED BENEFIT OTHER POSTEMPLOYMENT BENEFIT PLANS – *continued***

***Sensitivity of the County’s Proportionate Share of the Net OPEB Liability to Changes in the Discount Rate.*** The following table presents the County’s proportionate share of the net OPEB liability calculated using the single discount rate of 3.96%, as well as what the County’s proportionate share of the net OPEB liability if it were calculated using a discount rate that is 1.0% point lower (2.96%) or 1.0% point higher (4.96%) than the current rate:

	1% Decrease (2.96%)	Current Discount Rate of 3.96%	1% Increase (4.96%)
County's proportionate share of the net OPEB liability	\$ 14,309,695	\$ 11,185,240	\$ 8,699,917

***Sensitivity of the County’s Proportionate Share of the Net OPEB Liability to Changes in the Health Care Cost Trend Rate.*** Changes in the health care cost trend rate may also have a significant impact on the net OPEB liability. The following table presents the net OPEB liability calculated using the assumed trend rates, and the expected net OPEB liability if it were calculated using a health care cost trend rate that is 1.0% lower or 1.0% higher than the current rate.

Retiree health care valuations use a health care cost-trend assumption that changes over several years built into the assumption. The near-term rates reflect increases in the current cost of health care; the trend starting in 2019 is 10.00%. If this trend continues for future years, the projection indicates that years from now virtually all expenditures will be for health care. A more reasonable alternative is that in the not-too-distant future, the health plan cost trend will decrease to a level at, or near, wage inflation. On this basis, the actuaries project premium rate increases will continue to exceed wage inflation for approximately the next decade, but by less each year, until leveling off at an ultimate rate, assumed to be 3.25% in the most recent valuation.

	1% Decrease	Current Health Care Cost Trend Rate Assumption	1% Increase
County's proportionate share of the net OPEB liability	\$ 10,751,145	\$ 11,185,240	\$ 11,684,535

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
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**NOTE 15 – DEFINED BENEFIT OTHER POSTEMPLOYMENT BENEFIT PLANS – *continued***

***Actuarial Assumptions - STRS***

The total OPEB liability in the June 30, 2019 actuarial valuation was determined using the following assumptions, applied to all periods included in the measurement:

Salary increases	12.50% at age 20 to 2.50% at age 65	
Payroll increases	3.00%	
Investment rate of return	7.45%, net of investment expenses, including inflation	
Discount rate of return	7.45%	
Health care cost trends	Initial	Ultimate
Medical		
Pre-Medicare	5.87%	4.00%
Medicare	4.93%	4.00%
Prescription Drug		
Pre-Medicare	7.73%	4.00%
Medicare	9.62%	4.00%

For healthy retirees the mortality rates are based on the RP-2014 Annuitant Mortality Table with 50% of rates through age 69, 70% of rates between ages 70 and 79, 90% of rates between ages 80 and 84, and 100% of rates thereafter, projected forward generationally using mortality improvement scale MP-2016. For disabled retirees, mortality rates are based on the RP-2014 Disabled Mortality Table with 90% of rates for males and 100% of rates for females, projected forward generationally using mortality improvement scale MP-2016.

Actuarial assumptions used in the June 30, 2018 valuation are based on the results of an actuarial experience study for the period July 1, 2011 through June 30, 2016.

STRS Ohio's investment consultant develops an estimate range for the investment return assumption based on the target allocation adopted by the Retirement Board. The target allocation and long-term expected rate of return for each major asset class are summarized as follows:

<u>Asset Class</u>	<u>Target Allocation*</u>	<u>Long Term Expected Real Rate of Return**</u>
Domestic Equity	28.00 %	7.35 %
International Equity	23.00	7.55
Alternatives	17.00	7.09
Fixed Income	21.00	3.00
Real Estate	10.00	6.00
Liquidity Reserves	<u>1.00</u>	2.25
<b>Total</b>	<b><u>100.00 %</u></b>	

\* Target weights will be phased in over a 24-month period concluding on July 1, 2019.

\*\* 10-year annualized geometric nominal returns, which include the real rate of return and inflation of 2.25% and does not include investment expenses. Over a 30-year period, STRS' investment consultant indicates that the above target allocations should generate a return above the actuarial rate of return, without net value added by management.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
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**NOTE 15 – DEFINED BENEFIT OTHER POSTEMPLOYMENT BENEFIT PLANS – *continued***

**Discount Rate** – The discount rate used to measure the total OPEB asset was 7.45% as of June 30, 2019. The projection of cash flows used to determine the discount rate assumes STRS Ohio continues to allocate no employer contributions to the health care fund. Based on these assumptions, the OPEB plan’s fiduciary net position was projected to be available to make all projected future benefit payments of current plan members. Therefore, the long-term expected rate of return on OPEB plan assets of 7.45% was used to measure the total OPEB liability as of June 30, 2019.

**Sensitivity of the County’s Proportionate Share of the Net OPEB Assets to Changes in the Discount Rate and the Health Care Cost Trend Rates** – The following table presents the County’s proportionate share of the net OPEB assets calculated using the current period discount rate assumption of 7.45%, as well as what the County’s proportionate share of the net OPEB assets would be if it were calculated using a discount rate that is one percentage point lower (6.45%) and one percentage point higher (8.45%) than the current rate. Also shown is the net OPEB assets as if it were calculated using health care cost trend rates that are one percentage point lower and one percentage point higher than the current health care cost trend rates:

	1% Decrease (6.45%)	Current Discount Rate of 7.45%	1% Increase (8.45%)
County’s proportionate share of the net OPEB (asset)	\$ (37,669)	\$ (44,144)	\$ (49,589)
	1% Decrease	Current Trend Rates	1% Increase
County’s proportionate share of the net OPEB (asset)	\$ (50,058)	\$ (44,144)	\$ (36,902)

**NOTE 16 – 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**  
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**NOTE 16 – 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:

**Net Change in Fund Balance**

	General	Motor Vehicle and Gas Tax	County Board of DD	County Home	Public Assistance
GAAP Basis	397,825	\$ 545,267	\$ 1,175,120	\$ 101,047	\$ 3,978
Funds reclassified	(56,735)	-	-	-	-
Revenue accruals	1,542,599	(248,500)	(591,977)	(18,589)	(25,045)
Expenditure accruals	173,189	(431,707)	26,415	(43,228)	(244,520)
Other Financing	(1,609,655)	-	-	-	238,707
 Budget Basis	<b>\$ 447,223</b>	<b>\$ (134,940)</b>	<b>\$ 609,558</b>	<b>\$ 39,230</b>	<b>\$ (26,880)</b>

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 17 – 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, 2019.



**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2019**

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**NOTE 17 – 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, 2019.

**NOTE 18 – 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 \$1,738,257 for post closure costs at December 31, 2019. 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, 2019. 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 19 – 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 20 – CONDUIT DEBT OBLIGATION**

In 2001, the County served as an issuer of Ohio Health Care Facilities Revenue Bonds in the amount of \$3,180,000 that will mature on October 1, 2025. The proceeds were to 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**  
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**NOTE 21 – 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. In 2019, the County received \$25,479 in payments in lieu of taxes.

**NOTE 22 – 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, 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 amount of taxes abated during 2019 was \$78,061.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2019**

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**NOTE 22 – TAX ABATEMENTS – *continued***

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 2019 for the Corporation was \$6,240.

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**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2019**

**NOTE 23 – FUND BALANCES**

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	\$ 7,916	\$ 915,110	\$ -	\$ -	\$ 1,835	\$ 2,731	\$ 927,592
Prepaid items	108,396	17,463	19,141	13,432	12,217	16,185	186,834
Unclaimed monies	18,960	-	-	-	-	-	18,960
<b>Total Nonspendable</b>	<b>\$ 135,272</b>	<b>\$ 932,573</b>	<b>\$ 19,141</b>	<b>\$ 13,432</b>	<b>\$ 14,052</b>	<b>\$ 18,916</b>	<b>\$ 1,133,386</b>
<i>Restricted:</i>							
Legislative and executive	-	-	-	-	-	1,849,115	1,849,115
Judicial	-	-	-	-	-	693,688	693,688
Public safety	-	-	-	-	-	366,865	366,865
Public works	-	4,560,655	-	-	-	498,059	5,058,714
Health	-	-	5,732,683	-	-	74,529	5,807,212
Human services	-	-	-	1,042,687	457,492	1,998,847	3,499,026
Economic development and assistance	-	-	-	-	-	509,006	509,006
Other	-	-	-	-	-	131,913	131,913
<b>Total Restricted</b>	<b>-</b>	<b>4,560,655</b>	<b>5,732,683</b>	<b>1,042,687</b>	<b>457,492</b>	<b>6,122,022</b>	<b>17,915,539</b>
<i>Committed:</i>							
Legislative and executive	27,793	-	-	-	-	5,635	33,428
Judicial	-	-	-	-	-	6,736	6,736
Public safety	-	-	-	-	-	442,528	442,528
Capital projects	-	-	-	-	-	1,532,248	1,532,248
<b>Total Committed</b>	<b>27,793</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>1,987,147</b>	<b>2,014,940</b>
<i>Assigned:</i>							
Subsequent year appropriations	2,956,163	-	-	-	-	-	2,956,163
<b>Total Assigned</b>	<b>2,956,163</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>2,956,163</b>
<i>Unassigned</i>							
	2,829,731	-	-	-	-	(78,909)	2,750,822
<b>Total Fund Balances</b>	<b>\$ 5,948,959</b>	<b>\$ 5,493,228</b>	<b>\$ 5,751,824</b>	<b>\$ 1,056,119</b>	<b>\$ 471,544</b>	<b>\$ 8,049,176</b>	<b>\$ 26,770,850</b>

**NOTE 24 – SUBSEQUENT EVENT**

The United States and the State of Ohio declared a state of emergency in March 2020 due to the COVID-19 pandemic. The financial impact of COVID-19 and the ensuing emergency measures will impact subsequent periods of the County. The investments of the pension and other employee benefit plans in which the County participates have incurred a significant decline in fair value, consistent with the general decline in financial markets. However, because the values of individual investments fluctuate with market conditions, and due to market volatility, the amount of losses that will be recognized in subsequent periods, if any, cannot be determined. In addition, the impact on the County's future operating costs, revenues, and any recovery from emergency funding, either federal or state, cannot be estimated.

**CARROLL COUNTY, OHIO**  
**Notes to the Basic Financial Statements**  
**Year Ended December 31, 2019**

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**NOTE 25 – CHANGE IN ACCOUNTING PRINCIPLES**

During the year, the County implemented the provisions of GASB Statement 84, *Fiduciary Activities*, and GASB Statement No. 88, *Certain Disclosures Related to Debt, Including Direct Borrowing and Direct Placements*.

Statement No. 84 established criteria for identifying fiduciary activities for all state and local governments. This Statement also requires the presentation of a statement of fiduciary net position and a statement of changes in fiduciary net position.

Statement No. 88 require disclosures on direct borrowings and direct placements. This Statement also refines debt for purposes of disclosures and requires additional essential information related to debt to be disclosed, including unused lines of credit, assets pledged for collateral and certain debt agreement terms. The requirements of this Statement have been incorporated into the County’s long-term obligations note disclosure.

The implementation of Statement No. 84 had the following effect on fund balances and net position as reported at December 31, 2018:

	General	Nonmajor Governmental Funds
Fund Balance at December 31, 2018	\$ 5,547,538	\$ 6,256,404
Adjustments:		
GASB 84 reclassifications	3,596	14,985
Restated Fund Balance at December 31, 2018	\$ 5,551,134	\$ 6,271,389
		Governmental Activities
Net Position at December 31, 2018	\$ 31,104,909	
Adjustments:		
GASB 84 reclassifications		18,581
Restated Net Position at December 31, 2018		\$ 31,123,490

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## **REQUIRED SUPPLEMENTARY INFORMATION**

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**CARROLL COUNTY**

Required Supplementary Information  
 Schedule of County's Proportionate Share of the Net Pension Liability  
 Ohio Public Employees Retirement System - Traditional Pension Plan  
 Last Six Years (1) (2)

	County's Proportion of the Net Pension Liability	County's Proportionate Share of the Net Pension Liability	County's Covered Payroll	County's Proportionate Share of the Net Pension Liability as a Percentage of its Covered Payroll	Plan Fiduciary Net Position as a Percentage of the Total Pension Liability
2014	0.043891%	\$ 9,633,708	\$ 10,360,485	92.99%	86.36%
2015	0.089051%	9,856,329	10,017,725	98.39%	86.45%
2016	0.090848%	14,634,735	10,423,800	140.40%	81.08%
2017	0.085941%	19,515,373	11,048,669	176.63%	77.25%
2018	0.088175%	13,832,914	11,414,440	121.19%	84.66%
2019	0.089491%	24,509,923	11,634,209	210.67%	74.70%

(1) Information prior to 2014 is not available. The County will continue to present information for years available until a full ten-year trend is compiled.

(2) Amounts presented for each year were determined as of the County's measurement date, which is the prior year-end.

**Notes to Schedule:**

*Change in assumptions.* In 2017, changes in assumptions were made based upon an updated experience study that was completed for the five-year period ended December 31, 2015. Significant changes included a reduction of the discount rate from 8.0% to 7.5%, a reduction in the wage inflation rate from 3.75% to 3.25%, and transition from the RP-2000 mortality tables to the RP-2014 mortality tables.

In 2019, a reduction of the discount rate was made from 7.5% to 7.2%.

**CARROLL COUNTY**

Required Supplementary Information  
 Schedule of County's Proportionate Share of the Net Pension Liability  
 State Teachers Retirement System of Ohio  
 Last Six Years (1) (2)

	County's Proportion of the Net Pension Liability	County's Proportionate Share of the Net Pension Liability	County's Covered Payroll	County's Proportionate Share of the Net Pension Liability as a Percentage of its Covered Payroll	Plan Fiduciary Net Position as a Percentage of the Total Pension Liability
2014	0.003139%	\$ 763,448	\$ 319,454	238.99%	74.7%
2015	0.003319%	917,225	344,564	266.20%	72.1%
2016	0.002980%	997,338	333,586	298.97%	66.8%
2017	0.003065%	728,152	330,300	220.45%	75.3%
2018	0.003020%	664,068	357,043	185.99%	77.3%
2019	0.002665%	589,426	319,600	184.43%	77.4%

(1) Information prior to 2014 is not available. The County will continue to present information for years available until a full ten-year trend is compiled.

(2) Amounts presented for each year were determined as of the County's measurement date, which is a June 30th fiscal-year end.

**Notes to Schedule:**

*Change in assumptions.* In 2018, changes in assumptions were made based upon an updated experience study that was completed for the five-year period ended June 30, 2016. Significant changes included a reduction of the discount rate from 7.75% to 7.45%, the inflation assumption was lowered from 2.75% to 2.50%, the payroll growth assumption was lowered to 3.00%, and total salary increases rate was lowered by decreasing the merit component of the individual salary increases, in addition to a decrease of 0/25% due to lower inflation. The healthy and disabled mortality assumptions were updated to the RP-2014 mortality tables with generational improvement scale MP-2016. Rates of retirement, termination and disability were modified to better reflect anticipated future experience.

*Change in benefit terms.* Effective July 1, 2017, the COLA was reduced to zero.

**CARROLL COUNTY**

Required Supplementary Information

Schedule of County Pension Contributions

Ohio Public Employees Retirement System - Traditional Pension Plan

Last Ten Years

	Contractually Required Contributions	Contributions in Relation to the Contractually Required Contributions	Contribution Deficiency (Excess)	County's Covered Payroll	Contributions as a Percentage of Covered Payroll
2010	\$ 942,470	\$ (942,470)	\$ -	\$ 10,565,807	8.92%
2011	996,970	(996,970)	-	9,969,700	10.00%
2012	1,023,329	(1,023,329)	-	10,233,290	10.00%
2013	1,346,863	(1,346,863)	-	10,360,485	13.00%
2014	1,202,127	(1,202,127)	-	10,017,725	12.00%
2015	1,250,856	(1,250,856)	-	10,423,800	12.00%
2016	1,347,831	(1,347,831)	-	11,048,669	12.20%
2017	1,516,109	(1,516,109)	-	11,414,440	13.28%
2018	1,685,073	(1,685,073)	-	11,634,209	14.48%
2019	1,801,331	(1,801,331)	-	12,431,544	14.49%

**CARROLL COUNTY**

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

	Contractually Required Contributions	Contributions in Relation to the Contractually Required Contributions	Contribution Deficiency (Excess)	County's Covered Payroll	Contributions as a Percentage of Covered Payroll
2010	\$ 46,728	\$ (46,728)	\$ -	\$ 359,446	13.00%
2011	43,879	(43,879)	-	337,531	13.00%
2012	37,302	(37,302)	-	286,938	13.00%
2013	41,529	(41,529)	-	319,454	13.00%
2014	48,239	(48,239)	-	344,564	14.00%
2015	46,702	(46,702)	-	333,586	14.00%
2016	46,242	(46,242)	-	330,300	14.00%
2017	49,986	(49,986)	-	357,043	14.00%
2018	44,744	(44,744)	-	319,600	14.00%
2019	45,610	(45,610)	-	325,786	14.00%

**CARROLL COUNTY**

Required Supplementary Information  
 Schedule of County's Proportionate Share of the Net OPEB Liability  
 Ohio Public Employees Retirement System  
 Last Three Years (1) (2)

	County's Proportion of the Net OPEB Liability	County's Proportionate Share of the Net OPEB Liability	County's Covered Payroll	County's Proportionate Share of the Net OPEB Liability as a Percentage of its Covered Payroll	Plan Fiduciary Net Position as a Percentage of the Total OPEB Liability
2017	0.083554%	\$ 8,439,275	\$ 11,048,669	76.38%	54.05%
2018	0.084991%	9,229,157	11,414,440	80.86%	54.14%
2019	0.085790%	11,185,240	11,634,209	96.14%	46.33%

(1) Information prior to 2017 is not available. The County will continue to present information for years available until a full ten-year trend is compiled.

(2) Amounts presented for each year were determined as of the County's measurement date, which is the prior year-end.

**Notes to Schedule:**

*Change in assumptions.* In 2018, the single discount rate changed from 4.23% to 3.85%.

In 2019, the single discount rate changed from 3.85% to 3.96%, the investment rate of return changed from 6.50% to 6.00%, and the health care cost trend rate changed from 7.5% initial to 10.0% initial.

**CARROLL COUNTY**

Required Supplementary Information  
 Schedule of County's Proportionate Share of the Net OPEB Liability (Asset)  
 State Teachers Retirement System of Ohio  
 Last Three Years (1) (2)

	County's Proportion of the Net OPEB Liability/ (Asset)	County's Proportionate Share of the Net OPEB Liability/ (Asset)	County's Covered Payroll	County's Proportionate Share of the Net OPEB Liability/ (Asset) as a Percentage of its Covered Payroll	Plan Fiduciary Net Position as a Percentage of the Total OPEB Liability
2017	0.003065%	\$ 119,594	\$ 330,300	36.21%	47.1%
2018	0.003020%	(48,531)	357,043	(13.59%)	176.0%
2019	0.002665%	(44,144)	319,600	(13.81%)	174.7%

(1) Information prior to 2017 is not available. The County will continue to present information for years available until a full ten-year trend is compiled.

(2) Amounts presented for each year were determined as of the County's measurement date, which is a June 30th fiscal-year end.

**Notes to Schedule:**

*Change in assumption.* For measurement year 2017, the discount rate was increased from 3.26% to 4.13% based on the methodology defined under GASB Statement No. 74, *Financial Reporting for Postemployment Benefit Plans Other Than Pension Plans (OPEB)*, and the long-term expected rate of return was reduced from 7.75% to 7.45%. Valuation year per capita health care costs were updated, and the salary scale was modified. The percentage of future retirees electing each option was updated based on current data and the percentage of future disabled retirees and terminated vested participants electing health coverage were decreased. The assumed mortality, disability, retirement, withdrawal and future health care cost trend rates were modified along with the portion of rebated prescription drug costs.

For measurement year 2018, the discount rate was increased from the blended rate of 4.13% to the long-term expected rate of return of 7.45% based on the methodology defined under GASB Statement No. 74. Valuation year per capital health care costs were updated.

*Change in benefit terms.* For measurement year 2017, the subsidy multiplier for non-Medicare benefit recipient was reduced from 2.1% to 1.9% per year of service. Medicare Part B premium reimbursements were discontinued for certain survivors and beneficiaries and all remaining Medicare Part B premium reimbursements will be discontinued beginning January 2019.

For measurement year 2018, the subsidy multiplier for non-Medicare benefit recipients was increased from 1.9% to 1.944% per year of service effective January 1, 2019. The non-Medicare frozen subsidy base premium was increased effective January 1, 2019 and all remaining Medicare Part B premium reimbursements will be discontinued beginning January 1, 2020.

**CARROLL COUNTY**

Required Supplementary Information  
Schedule of County OPEB Contributions  
Ohio Public Employees Retirement System  
Last Ten Years

	Contractually Required Contributions	Contributions in Relation to the Contractually Required Contributions	Contribution Deficiency (Excess)	County's Covered Payroll	Contributions as a Percentage of Covered Payroll
2010	\$ 536,743	\$ (536,743)	\$ -	\$ 10,565,807	5.08%
2011	398,788	(398,788)	-	9,969,700	4.00%
2012	409,332	(409,332)	-	10,233,290	4.00%
2013	103,605	(103,605)	-	10,360,485	1.00%
2014	200,355	(200,355)	-	10,017,725	2.00%
2015	208,476	(208,476)	-	10,423,800	2.00%
2016	224,639	(224,639)	-	11,048,669	2.03%
2017	113,584	(113,584)	-	11,414,440	1.00%
2018*	4,775	(4,775)	-	11,634,209	0.04%
2019	4,989	(4,989)	-	12,431,544	0.04%

\* - updated based on revised information

**CARROLL COUNTY**

Required Supplementary Information  
Schedule of County OPEB Contributions  
State Teachers Retirement System of Ohio  
Last Four Years (1)

	Contractually Required Contributions (2)	Contributions in Relation to the Contractually Required Contributions	Contribution Deficiency (Excess)	County's Covered Payroll	Contributions as a Percentage of Covered Payroll
2016	\$ -	\$ -	\$ -	\$ 330,300	0.00%
2017	-	-	-	357,043	0.00%
2018	-	-	-	319,600	0.00%
2019	-	-	-	325,786	0.00%

(1) Information prior to 2016 is not available. The County will continue to present information for years available until a full ten-year trend is compiled.

(2) STRS allocated the entire 14% employer contribution rate toward pension benefits.



CARROLL COUNTY, OHIO  
SCHEDULE OF EXPENDITURES OF FEDERAL AWARDS  
FOR THE YEAR ENDED DECEMBER 31, 2019

FEDERAL GRANTOR/PASS-THROUGH GRANTER/PROGRAM OR CLUSTER TITLE	FEDERAL CFDA NUMBER	PASS-THROUGH ENTITY IDENTIFYING NUMBER	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-1819-11-0017	\$ 115,981
<b>Total U.S. Department of Agriculture</b>			<b>115,981</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 15 Formula Grant	14.228	B-C-15-1AJ-1	96,272
FY 17 Formula Grant	14.228	B-F-17-1AJ-1	14,349
<b>Total Community Development Block Grants</b>			<b>110,621</b>
FY 15 Formula Grant	14.239	B-C-15-1AJ-2	89,796
<b>Total U.S. Department of Housing and Urban Development</b>			<b>200,417</b>
<b>U.S. DEPARTMENT OF JUSTICE PASSED THROUGH THE OFFICE OF CRIMINAL JUSTICE</b>			
Crime Victim Assistance	16.575	2018-VOCA-109147655	70,811
<b>Total U.S. Department of Justice</b>			<b>70,811</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	53,537
WIA Youth Activities	17.259	n/a	108,038
WIA Dislocated Worker Formula Grants	17.278	n/a	24,460
<b>Total WIA Cluster</b>			<b>186,035</b>
<b>Total U.S. Department of Labor</b>			<b>186,035</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-18-0100	23,966
Formula Grants for Other Than Urbanized Areas	20.509	094-RPTF-19-0100	325,085
<b>Total U.S. Department of Transportation</b>			<b>349,051</b>

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CARROLL COUNTY, OHIO  
SCHEDULE OF EXPENDITURES OF FEDERAL AWARDS  
FOR THE YEAR ENDED DECEMBER 31, 2019

FEDERAL GRANTOR/PASS-THROUGH GRANTER/PROGRAM OR CLUSTER TITLE	FEDERAL CFDA NUMBER	PASS-THROUGH ENTITY IDENTIFYING NUMBER	TOTAL FEDERAL EXPENDITURES
<b>U.S. ELECTION ASSISTANCE COMMISSION</b>			
<b>PASSED THROUGH OHIO SECRETARY OF STATE</b>			
Elections Security Grant	90.404	n/a	774
<b>Total U.S. Election Assistance Commission</b>			<b>774</b>
<b>U.S. DEPARTMENT OF EDUCATION</b>			
<b>PASSED THROUGH OHIO DEPARTMENT OF EDUCATION</b>			
<i>Special Education Cluster:</i>			
Special Education- Grants to States	84.027	n/a	41,637
Special Education - Preschool Grants	84.173	n/a	16,401
<b>Total Special Education Grant Cluster</b>			<b>58,038</b>
<b>Total U.S. Department of Education</b>			<b>58,038</b>
<b>U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES</b>			
<b>PASSED THROUGH VARIOUS SOURCES (SEE TICKMARKS)</b>			
{a} Promoting Safe and Stable Families	93.556	G-1819-11-0017	20,857
{a} Temporary Assistance for Needy Families (TANF) Cluste	93.558	G-1819-11-0017	801,041
{a} Child Support Enforcement	93.563	G-1819-11-0018	153,655
{a} Child Care and Development Block Grant	93.575	G-1819-11-0017	25,514
{a} Child Welfare Services - State Grants	93.645	G-1819-11-0017	43,347
{a} Foster Care Title IV-E	93.658	G-1819-11-0017	67,412
{a} Adoption Assistance	93.659	G-1819-11-0017	45,687
{a} Social Services Block Grant	93.667	G-1819-11-0017	325,735
{b} Social Services Block Grant	93.667	n/a	22,114
<b>Total Social Services Block Grant</b>			<b>347,849</b>
{a} Chafee Foster Care Independence Program	93.674	G-1819-11-0017	3,075
{a} Children's Health Insurance Program	93.767	G-1819-11-0017	2,201
{a} Medical Assistance Program	93.778	G-1819-11-0017	524,514
{b} Medical Assistance Program	93.778	n/a	112,736
<b>Total Medicaid Cluster</b>			<b>637,250</b>
<b>Total U.S. Department of Health and Human Services</b>			<b>2,147,888</b>
<b>U.S. DEPARTMENT OF HOMELAND SECURITY</b>			
Emergency Management Performance Grants	97.042		23,213
<b>Total U.S. Department of Homeland Security</b>			<b>23,213</b>
<b>Total Federal Expenditures</b>			<b>\$ 3,152,208</b>

**Tickmarks:**

- {a} Passed Through Ohio Department of Job and Family Services
- {b} Passed Through Ohio Department of Development Disabilities

**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, 2019. 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, each major fund, and the aggregate remaining fund information of Carroll County, Ohio (the "County") as of and for the year ended December 31, 2019, 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 12, 2020, wherein we noted the County implemented GASB Statement No. 84 and 88 and the potential impact of COVID-19 on future periods.

**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 from 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 12, 2020

**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, 2019. 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 federal statutes, regulations, and the terms and conditions of its federal awards 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, 2019.

## 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 12, 2020



**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) Cluster</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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# OHIO AUDITOR OF STATE KEITH FABER



**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 2, 2020**