



CLARK SCHAEFER HACKETT
BUSINESS ADVISORS

CARROLL COUNTY

SINGLE AUDIT

FOR THE YEAR ENDED DECEMBER 31, 2021



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Board of County Commissioners
Carroll County
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We have reviewed the *Independent Auditor's Report* of Carroll County, prepared by Clark, Schaefer, Hackett & Co., for the audit period January 1, 2021 through December 31, 2021. 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 16, 2022

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INDEPENDENT AUDITORS' REPORT

To the Board of County Commissioners
Carroll County, Ohio:

Report on the Audit of the Financial Statements

Opinions

We have audited 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, 2021, and the related notes to the financial statements, which collectively comprise the County's basic financial statements as listed in the table of contents.

In our opinion, the accompanying 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 the County, as of December 31, 2021, 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, Public Assistance Fund, and the Local Fiscal Recovery Fund for the year then ended in accordance with accounting principles generally accepted in the United States of America.

Basis for Opinions

We conducted our audit in accordance with auditing standards generally accepted in the United States of America (GAAS) and the standards applicable to financial audits contained in *Government Auditing Standards (Government Auditing Standards)*, issued by the Comptroller General of the United States. Our responsibilities under those standards are further described in the Auditors' Responsibilities for the Audit of the Financial Statements section of our report. We are required to be independent of the County and to meet our other ethical responsibilities, in accordance with the relevant ethical requirements relating to our audit. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinions.

Responsibilities of Management for the Financial Statements

Management is responsible for the preparation and fair presentation of the financial statements in accordance with accounting principles generally accepted in the United States of America, and for 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.

In preparing the financial statements, management is required to evaluate whether there are conditions or events, considered in the aggregate, that raise substantial doubt about the County's ability to continue as a going concern for twelve months beyond the financial statement date, including any currently known information that may raise substantial doubt shortly thereafter.

Auditors' Responsibilities for the Audit of the Financial Statements

Our objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditors' report that includes our opinions. Reasonable assurance is a high level of assurance but is not absolute assurance and therefore is not a guarantee that an audit conducted in accordance with GAAS and *Government Auditing Standards* will always detect a material misstatement when it exists.

The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control. Misstatements are considered material if there is a substantial likelihood that, individually or in the aggregate, they would influence the judgment made by a reasonable user based on the financial statements.

In performing an audit in accordance with GAAS and *Government Auditing Standards*, we:

- Exercise professional judgment and maintain professional skepticism throughout the audit.
- Identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, and design and perform audit procedures responsive to those risks. Such procedures include examining, on a test basis, evidence regarding the amounts and disclosures in the financial statements.
- Obtain an understanding of internal control relevant to the audit 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 County's internal control. Accordingly, no such opinion is expressed.
- Evaluate the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluate the overall presentation of the financial statements.
- Conclude whether, in our judgment, there are conditions or events, considered in the aggregate, that raise substantial doubt about the County's ability to continue as a going concern for a reasonable period of time.

We are required to communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit, significant audit findings, and certain internal control-related matters that we identified during the audit.

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

Supplementary 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 Title 2 U.S. *Code of Federal Regulations* Part 200, *Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards*, is presented for purposes of additional analysis and is not a required part of the basic financial statements.

Such information is the responsibility of management and was derived from and relates directly to the underlying accounting and other records used to prepare the basic financial statements. The 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 as a whole.

Other Reporting Required by *Government Auditing Standards*

In accordance with *Government Auditing Standards*, we have also issued our report dated June 7, 2022, 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 7, 2022

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CARROLL COUNTY, OHIO
Management's Discussion and Analysis
Year Ended December 31, 2021
Unaudited

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, 2021. 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 2021 are as follows:

- The total net position of the County increased by \$14,165,843. Net position of governmental activities increased by \$13,898,466, which represents a 50% increase from 2020. Net position of business-type activities increased by \$267,377.
- General revenues accounted for \$15,410,775 or 44% of total governmental activities revenue. Program specific revenues accounted for \$19,409,222 or 56% of total governmental activities revenue.
- The County had \$21,651,791 in total expenses, a decrease of \$15,336,580 from 2020. Program revenues of \$20,391,614 reduced the net cost of the County's functions to be financed from property and sales taxes and other general revenues to \$1,260,177.
- The County's unassigned fund balance in the General Fund was \$2,669,819 at year end, or 28% 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 six 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 2021?” 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, Public Assistance and Local Fiscal Recovery 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.

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 2021 compared to 2020.

Table 1
Net Position

	Governmental Activities		Business-Type Activities		Total	
	2021	2020	2021	2020	2021	2020
Assets						
Current and other assets	\$ 46,304,732	\$ 41,618,543	\$ 1,400,097	\$ 1,235,441	\$ 47,704,829	\$ 42,853,984
Net OPEB assets	1,596,895	43,648	30,608	-	1,627,503	43,648
Capital assets	31,819,307	30,941,361	3,973,598	4,189,374	35,792,905	35,130,735
Total Assets	79,720,934	72,603,552	5,404,303	5,424,815	85,125,237	78,028,367
Deferred Outflows of Resources	3,062,812	5,202,791	58,543	97,431	3,121,355	5,300,222
Liabilities						
Long-term liabilities:						
Net pension liabilities	13,693,089	18,446,624	267,425	340,474	13,960,514	18,787,098
Net OPEB liabilities	-	11,925,992	-	226,677	-	12,152,669
Other long-term amounts	3,554,935	3,758,807	3,961,133	4,052,056	7,516,068	7,810,863
Other liabilities	4,974,673	1,956,808	45,836	86,411	5,020,509	2,043,219
Total Liabilities	22,222,697	36,088,231	4,274,394	4,705,618	26,497,091	40,793,849
Deferred Inflows of Resources	18,914,313	13,969,842	208,942	104,495	19,123,255	14,074,337
Net Position						
Net investment in capital assets	29,704,600	28,690,774	1,684,024	1,851,974	31,388,624	30,542,748
Restricted	6,890,498	4,697,376	-	-	6,890,498	4,697,376
Unrestricted	5,051,638	(5,639,880)	(704,514)	(1,139,841)	4,347,124	(6,779,721)
Total Net Position	\$ 41,646,736	\$ 27,748,270	\$ 979,510	\$ 712,133	\$ 42,626,246	\$ 28,460,403

The net pension liability (NPL) is the largest single liability reported by the County at December 31, 2021 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) asset 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 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 asset 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 asset are satisfied, the liability and asset are separately identified within the long-term sections 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 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, 2021, the County's assets and deferred outflows exceeded liabilities and deferred inflows by \$42,626,246. This amounts to \$41,646,736 in governmental activities and \$979,510 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 42% 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, 2021 was \$31,388,624. 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, 2021, the County is able to report positive balances in all of the categories of net position for governmental activities and two of the three categories for business-type activities. The unrestricted deficit net position balance for business-type activities is primarily attributable to the recognition of the County's proportionate share of net pension liability and net OPEB asset reported in accordance with GASB Statement Nos. 68 and 75, in addition to the recognition of the landfill postclosure liability.

Total assets increased by \$7,096,870 during 2021. The majority of this increase occurred in current and other assets, as the County experienced growth in its cash balances due to positive cash basis operating results and receiving \$2,613,865 in Federal American Rescue Plan Act (ARPA) funds to support public health costs, replace lost revenue, support essential workers and invest in water, sewer and broadband infrastructure. The County was in the process of determining how to deploy these funds and thus recorded it as offsetting unearned revenue at year-end. Additionally, the County's net OPEB assets increased \$1,583,855; more on this in the next paragraph.

Total liabilities decreased \$14,296,758 during 2021. The majority of this decrease occurred with net pension and OPEB liabilities. The decrease in these liabilities were primarily attributable to the increase in the investment portfolios managed by the Ohio Public Employees Retirement System (OPERS) and State Teachers Retirement System (STRS), which experienced double-digit investment returns during the measurement periods, to provide more resources for future pension and OPEB benefits. The increase in the OPEB plan was more than sufficient to eliminate the net OPEB liability for OPERS and create a net OPEB asset.

A portion of the County's net position, \$6,890,498, 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 2021 and 2020.

Table 2
Changes in Net Position

	Governmental Activities		Business-Type Activities		Total	
	2021	2020	2021	2020	2021	2020
Revenues						
Program revenues:						
Charges for services	\$ 5,469,439	\$ 5,541,612	\$ 936,763	\$ 896,807	\$ 6,406,202	\$ 6,438,419
Operating grants and contributions	12,422,605	14,685,048	45,629	28,985	12,468,234	14,714,033
Capital grants and contributions	1,517,178	533,483	-	-	1,517,178	533,483
Total program revenues	19,409,222	20,760,143	982,392	925,792	20,391,614	21,685,935
General revenues:						
Property and other taxes	9,844,942	8,905,007	-	-	9,844,942	8,905,007
Sales taxes	3,611,022	2,915,046	-	-	3,611,022	2,915,046
Grants and entitlements not restricted to specific programs	1,415,460	1,222,982	-	-	1,415,460	1,222,982
Oil and gas lease	175,871	72,469	-	-	175,871	72,469
Investment earnings	10,179	56,637	854	5,703	11,033	62,340
Miscellaneous	353,301	514,974	14,391	487	367,692	515,461
Total general revenues	15,410,775	13,687,115	15,245	6,190	15,426,020	13,693,305
Total revenues	34,819,997	34,447,258	997,637	931,982	35,817,634	35,379,240
Expenses						
General government	5,035,589	8,181,920	-	-	5,035,589	8,181,920
Public safety	1,023,361	4,825,843	-	-	1,023,361	4,825,843
Public works	6,440,585	7,565,058	-	-	6,440,585	7,565,058
Health	3,868,326	5,954,380	-	-	3,868,326	5,954,380
Human services	4,145,211	8,159,873	-	-	4,145,211	8,159,873
Economic development and assistance	369,049	1,088,990	-	-	369,049	1,088,990
Other	-	35,870	-	-	-	35,870
Interest and fiscal charges	18,781	144,277	-	-	18,781	144,277
Sewer	-	-	744,986	1,019,385	744,986	1,019,385
Landfill	-	-	5,903	12,775	5,903	12,775
Total expenses	20,900,902	35,956,211	750,889	1,032,160	21,651,791	36,988,371
Transfers	(20,629)	-	20,629	-	-	-
Change in net position	13,898,466	(1,508,953)	267,377	(100,178)	14,165,843	(1,609,131)
Net position, beginning of year	27,748,270	29,257,223	712,133	812,311	28,460,403	30,069,534
Net position, end of year	\$ 41,646,736	\$ 27,748,270	\$ 979,510	\$ 712,133	\$ 42,626,246	\$ 28,460,403

Governmental Activities

Governmental net position increased by \$13,898,466 during the year.

General government represents activities related to the governing body as well as activities that directly support County programs. In 2021, general government expenses totaled \$5,035,589 or 24% of total governmental expenses. General government programs were supported by \$2,604,117 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 \$4,145,211 of expenses or 20% of total governmental expenses of the County during 2021. These expenses were funded by \$1,056,195 in charges to users of services and \$4,110,835 in operating grants and contributions.

The County program public works, accounted for \$6,440,585 or 31% 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.

Operating grants are a large part of program revenues. The state and federal government contributed revenues of \$12,422,605 in operating grants and contributions and \$1,517,178 in capital grants and contributions. These revenues are restricted to a particular program or purpose. Of the total operating and capital grants and contributions, \$4,110,835 subsidized human services programs and \$7,714,516 subsidized public works programs. Another type of program revenue, direct charges to users of governmental activities, made up \$5,469,439 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. As discussed previously, the County received Federal ARPA funding in 2021, but had yet to deploy any of it in 2021 and was recognized as unearned revenue at year-end.

General revenues totaled \$15,410,775 and amounted to 44% of total revenues. These revenues primarily consist of property and sales tax revenue of \$13,455,964 or 87% of total general revenues in 2021. Both property and sales tax revenues rebounded during the year as pandemic-related restrictions in place during 2020 were lifted. 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 \$1,415,460 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 2021	Net Cost (Revenue) of Services 2021	Total Cost of Services 2020	Net Cost (Revenue) of Services 2020
General government	\$ 5,035,589	\$ 2,177,870	\$ 8,181,920	\$ 3,730,890
Public safety	1,023,361	178,073	4,825,843	3,796,912
Public works	6,440,585	(1,567,746)	7,565,058	842,626
Health	3,868,326	1,660,898	5,954,380	3,918,966
Human services	4,145,211	(1,021,819)	8,159,873	2,565,659
Economic development and assistance	369,049	45,623	1,088,990	160,868
Other	-	-	35,870	35,870
Interest and fiscal charges	18,781	18,781	144,277	144,277
	<u>\$ 20,900,902</u>	<u>\$ 1,491,680</u>	<u>\$ 35,956,211</u>	<u>\$ 15,196,068</u>

The recognition of the County's proportionate share of the state retirement systems' net pension and OPEB assets and liabilities and the annual changes can have a significant impact on the County's financial results, despite being outside the control of County management. That is the case this year, as total pension expenses (for both governmental activities and business-type activities) decreased \$3,021,623 and total OPEB expenses decreased by \$11,015,521, resulting in recognizing *negative* OPEB expenses of \$9,457,400. The impact of these changes is allocated across all of the County's operations and is the primary reason for the decrease in several of the expense functions and enterprise operations.

Business-Type Activities

The Sewer and Landfill funds are the County's two major enterprise funds. For the year ended December 31, 2021, these operations had operating and nonoperating revenues of \$997,637 and operating and nonoperating expenses of \$750,889. Total revenue was up 7% from 2020, while expenses were down 27%. The decrease in expenses was primarily due to the changes in pension and OPEB, as discussed above.

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 \$29,043,277, which is \$648,785 above last year's total of \$28,394,492. The schedule below indicates the fund balances and the total change in fund balances as of December 31, 2021 and 2020, for all major and nonmajor governmental funds.

	(linked) Fund Balance <u>December 31, 2021</u>	(linked) Fund Balance <u>December 31, 2020</u>	Change in Fund Balance
Major Funds:			
General	\$ 6,598,687	\$ 6,342,282	\$ 256,405
Motor Vehicle and Gas Tax	5,683,841	5,653,101	30,740
County Board of DD	7,052,126	6,463,788	588,338
County Home	1,167,020	1,105,831	61,189
Public Assistance	521,084	376,390	144,694
Local Fiscal Recovery	367	-	367
Nonmajor Governmental Funds	<u>8,020,152</u>	<u>8,453,100</u>	<u>(432,948)</u>
Total	<u>\$ 29,043,277</u>	<u>\$ 28,394,492</u>	<u>\$ 648,785</u>

General Fund

The General Fund, the County's primary operating fund, experienced an increase in fund balance during 2021 of \$256,405, comparable with prior year's increase of \$393,323. Revenues were up 10% over the prior year, benefiting from increased property and sales taxes and charges for services following the easing of pandemic-related restrictions that were in place during 2020. Expenditures were up 17% over the prior year, primarily due to utilizing CARES Act monies in a nonmajor governmental fund to cover public safety costs in 2020.

Motor Vehicle and Gas Tax Fund

The Motor Vehicle and Gas Tax Fund, a County major fund, had revenues of \$5,242,906 and expenditures of \$5,212,166 in 2021. The fund experienced an increase in fund balance of \$30,740 during the year, or less than 1%.

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

The County Board of DD Fund, a County major fund, had revenues of \$5,718,731 and expenditures of \$5,130,393 in 2021. The fund experienced an increase in fund balance of \$588,338 during the year, compared to a \$711,964 increase in fund balance in 2020. For calendar years 2021 and 2022, the Board approved lowering the tax rate from 3.6 mills to 3.1 mills, which resulted in lower property tax collections in 2021.

County Home Fund

The County Home Fund, a County major fund, had revenues of \$2,217,354 and expenditures of \$2,172,909 in 2021. The fund performed comparably with the prior year, only increasing by \$61,189.

Public Assistance Fund

The Public Assistance Fund, a County major fund, had revenues of \$2,333,927 and expenditures of \$2,249,603 in 2021. The fund experienced an increase in fund balance of \$144,694, a \$239,848 increase over the prior year's decrease of \$95,154. This was due to discontinuation of two programs that were in place during 2020, a disaster relief program related to COVID-19, and the summer clothing program in partnership with Walmart.

Local Fiscal Recovery Fund

This was a new fund in 2021 to account for the Federal ARPA funds. The County received \$2,613,865 during 2021 and recognized it all as unearned revenue at year-end until the County determines how to deploy these funds, which can be used to support public health costs, replace lost revenue, support essential workers and invest in water, sewer and broadband infrastructure.

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 \$7,368,150 and were increased to \$9,373,364 in the final budget. The main factor of this was an increase in property and sales taxes. Original appropriations were \$10,348,521 and were increased to \$10,391,693 in the final appropriations. Actual expenditures of \$9,176,258 were less than final budgeted appropriations by \$1,215,435. Coming off an unusual and unpredictable year, the County budgeted conservatively for both revenues and expenditures.

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 2021, the County had \$35,792,905 (net of accumulated depreciation) invested in land, construction in progress, land improvements, buildings and improvements, furniture and equipment, vehicles, and infrastructure. Of this total, \$31,819,307 was reported in governmental activities and \$3,973,598 was reported in business-type activities. See Note 9 to the basic financial statements for detail. The following table shows fiscal 2021 balances compared to 2020:

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

	Governmental Activities		Business-Type Activities		Total	
	2021	2020	2021	2020	2021	2020
Land	\$ 1,281,910	\$ 1,281,910	\$ 7,500	\$ 7,500	\$ 1,289,410	\$ 1,289,410
Construction in progress	-	34,602	-	-	-	34,602
Land improvements	126,334	89,884	-	-	126,334	89,884
Buildings and improvements	4,158,444	3,815,053	16,408	17,004	4,174,852	3,832,057
Furniture and equipment	1,509,191	1,531,451	99,988	115,214	1,609,179	1,646,665
Vehicles	1,920,723	2,400,517	-	-	1,920,723	2,400,517
Infrastructure	22,822,705	21,787,944	-	-	22,822,705	21,787,944
Sewer lines	-	-	3,849,702	4,049,656	3,849,702	4,049,656
Totals	<u>\$ 31,819,307</u>	<u>\$ 30,941,361</u>	<u>\$ 3,973,598</u>	<u>\$ 4,189,374</u>	<u>\$ 35,792,905</u>	<u>\$ 35,130,735</u>

Debt Administration

At December 31, 2021, the County had \$4,404,281 in outstanding debt, a decrease of \$183,706 from 2020. The County had the following long-term debt outstanding at December 31, 2021 and 2020:

Table 6
Outstanding Debt

	2021	2020
Governmental Activities:		
General obligation bonds	\$ 1,781,700	\$ 1,792,600
Excavator loan	55,091	108,619
Capital lease obligations	<u>277,916</u>	<u>349,368</u>
	2,114,707	2,250,587
Business-Type Activities:		
Revenue bonds	-	2,337,400
Loans payable	<u>2,289,574</u>	<u>-</u>
	2,289,574	2,337,400
Totals	<u>\$ 4,404,281</u>	<u>\$ 4,587,987</u>

During the year, the County refinanced its revenue bonds with Ohio Water Development Authority loans at lower interest rates. 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

The State began easing restrictions it issued to combat the spread of the COVID-19 pandemic during the second half of 2020. This allowed things to slowly get back to normal, particularly economically, as the County's unemployment rate pre-pandemic was 5.1% and increased to 8.8% during 2020. By the end of 2021, the County's unemployment rate had decreased to 5.7%.

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.

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CARROLL COUNTY, OHIO

Statement of Net Position

December 31, 2021

	Governmental Activities	Business-Type Activities	Total
Assets			
Equity in pooled cash and cash equivalents	\$ 29,534,903	\$ 1,273,854	\$ 30,808,757
Cash in segregated accounts	915,658	66,833	982,491
Receivables (net of allowances):			
Sales taxes	1,043,188	-	1,043,188
Property and other taxes	9,711,349	-	9,711,349
Accounts	95,162	66,573	161,735
Due from other governments	3,497,356	-	3,497,356
Prepaid items	222,149	2,150	224,299
Materials and supplies inventory	1,275,654	-	1,275,654
Internal balances	9,313	(9,313)	-
Net OPEB assets	1,596,895	30,608	1,627,503
Nondepreciable capital assets	1,281,910	7,500	1,289,410
Depreciable capital assets, net	30,537,397	3,966,098	34,503,495
Total assets	<u>79,720,934</u>	<u>5,404,303</u>	<u>85,125,237</u>
Deferred Outflows of Resources			
Pensions	2,186,697	41,304	2,228,001
OPEB	876,115	17,239	893,354
Total deferred outflows of resources	<u>3,062,812</u>	<u>58,543</u>	<u>3,121,355</u>
Liabilities			
Accounts payable	840,934	18,453	859,387
Accrued wages and benefits payable	1,208,030	23,011	1,231,041
Due to other governments	239,129	4,372	243,501
Accrued interest payable	10,037	-	10,037
Amount to be repaid to claimants	2,008	-	2,008
Unearned revenue	2,674,535	-	2,674,535
Long-term liabilities:			
Due within one year	398,413	129,189	527,602
Due in more than one year:			
Net pension liability	13,693,089	267,425	13,960,514
Other amounts due more than one year	3,156,522	3,831,944	6,988,466
Total liabilities	<u>22,222,697</u>	<u>4,274,394</u>	<u>26,497,091</u>
Deferred Inflows of Resources			
Property taxes levied for next year	8,021,000	-	8,021,000
Pensions	6,113,406	115,421	6,228,827
OPEB	4,779,907	93,521	4,873,428
Total deferred inflows of resources	<u>18,914,313</u>	<u>208,942</u>	<u>19,123,255</u>
Net Position			
Net investment in capital assets	29,704,600	1,684,024	31,388,624
Restricted for:			
Public works projects	3,235,152	-	3,235,152
Health programs	3,655,346	-	3,655,346
Unrestricted	5,051,638	(704,514)	4,347,124
Total net position	<u>\$ 41,646,736</u>	<u>\$ 979,510</u>	<u>\$ 42,626,246</u>

See accompanying notes to the basic financial statements.

CARROLL COUNTY, OHIO
Statement of Activities
Year Ended December 31, 2021

Functions/Programs	Expenses	Program Revenues			Net (Expense) Revenue and Changes in Net Position		
		Charges for Services	Operating Grants and Contributions	Capital Grants and Contributions	Governmental Activities	Business-Type Activities	Total
Governmental activities:							
General government:							
Legislative and executive	\$ 4,137,616	\$ 2,194,804	\$ 42	\$ -	\$ (1,942,770)	\$ -	\$ (1,942,770)
Judicial	897,973	409,313	253,560	-	(235,100)	-	(235,100)
Public safety	1,023,361	386,994	458,294	-	(178,073)	-	(178,073)
Public works	6,440,585	293,815	6,197,338	1,517,178	1,567,746	-	1,567,746
Health	3,868,326	1,128,318	1,079,110	-	(1,660,898)	-	(1,660,898)
Human services	4,145,211	1,056,195	4,110,835	-	1,021,819	-	1,021,819
Economic development and assistance	369,049	-	323,426	-	(45,623)	-	(45,623)
Interest and fiscal charges	18,781	-	-	-	(18,781)	-	(18,781)
Total governmental activities	<u>20,900,902</u>	<u>5,469,439</u>	<u>12,422,605</u>	<u>1,517,178</u>	<u>(1,491,680)</u>	<u>-</u>	<u>(1,491,680)</u>
Business-type activities:							
Sewer	744,986	936,763	-	-	-	191,777	191,777
Landfill	5,903	-	45,629	-	-	39,726	39,726
Total business-type activities	<u>750,889</u>	<u>936,763</u>	<u>45,629</u>	<u>-</u>	<u>-</u>	<u>231,503</u>	<u>231,503</u>
Total	<u>\$ 21,651,791</u>	<u>\$ 6,406,202</u>	<u>\$ 12,468,234</u>	<u>\$ 1,517,178</u>	<u>(1,491,680)</u>	<u>231,503</u>	<u>(1,260,177)</u>
General revenues and transfers:							
Property taxes levied for:							
General purposes					3,629,093	-	3,629,093
Human services - County Board of DD					3,893,879	-	3,893,879
Human services - County Home					1,551,276	-	1,551,276
Public works - Road Levy					770,694	-	770,694
Sales taxes					3,611,022	-	3,611,022
Grants and contributions not restricted to specific programs					1,415,460	-	1,415,460
Oil and gas lease revenues					175,871	-	175,871
Investment earnings					10,179	854	11,033
Miscellaneous					353,301	14,391	367,692
Transfers					(20,629)	20,629	-
Total general revenues and transfers					<u>15,390,146</u>	<u>35,874</u>	<u>15,426,020</u>
Change in net position					13,898,466	267,377	14,165,843
Net position beginning of year					27,748,270	712,133	28,460,403
Net position end of year					<u>\$ 41,646,736</u>	<u>\$ 979,510</u>	<u>\$ 42,626,246</u>

See accompanying notes to the basic financial statements.

CARROLL COUNTY, OHIO

Balance Sheet
Governmental Funds
December 31, 2021

	General	Motor Vehicle and Gas Tax	County Board of DD	County Home	Public Assistance	Local Fiscal Recovery
Assets						
Equity in pooled cash and cash equivalents	\$ 6,218,694	\$ 3,872,771	\$ 6,331,377	\$ 1,305,815	\$ 620,886	\$ 2,614,232
Cash in segregated accounts	20,686	-	889,665	5,207	-	-
Receivables (net of allowances):						
Sales taxes	1,043,188	-	-	-	-	-
Property and other local taxes	3,475,027	-	3,932,410	1,559,856	-	-
Accounts	57,059	-	-	-	-	-
Due from other governments	534,163	2,579,187	197,655	11,500	-	-
Interfund loans	127,872	-	-	-	-	-
Due from other funds	12,194	-	-	-	110,558	-
Prepaid items	130,263	20,334	20,380	12,528	12,673	-
Materials and supplies inventory	11,105	1,254,867	-	-	962	-
Total assets	<u>\$ 11,630,251</u>	<u>\$ 7,727,159</u>	<u>\$ 11,371,487</u>	<u>\$ 2,894,906</u>	<u>\$ 745,079</u>	<u>\$ 2,614,232</u>
Liabilities						
Accounts payable	\$ 243,521	\$ 139,198	\$ -	\$ 24,478	\$ 60,038	\$ -
Accrued wages and benefits payable	551,071	146,407	177,456	118,344	133,894	-
Due to other governments	81,476	14,204	64,495	13,708	26,256	-
Interfund loans payable	-	-	-	-	-	-
Due to other funds	-	-	-	-	3,807	-
Unearned revenue	-	-	-	-	-	2,613,865
Amounts to be repaid to claimants	2,008	-	-	-	-	-
Total liabilities	<u>878,076</u>	<u>299,809</u>	<u>241,951</u>	<u>156,530</u>	<u>223,995</u>	<u>2,613,865</u>
Deferred Inflows of Resources						
Property taxes levied for next year	2,853,000	-	3,262,000	1,294,000	-	-
Unavailable revenue	1,300,488	1,743,509	815,410	277,356	-	-
Total deferred inflows of resources	<u>4,153,488</u>	<u>1,743,509</u>	<u>4,077,410</u>	<u>1,571,356</u>	<u>-</u>	<u>-</u>
Fund balances						
Nonspendable	169,627	1,275,201	20,380	12,528	13,635	-
Restricted	-	4,408,640	7,031,746	1,154,492	507,449	-
Committed	57,764	-	-	-	-	-
Assigned	3,701,477	-	-	-	-	367
Unassigned	2,669,819	-	-	-	-	-
Total fund balances	<u>6,598,687</u>	<u>5,683,841</u>	<u>7,052,126</u>	<u>1,167,020</u>	<u>521,084</u>	<u>367</u>
Total liabilities, deferred inflows of resources and fund balances	<u>\$ 11,630,251</u>	<u>\$ 7,727,159</u>	<u>\$ 11,371,487</u>	<u>\$ 2,894,906</u>	<u>\$ 745,079</u>	<u>\$ 2,614,232</u>

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, 2021

Nonmajor Governmental Funds	Total Governmental Funds		
\$ 8,571,128	\$ 29,534,903	Total governmental fund balances	\$ 29,043,277
100	915,658	<i>Amounts reported for governmental activities in the statement of net position are different because:</i>	
-	1,043,188		
744,056	9,711,349		
38,103	95,162	Capital assets used in governmental activities are not financial resources and therefore are not reported in the funds.	31,819,307
174,851	3,497,356		
-	127,872		
89,817	212,569	Other long-term assets are not available to pay for current-period expenditures and therefore are reported as unavailable in the funds.	4,275,819
25,971	222,149		
8,720	1,275,654		
<u>\$ 9,652,746</u>	<u>\$ 46,635,860</u>	Long-term liabilities are not due and payable in the current period and therefore are not reported in the funds:	
		General obligation bonds payable	(1,781,700)
\$ 373,699	\$ 840,934	Loans payable	(55,091)
80,858	1,208,030	Capital leases payable	(277,916)
38,990	239,129	Compensated absences payable	(1,440,228)
127,872	127,872	Accrued interest on long-term debt	<u>(10,037)</u>
199,449	203,256		(3,564,972)
60,670	2,674,535		
-	2,008		
<u>881,538</u>	<u>5,295,764</u>	The net pension 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:	
		Deferred outflows - pensions	2,186,697
612,000	8,021,000	Deferred inflows - pensions	(6,113,406)
139,056	4,275,819	Net pension liabilities	(13,693,089)
<u>751,056</u>	<u>12,296,819</u>	Deferred outflows - OPEB	876,115
		Deferred inflows - OPEB	(4,779,907)
34,691	1,526,062	Net OPEB assets	<u>1,596,895</u>
6,780,211	19,882,538		(19,926,695)
1,322,680	1,380,444		
-	3,701,844		
<u>(117,430)</u>	<u>2,552,389</u>	Net position of governmental activities	\$ <u>41,646,736</u>
<u>8,020,152</u>	<u>29,043,277</u>		
<u>\$ 9,652,746</u>	<u>\$ 46,635,860</u>		

CARROLL COUNTY, OHIO

Statement of Revenues, Expenditures and Changes in Fund Balances

Governmental Funds

Year Ended December 31, 2021

	General	Motor Vehicle and Gas Tax	County Board of DD	County Home	Public Assistance	Local Fiscal Recovery
Revenues						
Property and other local taxes	\$ 3,136,230	\$ -	\$ 3,380,173	\$ 1,340,434	\$ -	\$ -
Sales taxes	3,568,649	-	-	-	-	-
Charges for services	1,636,583	-	1,002,276	841,547	-	-
Licenses and permits	8,947	-	-	-	-	-
Fines and forfeitures	31,162	9,638	-	-	-	-
Intergovernmental	1,093,781	5,204,557	1,336,282	23,978	2,197,250	-
Investment income	9,812	1,869	-	-	-	367
Rental income	15,600	-	-	-	-	-
Contributions and donations	310	483	-	1,000	-	-
Oil and gas lease	175,871	-	-	-	-	-
Other	334,373	26,359	-	10,395	136,677	-
Total revenues	<u>10,011,318</u>	<u>5,242,906</u>	<u>5,718,731</u>	<u>2,217,354</u>	<u>2,333,927</u>	<u>367</u>
Expenditures						
Current:						
General government:						
Legislative and executive	4,407,099	-	-	-	-	-
Judicial	1,479,965	-	-	-	-	-
Public safety	3,070,458	-	-	-	-	-
Public works	111,197	5,155,466	-	-	-	-
Health	118,957	-	5,130,393	-	-	-
Human services	237,874	-	-	2,169,334	2,249,603	-
Economic development and assistance	17,044	-	-	-	-	-
Capital outlay	-	-	-	-	-	-
Debt Service:						
Principal retirement	141,889	53,528	-	2,452	-	-
Interest and fiscal charges	10,184	3,172	-	1,123	-	-
Total expenditures	<u>9,594,667</u>	<u>5,212,166</u>	<u>5,130,393</u>	<u>2,172,909</u>	<u>2,249,603</u>	<u>-</u>
Excess (deficiency) of revenues over (under) expenditures	<u>416,651</u>	<u>30,740</u>	<u>588,338</u>	<u>44,445</u>	<u>84,324</u>	<u>367</u>
Other Financing Sources (Uses)						
Inception of capital lease	46,100	-	-	16,744	-	-
Issuance of refunding bonds	-	-	-	-	-	-
Payment to escrow agent	-	-	-	-	-	-
Transfers in	147,000	-	-	-	60,370	-
Transfers out	(353,346)	-	-	-	-	-
Total other financing sources (uses)	<u>(160,246)</u>	<u>-</u>	<u>-</u>	<u>16,744</u>	<u>60,370</u>	<u>-</u>
Net change in fund balances	256,405	30,740	588,338	61,189	144,694	367
Fund balance, beginning of year	<u>6,342,282</u>	<u>5,653,101</u>	<u>6,463,788</u>	<u>1,105,831</u>	<u>376,390</u>	<u>-</u>
Fund balance, end of year	<u>\$ 6,598,687</u>	<u>\$ 5,683,841</u>	<u>\$ 7,052,126</u>	<u>\$ 1,167,020</u>	<u>\$ 521,084</u>	<u>\$ 367</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, 2021

Nonmajor Governmental Funds	Total Governmental Funds		
		Net change in fund balances - total governmental funds	\$ 648,785
		<i>Amounts reported for governmental activities in the Statement of Activities are different because:</i>	
\$ 665,819	\$ 8,522,656	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:	
-	3,568,649	Capital asset additions	3,280,076
1,620,978	5,101,384	Depreciation expense	(2,345,695)
48,259	57,206		
12,008	52,808		
4,472,672	14,328,520		
47	12,095		
-	15,600		
11,211	13,004	In the statement of activities, loss on disposal of capital assets is reported, whereas only proceeds from sales are reported in the funds.	(56,435)
-	175,871		
73,854	581,658		
<u>6,904,848</u>	<u>32,429,451</u>	Revenue in the statement of activities that do not provide current financial resources are not reported as revenues in the funds.	1,325,676
		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:	
923,251	5,330,350	Compensated absences	67,992
490,054	1,970,019	Interest on long-term debt	(4,137)
634,927	3,705,385		
1,611,863	6,878,526		
154,306	5,403,656	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.	198,724
2,261,984	6,918,795		
352,495	369,539		
1,033,243	1,033,243		
855	198,724	Contractually required contributions are reported as expenditures in governmental funds; however, the statement of net position reports these amounts as deferred outflows.	
165	14,644	Pensions	1,919,086
<u>7,463,143</u>	<u>31,822,881</u>	OPEB	4,241
		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.	
(558,295)	606,570	Pensions	(359,873)
		OPEB	9,282,870
-	62,844		
1,781,700	1,781,700	Issuance of refunding bonds provides current financial resources to governmental funds, but increases long-term liabilities in the statement of net position. Payment to escrow agent is an expenditure in the governmental funds, but reduces long-term liabilities in the statement of net position.	
(1,781,700)	(1,781,700)	Issuance of refunding bonds	(1,781,700)
272,347	479,717	Payment to escrow agent	1,781,700
(147,000)	(500,346)		
<u>125,347</u>	<u>42,215</u>		
		The inception of capital leases are recorded as other financing sources in the governmental funds, but are used to increase capital leases payable on the statement of net position. In the current year, these amounts consisted of	(62,844)
(432,948)	648,785		
8,453,100	28,394,492	Change in net position of governmental activities	\$ 13,898,466
<u>\$ 8,020,152</u>	<u>\$ 29,043,277</u>		

CARROLL COUNTY, OHIO

Statement of Revenues, Expenditures and Changes in Fund Balances -

Budget and Actual - Budgetary (Non-GAAP) Basis

General Fund

Year Ended December 31, 2021

	Budgeted Amounts			Variance
	Original	Final	Actual	From Final Budget
Revenues				
Property and other local taxes	\$ 2,500,000	\$ 3,054,311	\$ 3,054,311	\$ -
Sales taxes	2,500,000	3,318,940	3,318,940	-
Charges for services	1,040,450	1,376,304	1,376,304	-
Licenses and permits	1,900	8,947	8,947	-
Fines and forfeitures	31,500	30,832	30,832	-
Intergovernmental	825,000	1,081,074	1,081,074	-
Investment income	200,000	9,812	9,812	-
Rental income	14,800	16,100	16,100	-
Contributions and donations	-	310	310	-
Oil and gas lease	50,000	172,392	172,392	-
Other	204,500	304,342	304,342	-
Total revenues	<u>7,368,150</u>	<u>9,373,364</u>	<u>9,373,364</u>	<u>-</u>
Expenditures				
Current:				
General government:				
Legislative and executive	4,918,039	4,724,285	4,157,333	566,952
Judicial	1,611,101	1,633,101	1,432,768	200,333
Public safety	3,045,850	3,145,448	3,028,052	117,396
Public works	83,821	190,438	187,041	3,397
Health	119,128	8,380	8,209	171
Human services	553,738	672,997	345,811	327,186
Economic development and assistance	16,844	17,044	17,044	-
Total expenditures	<u>10,348,521</u>	<u>10,391,693</u>	<u>9,176,258</u>	<u>1,215,435</u>
Excess (deficiency) of revenues over (under) expenditures	<u>(2,980,371)</u>	<u>(1,018,329)</u>	<u>197,106</u>	<u>1,215,435</u>
Other Financing Sources (Uses)				
Transfers in	-	162,752	162,752	-
Transfers out	(250,000)	(573,771)	(353,346)	220,425
Advances in	-	106,268	106,268	-
Advances out	-	-	(134,402)	(134,402)
Total other financing sources (uses)	<u>(250,000)</u>	<u>(304,751)</u>	<u>(218,728)</u>	<u>86,023</u>
Net change in fund balances	(3,230,371)	(1,323,080)	(21,622)	<u>\$ 1,301,458</u>
Fund balance, beginning of year	<u>4,048,003</u>	<u>4,048,003</u>	<u>4,048,003</u>	
Fund balance, end of year	<u>\$ 817,632</u>	<u>\$ 2,724,923</u>	<u>\$ 4,026,381</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, 2021

	Budgeted Amounts		Actual	Variance From Final Budget
	Original	Final		
Revenues				
Fines and forfeitures	15,000	9,638	9,638	\$ -
Intergovernmental	4,200,000	5,158,373	5,158,373	-
Investment income	15,000	1,869	1,869	-
Contributions and donations	-	483	483	-
Other	61,000	26,359	26,359	-
Total revenues	<u>4,291,000</u>	<u>5,196,722</u>	<u>5,196,722</u>	-
Expenditures				
Current:				
Public works	<u>5,160,094</u>	<u>5,885,794</u>	<u>5,413,437</u>	<u>472,357</u>
Total expenditures	<u>5,160,094</u>	<u>5,885,794</u>	<u>5,413,437</u>	<u>472,357</u>
Net change in fund balances	(869,094)	(689,072)	(216,715)	\$ <u>472,357</u>
Fund balance, beginning of year	<u>4,033,948</u>	<u>4,033,948</u>	<u>4,033,948</u>	
Fund balance, end of year	<u>\$ 3,164,854</u>	<u>\$ 3,344,876</u>	<u>\$ 3,817,233</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, 2021

	Budgeted Amounts			Variance From Final Budget
	Original	Final	Actual	
Revenues				
Property and other local taxes	\$ 3,650,000	\$ 3,291,882	\$ 3,291,882	\$ -
Charges for services	890,000	1,007,304	1,007,304	-
Intergovernmental	1,277,000	1,339,361	1,339,361	-
Total revenues	<u>5,817,000</u>	<u>5,638,547</u>	<u>5,638,547</u>	<u>-</u>
Expenditures				
Current:				
Health	<u>4,727,800</u>	<u>5,597,800</u>	<u>5,152,822</u>	<u>444,978</u>
Total expenditures	<u>4,727,800</u>	<u>5,597,800</u>	<u>5,152,822</u>	<u>444,978</u>
Excess of revenues over expenditures	<u>1,089,200</u>	<u>40,747</u>	<u>485,725</u>	<u>444,978</u>
Other Financing Sources (Uses)				
Transfers in	-	1,000,000	1,000,000	-
Transfers out	<u>-</u>	<u>(1,000,000)</u>	<u>(1,000,000)</u>	<u>-</u>
Total other financing sources (uses)	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>
Net change in fund balances	1,089,200	40,747	485,725	<u>\$ 444,978</u>
Fund balance, beginning of year	<u>5,550,865</u>	<u>5,550,865</u>	<u>5,550,865</u>	
Fund balance, end of year	<u>\$ 6,640,065</u>	<u>\$ 5,591,612</u>	<u>\$ 6,036,590</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, 2021

	Budgeted Amounts			Variance
	Original	Final	Actual	From Final
				Budget
Revenues				
Property and other local taxes	\$ 1,300,000	\$ 1,305,422	\$ 1,305,422	\$ -
Charges for services	960,000	869,576	869,576	-
Intergovernmental	23,000	23,978	23,978	-
Contributions and donations	-	1,000	1,000	-
Other	1,000	10,395	10,395	-
Total revenues	<u>2,284,000</u>	<u>2,210,371</u>	<u>2,210,371</u>	<u>-</u>
Expenditures				
Current:				
Human services	<u>2,465,545</u>	<u>2,550,245</u>	<u>2,122,575</u>	<u>427,670</u>
Total expenditures	<u>2,465,545</u>	<u>2,550,245</u>	<u>2,122,575</u>	<u>427,670</u>
Net change in fund balances	(181,545)	(339,874)	87,796	<u>\$ 427,670</u>
Fund balance, beginning of year	<u>1,091,652</u>	<u>1,091,652</u>	<u>1,091,652</u>	
Fund balance, end of year	<u>\$ 910,107</u>	<u>\$ 751,778</u>	<u>\$ 1,179,448</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, 2021

	Budgeted Amounts		Actual	Variance From Final Budget
	Original	Final		
Revenues				
Intergovernmental	2,765,671	2,197,250	2,197,250	\$ -
Other	207,300	154,217	154,217	-
Total revenues	<u>2,972,971</u>	<u>2,351,467</u>	<u>2,351,467</u>	-
Expenditures				
Current:				
Human services	<u>3,308,857</u>	<u>3,308,857</u>	<u>2,883,825</u>	<u>425,032</u>
Total expenditures	<u>3,308,857</u>	<u>3,308,857</u>	<u>2,883,825</u>	<u>425,032</u>
Excess expenditures over revenues	<u>(335,886)</u>	<u>(957,390)</u>	<u>(532,358)</u>	<u>425,032</u>
Other Financing Sources				
Transfers in	<u>354,100</u>	<u>567,036</u>	<u>567,036</u>	-
Total other financing sources	<u>354,100</u>	<u>567,036</u>	<u>567,036</u>	-
Net change in fund balances	18,214	(390,354)	34,678	<u>\$ 425,032</u>
Fund balance, beginning of year	<u>535,542</u>	<u>535,542</u>	<u>535,542</u>	
Fund balance, end of year	<u>\$ 553,756</u>	<u>\$ 145,188</u>	<u>\$ 570,220</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

Local Fiscal Recovery Fund

Year Ended December 31, 2021

	Budgeted Amounts		Actual	Variance From Final Budget
	Original	Final		
Revenues				
Intergovernmental	-	2,613,865	2,613,865	\$ -
Investment income	-	367	367	-
Total revenues	-	2,614,232	2,614,232	-
Net change in fund balances	-	2,614,232	2,614,232	\$ -
Fund balance, beginning of year	-	-	-	
Fund balance, end of year	\$ -	\$ 2,614,232	\$ 2,614,232	

See accompanying notes to the basic financial statements.

CARROLL COUNTY, OHIO
Statement of Net Position
Proprietary Funds - Enterprise Funds
December 31, 2021

	Sewer	Landfill	Total
Assets			
Current assets:			
Equity in pooled cash and cash equivalents	\$ 1,181,644	\$ 92,210	\$ 1,273,854
Cash in segregated accounts	66,833	-	66,833
Receivables (net of allowances):			
Accounts	66,573	-	66,573
Prepaid items	2,150	-	2,150
Total current assets	1,317,200	92,210	1,409,410
Noncurrent assets:			
Net OPEB asset	30,608	-	30,608
Nondepreciable capital assets	7,500	-	7,500
Depreciable capital assets, net	3,966,098	-	3,966,098
Total noncurrent assets	4,004,206	-	4,004,206
Total assets	5,321,406	92,210	5,413,616
Deferred Outflows of Resources			
Pensions	41,304	-	41,304
OPEB	17,239	-	17,239
Total deferred outflows of resources	58,543	-	58,543
Liabilities			
Current liabilities:			
Accounts payable	12,104	6,349	18,453
Accrued wages and benefits payable	23,011	-	23,011
Due to other governments	4,372	-	4,372
Due to other funds	9,313	-	9,313
Compensated absences payable	11,429	-	11,429
Estimated liability for landfill postclosure costs	-	66,191	66,191
OWDA loans payable	51,569	-	51,569
Total current liabilities	111,798	72,540	184,338
Noncurrent liabilities:			
Compensated absences	7,461	-	7,461
Estimated liability for landfill postclosure costs	-	1,586,478	1,586,478
OWDA loans payable	2,238,005	-	2,238,005
Net pension liability	267,425	-	267,425
Total noncurrent liabilities	2,512,891	1,586,478	4,099,369
Total liabilities	2,624,689	1,659,018	4,283,707
Deferred Inflows of Resources			
Pensions	115,421	-	115,421
OPEB	93,521	-	93,521
Total deferred inflows of resources	208,942	-	208,942
Net Position			
Net investment in capital assets	1,684,024	-	1,684,024
Unrestricted (deficit)	862,294	(1,566,808)	(704,514)
Total net position	\$ 2,546,318	\$ (1,566,808)	\$ 979,510

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, 2021

	Sewer	Landfill	Total
Operating Revenues			
Charges for services	\$ 936,763	\$ -	\$ 936,763
Other	14,391	-	14,391
Total operating revenues	<u>951,154</u>	<u>-</u>	<u>951,154</u>
Operating Expenses			
Personal services	186,706	-	186,706
Contract services	169,663	5,903	175,566
Materials and supplies	52,981	-	52,981
Depreciation	250,801	-	250,801
Total operating expenses	<u>660,151</u>	<u>5,903</u>	<u>666,054</u>
Operating income (loss)	<u>291,003</u>	<u>(5,903)</u>	<u>285,100</u>
Nonoperating revenues (expenses)			
Interest and fiscal charges	(84,835)	-	(84,835)
Interest income	854	-	854
Intergovernmental	-	45,629	45,629
Total nonoperating revenues (expenses)	<u>(83,981)</u>	<u>45,629</u>	<u>(38,352)</u>
Income before transfers	207,022	39,726	246,748
Transfers in	<u>-</u>	<u>20,629</u>	<u>20,629</u>
Change in net position	207,022	60,355	267,377
Net position beginning of year	<u>2,339,296</u>	<u>(1,627,163)</u>	<u>712,133</u>
Net position end of year	<u>\$ 2,546,318</u>	<u>\$ (1,566,808)</u>	<u>\$ 979,510</u>

See accompanying notes to the basic financial statements.

CARROLL COUNTY, OHIO
Statement of Cash Flows
Proprietary Funds - Enterprise Funds
Year Ended December 31, 2021

	Sewer	Landfill	Total
Cash Flows from Operating Activities			
Cash received from customers	\$ 931,488	\$ -	\$ 931,488
Cash received from other receipts	14,391	-	14,391
Cash payments for employee services and benefits	(373,563)	-	(373,563)
Cash payments to suppliers for goods and services	(264,407)	(47,453)	(311,860)
Cash payments for other operating expenses	35,025	-	35,025
Net cash flows from operating activities	<u>342,934</u>	<u>(47,453)</u>	<u>295,481</u>
Cash Flows from Noncapital Financing Activities			
Cash received from other funds	-	20,629	20,629
Cash received from grants	-	45,629	45,629
Net cash flows from noncapital financing activities	-	<u>66,258</u>	<u>66,258</u>
Cash Flows from Capital and Related Financing Activities			
Acquisition of capital assets	(35,025)	-	(35,025)
Proceeds from loan issuance	2,289,574	-	2,289,574
Principal paid on bonds	(2,337,400)	-	(2,337,400)
Interest paid on bonds	(111,495)	-	(111,495)
Net cash flows from capital and related financing activities	<u>(194,346)</u>	<u>-</u>	<u>(194,346)</u>
Cash Flows from Investing Activities			
Interest on investments	854	-	854
Net cash flows from investing activities	<u>854</u>	<u>-</u>	<u>854</u>
Net increase in cash and cash equivalents	149,442	18,805	168,247
Cash and cash equivalents beginning of year	<u>1,099,035</u>	<u>73,405</u>	<u>1,172,440</u>
Cash and cash equivalents end of year	<u>\$ 1,248,477</u>	<u>\$ 92,210</u>	<u>\$ 1,340,687</u>
Reconciliation of operating income (loss) to net cash flows from operating activities:			
Operating income (loss)	\$ 291,003	\$ (5,903)	\$ 285,100
Adjustments to reconcile operating income (loss) to net cash from operating activities:			
Depreciation	250,801	-	250,801
Changes in assets, liabilities and deferred outflows/inflows:			
Receivables	(5,275)	-	(5,275)
Prepaid items	(447)	-	(447)
Accounts payable	(15,451)	6,221	(9,230)
Accrued wages and benefits	(5,066)	-	(5,066)
Due to other governments	381	-	381
Due to other funds	9,313	-	9,313
Compensated absences	4,674	-	4,674
Landfill postclosure liability	-	(47,771)	(47,771)
Deferred outflows-pension and OPEB	38,888	-	38,888
Deferred inflows-pension and OPEB	104,447	-	104,447
Net OPEB asset	(30,608)	-	(30,608)
Net pension and OPEB liabilities	<u>(299,726)</u>	<u>-</u>	<u>(299,726)</u>
Net cash from operating activities	<u>\$ 342,934</u>	<u>\$ (47,453)</u>	<u>\$ 295,481</u>

See accompanying notes to the basic financial statements.

CARROLL COUNTY, OHIO
Statement of Fiduciary Net Position
Custodial Funds
December 31, 2021

Assets

Equity in pooled cash and cash equivalents	\$ 4,582,534
Cash in segregated accounts	165,057
Receivables:	
Property and other taxes	44,244,231
Accounts	99,855
Special assessments	311,460
Intergovernmental	<u>1,820,953</u>
Total assets	<u>51,224,090</u>

Liabilities

Accounts payable	993
Due to other governments	<u>3,402,193</u>
Total liabilities	<u>3,403,186</u>

Deferred Inflows of Resources

Property taxes levied for next year	<u>39,189,304</u>
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Net Position

Restricted for individuals, organizations and other governments	<u>\$ 8,631,600</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, 2021

Additions

Collections for other governments and organizations:	
Property and other taxes	\$ 71,596,536
Charges for services	1,136,739
Licenses, permits and fees	694,553
Fines and forfeitures	8,206,133
Grants and intergovernmental	3,408,593
Investment earnings	158,627
Contributions and donations	52,955
Other	<u>726,468</u>
Total additions	<u>85,980,604</u>

Deductions

Distributions to other governments and organizations	12,206,957
Distributions as fiscal agent	3,103,355
Distributions of property and other taxes	<u>65,556,744</u>
Total deductions	<u>80,867,056</u>

Change in net position	5,113,548
Net position beginning of year	<u>3,518,052</u>
Net position end of year	<u>\$ 8,631,600</u>

See accompanying notes to the basic financial statements.

CARROLL COUNTY, OHIO
Notes to the Basic Financial Statements
Year Ended December 31, 2021

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, 2021

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, 2021

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) - CORSAs is jointly governed by sixty-one counties in Ohio. CORSAs was formed as an Ohio nonprofit corporation for the purpose of establishing the CORSAs 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 CORSAs. 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 CORSAs 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 CORSAs 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 2021, Carroll County paid \$91,265 to MEORC for services.

CARROLL COUNTY, OHIO
Notes to the Basic Financial Statements
Year Ended December 31, 2021

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 2021, the County contributed \$8,732 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, 2021

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

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, 2021

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

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, 2021

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

Local Fiscal Recovery Fund - This fund accounts for and reports financial resources received from the Federal American Rescue Plan Act (ARPA) to support public health costs, replace lost revenue, support essential workers and invest in water, sewer and broadband infrastructure.

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

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, 2021

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, 2021

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, 2021, but which were levied to finance 2022 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, 2021

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 2021.

CARROLL COUNTY, OHIO
Notes to the Basic Financial Statements
Year Ended December 31, 2021

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 2021 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 2021 amounted to \$9,812, which includes \$7,207 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, 2021

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, 2021

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, 2021, 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, 2021, 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, 2021

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

K. Prepaid Items

Payments made to vendors for services that will benefit periods beyond December 31, 2021, 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 liabilities and net OPEB assets 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".

CARROLL COUNTY, OHIO
Notes to the Basic Financial Statements
Year Ended December 31, 2021

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

N. Fund Balance

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, 2021

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, 2021.

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, 2021

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, 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, 2021 included the following individual fund deficits:

Nonmajor Governmental Funds:

Law Library Resources	\$ 5,263
School Resource Officer	62,983
Court Based Behavioral Health Liason	4,710
Victims of Crime Act	44,474

Enterprise Fund:

Landfill	1,566,808
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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 \$1,652,669 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, 2021

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, 2021

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 \$1,147,548 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, 2021, the carrying amount of all County deposits was \$36,538,839. Based on the criteria described in GASB Statement No. 40, *Deposits and Investment Risk Disclosures*, as of December 31, 2021, \$35,253,523 of the County's bank balance of \$37,092,293 was exposed to custodial risk, as discussed below, while \$1,838,770 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, 2021, the County had no investments.

CARROLL COUNTY, OHIO
Notes to the Basic Financial Statements
Year Ended December 31, 2021

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, 2021:

<u>Deposits per note</u>	
Carrying amount of deposits	<u>\$ 36,538,839</u>
 <u>Cash and cash equivalents per statement of net position</u>	
Governmental Activities	30,450,561
Business-Type Activities	1,340,687
Custodial Funds	<u>4,747,591</u>
	<u>\$ 36,538,839</u>

NOTE 5 – INTERFUND TRANSACTIONS

A. Interfund Transfers

Interfund transfers for the year ended December 31, 2021, consisted of the following, as reported on the fund financial statements:

	Transfers In	Transfers Out
General Fund	\$ 147,000	\$ 353,346
Public Assistance Fund	60,370	-
Nonmajor Governmental Funds	272,347	147,000
Landfill Fund	20,629	-
	<u>\$ 500,346</u>	<u>\$ 500,346</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, 2021

NOTE 5 – INTERFUND TRANSACTIONS – *continued*

B. Interfund Loans

Interfund loans consisted of the following at December 31, 2021, as reported on the fund financial statements:

	Interfund Receivable	Interfund Payable
General Fund	\$ 127,872	\$ -
Nonmajor Governmental Funds	-	127,872
	<u>\$ 127,872</u>	<u>\$ 127,872</u>

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, 2021, as reported on the fund financial statements:

	Due From Other Funds	Due To Other Funds
General Fund	\$ 12,194	\$ -
Public Assistance Fund	110,558	3,807
Nonmajor Governmental Funds	89,817	199,449
Sewer Fund	-	9,313
	<u>\$ 212,569</u>	<u>\$ 212,569</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, 2021

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. 2021 public utility property taxes became a lien December 31, 2020, are levied after October 1, 2021, and are collected in 2022 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, 2021 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 2021 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, 2021 was \$11.00 per \$1,000 of assessed value. The assessed values of real and tangible personal property upon which 2021 property tax receipts were based are as follows:

Real Property:	
Residential/Agricultural	\$ 589,764,360
Commercial/Industrial/Mineral	137,231,260
Public Utility Personal Property	<u>385,770,110</u>
	<u>\$ 1,112,765,730</u>

CARROLL COUNTY, OHIO
Notes to the Basic Financial Statements
Year Ended December 31, 2021

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 2021 and amounts that are measurable and available at year end are accrued as revenue. Sales and use tax revenue for 2021 amounted to \$3,568,649 in the General Fund.

NOTE 8 – RECEIVABLES

Receivables at December 31, 2021, 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, 2021, the County has \$825,024 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, 2021

NOTE 9 – CAPITAL ASSETS

Governmental activities capital asset activity for the year ended December 31, 2021 follows:

	Beginning <u>Balance</u>	<u>Additions</u>	<u>Disposals</u>	Ending <u>Balance</u>
<u>Governmental Activities</u>				
<i>Capital assets not being depreciated</i>				
Land	\$ 1,281,910	\$ -	\$ -	\$ 1,281,910
Construction in progress	34,602	-	(34,602)	-
Total capital assets not being depreciated	<u>1,316,512</u>	<u>-</u>	<u>(34,602)</u>	<u>1,281,910</u>
<i>Capital assets being depreciated</i>				
Land improvements	281,107	48,892	-	329,999
Building and improvements	16,963,864	623,476	-	17,587,340
Furniture and equipment	6,737,051	256,698	(33,814)	6,959,935
Vehicles	6,956,067	188,148	(122,669)	7,021,546
Infrastructure	54,355,633	2,197,464	-	56,553,097
Total capital assets being depreciated	<u>85,293,722</u>	<u>3,314,678</u>	<u>(156,483)</u>	<u>88,451,917</u>
<i>Less: Accumulated depreciation:</i>				
Land improvements	(191,223)	(12,442)	-	(203,665)
Building and improvements	(13,148,811)	(280,085)	-	(13,428,896)
Furniture and equipment	(5,205,600)	(272,380)	27,236	(5,450,744)
Vehicles	(4,555,550)	(618,085)	72,812	(5,100,823)
Infrastructure	(32,567,689)	(1,162,703)	-	(33,730,392)
Total accumulated depreciations	<u>(55,668,873)</u>	<u>(2,345,695)</u>	<u>100,048</u>	<u>(57,914,520)</u>
Total capital assets being depreciated, net	<u>29,624,849</u>	<u>968,983</u>	<u>(56,435)</u>	<u>30,537,397</u>
Net governmental activities capital assets	<u>\$ 30,941,361</u>	<u>\$ 968,983</u>	<u>\$ (91,037)</u>	<u>\$ 31,819,307</u>

Depreciation expense was charged to governmental functions as follows:

Legislative and executive	\$ 200,111
Judicial	31,472
Public safety	257,038
Public works	1,628,527
Health	111,623
Human services	116,805
Economic development and assistance	119
Total depreciation expense	<u>\$ 2,345,695</u>

CARROLL COUNTY, OHIO
Notes to the Basic Financial Statements
Year Ended December 31, 2021

NOTE 9 – CAPITAL ASSETS – *continued*

Business-type activities capital asset activity for the year ended December 31, 2021 follows:

	Beginning <u>Balance</u>	<u>Additions</u>	<u>Disposals</u>	Ending <u>Balance</u>
<u>Business-Type Activities</u>				
<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	1,069,326	35,025	-	1,104,351
Sewer lines	9,997,708	-	-	9,997,708
Total capital assets being depreciated	11,536,113	35,025	-	11,571,138
<i>Less: Accumulated depreciation:</i>				
Building and improvements	(452,075)	(596)	-	(452,671)
Machinery and equipment	(954,112)	(50,251)	-	(1,004,363)
Sewer lines	(5,948,052)	(199,954)	-	(6,148,006)
Total accumulated depreciations	(7,354,239)	(250,801)	-	(7,605,040)
Total capital assets being depreciated, net	4,181,874	(215,776)	-	3,966,098
Net business-type activities capital assets	<u>\$ 4,189,374</u>	<u>\$ (215,776)</u>	<u>\$ -</u>	<u>\$ 3,973,598</u>

Depreciation expense of \$250,801 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 \$888,547. 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, 2021

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, 2021:

<u>Year Ending December 31,</u>	<u>Amount</u>
2022	\$ 140,998
2023	138,504
2024	6,931
2025	3,900
2026	<u>1,300</u>
Total minimum lease payments	291,633
Less: amount representing interest	<u>(13,717)</u>
Present value of minimum lease payments	<u>\$ 277,916</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, 2021, benefits for vacation leave for governmental fund type employees totaled \$942,722 and benefits for sick leave totaled \$497,506. For proprietary fund types, benefits for vacation leave totaled \$11,429 and benefits for sick leave totaled \$7,461.

CARROLL COUNTY, OHIO
Notes to the Basic Financial Statements
Year Ended December 31, 2021

NOTE 12 – LONG-TERM OBLIGATIONS

The following activity occurred in the County's governmental long-term obligations during 2021:

	<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>
Governmental Activities:							
<i>Direct Placement:</i>							
General Obligation Bonds:							
County Building 4.25%	10/15/09	9/30/21	\$ 306,600	\$ -	\$ (306,600)	\$ -	\$ -
County Facilities 3.59%	7/22/19	9/30/21	1,486,000	-	(1,486,000)	-	-
Various Purpose Refunding 1.93%	9/30/21	10/1/36	-	1,781,700	-	1,781,700	104,000
			1,792,600	1,781,700	(1,792,600)	1,781,700	104,000
<i>Direct Borrowing:</i>							
Loans:							
Excavator Loan	3/1/17	3/1/22	108,619	-	(53,528)	55,091	55,091
<i>Other Long-Term Obligations:</i>							
Capital Leases			349,368	62,844	(134,296)	277,916	132,642
Compensated Absences			1,508,220	39,747	(107,739)	1,440,228	106,680
Total Governmental Activities			<u>\$ 3,758,807</u>	<u>\$ 1,884,291</u>	<u>\$ (2,088,163)</u>	<u>\$ 3,554,935</u>	<u>\$ 398,413</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.

In 2021, the County issued \$1,781,700 in various purpose refunding bonds to refund the County Building and County Facilities general obligation bonds. The refunding reduced the total debt service payments by \$400,320 and to obtain an economic gain (difference between the present values of the debt service payments on the old and new debt) of \$384,923.

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: Sick leave and vacation benefits are presented net of actual increases and decreases because of the practicality of determining these values. Compensated absences and net pension 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).

CARROLL COUNTY, OHIO
Notes to the Basic Financial Statements
Year Ended December 31, 2021

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> General Obligation Bonds		<i>Direct Borrowing</i> Excavator Loan	
	Principal	Interest	Principal	Interest
2022	\$ 104,000	\$ 34,482	\$ 55,091	\$ 1,609
2023	106,000	32,380	-	-
2024	108,000	30,334	-	-
2025	110,000	28,250	-	-
2026	112,000	26,126	-	-
2027-2031	591,000	97,434	-	-
2032-2036	650,700	38,146	-	-
Total	<u>\$ 1,781,700</u>	<u>\$ 287,152</u>	<u>\$ 55,091</u>	<u>\$ 1,609</u>

The following activity occurred in the County's business-type long-term obligations during 2021:

	Issue Date	Maturity Date	Beginning Balance	Additions	Reductions	Ending Balance	Due Within One Year
Business-Type Activities:							
<i>Direct Placement:</i>							
Revenue Bonds:							
Brown Township/Malvern							
Sewerline Improvements - 4.50%	10/1/01	9/23/21	\$ 2,185,400	\$ -	\$ (2,185,400)	\$ -	\$ -
USDA, Rural Development - 4.25%	12/1/03	9/23/21	152,000	-	(152,000)	-	-
			2,337,400	-	(2,337,400)	-	-
<i>Direct Borrowing:</i>							
Loans Payable:							
OWDA Loan No. 9434 - 0.84%	9/23/21	1/1/32	-	305,291	-	305,291	14,003
OWDA Loan No. 9435 - 1.35%	9/23/21	7/1/41	-	1,984,283	-	1,984,283	37,566
			-	2,289,574	-	2,289,574	51,569
Other Long-Term Obligations:							
Compensated Absences			14,216	12,327	(7,653)	18,890	11,429
Landfill post-closure payable			1,700,440	-	(47,771)	1,652,669	66,191
			<u>\$ 4,052,056</u>	<u>\$ 2,301,901</u>	<u>\$ (2,392,824)</u>	<u>\$ 3,961,133</u>	<u>\$ 129,189</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. In 2021, these bonds were refinanced with Ohio Water Development Authority (OWDA) loans.

CARROLL COUNTY, OHIO
Notes to the Basic Financial Statements
Year Ended December 31, 2021

NOTE 12 – LONG-TERM OBLIGATIONS – continued

Loans Payable: In 2021, the County refinanced revenue bonds, originally issued for improvements to the Brown Township/Malvern sewer lines, with OWDA loans. These loans will be retired through revenues derived from sewer operations in the sewer fund.

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 Borrowing</i> OWDA Loans	
Year Ended		
December 31,	Principal	Interest
2022	\$ 51,569	\$ 22,666
2023	120,110	28,360
2024	121,584	26,886
2025	123,078	25,392
2026	124,591	23,878
2027-2031	646,326	96,024
2032-2036	540,852	57,650
2037-2041	561,464	21,056
Total	<u>\$ 2,289,574</u>	<u>\$ 301,912</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, 2021, the County's voted legal debt margin was \$24,537,443 and the unvoted legal debt margin was \$9,345,957.

CARROLL COUNTY, OHIO
Notes to the Basic Financial Statements
Year Ended December 31, 2021

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. (CORSAs) 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 2021, 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, 2021

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, 2021

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 ACFR referenced above for additional information):

Group A Eligible to retire prior to January 7, 2013 or five years after January 7, 2013	Group B 20 years of service credit prior to January 7, 2013 or eligible to retire ten years after January 7, 2013	Group C Members not in other Groups and members hired on or after January 7, 2013
State and Local	State and Local	State and Local
Age and Service Requirements: Age 60 with 60 months of service credit or Age 55 with 25 years of service credit	Age and Service Requirements: Age 60 with 60 months of service credit or Age 55 with 25 years of service credit	Age and Service Requirements: Age 57 with 25 years of service credit or Age 62 with 5 years of service credit
Formula: 2.2% of FAS multiplied by years of service for the first 30 years and 2.5% for service years in excess of 30	Formula: 2.2% of FAS multiplied by years of service for the first 30 years and 2.5% for service years in excess of 30	Formula: 2.2% of FAS multiplied by years of service for the first 35 years and 2.5% for service years in excess of 35
Public Safety	Public Safety	Public Safety
Age and Service Requirements: Age 48 with 25 years of service credit or Age 52 with 15 years of service credit	Age and Service Requirements: Age 48 with 25 years of service credit or Age 52 with 15 years of service credit	Age and Service Requirements: Age 52 with 25 years of service credit or Age 56 with 15 years of service credit
Law Enforcement	Law Enforcement	Law Enforcement
Age and Service Requirements: Age 52 with 15 years of service credit	Age and Service Requirements: Age 48 with 25 years of service credit or Age 52 with 15 years of service credit	Age and Service Requirements: Age 48 with 25 years of service credit or Age 56 with 15 years of service credit
Public Safety and Law Enforcement	Public Safety and Law Enforcement	Public Safety and Law Enforcement
Formula: 2.5% of FAS multiplied by years of service for the first 25 years and 2.1% for service years in excess of 25	Formula: 2.5% of FAS multiplied by years of service for the first 25 years and 2.1% for service years in excess of 25	Formula: 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, 2021

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>
2021 Statutory Maximum Contribution Rates			
Employer	14.0%	18.1%	18.1%
Employee	10.0%	*	**
2021 Actual Contribution Rates			
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>

* For the Member-Directed Plan, employer contribution rates were 10% and 4% for pension and post-employment health benefits, respectively.

** This rate is also determined by OPERS' Board, but is limited by ORC to not more than 2% greater than the Public Safety rate.

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 \$1,932,644 for 2021. Of this amount, \$93,290 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.

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 65 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, 2021

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 and after termination.

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, 2021, 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 2021 contribution rates were equal to the statutory maximum rates.

The County's contractually required contribution to STRS was \$49,770 for 2021. Of this amount, \$2,682 is reported as due to other governments.

CARROLL COUNTY, OHIO
Notes to the Basic Financial Statements
Year Ended December 31, 2021

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, 2020, and the total pension liability used to calculate the net pension liability was determined by an actuarial valuation as of that date. STRS total pension liability was measured as of June 30, 2021, 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:

	OPERS	STRS	Total
Proportionate Share of Net Pension Liability	\$ 13,652,012	\$ 308,502	\$ 13,960,514
Proportion of Net Pension Liability	0.092193%	0.002413%	
Change in Proportion	0.000181%	-0.000070%	
Pension Expense	\$ 463,249	\$ (77,909)	\$ 385,340

At December 31, 2021, the County reported deferred outflows of resources and deferred inflows of resources related to pensions from the following sources:

	OPERS	STRS	Total
<u>Deferred Outflows of Resources</u>			
Differences between expected and actual experience	\$ -	\$ 9,531	\$ 9,531
Change in assumptions	-	85,584	85,584
Change in County's proportionate share and difference in employer contributions	175,942	-	175,942
County contributions subsequent to the measurement date	1,932,644	24,300	1,956,944
Total deferred outflows of resources	<u>\$ 2,108,586</u>	<u>\$ 119,415</u>	<u>\$ 2,228,001</u>

CARROLL COUNTY, OHIO
Notes to the Basic Financial Statements
Year Ended December 31, 2021

NOTE 14 – DEFINED BENEFIT PENSION PLANS – *continued*

	OPERS	STRS	Total
Deferred Inflows of Resources			
Differences between expected and actual experience	\$ 571,075	\$ 1,935	\$ 573,010
Net differences between projected and actual investment earnings	5,321,156	265,869	5,587,025
Change in County's proportionate share and difference in employer contributions	-	68,792	68,792
Total deferred inflows of resources	<u>\$ 5,892,231</u>	<u>\$ 336,596</u>	<u>\$ 6,228,827</u>

\$1,956,944 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, 2022. 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:			
2022	\$ (2,098,047)	\$ (76,342)	\$ (2,174,389)
2023	(723,431)	(63,097)	(786,528)
2024	(2,169,084)	(48,236)	(2,217,320)
2025	(725,727)	(53,806)	(779,533)
	<u>\$ (5,716,289)</u>	<u>\$ (241,481)</u>	<u>\$ (5,957,770)</u>

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, 2020 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: 0.5% simple through 2021, then 2.15% simple
Investment rate of return	7.20%
Actuarial cost method	Individual entry age

CARROLL COUNTY, OHIO
Notes to the Basic Financial Statements
Year Ended December 31, 2021

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 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.

The allocation of investment assets within the Defined Benefit portfolio is approved by the Board of Trustees in the annual investment plan. Plan assets are managed on a total return basis with a long-term objective of achieving and maintaining a fully funded status for the benefits provided through the defined benefit pension plans. The 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 rates of return are developed for each major asset class. These ranges are combined to produce the long-term expected rate of return by weighting the expected future rates of return by the target asset allocation percentage, adjusted for inflation. Best estimates of arithmetic rates of return were provided by the Board's investment consultant. For each major asset class that is included in the Defined Benefit portfolio's target asset allocation as of December 31, 2020, these best estimates are summarized in the following table:

<u>Asset Class</u>	<u>Target Allocation</u>	<u>Weighted Average Long-Term Expected Real Rate of Return (Arithmetic)</u>
Fixed Income	25.00%	1.32%
Domestic Equities	21.00%	5.64%
Real Estate	10.00%	5.39%
Private Equity	12.00%	10.42%
International Equities	23.00%	7.36%
Other Investments	<u>9.00%</u>	4.75%
Total	<u>100.00%</u>	5.43%

CARROLL COUNTY, OHIO
Notes to the Basic Financial Statements
Year Ended December 31, 2021

NOTE 14 – DEFINED BENEFIT PENSION PLANS – *continued*

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	\$ 26,040,973	\$ 13,652,012	\$ 3,350,311

Changes Subsequent to the Measurement Date. In September 2021, the Board approved several changes to the pension plan based on the completed five-year experience study covering the period 2016-2020. In addition to other changes, the Board approved to decrease the assumed pension investment rate of return from 7.20% to 6.90%. These changes are not reflected in the current measurement period but are expected to increase the associated pension liability.

Actuarial Assumptions - STRS

The total pension liability in the June 30, 2021 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:	
Current measurement period	7.00%, net of investment expenses, including inflation
Prior measurement period	7.45%, net of investment expenses, including inflation
Discount rate of return	
Current measurement period	7.00%
Prior measurement period	7.45%
Cost-of-living adjustments (COLA)	0%

CARROLL COUNTY, OHIO
Notes to the Basic Financial Statements
Year Ended December 31, 2021

NOTE 14 – DEFINED BENEFIT PENSION PLANS – *continued*

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:

Asset Class	Target Allocation	Long Term Expected Real Rate of Return*
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	1.00	2.25
Total	<u>100.00 %</u>	

* 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.

Discount Rate – The discount rate used to measure the total pension liability was 7.00% as of June 30, 2021. 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, 2021. Therefore, the long-term expected rate of return on pension plan investments of 7.00% was applied to all periods of projected benefit payment to determine the total pension liability as of June 30, 2021.

CARROLL COUNTY, OHIO
Notes to the Basic Financial Statements
Year Ended December 31, 2021

NOTE 14 – DEFINED BENEFIT PENSION PLANS – *continued*

Sensitivity of the County's Proportionate Share of the Net Pension Liability to Changes in the Discount Rate – The following table presents the County's proportionate share of the net pension liability calculated using the current period discount rate assumption of 7.00%, 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 (6.00%) or one-percentage-point higher (8.00%) than the current rate:

	1% Decrease (6.00%)	Current Discount Rate of 7.00%	1% Increase (8.00%)
County's proportionate share of the net pension liability	\$ 577,707	\$ 308,502	\$ 81,023

NOTE 15 – DEFINED BENEFIT OTHER POSTEMPLOYMENT BENEFIT PLANS

Net OPEB Assets

The net OPEB assets reported on the statement of net position represent assets for 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 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 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.

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 asset. Resulting adjustments to the net OPEB asset 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.

CARROLL COUNTY, OHIO
Notes to the Basic Financial Statements
Year Ended December 31, 2021

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

The proportionate share of a retirement system's unfunded benefits is presented as a long-term *net OPEB asset* 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' ACFR 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.

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 2021, 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.

CARROLL COUNTY, OHIO
Notes to the Basic Financial Statements
Year Ended December 31, 2021

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

Each year, the OPERS Board determines the portion of the employer contribution rate that will be set aside to fund health care plans. The portion of Traditional Pension and Combined plans' employer contributions allocated to health care was zero in 2021. 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 2021 was 4.0%.

The County's contractually required contribution to OPERS for the Member-Directed Plan was \$4,319 for 2021.

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 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.

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, 2021, STRS did not allocate any employer contributions to post-employment health care.

OPEB Assets, OPEB Expense, and Deferred Outflows of Resources and Deferred Inflows of Resources Related to OPEB

The net OPEB asset and total OPEB liability for OPERS were determined by an actuarial valuation as of December 31, 2019, rolled forward to the measurement date of December 31, 2020, 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, 2021, 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 asset was based on the County's share of contributions to the respective retirement systems relative to the contributions of all participating entities.

CARROLL COUNTY, OHIO
Notes to the Basic Financial Statements
Year Ended December 31, 2021

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

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	\$ 1,576,631	\$ 50,872	\$ 1,627,503
Proportion of Net OPEB Asset	0.088525%	0.002413%	
Change in Proportion	0.000545%	-0.000070%	
(Negative) OPEB Expense	\$ (9,453,163)	\$ (4,237)	\$ (9,457,400)

At December 31, 2021, 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	\$ -	\$ 1,812	\$ 1,812
Change in assumptions	775,090	3,248	778,338
Change in County's proportionate share and difference in employer contributions	108,885	-	108,885
County contributions subsequent to the measurement date	4,319	-	4,319
Total deferred outflows of resources	<u>\$ 888,294</u>	<u>\$ 5,060</u>	<u>\$ 893,354</u>
<u>Deferred Inflows of Resources</u>			
Differences between expected and actual experience	\$ 1,422,900	\$ 9,320	\$ 1,432,220
Net differences between projected and actual investment earnings	839,735	14,100	853,835
Change in assumptions	2,554,614	30,349	2,584,963
Change in County's proportionate share and difference in employer contributions	-	2,410	2,410
Total deferred inflows of resources	<u>\$ 4,817,249</u>	<u>\$ 56,179</u>	<u>\$ 4,873,428</u>

\$4,319 reported as deferred outflows of resources related to OPEB resulting from County contributions subsequent to the measurement date will be recognized as an increase of the net OPEB asset in the year ending December 31, 2022.

CARROLL COUNTY, OHIO
Notes to the Basic Financial Statements
Year Ended December 31, 2021

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

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:			
2022	\$ (2,024,017)	\$ (14,577)	\$ (2,038,594)
2023	(1,445,394)	(14,224)	(1,459,618)
2024	(364,915)	(14,003)	(378,918)
2025	(98,948)	(6,302)	(105,250)
2026	-	(2,054)	(2,054)
2027	-	41	41
	<u>\$ (3,933,274)</u>	<u>\$ (51,119)</u>	<u>\$ (3,984,393)</u>

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.

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 OPEB liability was determined by an actuarial valuation as of December 31, 2019, rolled forward to the measurement date of December 31, 2020. 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
Singe discount rate:	
Current measurement period	6.00%
Prior measurement period	3.16%
Investment rate of return	6.00%
Municipal bond rate:	
Current measurement period	2.00%
Prior measurement period	2.75%
Health care cost trend rate:	
Current measurement period	8.5% initial, 3.50% ultimate in 2035
Prior measurement period	10.5% initial, 3.50% ultimate in 2030
Actuarial cost method	Individual entry age

CARROLL COUNTY, OHIO
Notes to the Basic Financial Statements
Year Ended December 31, 2021

NOTE 15 – DEFINED BENEFIT OTHER POSTEMPLOYMENT BENEFIT 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 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 allocation of investment assets within the Health Care portfolio is approved by the 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. The System's primary goal is to achieve and maintain a fully funded status for benefits provided through the defined benefit pension plans. Health care is a discretionary benefit. 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 rates of return are developed for each major asset class. These ranges are combined to produce the long-term expected rate of return by weighting the expected future rates of return by the target asset allocation percentage, adjusted for inflation. Best estimates of arithmetic rates of return were provided by the Board's investment consultant. For each major asset class that is included in the Health Care portfolio's target asset allocation as of December 31, 2020, these best estimates are summarized in the following table:

Asset Class	Target Allocation	Weighted Average Long-Term Expected Real Rate of Return (Arithmetic)
Fixed Income	34.00%	1.07%
Domestic Equities	25.00%	5.64%
REITs	7.00%	6.48%
International Equities	25.00%	7.36%
Other Investments	<u>9.00%</u>	4.02%
Total	<u>100.00%</u>	4.43%

CARROLL COUNTY, OHIO
Notes to the Basic Financial Statements
Year Ended December 31, 2021

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

Discount Rate. A single discount rate of 6.00% was used to measure the OPEB liability on the measurement date of December 31, 2020. 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 the actuarial assumed rate of return on the health care investment portfolio of 6.00% and a municipal bond rate of 2.00%. 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 2120. As a result, the actuarial assumed long-term expected rate of return on health care investments was applied to projected costs through the year 2120, the duration of the projection period through which projected health care payments are fully funded.

Sensitivity of the County's Proportionate Share of the Net OPEB Asset to Changes in the Discount Rate. The following table presents the County's proportionate share of the net OPEB asset calculated using the single discount rate of 6.00%, as well as what the County's proportionate share of the net OPEB asset if it were calculated using a discount rate that is 1.0% point lower (5.00%) or 1.0% point higher (7.00%) than the current rate:

	1% Decrease (5.00%)	Current Discount Rate of 6.00%	1% Increase (7.00%)
County's proportionate share of the net OPEB asset	\$ 392,166	\$ 1,576,631	\$ 2,551,292

Sensitivity of the County's Proportionate Share of the Net OPEB Asset 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 asset. The following table presents the net OPEB asset calculated using the assumed trend rates, and the expected net OPEB asset 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 2021 is 8.50%. 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 3.50% in the most recent valuation.

CARROLL COUNTY, OHIO
Notes to the Basic Financial Statements
Year Ended December 31, 2021

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

	1% Decrease	Current Health Care Cost Trend Rate Assumption	1% Increase
County's proportionate share of the net OPEB asset	\$ 1,615,582	\$ 1,576,631	\$ 1,534,139

Actuarial Assumptions - STRS

The total OPEB liability in the June 30, 2021 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:		
Current measurement period	7.00%, net of investment expenses, including inflation	
Prior measurement period	7.45%, net of investment expenses, including inflation	
Discount rate of return:		
Current measurement period	7.00%	
Prior measurement period	7.45%	
Health care cost trends	Initial	Ultimate
Medical		
Pre-Medicare	5.00%	4.00%
Medicare	-16.18%	4.00%
Prescription Drug		
Pre-Medicare	6.50%	4.00%
Medicare	29.98%	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, 2021 valuation are based on the results of the latest available actuarial experience study for the period July 1, 2011 through June 30, 2016. An actuarial experience study is done on a quinquennial basis.

CARROLL COUNTY, OHIO
Notes to the Basic Financial Statements
Year Ended December 31, 2021

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

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	1.00	2.25
 Total	 <u>100.00 %</u>	

* 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.

Discount Rate – The discount rate used to measure the total OPEB asset was 7.00% as of June 30, 2021. 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 7.00% was used to measure the total OPEB liability as of June 30, 2021.

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 7.00%, 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 (6.00%) and one percentage point higher (8.00%) 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:

	<u>1% Decrease (6.00%)</u>	<u>Current Discount Rate of 7.00%</u>	<u>1% Increase (8.00%)</u>
County's proportionate share of the net OPEB asset	\$ 42,928	\$ 50,872	\$ 57,508

	<u>1% Decrease</u>	<u>Current Trend Rates</u>	<u>1% Increase</u>
County's proportionate share of the net OPEB asset	\$ 57,239	\$ 50,872	\$ 42,999

CARROLL COUNTY, OHIO
Notes to the Basic Financial Statements
Year Ended December 31, 2021

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);
- (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					
	<u>General</u>	<u>Motor Vehicle and Gas Tax</u>	<u>County Board of DD</u>	<u>County Home</u>	<u>Public Assistance</u>	<u>Local Fiscal Recovery</u>
GAAP Basis	\$ 256,405	\$ 30,740	\$ 588,338	\$ 61,189	\$ 144,694	\$ 367
Funds reclassified	(70,905)	-	-	-	-	-
Revenue accruals	(383,717)	(46,184)	(80,184)	(6,983)	17,540	2,613,865
Expenditure accruals	250,829	(201,271)	(22,429)	50,334	(634,222)	-
Other Financing	(74,234)	-	-	(16,744)	506,666	-
Budget Basis	<u>\$ (21,622)</u>	<u>\$ (216,715)</u>	<u>\$ 485,725</u>	<u>\$ 87,796</u>	<u>\$ 34,678</u>	<u>\$ 2,614,232</u>

CARROLL COUNTY, OHIO
Notes to the Basic Financial Statements
Year Ended December 31, 2021

NOTE 16 – BUDGETARY BASIS OF ACCOUNTING – *continued*

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, 2021.

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, 2021.

C. Asset Retirement Obligations

Ohio Revised Code Section 6111.44 requires the County to submit any changes to their sewage treatment system to the Ohio Environmental Protection Agency (EPA) for approval. Through this permitting process, the County would be responsible to address any public safety issues associated with their sewage treatment facility and the permit would specify the procedures required to dispose of all or part of the sewage treatment plant. At this time, the County does not have an approved permit from Ohio EPA to dispose of all or part of their sewage treatment plant. Due to the lack of specific legal requirements for retiring the sewage treatment plant, the County has determined that the amount of the asset retirement obligation cannot be reasonably estimated.

CARROLL COUNTY, OHIO
Notes to the Basic Financial Statements
Year Ended December 31, 2021

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 \$1,652,669 for post closure costs at December 31, 2021. 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, 2021. 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 – 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 2021, the County didn't receive any in payments in lieu of taxes.

CARROLL COUNTY, OHIO
Notes to the Basic Financial Statements
Year Ended December 31, 2021

NOTE 21 – 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 2021 was \$176,312.

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 2021 for the Corporation was \$11,426.

CARROLL COUNTY, OHIO
Notes to the Basic Financial Statements
Year Ended December 31, 2021

NOTE 22 – 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	Local Fiscal Recovery	Nonmajor Governmental Funds	Total Governmental Funds
<i>Nonspendable:</i>								
Materials and supplies inventory	\$ 11,105	\$ 1,254,867	\$ -	\$ -	\$ 962	\$ -	\$ 8,720	\$ 1,275,654
Prepaid items	130,263	20,334	20,380	12,528	12,673	-	25,971	222,149
Unclaimed monies	28,259	-	-	-	-	-	-	28,259
<i>Total Nonspendable</i>	<u>\$ 169,627</u>	<u>\$ 1,275,201</u>	<u>\$ 20,380</u>	<u>\$ 12,528</u>	<u>\$ 13,635</u>	<u>\$ -</u>	<u>\$ 34,691</u>	<u>\$ 1,526,062</u>
<i>Restricted:</i>								
Legislative and executive	-	-	-	-	-	-	2,107,649	2,107,649
Judicial	-	-	-	-	-	-	827,960	827,960
Public safety	-	-	-	-	-	-	435,524	435,524
Public works	-	4,408,640	-	-	-	-	1,109,951	5,518,591
Health	-	-	7,031,746	-	-	-	42,765	7,074,511
Human services	-	-	-	1,154,492	507,449	-	2,013,911	3,675,852
Economic development and assistance	-	-	-	-	-	-	242,451	242,451
<i>Total Restricted</i>	<u>-</u>	<u>4,408,640</u>	<u>7,031,746</u>	<u>1,154,492</u>	<u>507,449</u>	<u>-</u>	<u>6,780,211</u>	<u>19,882,538</u>
<i>Committed:</i>								
Legislative and executive	57,764	-	-	-	-	-	4,893	62,657
Judicial	-	-	-	-	-	-	6,736	6,736
Public safety	-	-	-	-	-	-	408,438	408,438
Capital projects	-	-	-	-	-	-	902,613	902,613
<i>Total Committed</i>	<u>57,764</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>1,322,680</u>	<u>1,380,444</u>
<i>Assigned:</i>								
Health	-	-	-	-	-	367	-	367
Subsequent year appropriations	3,701,477	-	-	-	-	-	-	3,701,477
<i>Total Assigned</i>	<u>3,701,477</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>367</u>	<u>-</u>	<u>3,701,844</u>
<i>Unassigned</i>	<u>2,669,819</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>(117,430)</u>	<u>2,552,389</u>
Total Fund Balances	<u>\$ 6,598,687</u>	<u>\$ 5,683,841</u>	<u>\$ 7,052,126</u>	<u>\$ 1,167,020</u>	<u>\$ 521,084</u>	<u>\$ 367</u>	<u>\$ 8,020,152</u>	<u>\$ 29,043,277</u>

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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 Eight 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%
2020	0.092012%	18,186,181	12,431,544	146.29%	82.17%
2021	0.092193%	13,652,012	12,762,691	106.97%	86.88%

(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 Eight 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%
2020	0.002483%	600,917	325,786	184.45%	75.5%
2021	0.002413%	308,502	304,757	101.23%	87.8%

(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.

In measurement year 2021, the discount rate was adjusted to 7.00% from 7.45%.

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
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%
2020	1,849,735	(1,849,735)	-	12,762,691	14.49%
2021	1,932,644	(1,932,644)	-	12,996,100	14.87%

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
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%
2020	42,666	(42,666)	-	304,757	14.00%
2021	49,770	(49,770)	-	355,500	14.00%

CARROLL COUNTY

Required Supplementary Information

Schedule of County's Proportionate Share of the Net OPEB Liability/(Asset)

Ohio Public Employees Retirement System

Last Five 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	0.083554%	\$ 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%
2020	0.087980%	12,152,669	12,431,544	97.76%	47.80%
2021	0.088525%	(1,576,631)	12,762,691	(12.35%)	115.57%

(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.

In 2020, the single discount rate changed from 3.96% to 3.16% and the health care cost trend rate changed from 10.0% initial, 3.25% ultimate in 2029 to 10.5% initial, 3.50% ultimate in 2030.

In 2021, the single discount rate changed from 3.16% to 6.00% and the health care cost trend rate changed from 10.5% initial, 3.50% ultimate in 2030 to 8.5% initial, 3.50% ultimate in 2035.

CARROLL COUNTY

Required Supplementary Information
Schedule of County's Proportionate Share of the Net OPEB Liability (Asset)
State Teachers Retirement System of Ohio
Last Five 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%
2020	0.002483%	(43,648)	325,786	(13.40%)	182.1%
2021	0.002413%	(50,872)	304,757	(16.69%)	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.

For measurement year 2020, claim curves were updated to reflect the projected FYE 2021 premium based on June 30, 2020 enrollment distribution. The non-Medicare subsidy percentage was increased effective January 1, 2021 from 1.984% to 2.055% per year of service. The Medicare subsidy percentages were adjusted effective January 1, 2021 to 2.1% for the AMA Medicare plan. The Medicare Part B monthly reimbursement elimination date was postponed indefinitely.

For measurement year 2021, the non-Medicare subsidy percentage was increased effective January 1, 2022 from 2.055% to 2.10%. The non-Medicare frozen subsidy base premium was increased effective January 1, 2022. The Medicare Part D subsidy was updated to reflect it is expected to be negative in CY2022. The Part B monthly reimbursement elimination date was postponed indefinitely.

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
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%
2020	4,037	(4,037)	-	12,762,691	0.03%
2021	4,319	(4,319)	-	12,996,100	0.03%

CARROLL COUNTY

Required Supplementary Information
Schedule of County OPEB Contributions
State Teachers Retirement System of Ohio
Last Six 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%
2020	-	-	-	304,757	0.00%
2021	-	-	-	355,500	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, 2021**

FEDERAL GRANTOR/PASS-THROUGH GRANTER/PROGRAM OR CLUSTER TITLE	FEDERAL AL NUMBER	PASS-THROUGH ENTITY IDENTIFYING NUMBER	TOTAL FEDERAL EXPENDITURES
<u>U.S. DEPARTMENT OF AGRICULTURE</u>			
PASSED THROUGH OHIO DEPARTMENT OF JOB AND FAMILY SERVICES			
State Administrative Matching Grants for the Supplemental Nutrition Assistance Program (SNAP Cluster)	10.561	G-2021-11-5906	\$ 132,076
Total U.S. Department of Agriculture			132,076
<u>U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT PASSED THROUGH THE OHIO DEPARTMENT OF DEVELOPMENT OFFICE OF HOUSING AND COMMUNITY PARTNERSHIP</u>			
FY 17 Formula Grant	14.228	B-F-17-1AJ-1	71,890
Amsterdam Grant	14.228	B-W-18-1AJ-1	139,285
COVID19 - CDBG	14.228	B-4-20-1AJ-4	154,400
Total Community Development Block Grants/State's Program and Non-Entitlement Grants in Hawa			365,575
FY 15 Formula Grant	14.239	B-C-15-1AJ-2	5,075
Total U.S. Department of Housing and Urban Development			370,650
<u>U.S. DEPARTMENT OF JUSTICE PASSED THROUGH THE OFFICE OF CRIMINAL JUSTICE</u>			
FY 19 Crime Victim Assistance	16.575	2019-VOCA-132132801	75,698
Total Crime Victim Assistance			75,698
Total U.S. Department of Justice			75,698
<u>U.S. DEPARTMENT OF LABOR PASSED THROUGH THE OHIO DEPARTMENT OF JOB AND FAMILY SERVICES VIA AREA 16 WORKFORCE INVESTMENT BOARD</u>			
<i>WIA Cluster:</i>			
WIA Adult	17.258	n/a	49,408
WIA Youth Activities	17.259	n/a	156,279
WIA Dislocated Worker Formula Grants	17.278	n/a	20,538
Total WIA Cluster			226,225
Total U.S. Department of Labor			226,225
<u>U.S. DEPARTMENT OF TRANSPORTATION</u>			
PASSED THROUGH THE OHIO DEPARTMENT OF TRANSPORTATION			
Formula Grants for Other Than Urbanized Areas	20.509	094-RPTF-21-0100	104,864
Formula Grants for Other Than Urbanized Areas	20.509	094-RPTM-21-0100	22,095
COVID19 - Formula Grants for Other Than Urbanized Areas	20.509	094-CARE-20-0100	498,850
Total Formula Grants for Other Than Ubrbanized Areas			625,809
Total U.S. Department of Transportation			625,809
<u>U.S. DEPARTMENT OF THE TREASURY</u>			
PASSED THROUGH THE OHIO OFFICE OF BUDGET AND MANAGEMENT			
COVID19 - Coronavirus Relief Fund	21.019	n/a	171,985
Total U.S. Department of the Treasury			171,985

--CONTINUED--

CARROLL COUNTY, OHIO
SCHEDULE OF EXPENDITURES OF FEDERAL AWARDS
FOR THE YEAR ENDED DECEMBER 31, 2021

FEDERAL GRANTOR/PASS-THROUGH GRANTER/PROGRAM OR CLUSTER TITLE	FEDERAL AL NUMBER	PASS-THROUGH ENTITY IDENTIFYING NUMBER	TOTAL FEDERAL EXPENDITURES
U.S. ELECTION ASSISTANCE COMMISSION			
PASSED THROUGH OHIO SECRETARY OF STATE			
Elections Security Grant	90.404	n/a	26,580
Total U.S. Election Assistance Commission			26,580
U.S. DEPARTMENT OF EDUCATION PASSED THROUGH OHIO DEPARTMENT OF EDUCATION			
<i>Special Education Cluster:</i>			
Special Education- Grants to States	84.027	n/a	31,978
Special Education - Preschool Grants	84.173	n/a	13,800
Total Special Education Grant Cluster			45,778
Governors Emergency Education Relief Fund	84.425C	n/a	34,260
Total U.S. Department of Education			80,038
U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES PASSED THROUGH VARIOUS SOURCES (SEE TICKMARKS)			
{a} Promoting Safe and Stable Families	93.556	G-2021-11-5906	28,680
{a} Temporary Assistance for Needy Families (TANF Cluster)	93.558	G-2021-11-5906	758,750
{a} Child Support Enforcement	93.563	G-1011-11-5017	155,474
{a} Child Care and Development Block Grant (CCDF Cluster)	93.575	G-2021-11-5906	17,918
{a} Child Welfare Services - State Grants	93.645	G-2021-11-5906	39,530
{a} Foster Care Title IV-E	93.658	G-2021-11-5906	51,041
{a} Adoption Assistance	93.659	G-2021-11-5906	44,120
{a} Social Services Block Grant	93.667	G-2021-11-5906	358,830
{b} Social Services Block Grant	93.667	n/a	21,383
Total Social Services Block Grant			380,213
{a} Chafee Foster Care Independence Program	93.674	G-2021-11-5906	22,290
<i>Medicaid Cluster:</i>			
{a} Medical Assistance Program	93.778	G-2021-11-5906	497,264
{b} Medical Assistance Program	93.778	n/a	125,980
Total Medicaid Cluster			623,244
Total U.S. Department of Health and Human Services			2,121,260
U.S. DEPARTMENT OF HOMELAND SECURITY			
Emergency Management Performance Grants	97.042	n/a	43,269
Total U.S. Department of Homeland Security			43,269
Total Federal Expenditures			\$ 3,873,590

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, 2021. 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 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.

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

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, 2021, 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 7, 2022.

Report on 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) as a basis for designing 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 or significant deficiencies may exist that were not identified.

Report on 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 grant agreements, noncompliance with which could have a direct and material effect on the financial statements. 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 County'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 County's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.

Clark, Schaefer, Hackett & Co.

Cincinnati, Ohio
June 7, 2022

**INDEPENDENT AUDITORS' REPORT ON COMPLIANCE FOR EACH MAJOR PROGRAM
AND ON INTERNAL CONTROL OVER COMPLIANCE REQUIRED BY THE UNIFORM GUIDANCE**

To the Board of County Commissioners
Carroll County, Ohio:

Opinion on Each Major Federal Program

We have audited Carroll County, Ohio's (the "County") compliance with the types of compliance requirements identified as subject to audit in the OMB *Compliance Supplement* that could have a direct and material effect on each of the County's major federal programs for the year ended December 31, 2021. The County's major federal programs are identified in the summary of auditor's results section of the accompanying schedule of findings and questioned costs.

In our opinion, the County complied, in all material respects, with the compliance requirements referred to above that could have a direct and material effect on each of its major federal programs for the year ended December 31, 2021.

Basis for Opinion on Each Major Federal Program

We conducted our audit of compliance in accordance with auditing standards generally accepted in the United States of America (GAAS); the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States (Government Auditing Standards); 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). Our responsibilities under those standards and the Uniform Guidance are further described in the Auditor's Responsibilities for the Audit of Compliance section of our report.

We are required to be independent of the County and to meet our other ethical responsibilities, in accordance with relevant ethical requirements relating to our audit. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our opinion on compliance for each major federal program. Our audit does not provide a legal determination of the County's compliance with the compliance requirements referred to above.

Responsibilities of Management for Compliance

Management is responsible for compliance with the requirements referred to above and for the design, implementation, and maintenance of effective internal control over compliance with the requirements of laws, statutes, regulations, rules, and provisions of contracts or grant agreements applicable to the County's federal programs.

Auditors' Responsibilities for the Audit of Compliance

Our objectives are to obtain reasonable assurance about whether material noncompliance with the compliance requirements referred to above occurred, whether due to fraud or error, and express an opinion on the County's compliance based on our audit. Reasonable assurance is a high level of assurance but is not absolute assurance and therefore is not a guarantee that an audit conducted in accordance with GAAS, *Government Auditing Standards*, and the Uniform Guidance will always detect material noncompliance when it exists. The risk of not detecting material noncompliance resulting from fraud is higher than for that resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control. Noncompliance with the compliance requirements referred to above is considered material if there is a substantial likelihood that, individually or in the aggregate, it would influence the judgment made by a reasonable user of the report on compliance about the County's compliance with the requirements of each major federal program as a whole.

In performing an audit in accordance with GAAS, *Government Auditing Standards*, and the Uniform Guidance, we:

- Exercise professional judgment and maintain professional skepticism throughout the audit.
- Identify and assess the risks of material noncompliance, whether due to fraud or error, and design and perform audit procedures responsive to those risks. Such procedures include examining, on a test basis, evidence regarding the County's compliance with the compliance requirements referred to above and performing such other procedures as we considered necessary in the circumstances.
- Obtain an understanding of the County's internal control over compliance relevant to the audit in order to design audit procedures that are appropriate in the circumstances and to test and report on internal control over compliance in accordance with the Uniform Guidance, but not for the purpose of expressing an opinion on the effectiveness of the County's internal control over compliance. Accordingly, no such opinion is expressed.

We are required to communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit and any significant deficiencies and material weaknesses in internal control over compliance that we identified during the audit.

Report on 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 a 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 Auditor's Responsibilities for the Audit of Compliance section above and was not designed to identify all deficiencies in internal control over compliance that might be material weaknesses or significant deficiencies in internal control over compliance. Given these limitations, during our audit we did not identify any deficiencies in internal control over compliance that we consider to be material weaknesses, as defined above. However, material weaknesses or significant deficiencies in internal control over compliance may exist that were not identified.

Our audit was not designed for the purpose of expressing an opinion on the effectiveness of internal control over compliance. Accordingly, no such opinion is expressed.

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 7, 2022

Carroll County, Ohio
Schedule of Findings and Questioned Costs
Year Ended December 31, 2021

Section I - Summary of Auditors' Results

Financial Statements

Type of auditors' report issued :	unmodified
Internal control over financial reporting:	
• Material weakness(es) identified?	no
• Significant deficiency(ies) identified not considered to be material weaknesses?	None reported
Noncompliance material to financial statements noted?	no

Federal Awards

Internal Control over major program:	
• Material weakness(es) identified?	no
• Significant deficiency(ies) identified not considered to be material weaknesses?	None reported
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)?	no
Identification of major program:	
<i>ALN 93.558– Temporary Assistance for Needy Families (TANF) Cluster</i>	
<i>ALN 93.667– Social Services Block Grant</i>	
<i>ALN 93.778– Medical Assistance Program (Cluster)</i>	
Dollar threshold to distinguish between Type A and Type B Programs:	\$750,000
Auditee qualified as low-risk auditee?	no

Section II - Financial Statement Findings

None

Section III – Federal Award Findings and Questioned Costs

None



**AUDITOR'S OFFICE
COUNTY OF CARROLL
119 S. LISBON • SUITE 203 • CARROLLTON, OHIO 44615**

**SCHEDULE OF PRIOR AUDIT FINDINGS
2 CFR § 200.511(c)**

Finding Number	Status	Explanation
2020-001	Corrected	The County was in compliance with single audit requirements in 2021.

Sincerely,

Lynn Fairclough
County Auditor

OHIO AUDITOR OF STATE KEITH FABER



CARROLL COUNTY

AUDITOR OF STATE OF OHIO CERTIFICATION

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



Certified for Release 6/28/2022

88 East Broad Street, Columbus, Ohio 43215
Phone: 614-466-4514 or 800-282-0370

This report is a matter of public record and is available online at
www.ohioauditor.gov