

2018

Citizens' Guide to County Finances

Boone County, Missouri


*For the year ended
December 31, 2018*



Government Finance Officers Association of the United States and Canada (GFOA) has given an Award for Outstanding Achievement in Popular Annual Financial reporting to BOONE COUNTY GOVERNMENT for it Popular Annual Financial Report (i.e., Citizen's Guide to County Finances) for the fiscal year ended DECEMBER 31, 2017. The Award for Outstanding Achievement in Popular Annual Financial Reporting is a prestigious national award recognizing conformance with the highest standards for preparation of state and local government popular reports.

In order to receive an Award for Outstanding Achievement in Popular Annual Financial Reporting, a government unit must publish a Popular Annual Financial Report, whose contents conform to program standards of creativity, presentation, understandability, and reader appeal.

An Award for Outstanding Achievement in Popular Annual Financial Reporting is valid for a period of one year only. BOONE COUNTY GOVERNMENT received a Popular Award for 2017. We believe our current report continues to conform to the Popular Annual Financial Reporting requirements, and we are submitting it to GFOA to determine its eligibility for another Award.



Government Finance Officers Association

Award for
Outstanding
Achievement in
Popular Annual
Financial Reporting

Presented to
**Boone County
Missouri**

For its Annual
Financial Report
for the Fiscal Year Ended
December 31, 2017

Christopher P. Merrill
Executive Director/CEO

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Special thanks to Jennifer Market(cover photo,p 13, p 17 p19), and Dan Atwill (p9) for contributing photos for this year's guide.

Citizen's Guide to County Finances designed by
L. Parks, Studio5Nine, LLC

To the Citizens of Boone County

I am pleased to present the *2018 Boone County Citizens' Guide to County Finances*. This is the fifth year for publication of this condensed report. The County submitted last year's report for independent review by the Government Finance Officers Association (GFOA) and received an Award for Outstanding Achievement in Popular Annual Financial Reporting.

As your elected County Auditor, I am responsible for the County's accounting, budgeting, and financial reporting activities. I am pleased to provide this additional information source for the people of Boone County which presents financial and demographic information in an easy-to-read format. The financial information in this report is taken from the County's Fund Financial Statements presented within the *2018 Comprehensive Annual Financial Report* (CAFR). However, because this report presents financial information in a summarized and less comprehensive manner, it does not conform to generally accepted accounting principles and reporting requirements for governmental entities and should not be used as a substitute for the CAFR.

The County's financial activities are guided by formally-adopted fiscal and budget policies which are published in the annual budget document. Additionally, the County is committed to the highest standards of financial reporting and disclosure, preparing its financial statements in accordance with generally accepted accounting principles applicable to governmental entities. The County obtains an annual independent financial audit and receives an unmodified, or "clean", audit opinion each year. The Government Finance Officers Association (GFOA) has awarded Certificates of Achievement for Excellence in Financial Reporting to the County each year since 1987. The CAFR, including the independent auditors' report, is available on the County's website at www.showmeboone.com/auditor/CAFR.asp.

County operations have significantly expanded as a result of two voter-approved permanent sales tax levies: a one-fourth cent sales tax for Community Children's Services (effective April 1, 2013) and a three-eighths cent sales tax for 911 and Emergency Management

Services (effective October 1, 2013). The Community Children's Services sales tax provides a new source of local funding for counseling, family support, and temporary residential services. The 911 and Emergency Management sales tax led to the transfer of 911 and Emergency Management operations from the City of Columbia to Boone County coupled with expanded and improved services. The newly constructed Emergency Communications Center (ECC) was dedicated on September 11, 2016 with all operations relocated by mid-2017. County staff have turned their attention to the next phase of capital planning which encompasses improvements to the county-wide radio infrastructure network.

The County is primarily dependent on sales tax revenue to pay for day-to-day operations, but this important tax base continues to erode with the expansive growth of untaxed e-commerce activity. As shown in the following pages, our community is growing at a rapid pace, but sales tax revenue for 2018 **shrank** by one percent (-1%), an alarming and unsustainable trend. While local governments await a federal solution, we can (and should) collaborate in seeking voter approval of a local Use Tax. Doing so would enable local governments to receive locally-approved sales taxes from internet and other remote purchases going forward. I urge local government leaders and citizens to consider the importance of ensuring long-term fiscal stability for governments primarily dependent on sales tax.

I value the opportunity to serve as your County Auditor and hope that you find this report informative and useful in enhancing your understanding of Boone County's finances.

Sincerely,

June Pitchford

June E. Pitchford, CPA
Boone County Auditor

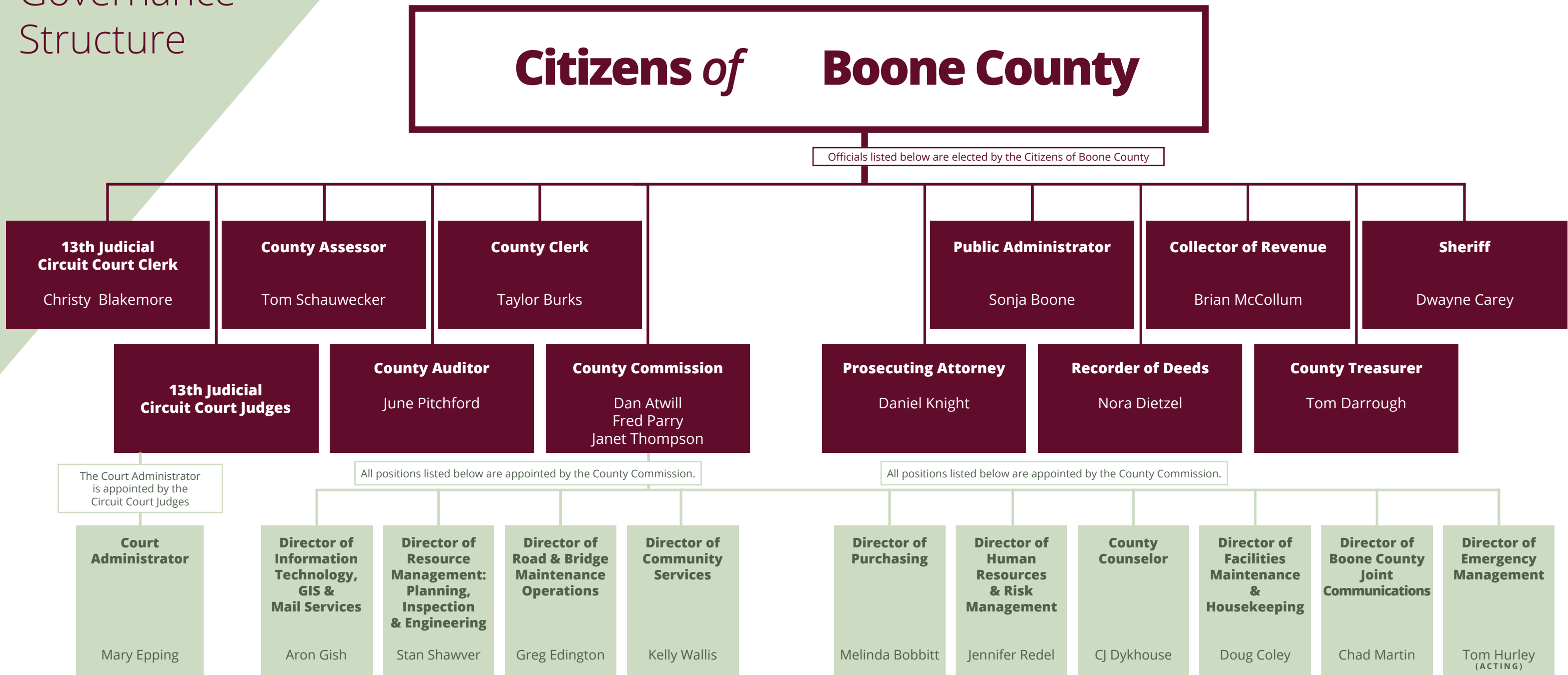


This report is published by the Boone County Auditor's Office and is available on the County's website at www.showmeboone.com/auditor. Other reports also available from this webpage include the *Comprehensive Annual Financial Report* (CAFR) and the *Annual Budget*.

Questions or Comments? Contact the Boone County Auditor's Office:

Roger B. Wilson Government Center
801 E. Walnut, Room 304 Columbia, MO 65201 | Office phone: 573.886.4275 | FAX: 573.886.4280
email: Boone_County_Auditor@boonecountymo.org

County Governance Structure



Established in 1821, the County's operational structure is governed by state law. Elected to four-year terms, County officials serve full-time. With the exception of the District I and District II Commissioners, all are elected county-wide. Circuit Court elected officials and most of their staff are state-paid employees with additional positions voluntarily funded by the County. For all other county offices, elected officials and employees are paid by the County. The County Commission appoints department

directors to oversee the day-to-day operations of various county departments as well as the County Counselor who serves as general counsel for the County. The County Commission also appoints the Medical Examiner, services obtained on a contractual basis from the University of Missouri. The day-to-day operations of the 13th Judicial Circuit Court are administered by a full-time elected Circuit Court Clerk and a full-time Court Administrator appointed by the Presiding Judge, with the consent of

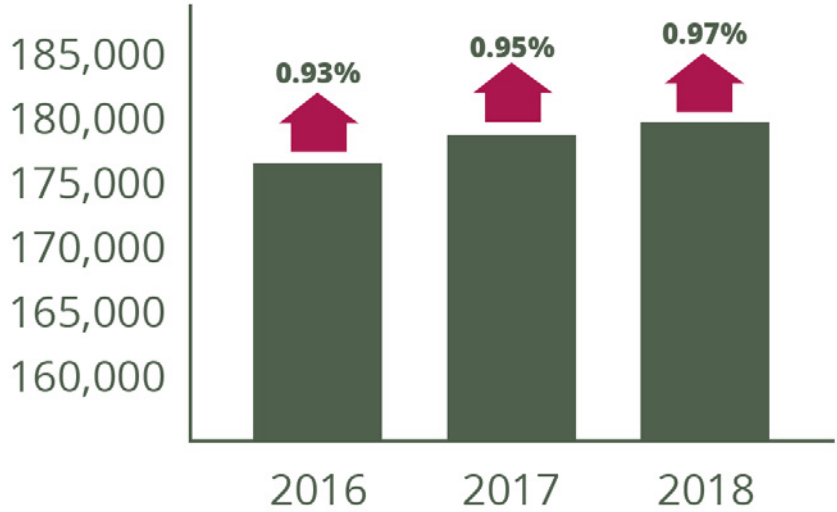
the *court en banc*. For all other county offices, the full-time elected official oversees the day-to-day operations. Detailed organization charts for each department and office are presented within the County's annual budget document.

The County Commission has limited ordinance-making authority and is responsible for all County property as well as approving the annual budget. The County

Commission is the appropriating authority for the County's major operating funds and certain other funds; however, individual elected officials exercise appropriating authority over a variety of special revenue funds, as specified by state law. A description of all County funds is included in the County's annual budget document.

Boone County Demographics

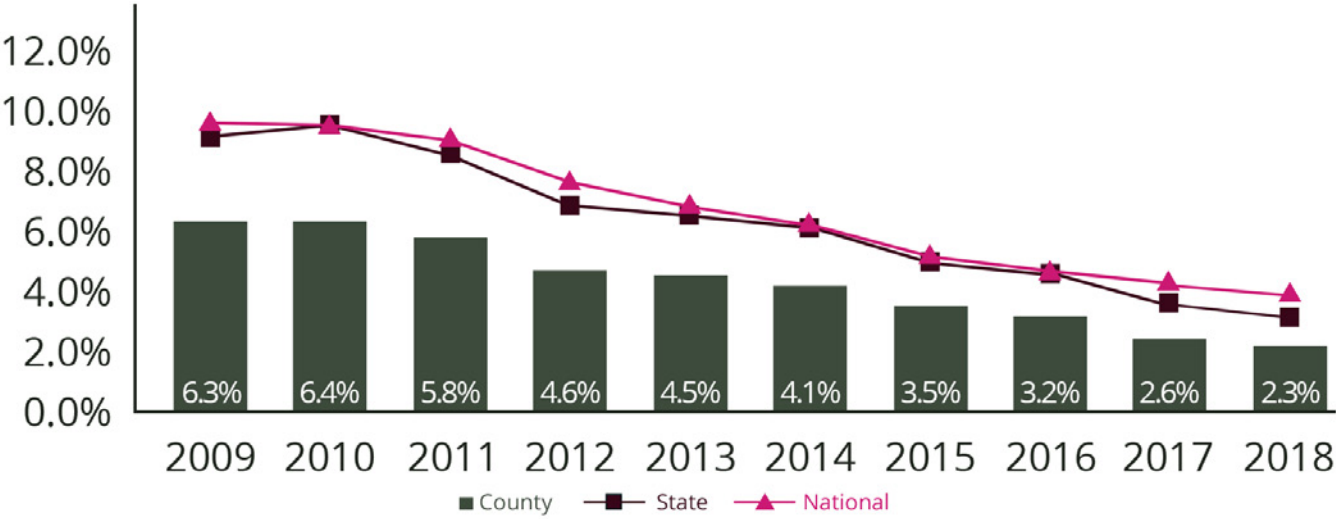
BOONE COUNTY POPULATION GROWTH



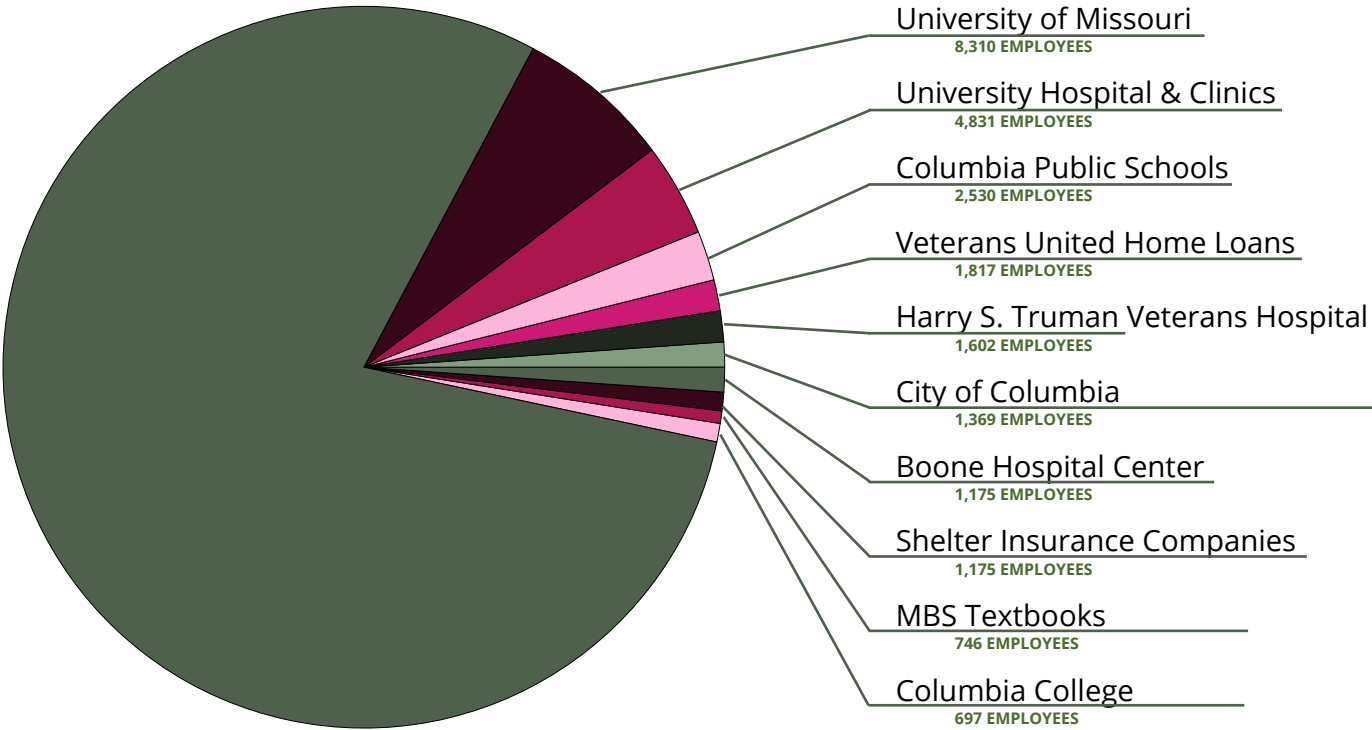
SELECTED DEMOGRAPHICS	2016	2017	2018
Median Household Income	50,813	52,005	*
Housing Units (Estimated)	75,719	77,399	78,940
School Enrollment (K-12)	22,487	22,703	23,091
County Unemployment Rate	3.2%	2.6%	2.3%
Number of Full-time Equivalent (FTE) County Employees	531.88	519.68	522.03

*Information Not Available At This Time

UNEMPLOYMENT RATES



BOONE COUNTY PRINCIPAL EMPLOYERS

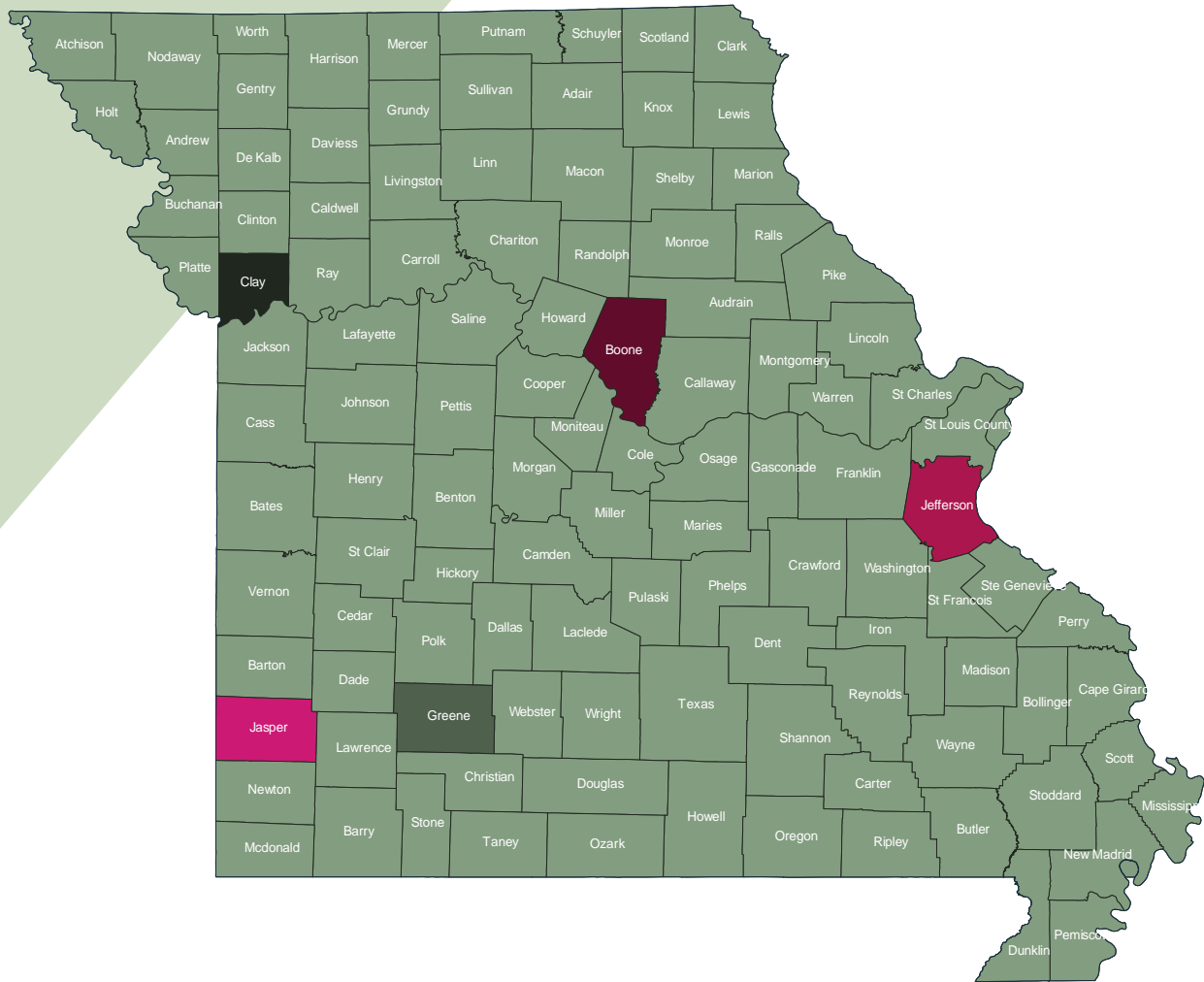


TOTAL COUNTY EMPLOYMENT
94,908

TOTAL PRINCIPAL EMPLOYER EMPLOYMENT
24,252
(25.55% OF TOTAL COUNTY EMPLOYMENT)



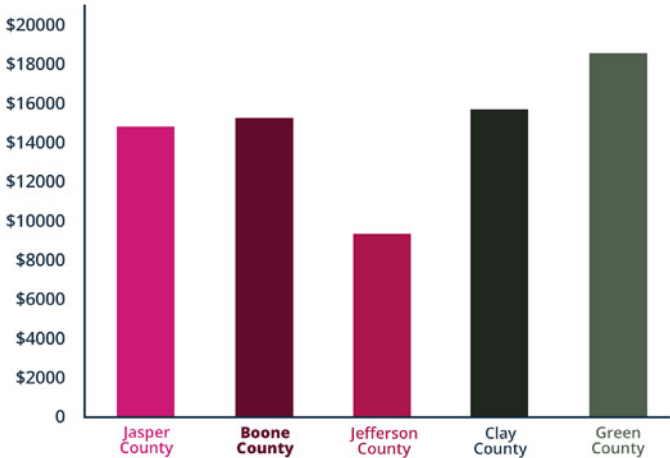
How Do We Compare?



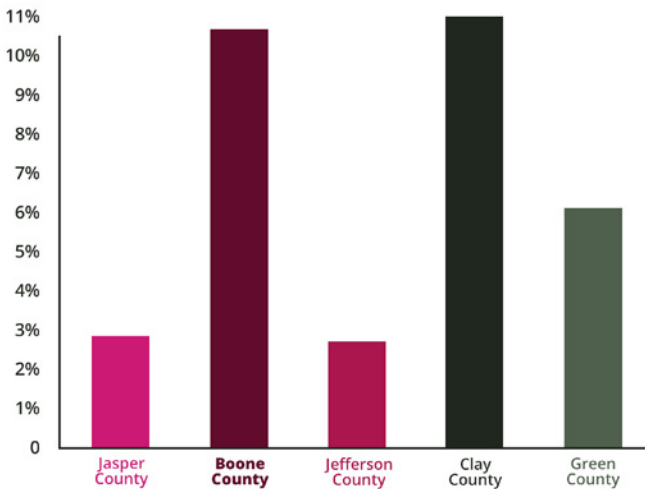
A LOOK ACROSS THE STATE

	Jasper County	Boone County	Jefferson County	Clay County	Greene County
County Seat	Carthage	Columbia	Hillsboro	Liberty	Springfield
Land area in square miles	638	685	657	397	675
Population, 2018 estimate	120,217	178,271	233,810	242,874	289,805
Persons per square mile	188	260	356	612	429
Population growth since 2010	2.4%	9.6%	2.3%	9.4%	5.3%
High school graduate or higher	87.0%	93.7%	87.5%	92.7%	91.2%
Bachelor's degree or higher	22.1%	46.8%	18.4%	31.9%	29.9%
Median household income, 2013-2017	\$42,648	\$50,813	\$58,232	\$63,702	\$41,908
Unemployment rate, as of April 2019	2.9%	2.3%	3.3%	2.9%	2.6%
Taxable sales, 2017 (in billions)	\$1.68	\$2.60	\$2.04	\$3.30	\$4.96
Taxable sales per capita	\$13,975	\$14,585	\$8,725	\$13,587	\$17,115

TAXABLE SALES PER CAPITA



POPULATION GROWTH SINCE 2010



Where the Money Comes From



SALES TAXES: County services are primarily funded with locally-generated sales tax revenues. The total voter-approved sales tax rate for County purposes amounts to 1.75%. Included in this total is a .50% rate for general use with the remainder (1.25%) restricted to the specific purposes of road infrastructure, law enforcement services, community children’s services, and 911/ Emergency Management. Sales tax is inherently more volatile than other sources of revenue. Boone County mitigates the risk of this volatility through fiscal and budget policies and the consistent application of sound, conservative budgeting principles. Additional sales tax information is presented later in this report.

Sales tax revenues **declined** in 2018 by approximately one percent (-1%), the result of on-going erosion of this tax base associated with the growth of untaxed e-commerce. This alarming trend is likely to persist and intensify until the County can capture locally-enacted sales taxes on **all** taxable retail sales. In the meantime, shrinking sales tax revenue will present significant budgetary challenges for the County.

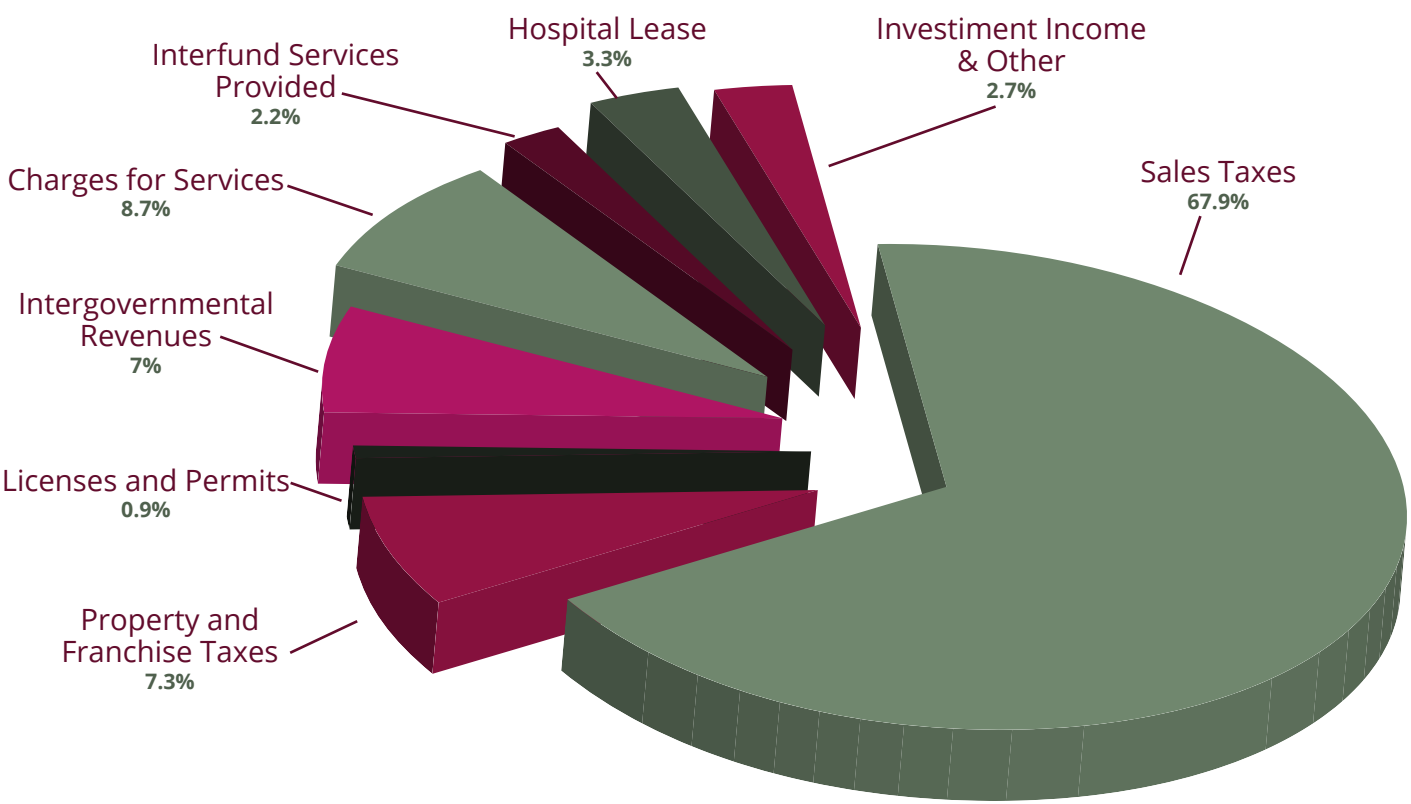
CHARGES FOR SERVICES: The County Commission has limited authority to enact or change County fees because most fees are established by state law. Such fees include real estate recording fees, marriage license fees, court-related fees, and property tax collection fees. Locally-controlled fees include building permit fees, animal control fees, and food inspection fees.

PROPERTY TAXES: The County is authorized to levy a property tax for general purposes and for road and

bridge maintenance. The 2018 property tax rates (per \$100 of assessed valuation) were \$0.12 for the General Fund and \$0.05 for the Road and Bridge Fund. For comparison purposes, the 2018 property tax rates (per \$100 of assessed valuation) for Columbia Public Schools, Southern Boone County Schools, City of Columbia, and City of Centralia were \$6.1425, \$5.0885, \$0.4100, and \$0.9661, respectively.

INTERGOVERNMENTAL REVENUE: Revenue received from other governments consists primarily of state reimbursements and grant revenues. State reimbursements are received for jail housing costs, juvenile detention, property assessment, and child support enforcement activities. These reimbursements are subject to appropriation at the state level and have been significantly reduced in recent years. The County also receives distributions from state-wide motor fuel taxes, state motor vehicle sales tax, state motor vehicle licensing fees, as well as various law enforcement and judicial grants.

HOSPITAL LEASE: Since September 1988, the county-owned hospital, Boone Hospital Center, has been leased to CH Allied Services, Inc. Pursuant to the terms of lease (which has been amended and re-stated), the County receives two payments: an unrestricted payment (\$1.9 M) and a payment restricted for community medical and health needs (\$0.5 M). Both payments are indexed to increases in the Consumer Price Index (CPI). The current lease agreement continues through 2020 but details regarding continuation beyond 2020 are unknown at this time.



REVENUES	%	2018
Sales Taxes	67.9%	\$49,894,292
Property and Franchise Taxes	7.3%	\$5,414,199
Licenses and Permits	0.9%	\$693,931
Intergovernmental Revenues	7.0%	\$5,181,034
Charges for Services	8.7%	\$6,421,785
Interfund Services Provided	2.2%	\$1,627,697
Hospital Lease	3.3%	\$2,461,187
Investment Income & Other	2.7%	\$2,027,270
Total Revenues	100%	\$73,721,395



Where the Money Goes



The majority of county resources are directed to statutory functions of public safety & judicial services, to maintaining and improving the County's transportation network, and to providing public health and community children's services.

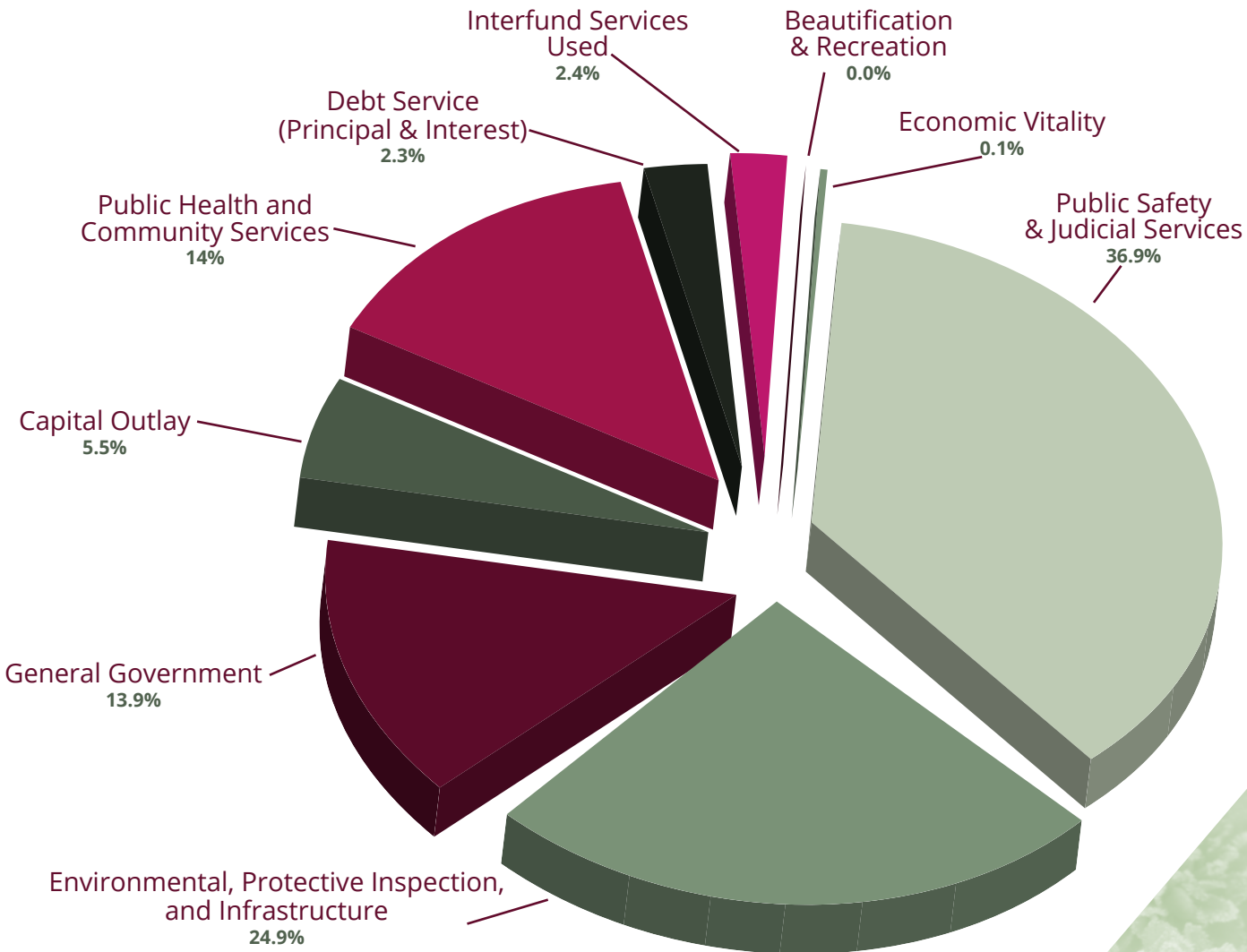
PUBLIC SAFETY AND JUDICIAL: The County provides funding for the Prosecuting Attorney, Sheriff and Corrections, 911 and Emergency Management, the Public Administrator, the 13th Judicial Circuit Court, the Juvenile Detention Center, and various alternative sentencing programs. The County provides medical examiner services through contract with the University of Missouri, and is required to provide office space for the state Public Defender. With voter approval of a new dedicated sales tax in 2013, 911 and Emergency Management operations transferred from the City of Columbia to Boone County. A newly constructed Emergency Communications Center was dedicated in September 2016 and relocation of operations was completed mid-year 2017.

ENVIRONMENT, PROTECTIVE INSPECTION, AND INFRASTRUCTURE: The County maintains approximately 800 miles of roadway infrastructure consisting of concrete, asphalt, and gravel surface types along with a variety of bridges and other drainage structures. Routine and preventative maintenance includes gravel application, asphalt and concrete patching/sealing, asphalt and concrete preservation and rehabilitation, ditching, vegetation control, and bridge

maintenance repair. Routine traffic services include street signing, regulatory signing, dust control, and snow and ice control. The County also provides planning and zoning, building inspection, building code enforcement, and storm water administration services.

GENERAL GOVERNMENT: The County provides various services including: record preservation (real estate transactions and marriage licenses); parcel mapping; assessment of real estate and personal property for taxing purposes; property tax collection, distribution, and reporting for all taxing entities within the County; voter registration and elections; information technology support; human resources and risk management; purchasing; accounting and financial reporting; budgeting; treasury and investment management; and County Commission operations.

PUBLIC HEALTH AND COMMUNITY SERVICES: The County provides contractual funding for the Boone County/City of Columbia Health Department, a city-administered department. In addition, voters approved a dedicated sales tax for community children's services which became effective mid-year 2013. A nine-member Commission-appointed governing board is responsible for establishing annual funding allocations consistent with the eligible services allowed under state law which include counseling, family support, and temporary residential services to persons nineteen years of age or less. These services are administered through the County's Community Services Department.



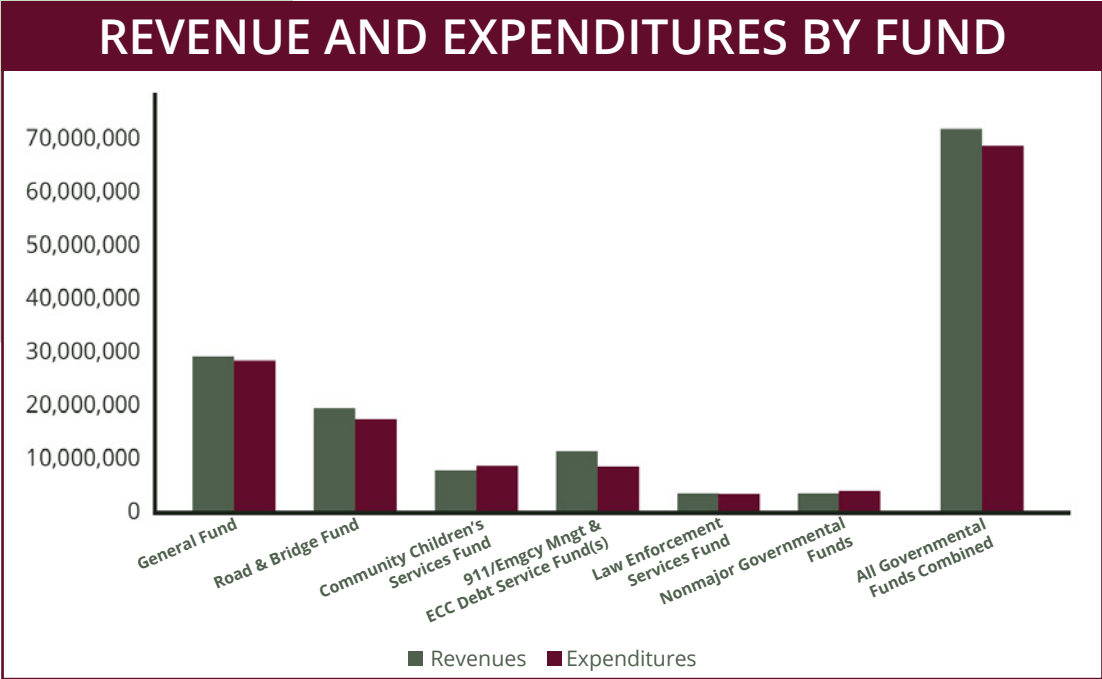
EXPENDITURES	%	2018
Public Safety & Judicial Services	36.9%	\$25,446,184
Environment, Protective Inspection, and Infrastructure	24.9%	\$17,112,624
General Government	13.9%	\$9,580,369
Capital Outlay	5.5%	\$3,762,129
Public Health and Community Services	14.0%	\$9,655,431
Debt Service (Principal & Interest)	2.3%	\$1,573,396
Interfund Services Used	2.4%	\$1,627,697
Beautification & Recreation	0.0%	\$107
Economic Vitality	0.1%	\$55,500
Total Expenditures	100%	\$68,813,437

Revenue & Expenditure by Fund

for the year ending 2018

Fund Balances

as of December 31, 2018



GOVERNMENTAL FUNDS are used to account for the revenues and expenditures associated with the County's governmental functions and activities. Revenues available for any governmental purpose are accounted for within the General Fund whereas revenues restricted as to use are accounted for within separate funds. **Over 60% of the County's revenues are restricted as to use.**

Governmental funds are classified as "major" or "nonmajor", according to established standards. The chart above shows the relationship between aggregate revenues and expenditures for each major fund and for all nonmajor funds combined as well as total revenues and expenditures for all funds combined. Detailed financial information for each individual fund is presented in the County's Comprehensive Annual Financial Report (CAFR), which is available at www.showmeboone.com/auditor/CAFR.asp.

GENERAL FUND— revenue exceeded expenditures primarily because actual spending was less than expected in the following areas: Information Technology, Circuit Court and Juvenile operations, and staffing vacancies and turnover (particularly in the jail but throughout several other offices as well).

ROAD AND BRIDGE FUND— revenue exceeded

expenditures primarily because actual spending was less than expected in several areas, including: fuel costs, road materials, equipment repairs and replacement, unspent emergency appropriation, and infrastructure preservation and rehabilitation activities.

COMMUNITY CHILDREN'S SERVICES FUND— expenditures exceeded revenues due to payments on prior year open encumbrances made throughout the year; the contract with the University of Missouri for the Family Access Center accounts for most of the amount.

911/EMERGENCY MANAGEMENT FUND AND ECC DEBT SERVICE FUND (combined)— revenue exceeded expenditures primarily because operations were still in process of being expanded at the beginning of the year combined with the high number of staff turnover and vacancies throughout the year. The unspent revenues will be used for future improvements to the technology and radio infrastructure network.

NONMAJOR FUNDS— expenditures exceeded revenues primarily because of timing differences between the receipt of revenue and planned expenditures. Revenues earned but not spent in the current fiscal year will be budgeted and spent in subsequent fiscal years.

FUND BALANCE

FUND BALANCE is the net difference between the assets and liabilities of a governmental fund. Throughout the year, significant portions of fund balance consist of receivables associated with property taxes, sales taxes, and reimbursement revenues. **Therefore, fund balance should NOT be confused with cash on hand.** To ensure adequate cash flow throughout the year, County policy requires a minimum fund balance equal to two month's expenditures (17%) within each of the major funds. Fund balance amounts that exceed minimum requirements are available for appropriation through the budgeting process.

COMMUNITY CHILDREN'S SERVICES FUND*

\$7.5M
Fund balance available for future budget needs

- \$4.0 million budgeted in fiscal year 2019
- \$2.2 million encumbered on contracts
- \$1.9 million required minimum fund balance

Total fund balance at December 31, 2018: **\$15.6M**

GENERAL FUND

\$8.6M
Fund balance available for future budget needs

- \$4.1 million budgeted in fiscal year 2019
- \$0.3 million encumbered on contracts
- \$0.3 million designated to specific purposes/project
- \$5.6 million required minimum fund balance

Total fund balance at December 31, 2018: **\$18.9M**

911 AND EMERGENCY MANAGEMENT FUND*

\$5.7M
Fund balance available for future budget needs

- \$0.6 million budgeted in fiscal year 2019
- \$0.5 million encumbered on contracts
- \$10.3 million designated for technology/radio infrastructure improvements
- \$1.9 million required minimum fund balance

Total fund balance at December 31, 2018: **\$19M**

LAW ENFORCEMENT SERVICES FUND*

\$0.4M
Fund balance available for future budget needs

- \$0.2 million budgeted in fiscal year 2019
- \$0.2 million encumbered on contracts
- \$1.3 million designated for future out-of-facility inmate housing costs
- \$0.7 million required minimum fund balance

Total fund balance at December 31, 2018: **\$2.8M**

ROAD AND BRIDGE FUND

\$0.3M
Fund balance available for future budget needs

- \$6.3 million budgeted in fiscal year 2019
- \$0.2 million encumbered on contracts
- \$7.0 million designated for future infrastructure projects
- \$3 million required minimum fund balance

Total fund balance at December 31, 2018: **\$16.8M**

ECC CAPITAL PROJECT FUND & NONMAJOR FUNDS*

\$6.8M
Fund balance available for future budget needs

- \$2.5 million budgeted in fiscal year 2019
- \$0.2 million encumbered on contracts
- \$3.8 million designated for capital projects
- \$0.8 million restricted to debt service

Total fund balance at December 31, 2018: **\$14.1M**

*The resources of this fund may only be used for specific purposes, such as those allowed by state law or ballot language. Because of this, the revenues, expenditures, and fund balance are accounted for within a separate and distinct fund and not co-mingled with general revenues or the resources of any other fund. For many of the nonmajor funds, an elected official other than the County Commission is the appropriating authority.

Sales Tax

SALES TAX RATES CITIES IN BOONE COUNTY STATE, COUNTY AND CITY RATES COMBINED	
McBaine, Midway, Prathersville, Wilton	5.975%
Hartsburg, Huntsdale, & Village of Pierpont	6.475%
Harrisburg	6.975%
Hallsville	7.600%
Rochepoint	7.475%
Centralia, Columbia, & Sturgeon	7.975%
Ashland	8.475%



SALES TAX County sales tax levies are authorized by state law and subject to voter approval. The sales tax levy for roads (0.500%) was initially approved by voters in 1993 for five years and has been renewed three times for ten-year periods, expiring September 30, 2028. This tax levy is accompanied by a voluntary property tax rollback and the County intends to seek voter approval for renewal. All other County sales tax levies are permanent.

The municipal sales tax rates shown above are intended to provide a rate comparison of Boone County's various municipalities with those of nearby communities. All rates are effective as of January 1, 2019.

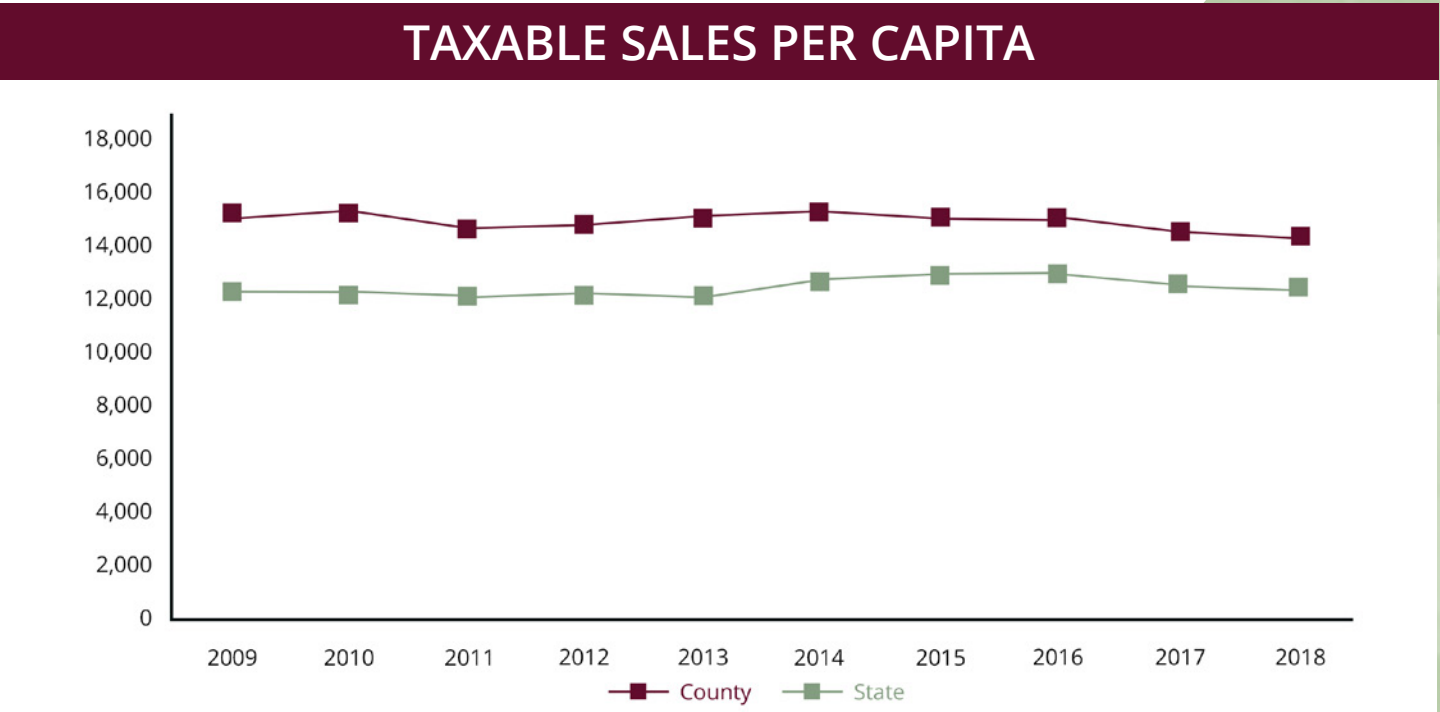


SALES TAX COMPARISON	
Columbia	7.975%
Boonville	8.225%
Fayette	7.975%
Jefferson City	7.725%
Fulton	8.225%
Sedalia	8.100%
Moberly	8.475%
Macon	8.600%
Warrensburg	8.350%
Kirkville	8.350%
Mexico	8.850%
Springfield	8.100%
Lee's Summit	8.475%

TAXABLE SALES PER CAPITA Taxable Sales is the County's primary tax base and Boone County's ability to fund services over time is significantly impacted by its stability and growth. Historically, population growth has been a key factor influencing local taxable sales and sales tax revenue was correlated to population growth. In the chart on the facing page, the decline in taxable sales per capita reflects the on-going erosion of this tax base through untaxed e-commerce. The County's population continues to grow at a steady and strong rate; however, the County's primary operating revenue is declining.

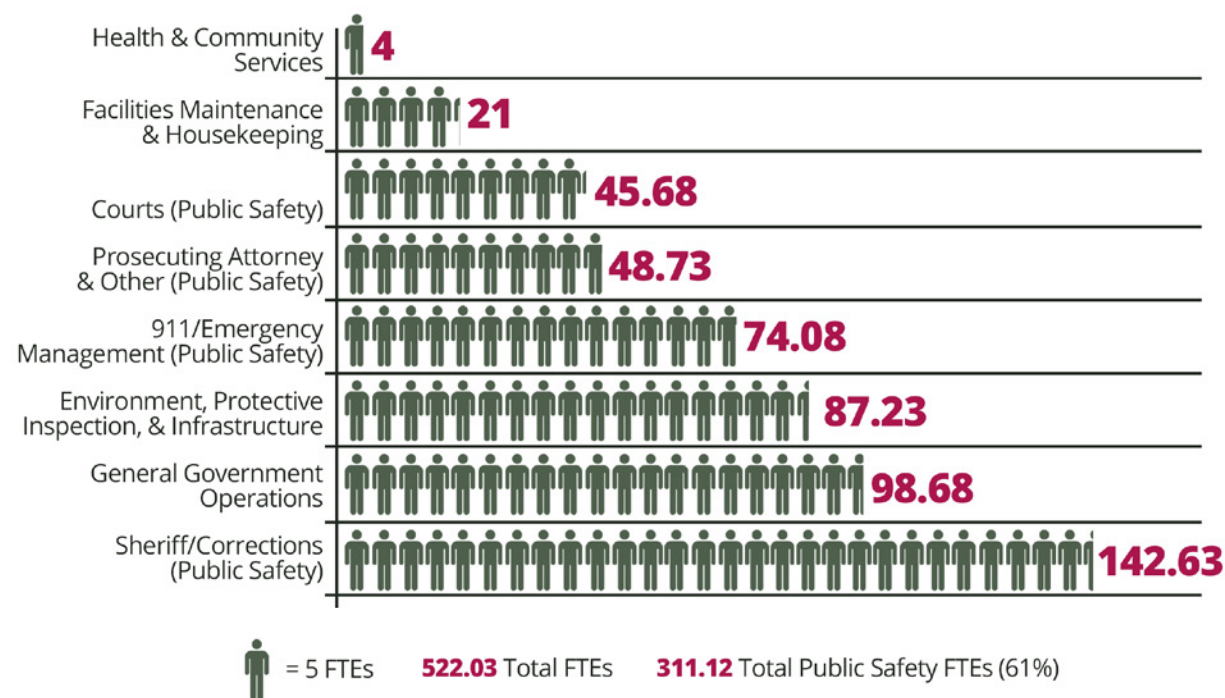
Boone County's taxable sales per capita compares favorably to that for the state of Missouri as a whole.

COUNTYWIDE SALES TAX RATE BREAKDOWN		
State	4.225%	
County General Revenue	0.500%	Permanent
County Maintenance-Roads	0.500%	Renewable
County Law Enforcement Services	0.125%	Permanent
Community Children's Services	0.250%	Permanent
911/Emergency Management	0.375%	Permanent
Combined State & County Sales Tax Rate	5.975%	

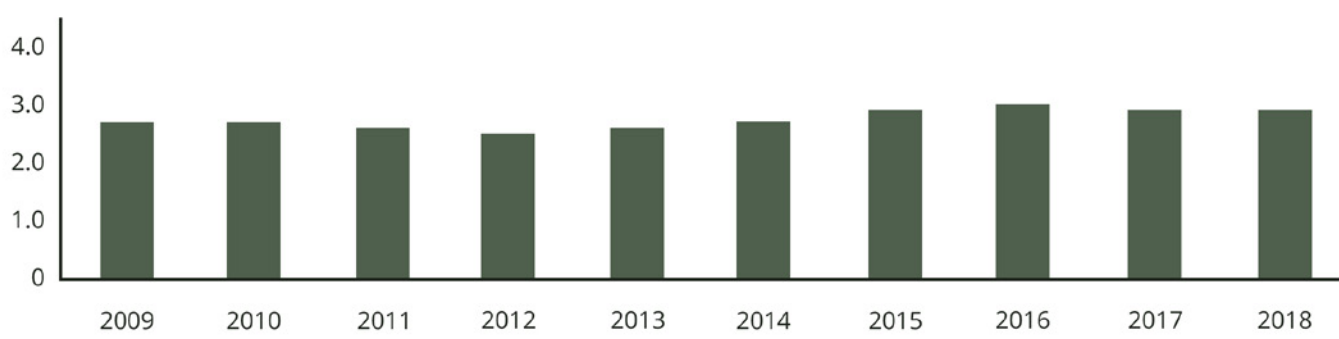


Boone County Workforce

FULL-TIME EQUIVALENT (FTE) POSITIONS BY FUNCTION



NUMBER OF BUDGETED FTE POSITIONS PER 1000 RESIDENTS



For fiscal year 2018, Boone County's work force totaled just under 520 budgeted full-time equivalent (FTE) positions, essentially unchanged from the prior year. The overall size of Boone County's employee work force has remained stable relative to population over the last 10 years, as shown in the chart above. There are

approximately 3 County employees for each 1,000 residents.

Approximately 60% of the workforce is concentrated in public safety, which has grown by 75 FTE's since 2013, a result of the transfer of Joint Communications and Emergency Management activities from the City

of Columbia to Boone County.

The State of Missouri provides funding for 39 FTEs for the Circuit Court Clerk's office and 22 FTEs for the Circuit Court. The County-paid court positions supplement the workforce provided by the state.

Long-Term Debt

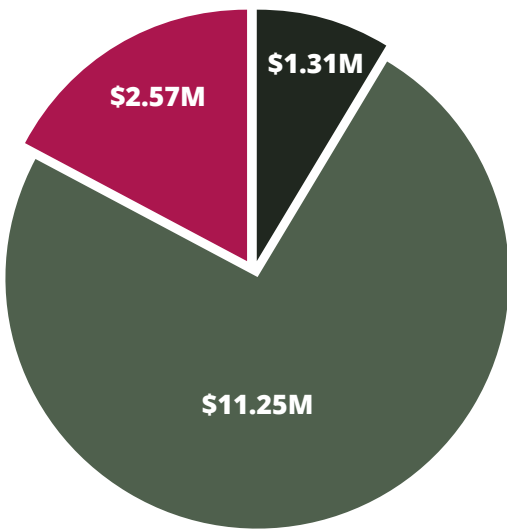
LONG-TERM OBLIGATIONS AS OF DECEMBER 31, 2018

The County's long-term debt consists of employee benefit obligations and bonds payable. Overall, the amount of long-term debt is very low.

COMPENSATED ABSENCES AND OTHER DEBT: amounts owed to county employees for vacation leave accrued according to county personnel policies, unamortized amounts associated with bonded debt, and Other Post-Employment Benefits (OPEB) associated with the County's self-insured health plan.

SPECIAL OBLIGATION BONDS: issued to construct and/or improve various county-owned facilities and are being retired through annual appropriations from county revenues. The debt will be fully retired in 2034. The County issued approximately \$13.3 million in additional debt during 2015 to construct the new Emergency Communications Center (ECC); at December 31st, \$11.1 million was still outstanding. This debt is being retired with proceeds from the 911/Emergency Management sales tax.

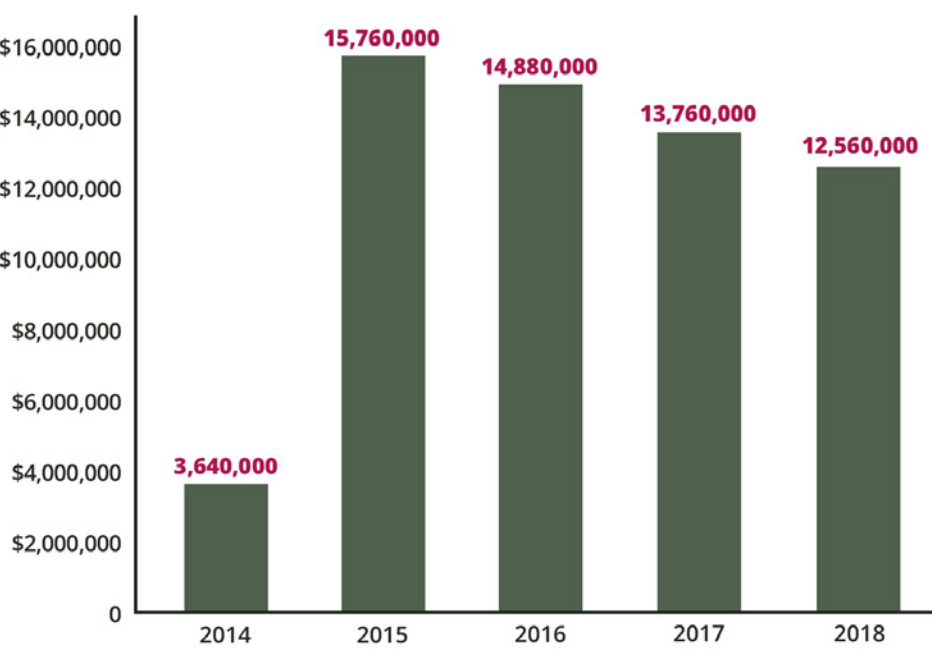
GENERAL OBLIGATION BONDS: issued to construct road and sewer neighborhood improvement district (NID) projects and are being retired through special assessments billed to property owners. No property taxes are levied nor are County resources used to retire this debt; it will be fully retired in 2031. The County expects to



General Obligation Bonds Special Obligation Bonds Compensated Absences & Other

issue additional debt associated with the NID program, all of which will be retired through special assessments.

CHANGES IN OUTSTANDING BONDED DEBT



In 2015, the County issued \$13.3 million in Special Obligation Bonds to design and construct the Emergency Communications Center. The new facility houses the operations of Boone County Joint Communications (911 call-taking and dispatching) and Boone County Emergency Management. At December 31st, \$11.1 million remained outstanding and it will be fully retired in 2034.

