



2022

Citizen's Guide to County Finances

Boone County, Missouri

For the year ended December 31, 2022

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 its Popular Annual Financial Report (i.e., Citizen's Guide to County Finances) for the fiscal year ended DECEMBER 31, 2021. 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 2021. 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, 2021

Christopher P. Morrell
Executive Director/CEO

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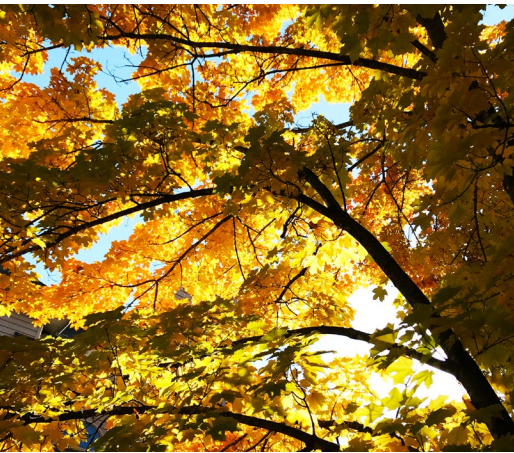
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Special thanks to June Pitchford (cover photo, pg 3), Jennifer Market (p9, p11) and Wendy Gish (back cover) for contributing photos for this year's guide.

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



To the Citizens of Boone County

For many years now, the first message in the *Boone County Citizens' Guide to County Finances* came from then Auditor June Pitchford. As a County Commissioner I had the pleasure of working closely with June during her last ten years in office. This year, our newly-elected Auditor, Kyle Rieman, asked if I would write a special introductory message to honor June's tremendous impact on the county and state during her 32 years in office.

June, who served as Boone County Auditor from January 1991 until her retirement at the end of 2022, was a careful steward of County finances. She was also committed to ensuring that information about how county government works and how resources are expended was readily available to the people of Boone County. June upheld the dual obligations of transparency and accountability in every aspect of her over three decades of service as Boone County Auditor and served as a role model to which all public servants should aspire.

June is respected statewide as a leading voice in county finances and financial reporting. Among her notable contributions was designing a collaborative budget development process that ensures all stakeholders have a voice in determining the County's financial priorities. This process remains a best-practice for counties throughout Missouri. June also identified early on the risk that online sales would erode the County's sales tax revenue, the main source of funding for essential services. She encouraged the passage of the County's

use tax to collect taxes on remote sellers, an effort Boone County voters approved in April 2022.

June's commitment to transparency and accountability led to the creation of the Citizens' Guide, which, as she always acknowledged, did not conform to generally accepted accounting principles and reporting requirements for governmental entities and should not be used as a substitute for the Annual Comprehensive Financial Report (ACFR). It does, however, present financial and demographic information in an easy-to-read format, with information taken directly from the prior year's ACFR.

The tradition June began continues under the direction of our newly-elected Auditor, Kyle Rieman. I encourage all citizens of and visitors to Boone County to study the Citizens' Guide and to use it as a springboard for a better understanding of how local government works and how our collective resources are deployed. This knowledge makes us better citizens. For the tradition of the Citizens' Guide, I thank first, June Pitchford for its creation, and second, Kyle Rieman, for continuing the tradition.

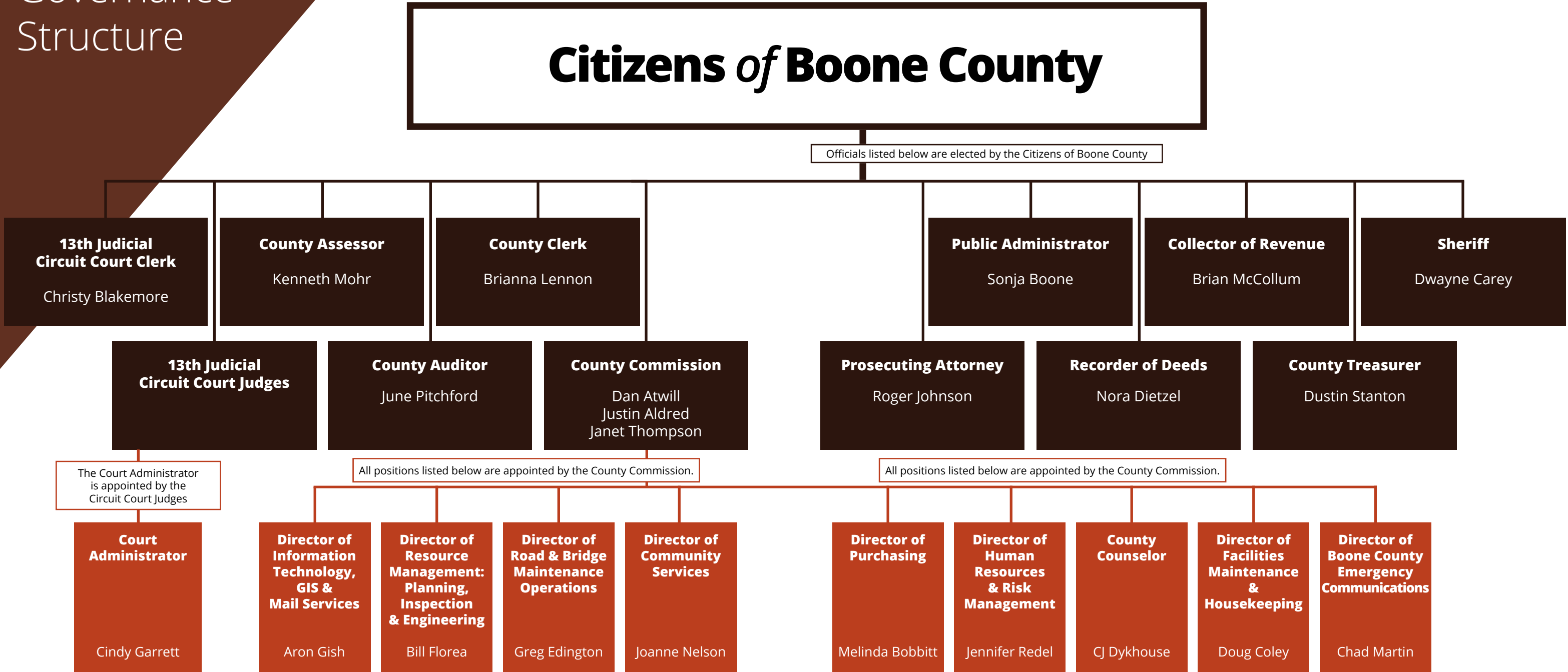
Janet Thompson
District II Commissioner

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 *Annual Comprehensive Financial Report (ACFR)* 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

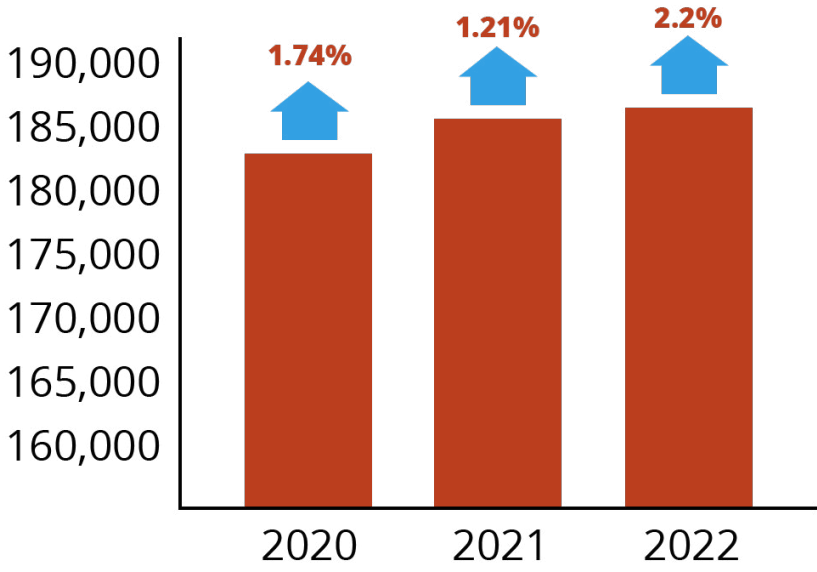
the *court en banc*. For all other county offices, the full-time elected official oversees the day-to-day operations. Detailed organization charts for each department and office are presented within the County's annual budget document.

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

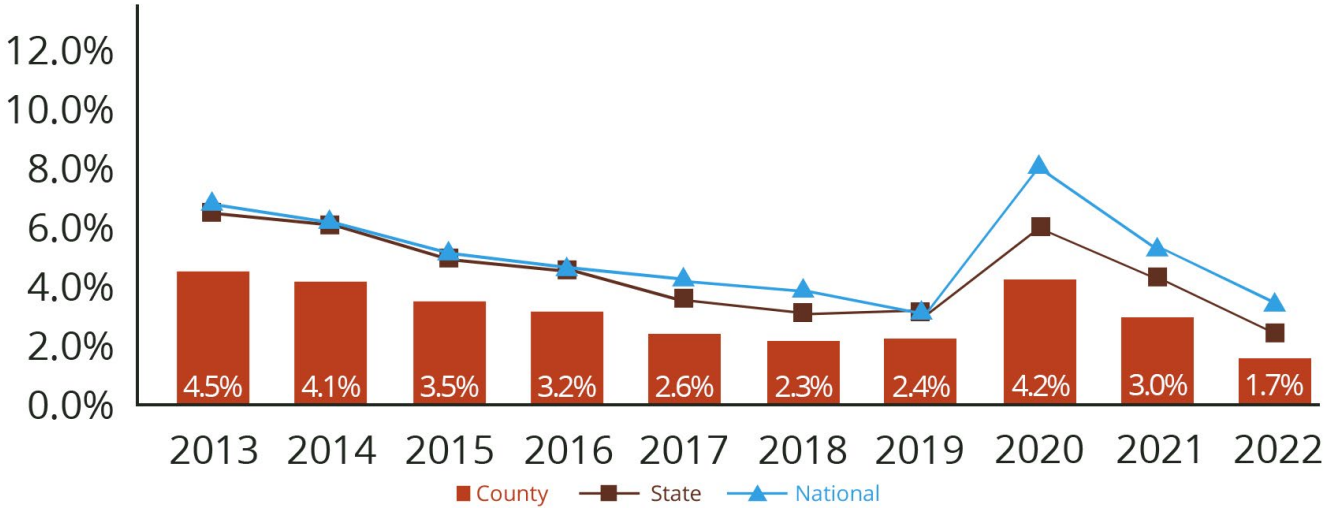
BOONE COUNTY POPULATION GROWTH



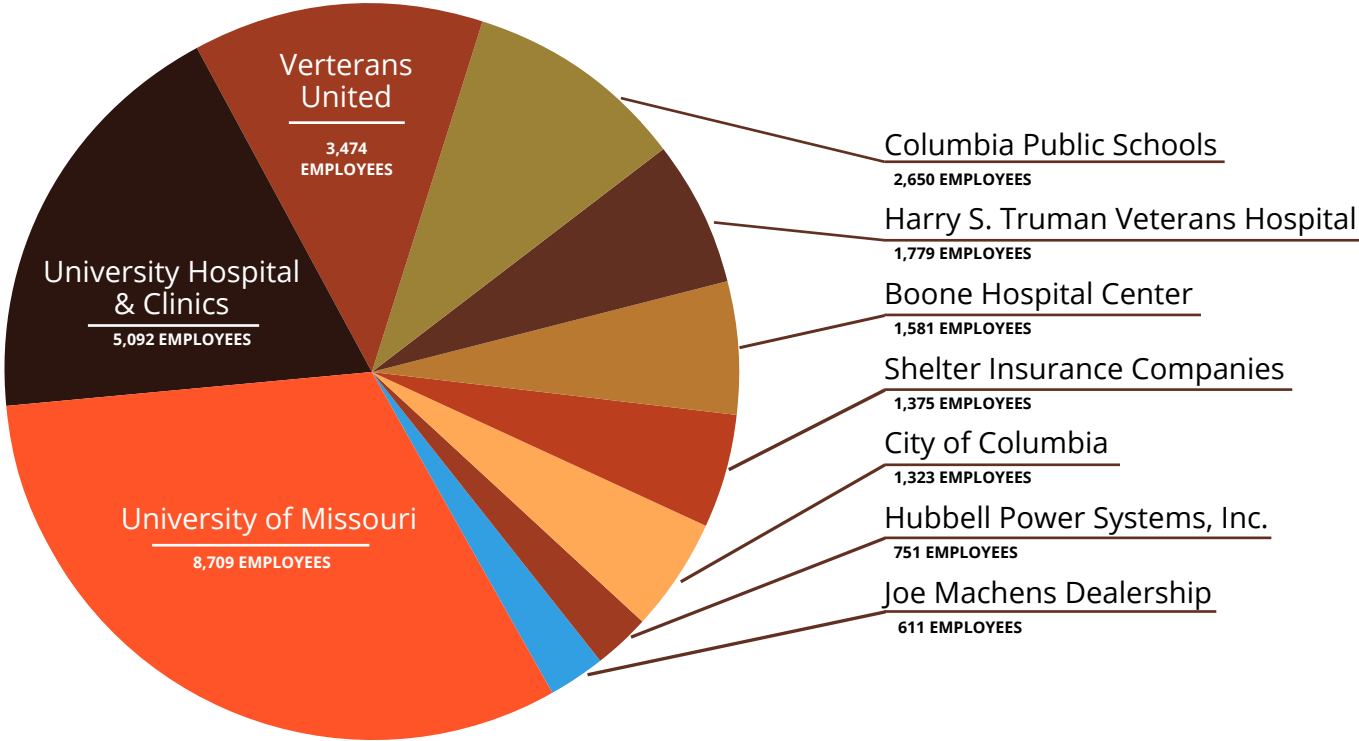
| SELECTED DEMOGRAPHICS | 2020 | 2021 | 2022 |
|---|---------|---------|---------|
| County Population | 183,610 | 185,840 | 187,690 |
| Population Growth | 1.74% | 1.21% | 2.2% |
| Median Household Income | 58,740 | 62,653 | * |
| Housing Units (Estimated) | 79,905 | 80,877 | 81,825 |
| School Enrollment (K-12) | 23,222 | 21,318 | 17,967 |
| County Unemployment Rate | 4.2% | 3.0% | 1.7% |
| Number of Full-time Equivalent (FTE) County Employees | 533 | 531 | 532 |

*Information Not Availabe At This Time

UNEMPLOYMENT RATES



BOONE COUNTY PRINCIPAL EMPLOYERS

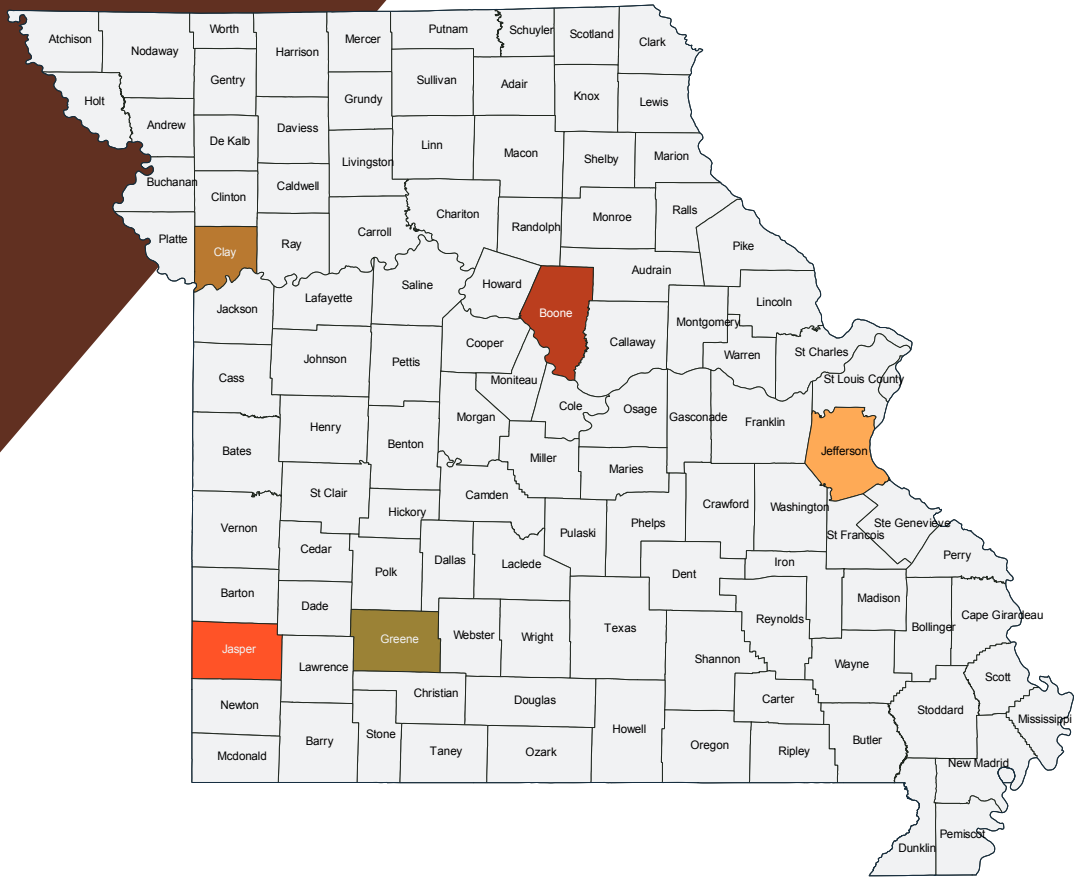


TOTAL PRINCIPAL EMPLOYER EMPLOYMENT
27,345
 (28.37% OF TOTAL COUNTY EMPLOYMENT)

TOTAL COUNTY EMPLOYMENT
96,398

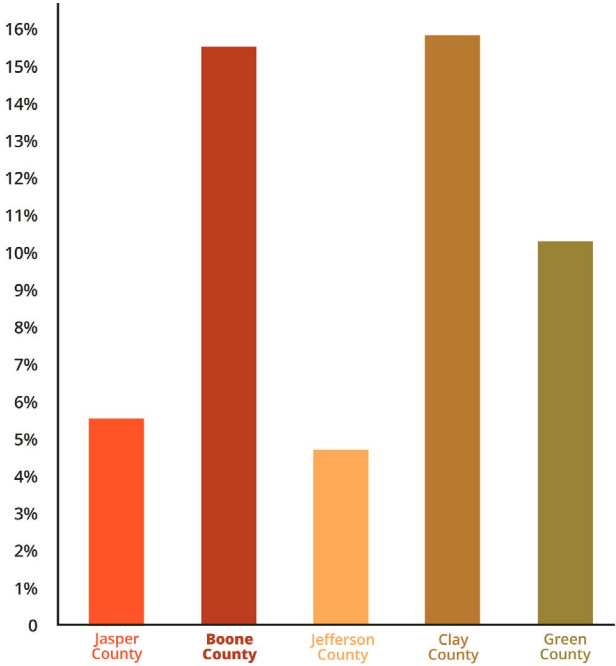
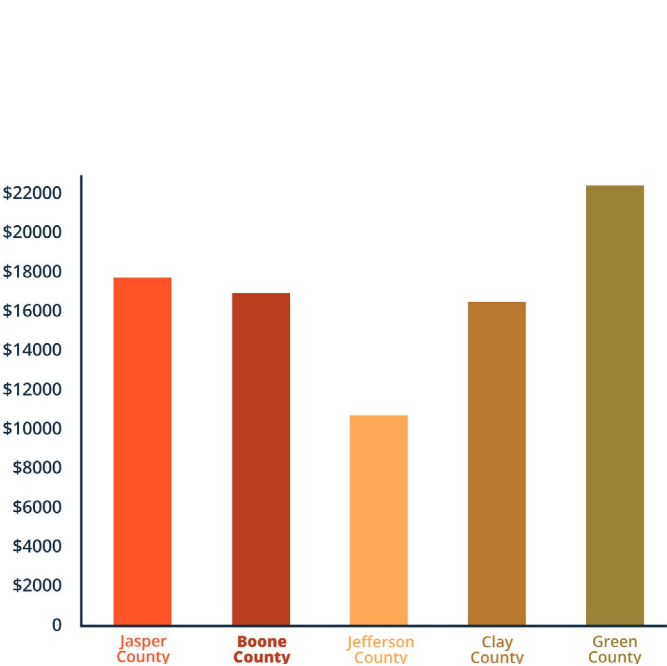


How Do We Compare?



TAXABLE SALES PER CAPITA

POPULATION GROWTH
SINCE 2011



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, 2022 estimate | 124,075 | 187,690 | 229,336 | 257,033 | 303,293 |
| Persons per square mile | 194 | 274 | 349 | 647 | 449 |
| Population growth since 2011 | 5.7% | 15.4% | 4.8% | 15.8% | 10.2% |
| High school graduate or higher | 87.6% | 95.0% | 90.7% | 93.6% | 92.9% |
| Bachelor's degree or higher | 23.9% | 48.5% | 22.1% | 34.2% | 31.8% |
| Median household income, 2017-2021 | \$51,876 | \$62,653 | \$71,285 | \$75,596 | \$50,682 |
| Unemployment rate, as of April 2022 | 2.2% | 1.7% | 2.6% | 2.1% | 1.9% |
| Taxable sales, 2022 (in billions) | \$2.19 | \$3.18 | \$2.47 | \$4.29 | \$6.84 |
| Taxable sales per capita | \$17,651 | \$16,943 | \$10,770 | \$16,690 | \$22,552 |



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.

County sales tax revenue increased by 6.57% compared to the prior year. This increase can be attributable to factors identified in the prior years. Such as, increase in motor vehicle sales, increase in construction/durable goods sales, and persisted high inflation. Sales tax in the most recent years has been on the incline. In 2021 and 2020, sales tax revenue increased by 16% and 1.87%, respectively. The County expects a slight increase in sales tax revenue next year due to remote ecommerce sales tax collections.

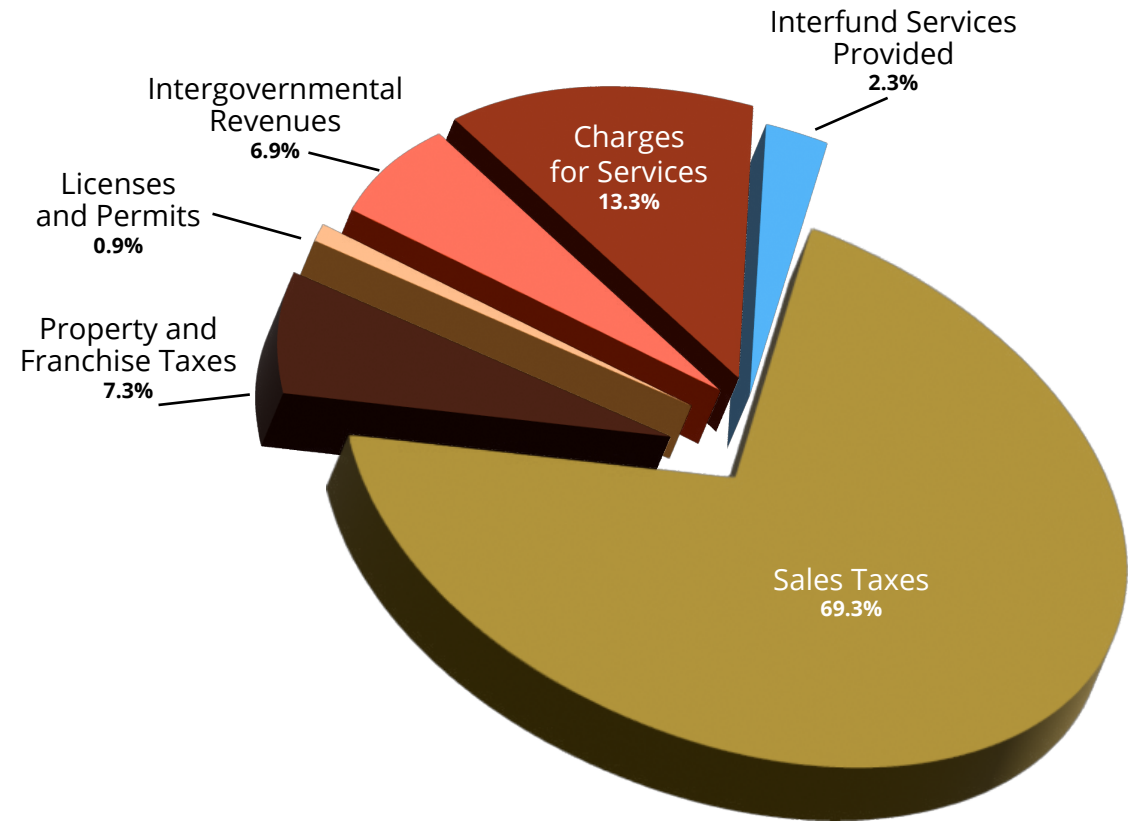
CHARGES FOR SERVICES: The County Commission has limited authority to enact or change County fees because most fees are established by state law. Such



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 2022 property tax rates (per \$100 of assessed valuation) were \$0.1200 for the General Fund and \$0.0500 for the Road and Bridge Fund. For comparison purposes, the 2022 property tax rates (per \$100 of assessed valuation) for Columbia Public Schools, Southern Boone County Schools, City of Columbia, and City of Centralia were \$5.6661, \$5.790, \$0.4032, and \$0.9322, 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.



| REVENUES | % | 2022 |
|------------------------------|----------------|----------------------|
| Sales Taxes | 69.3% | \$62,235,930 |
| Property and Franchise Taxes | 7.3% | \$6,515,438 |
| Licenses and Permits | 0.9% | \$801,601 |
| Intergovernmental Revenues | 6.9% | \$6,196,496 |
| Charges for Services | 13.3% | \$11,891,775 |
| Interfund Services Provided | 2.3% | \$2,103,040 |
| Total Revenues | 100.00% | *\$89,744,280 |

*Excludes Investment Income Revenue



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.

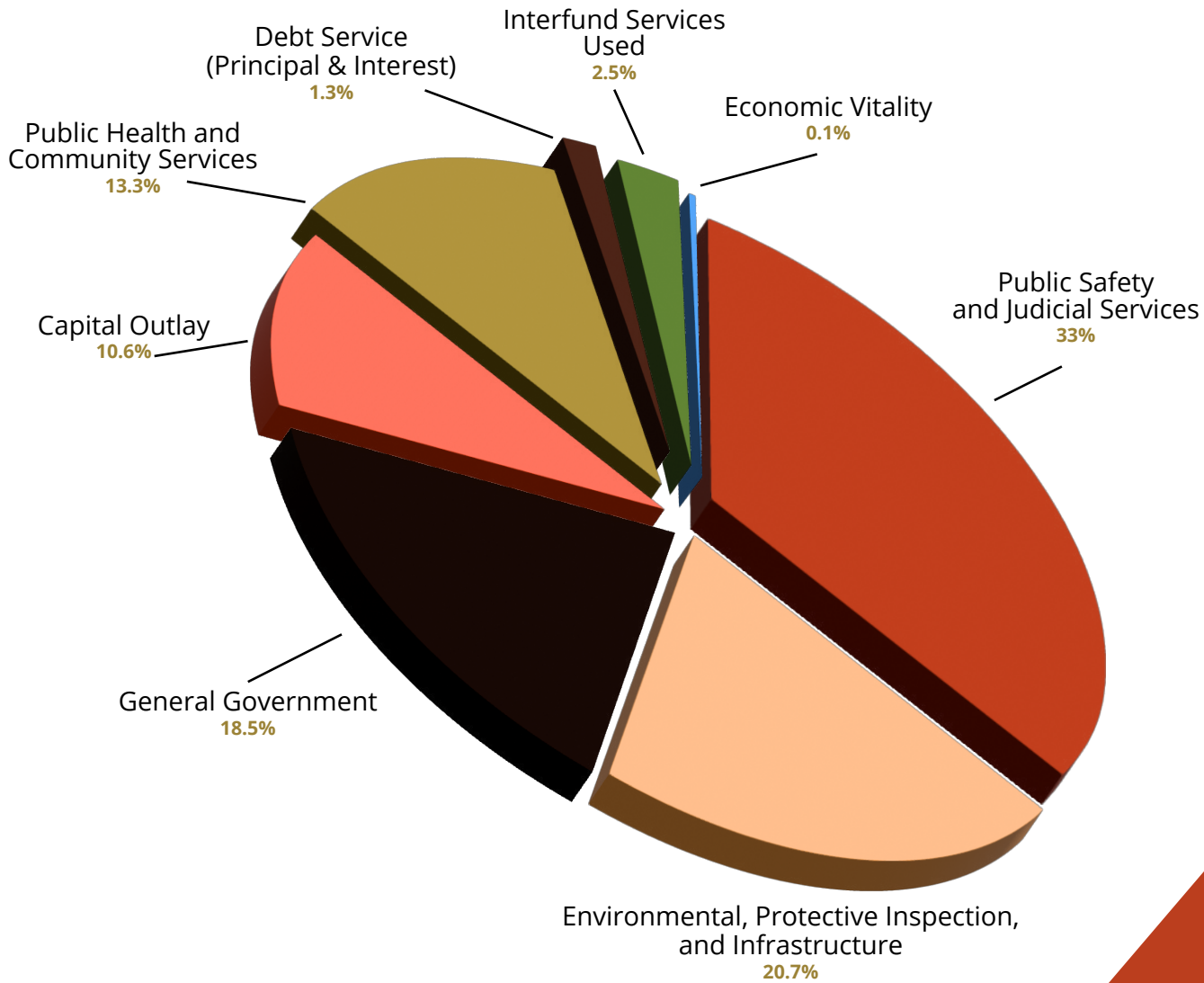
ENVIRONMENT, PROTECTIVE INSPECTION, AND INFRASTRUCTURE: The County maintains approximately 800 miles of roadway infrastructure consisting of concrete, asphalt, and gravel surface types along with a variety of bridges and other drainage structures. Routine and preventative maintenance includes gravel 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.

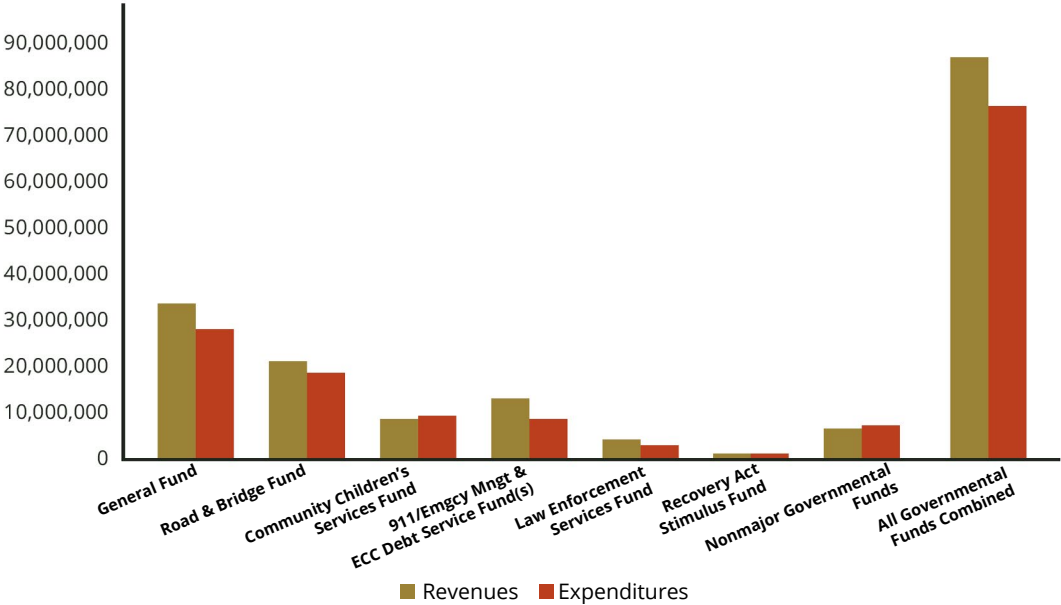


| EXPENDITURES | % | 2022 |
|--|-------|--------------|
| Public Safety & Judicial Services | 33.0% | \$27,427,595 |
| Environment, Protective Inspection, and Infrastructure | 20.7% | \$17,202,170 |
| General Government | 18.5% | \$15,328,762 |
| Capital Outlay | 10.6% | \$8,778,441 |
| Public Health and Community Services | 13.3% | \$10,994,228 |
| Debt Service (Principal & Interest) | 1.3% | \$1,037,586 |
| Interfund Services Used | 2.5% | \$2,103,040 |
| Economic Vitality | 0.1% | \$63,000 |
| Total Expenditures | 100% | \$82,934,822 |

Revenue & Expenditure by Fund for the year ending 2022

Fund Balances as of December 31, 2022

REVENUE AND EXPENDITURES BY FUND



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 Annual Comprehensive Financial Report (ACFR), which is available at www.showmeboone.com/auditor/financial-reports/.

GENERAL FUND— expenditures exceeded revenues due to planned spending. In addition, investment revenue was lower than expected with the year ending in a loss. This was partially offset by higher-than-expected sales tax revenue.

ROAD AND BRIDGE FUND— revenues exceeded expenditures partially due to unexpected increases in

sales tax revenue and because expenses were lower than expected. Several road projects were delayed and re-budgeted the following year and there were savings from staff vacancies.

COMMUNITY CHILDREN'S SERVICES FUND— expenditures exceeded revenues due to planned spending. Sales tax revenue received in prior years was appropriated and spent in the current year.

911/EMERGENCY MANAGEMENT FUND AND ECC DEBT SERVICE FUND (COMBINED)— revenue exceeded expenditures primarily due to high staff turnover combined with extended vacancies, and delays with several large infrastructure improvement projects. The unspent revenues will be used for future improvements to the technology and radio infrastructure network.

LAW ENFORCEMENT SERVICES FUND— revenues exceeded expenditures, primarily due to reduced expenses for salaries and wages resulting from staff vacancies and turnover.

NONMAJOR FUNDS— expenditures exceeded revenues primarily because of planned spending in capital project funds.

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*

\$2.5M
Fund balance available for future budget needs

- \$6.0 million budgeted in fiscal year 2023
- \$0.1 million encumbered on contracts
- \$2.6 million required minimum fund balance

Total fund balance at December 31, 2022: **\$11.2M**

GENERAL FUND

\$17.8M
Fund balance available for future budget needs

- \$2.5 million budgeted in fiscal year 2023
- \$1.6 million encumbered on contracts
- \$0.3 million designated to specific purposes/project
- \$6.9 million required minimum fund balance

Total fund balance at December 31, 2022: **\$29.1M**

911 AND EMERGENCY MANAGEMENT FUND*

\$0.0M
Fund balance available for future budget needs

- \$15.4 million budgeted in fiscal year 2023
- \$1.5 million encumbered on contracts
- \$10.3 million designated for technology/radio infrastructure improvements
- \$4.9 million required minimum fund balance

Total fund balance at December 31, 2022: **\$32.1M**

LAW ENFORCEMENT SERVICES FUND*

\$3.1M
Fund balance available for future budget needs

- \$0 million budgeted in fiscal year 2023
- \$0.1 million encumbered on contracts
- \$1.2 million designated for future out-of-facility inmate housing costs
- \$0.7 million required minimum fund balance

Total fund balance at December 31, 2022: **\$5.1M**

ROAD AND BRIDGE FUND

\$12.2M
Fund balance available for future budget needs

- \$0 million budgeted in fiscal year 2023
- \$0.9 million encumbered on contracts
- \$5.0 million designated for future infrastructure projects
- \$3.9 million required minimum fund balance

Total fund balance at December 31, 2022: **\$22M**

ECC CAPITAL PROJECT FUND & NONMAJOR FUNDS*

\$7.9M
Fund balance available for future budget needs

- \$1.3 million budgeted in fiscal year 2023
- \$0.2 million encumbered on contracts
- \$2.9 million designated for capital projects
- \$0.4 million restricted to debt service

Total fund balance at December 31, 2022: **\$12.7M**

*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% |
| Rocheport | 7.475% |
| Columbia & Sturgeon | 7.975% |
| Ashland & Centralia | 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, 2022.

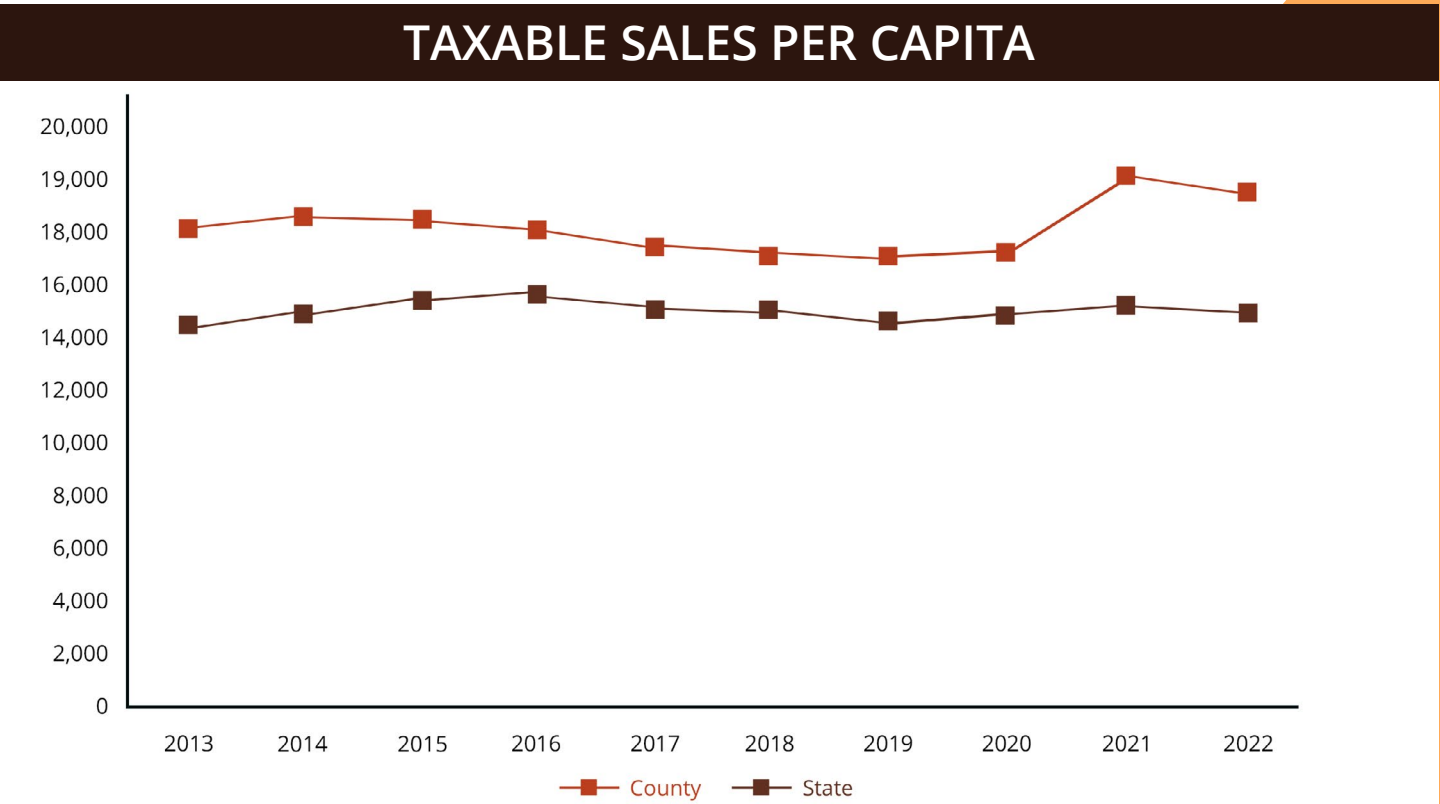


| SALES TAX COMPARISON | |
|----------------------|--------|
| Columbia | 7.975% |
| Boonville | 9.100% |
| Fayette | 8.975% |
| Jefferson City | 8.975% |
| Fulton | 9.725% |
| Sedalia | 9.225% |
| Moberly | 9.475% |
| Macon | 8.600% |
| Warrensburg | 9.475% |
| Kirksville | 9.725% |
| Mexico | 8.850% |
| Springfield | 8.100% |
| Lee's Summit | 8.100% |

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 strongly correlated to population growth. In the chart on the facing page, the increase in taxable sales per capita reflects the impact of 40 year high inflationary price increases. Prior to this, the County was experiencing an on-going erosion of this tax base due to untaxed e-commerce. The County's population continues to grow at a steady and strong rate; however, the County's primary operating revenue has been largely flat (and sometimes shrinking) in recent years. In April of 2022, Boone County voters approved a use tax that will equal the combined sales tax rate of 1.75%. The use tax took effect on January 1, 2023, enabling the County to receive voter-approved sales taxes on remote sales.

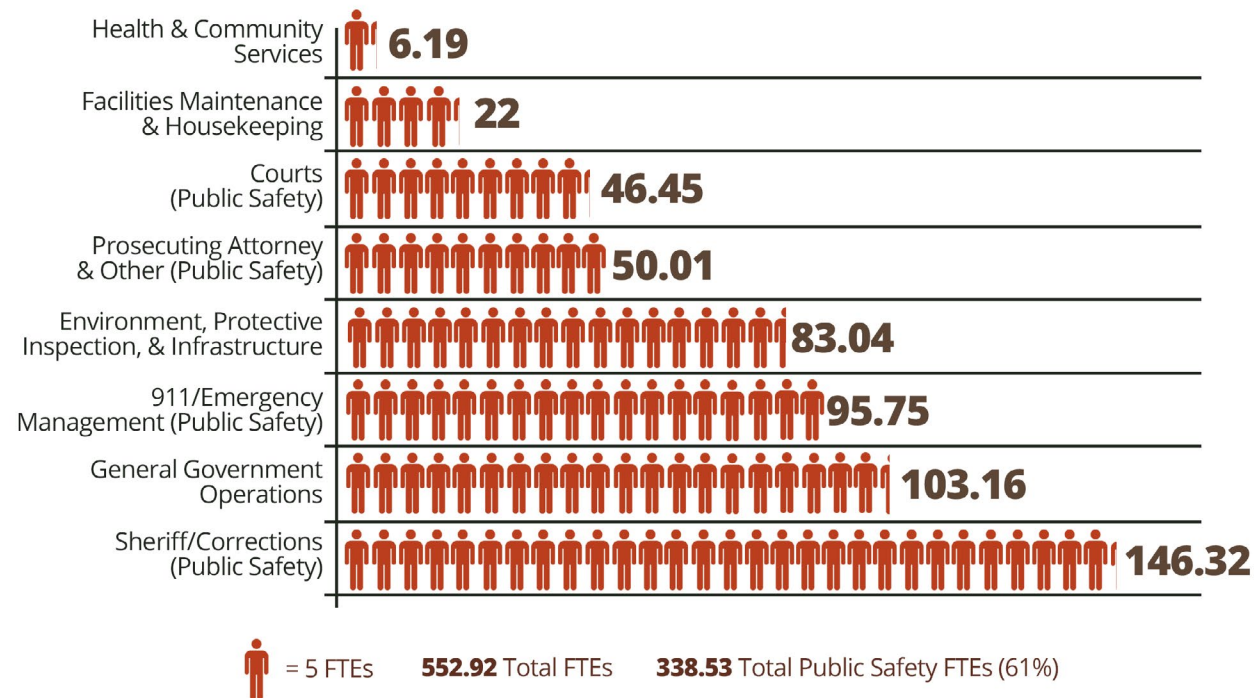
Boone County's taxable sales per capita compares favorably to that for the state of Missouri as a whole; however, it reflects a declining trend.

| 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% | |

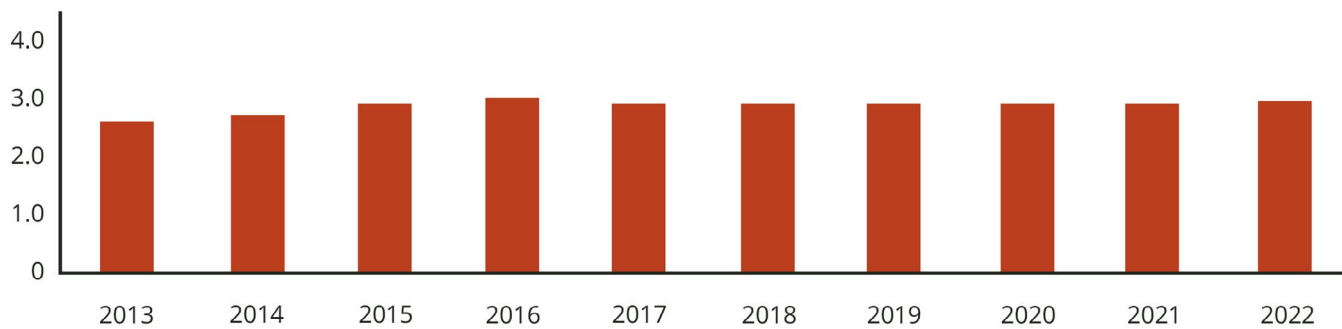


Boone County Workforce

FULL-TIME EQUIVALENT (FTE) POSITIONS BY FUNCTION



NUMBER OF BUDGETED FTE POSITIONS PER 1000 RESIDENTS



For fiscal year 2022, Boone County's work force totaled approximately 532 budgeted full-time equivalent (FTE) positions, a slight increase over the prior year attributable to fluctuations in seasonal employees. 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 significantly 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 38 FTEs for the Circuit Court Clerk's office and 23.5 FTEs for the Circuit Court. The County-paid court positions supplement the workforce provided by the state.

Long-Term Debt

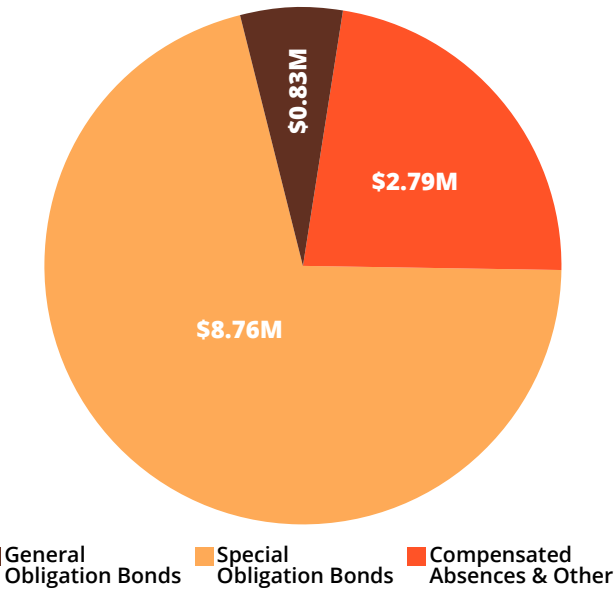
LONG-TERM OBLIGATIONS AS OF DECEMBER 31, 2022

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.

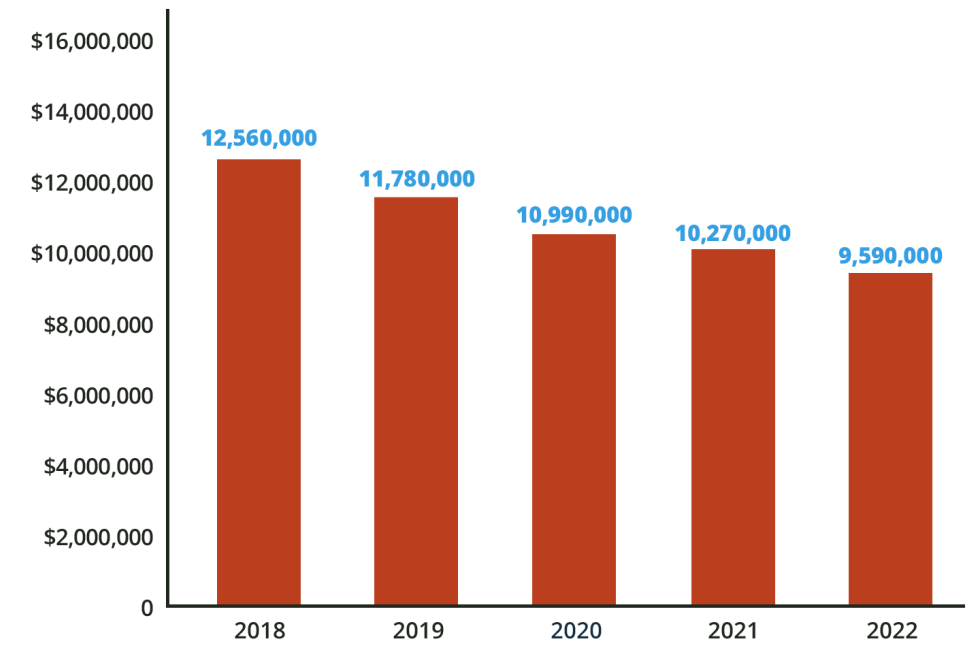
SPECIAL OBLIGATION BONDS: issued to construct and/or improve various county-owned facilities and are being retired through annual appropriations from county revenues. The debt will be fully retired in 2034. The County issued approximately \$13.3 million in additional debt during 2015 to construct the new Emergency Communications Center (ECC); at December 31st, \$8.7 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 2036. The County expects to



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, \$8.7 million remained outstanding and it will be fully retired in 2034.

