



**OFFICE OF AUDITOR OF STATE  
STATE OF IOWA**

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Auditor of State

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**NEWS RELEASE**

FOR RELEASE

May 23, 2018

Contact: Andy Nielsen  
515/281-5834

Auditor of State Mary Mosiman today released an audit report on Jackson County, Iowa.

The County had local tax revenue of \$29,247,351 for the year ended June 30, 2017, which included \$2,705,035 in tax credits from the state. The County forwarded \$22,054,924 of the local tax revenue to the townships, school districts, cities and other taxing bodies in the County.

The County retained \$7,192,427 of the local tax revenue to finance County operations, a 3.6% increase over the prior year. Other revenues included charges for service of \$1,091,987, operating grants, contributions and restricted interest of \$4,546,324, capital grants, contributions and restricted interest of \$2,712,503, local option sales tax of \$906,342, unrestricted investment earnings of \$27,291, rent of \$266,424, gain on disposition of capital assets of \$229,214 and other general revenues of \$82,567.

Expenses for County operations for the year ended June 30, 2017 totaled \$14,733,532, an 8.0% increase over the prior year. Expenses included \$6,327,199 for roads and transportation, \$2,342,064 for public safety and legal services and \$1,898,355 for administration.

A copy of the audit report is available for review in the County Auditor's office, in the Office of Auditor of State and on the Auditor of State's web site at <https://auditor.iowa.gov/reports/1710-0049-B00F>.

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**JACKSON COUNTY**  
**INDEPENDENT AUDITOR'S REPORTS**  
**BASIC FINANCIAL STATEMENTS**  
**AND SUPPLEMENTARY INFORMATION**  
**SCHEDULE OF FINDINGS**  
**JUNE 30, 2017**

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**Jackson County**

**Officials**

**(Before January 2017)**

<u>Name</u>	<u>Title</u>	<u>Term Expires</u>
Larry "Buck" Koos	Board of Supervisors	Jan 2017
Larry McDevitt	Board of Supervisors	Jan 2019
John J. Willey	Board of Supervisors	Jan 2019
Joell Deppe	County Auditor	Jan 2017
Nancy Roling	County Treasurer	Jan 2019
Arlene Schauf	County Recorder	Jan 2019
Russell Kettmann	County Sheriff	Jan 2017
Sara Davenport	County Attorney	Jan 2019
Lee Karabin	County Assessor	Jan 2022

**(After January 2017)**

<u>Name</u>	<u>Title</u>	<u>Term Expires</u>
Larry McDevitt	Board of Supervisors	Jan 2019
John J. Willey	Board of Supervisors	Jan 2019
Mike Steines	Board of Supervisors	Jan 2021
Brian Moore	County Auditor	Jan 2021
Nancy Roling	County Treasurer	Jan 2019
Arlene Schauf	County Recorder	Jan 2019
Russell Kettmann	County Sheriff	Jan 2021
Sara Davenport	County Attorney	Jan 2019
Lee Karabin	County Assessor	Jan 2022



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Independent Auditor's Report

To the Officials of Jackson County:

Report on the Financial Statements

We have audited the accompanying financial statements of the governmental activities, each major fund and the aggregate remaining fund information of Jackson County, Iowa, as of and for the year ended June 30, 2017, and the related Notes to Financial Statements, which collectively comprise the County's basic financial statements listed in the table of contents.

Management's Responsibility for the Financial Statements

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

Auditor's Responsibility

Our responsibility is to express opinions on these financial statements based on our audit. We conducted our audit in accordance with U.S. generally accepted auditing standards and the standards applicable to financial audits contained in Government Auditing Standards, issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free from material misstatement.

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the financial statements. The procedures selected depend on the auditor's judgment, including the assessment of the risks of material misstatement of the financial statements, whether due to fraud or error. In making those risk assessments, the auditor considers internal control relevant to the County's preparation and fair presentation of the financial statements in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the County's internal control. Accordingly, we express no such opinion. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluating the overall presentation of the financial statements.

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

## Opinions

In our opinion, the financial statements referred to above present fairly, in all material respects, the respective financial position of the governmental activities, each major fund and the aggregate remaining fund information of Jackson County as of June 30, 2017, and the respective changes in its financial position and, where applicable, its cash flows thereof for the year then ended in accordance with U.S. generally accepted accounting principles.

## Other Matters

### *Required Supplementary Information*

U.S. generally accepted accounting principles require Management's Discussion and Analysis, the Budgetary Comparison Information, the Schedule of the County's Proportionate Share of the Net Pension Liability, the Schedule of County Contributions and the Schedule of Funding Progress for the Retiree Health Plan on pages 9 through 15 and 52 through 61 be presented to supplement the basic financial statements. Such information, although not a part of the basic financial statements, is required by the Governmental Accounting Standards Board which 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 U.S. generally accepted auditing standards, 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 Jackson County's basic financial statements. We previously audited, in accordance with the standards referred to in the third paragraph of this report, the financial statements for the nine years ended June 30, 2016 (which are not presented herein) and expressed unmodified opinions on those financial statements. The supplementary information included in Schedules 1 through 8 is presented for purposes of additional analysis and is not a required part of the basic financial statements.

The supplementary 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. Such information has been subjected to the auditing procedures applied in the audit of the basic financial statements and certain additional procedures, including comparing and reconciling such information directly to the underlying accounting and other records used to prepare the basic financial statements or to the basic financial statements themselves, and other additional procedures in accordance with U.S. generally accepted auditing standards. In our opinion, the supplementary information is fairly stated in all material respects in relation to the basic financial statements taken as a whole.



Other Reporting Required by Government Auditing Standards

In accordance with Government Auditing Standards, we have also issued our report dated May 3, 2018 on our consideration of Jackson 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 Jackson County's internal control over financial reporting and compliance.



MARY MOSIMAN, CPA  
Auditor of State

May 3, 2018

**Jackson County**

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## **MANAGEMENT'S DISCUSSION AND ANALYSIS**

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Jackson County provides this Management's Discussion and Analysis of its financial statements. This narrative overview and analysis of the financial activities is for the fiscal year ended June 30, 2017. We encourage readers to consider this information in conjunction with the County's financial statements, which follow.

### **2017 FINANCIAL HIGHLIGHTS**

- Revenues of the County's governmental activities increased 7.1%, or approximately \$1,135,000, over fiscal year 2016 to fiscal year 2017. Property and other county tax increased approximately \$226,000, charges for service decreased approximately \$387,000, operating grants, contributions and restricted interest increased approximately \$45,000 and capital grants, contributions and restricted interest increased approximately \$1,086,000.
- Program expenses of the County's governmental activities were 7.9%, or approximately \$1,085,000, more in fiscal year 2017 than in fiscal year 2016. Roads and transportation expenses increased approximately \$434,000, public safety and legal services increased approximately \$258,000 and mental health expenses increased approximately \$144,000.
- The County's net position at June 30, 2017 increased 4.8%, or approximately \$2,322,000, over the June 30, 2016 balance.

### **USING THIS ANNUAL REPORT**

The annual report consists of a series of financial statements and other information, as follows:

Management's Discussion and Analysis introduces the basic financial statements and provides an analytical overview of the County's financial activities.

The Government-wide Financial Statements consist of a Statement of Net Position and a Statement of Activities. These provide information about the activities of Jackson County as a whole and present an overall view of the County's finances.

The Fund Financial Statements tell how governmental services were financed in the short term as well as what remains for future spending. Fund financial statements report Jackson County's operations in more detail than the government-wide financial statements by providing information about the most significant funds. The remaining financial statements provide information about activities for which Jackson County acts solely as an agent or custodian for the benefit of those outside of County government (Agency Funds).

Notes to Financial Statements provide additional information essential to a full understanding of the data provided in the basic financial statements.

Required Supplementary Information further explains and supports the financial statements with a comparison of the County's budget for the year, the County's proportionate share of the net pension liability and related contributions, as well as presenting the Schedule of Funding Progress for the Retiree Health Plan.

Supplementary Information provides detailed information about the nonmajor governmental and the individual Internal Service and Agency Funds.

## **REPORTING THE COUNTY'S FINANCIAL ACTIVITIES**

### *Government-wide Financial Statements*

One of the most important questions asked about the County's finances is, "Is the County as a whole better off or worse off as a result of the year's activities?" The Statement of Net Position and the Statement of Activities report information which helps answer this question. These statements include all assets, deferred outflows of resources, liabilities and deferred inflows of resources using the accrual basis of accounting and the economic resources measurement focus, which is similar to the accounting used by most private-sector companies. All of the current year's revenues and expenses are taken into account, regardless of when cash is received or paid.

The Statement of Net Position presents financial information on all of the County's assets, deferred outflows of resources, liabilities and deferred inflows of resources, with the difference reported as "net position". Over time, increases or decreases in the County's net position may serve as a useful indicator of whether the financial position of the County is improving or deteriorating.

The Statement of Activities presents information showing how the County's net position changed during the most recent fiscal year. All changes in net position are reported as soon as the change occurs, regardless of the timing of related cash flows. Thus, revenues and expenses are reported in this statement for some items that will not result in cash flows until future fiscal years.

The County's governmental activities are presented in the Statement of Net Position and the Statement of Activities. Governmental activities include public safety and legal services, physical health and social services, mental health, county environment and education, roads and transportation, governmental services to residents, administration, interest on long-term debt and non-program activities. Property tax and state and federal grants finance most of these activities.

### *Fund Financial Statements*

The County has three kinds of funds:

- 1) Governmental funds account for most of the County's basic services. These focus on how money flows into and out of those funds and the balances left at year-end that are available for spending. The governmental funds include: 1) the General Fund, 2) the Special Revenue Funds, such as Mental Health, Rural Services, Secondary Roads and Jackson County Revolving Loan, and 3) the Capital Projects Fund. These funds are reported using the current financial resources measurement focus and the modified accrual basis of accounting, which measures cash and all other financial assets that can readily be converted to cash. The governmental fund financial statements provide a detailed, short-term view of the County's general governmental operations and the basic services it provides. Governmental fund information helps determine whether there are more or fewer financial resources that can be spent in the near future to finance the County's programs.

The required financial statements for governmental funds include a Balance Sheet and a Statement of Revenues, Expenditures and Changes in Fund Balances.

- 2) Proprietary funds account for the County's Internal Service Funds for employee self-funded health and dental plans. Internal Service Funds are an accounting device used to accumulate and allocate costs internally among the County's various functions.

The required financial statements for proprietary funds include a Statement of Net Position, a Statement of Revenues, Expenses and Changes in Fund Net Position and a Statement of Cash Flows.

- 3) Fiduciary funds are used to report assets held in a trust or agency capacity for others which cannot be used to support the County's own programs. These fiduciary funds include Agency Funds that account for drainage districts, emergency management services and the County Assessor, to name a few.

The required financial statement for fiduciary funds is a Statement of Fiduciary Assets and Liabilities.

Reconciliations between the government-wide financial statements and the governmental fund financial statements follow the governmental fund financial statements.

## GOVERNMENT-WIDE FINANCIAL ANALYSIS

As noted earlier, net position may serve over time as a useful indicator of financial position. Jackson County's combined net position of governmental activities increased from approximately \$48.3 million to approximately \$50.6 million. The analysis that follows focuses on the changes in the net position of governmental activities.

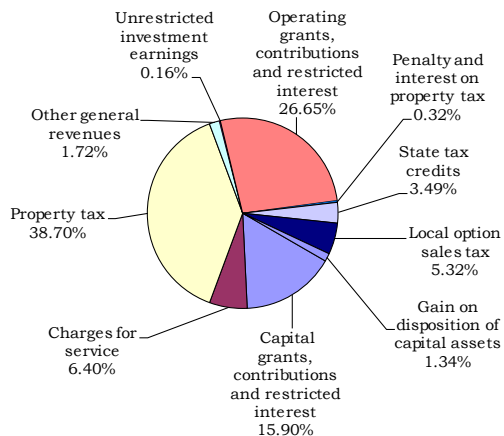
Net Position of Governmental Activities (Expressed in Thousands)		
	June 30,	
	2017	2016
Current and other assets	\$ 17,044	16,394
Capital assets	43,936	42,007
Total assets	60,980	58,401
Deferred outflows of resources	1,184	571
Long-term liabilities	4,345	3,417
Other liabilities	645	398
Total liabilities	4,990	3,815
Deferred inflows of resources	6,533	6,838
Net position:		
Net investment in capital assets	43,936	42,007
Restricted	7,943	7,484
Unrestricted	(1,238)	(1,172)
Total net position	\$ 50,641	48,319

Net position of Jackson County's governmental activities increased 4.8% (approximately \$50.6 million compared to approximately \$48.3 million). The largest portion of the County's net position is net investment in capital assets (e.g., land, infrastructure, intangibles, buildings and equipment). Restricted net position represents resources subject to external restrictions, constitutional provisions or enabling legislation on how they can be used. Unrestricted net position – the part of net position that can be used to finance day-to-day operations without constraints established by debt covenants, enabling legislation or other legal requirements – decreased from a deficit of approximately \$1,172,000 at June 30, 2016 to a deficit of approximately \$1,238,000 at the end of this year, a decrease of 5.6%. The deficit is due to recording the net pension liability, as required.

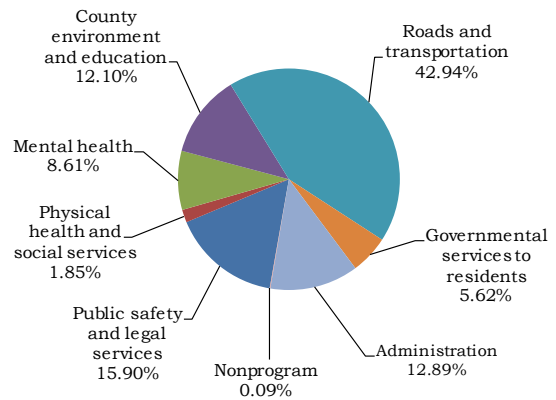
Changes in Net Position of Governmental Activities  
(Expressed in Thousands)

	Year ended June 30,	
	2017	2016
Revenues:		
Program revenues:		
Charges for service	\$ 1,092	1,479
Operating grants, contributions and restricted interest	4,546	4,501
Capital grants, contributions and restricted interest	2,712	1,626
General revenues:		
Property tax	6,598	6,372
Penalty and interest on property tax	55	53
State tax credits	595	570
Local option sales tax	907	852
Unrestricted investment earnings	27	7
Gain on disposition of capital assets	229	97
Other general revenues	294	363
<b>Total revenues</b>	<b>17,055</b>	<b>15,920</b>
Program expenses:		
Public safety and legal services	2,342	2,084
Physical health and social services	272	263
Mental health	1,269	1,125
County environment and education	1,783	1,856
Roads and transportation	6,327	5,893
Governmental services to residents	828	630
Administration	1,899	1,708
Nonprogram	13	89
<b>Total expenses</b>	<b>14,733</b>	<b>13,648</b>
Change in net position	2,322	2,272
Net position beginning of year	48,319	46,047
Net position end of year	<b>\$ 50,641</b>	<b>48,319</b>

**Revenues by Source**



**Expenses by Program**



Revenues for governmental activities increased approximately \$1,135,000 over the prior year, with property tax revenue up over the prior year approximately \$226,000, or 3.5%, and capital grants, contributions and restricted interest increased approximately \$1,085,000 or 66.7%.

The County's property tax rates for fiscal year 2017 were slightly higher than the prior fiscal year, at \$8.257 per \$1,000 of taxable valuation compared to \$8.256 per \$1,000 of taxable valuation in fiscal year 2016. The County lowered the property tax rate to \$7.977 per \$1,000 of taxable valuation and property tax revenue is budgeted to decrease approximately \$86,000 next year.

The cost of all governmental activities this year was approximately \$14.7 million compared to approximately \$13.6 million last year. However, as shown in the Statement of Activities on page 19, the amount taxpayers ultimately financed for these activities was approximately \$6,383,000, because some of the cost was paid by those directly benefited from the programs (approximately \$1,092,000) or by other governments and organizations which subsidized certain programs with grants and contributions (approximately \$7,258,000). Overall, the County's governmental program revenues, including intergovernmental aid and charges for service, increased in fiscal year 2017 from approximately \$7,606,000 to approximately \$8,350,000, principally due to higher capital grants and contributions revenue during fiscal year 2016.

### **INDIVIDUAL MAJOR FUND ANALYSIS**

As Jackson County completed the year, its governmental funds reported a combined fund balance of approximately \$9,236,000, an increase of approximately \$525,000 above last year's total of approximately \$8,711,000. The increase in fund balance is primarily attributable to increased property and other county tax, intergovernmental revenues and rent on county owned properties. The following are the major reasons for the changes in fund balances of the major funds from the prior year:

- General Fund revenues increased \$128,480 and expenditures increased \$777,573. The ending fund balance decreased \$238,986 from the prior year to \$2,701,192. Revenues increased primarily due to an increase in property values resulting in an increase in property tax and for donations received for conservation improvements. Expenditures increased primarily due to continued capital improvements in conservation.
- The County has continued to look for ways to effectively manage the cost of mental health services. For fiscal year 2017, revenues totaled \$860,297, an increase of 4.15% over the prior year. Expenditures totaled \$947,757, an increase of 9.0% over the prior year with a significant increase in the amount paid for services to persons with mental illness. The Special Revenue, Mental Health Fund balance at year end decreased \$87,460 from the prior year to \$642,202.
- The Special Revenue, Rural Services Fund ended fiscal year 2017 with a \$786,141 balance compared to the prior year ending balance of \$666,188. Revenues increased \$116,874 over the prior year with much of the increase coming from property and other county tax. Expenditures totaled \$985,708, which was a \$54,971 increase over the prior year.
- Special Revenue, Secondary Roads Fund revenues increased \$194,015 and expenditures increased \$332,616 during fiscal year 2017. The increase in revenues is primarily due to an increase in intergovernmental revenues and local options sales tax in fiscal year 2017. The Secondary Roads Fund ended fiscal year 2017 with a \$3,598,441 balance compared to the prior year ending balance of \$3,124,696.
- The Special Revenue, Jackson County Revolving Loan Fund ended fiscal year 2017 with a \$1,315,437 balance compared to the prior year ending balance of \$1,257,616. The increase in fund balance is due to the Jackson County Revolving Loan Fund receiving more in loan repayments than new loans issued during fiscal year 2017.

## BUDGETARY HIGHLIGHTS

Over the course of the year, Jackson County amended its budget three times. The first amendment was made in November 2016 and resulted in increases in budgeted disbursements related primarily to the capital projects and roads and transportation functions and a reduction in the physical health and social services functions. The second amendment was in April 2017 and resulted in increases in budgeted disbursements related primarily to county environment and education and roads and transportation. The final budget amendment was made in June 2017 and resulted in an increases in budgeted disbursements related to the mental health function.

The County's receipts were \$61,675 more than budgeted, a less than 1% variance. Use of money and property was higher than budgeted while intergovernmental receipts were lower than budgeted.

Total disbursements were \$2,151,447 less than the amended budget. Actual disbursements for the roads and transportation, capital projects and county environment and education functions were \$603,369, \$649,211 and \$350,943, respectively, less than budgeted. Disbursements for certain roads and transportation projects were less than anticipated at June 30, 2017. Capital projects disbursements were under budget due to capital projects progressing slower than expected. County environment and education function disbursements were lower than budgeted due to fewer revolving loan fund disbursements than expected.

## CAPITAL ASSETS AND DEBT ADMINISTRATION

### Capital Assets

At June 30, 2017, Jackson County had approximately \$44.9 million invested in a broad range of capital assets, including public safety equipment, buildings, park facilities, roads and bridges and intangible assets. This is a net increase (including additions and deletions) of approximately \$1,929,000, or 4.6%, over last year.

Capital Assets of Governmental Activities at Year End (Expressed in Thousands)		
	June 30,	
	2017	2016
Land	\$ 3,440	2,947
Intangibles	1,836	1,836
Construction in progress	605	685
Buildings and improvements	1,625	1,677
Equipment and vehicles	3,278	3,170
Infrastructure	33,152	31,692
Total	\$ 43,936	42,007
This year's major additions included (in thousands):		
Land	\$ 492	
Road network	2,252	
Equipment and vehicles	654	
Total	\$ 3,398	

The County had depreciation expense of \$1,698,304 in fiscal year 2017 and total accumulated depreciation of \$26,753,971 at June 30, 2017.



The County's fiscal year 2018 capital budget included \$714,358 for capital projects, principally for Prairie Creek recreational area development, care facility wastewater treatment renovation and for continued upgrading of secondary roads and bridges. The County has no plans to issue additional debt to finance these projects. Rather, the County will use resources on hand in the County's fund balance. More detailed information about the County's capital assets is presented in Note 6 to the financial statements.

### **Long-Term Debt**

At June 30, 2017, Jackson County had no outstanding long-term debt.

The County does not carry a general obligation bond rating assigned by national rating agencies since it has not issued any general obligation bonds for a number of years. The Constitution of the State of Iowa limits the amount of general obligation debt counties can issue to 5% of the assessed value of all taxable property within the County's corporate limits. Jackson County's general obligation constitutional debt limit is approximately \$89 million.

### **ECONOMIC FACTORS AND NEXT YEAR'S BUDGET AND RATES**

Jackson County's elected and appointed officials and citizens considered many factors when setting the fiscal year 2018 budget, tax rates and the fees charged for various County activities. One of those factors is the economy. Unemployment in the County now stands at 3.1% versus 4.3% a year ago. This compares with the State's unemployment rate of 3.2% and the national rate of 4.4%.

These indicators were taken into account when adopting the budget for fiscal year 2018. Amounts available for appropriation in the operating budget are approximately \$14.4 million, which equals the final fiscal year 2017 budget. Property tax is expected to decrease and intergovernmental receipts are expected to be higher. The approximate \$14.6 million of budgeted disbursements is less than the final fiscal year 2017 budget.

If these estimates are realized, the County's budgetary operating balance is expected to decrease slightly by the close of fiscal year 2018.

### **CONTACTING THE COUNTY'S FINANCIAL MANAGEMENT**

This financial report is designed to provide our citizens, taxpayers, customers and creditors with a general overview of Jackson 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 Brian Moore at the Jackson County Auditor's Office, by mail at 201 West Platt, Maquoketa, Iowa 52060 or by phone at (563) 652-3144.

**Jackson County**

## **Basic Financial Statements**

Jackson County  
Statement of Net Position  
June 30, 2017

	Governmental Activities
<b>Assets</b>	
Cash, cash equivalents and pooled investments	\$ 8,833,427
Receivables:	
Property tax:	
Delinquent	3,117
Succeeding year	6,384,000
Interest and penalty on property tax	7,620
Accounts	10,331
Accrued interest	3,688
Revolving loans	651,262
Due from other governments	551,633
Inventories	458,563
Prepaid insurance	139,981
Capital assets, net of accumulated depreciation	43,935,912
<b>Total assets</b>	<b>60,979,534</b>
<b>Deferred Outflows of Resources</b>	
Pension related deferred outflows	1,183,870
<b>Liabilities</b>	
Accounts payable	421,425
Salaries and benefits payable	212,506
Due to other governments	10,783
Long-term liabilities:	
Portion due or payable within one year:	
Compensated absences	223,025
Portion due or payable after one year:	
Compensated absences	69,759
Net pension liability	3,485,306
OPEB Liability	566,901
<b>Total liabilities</b>	<b>4,989,705</b>
<b>Deferred Inflows of Resources</b>	
Unavailable property tax revenue	6,384,000
Pension related deferred inflows	148,972
<b>Total deferred inflows of resources</b>	<b>6,532,972</b>
<b>Net Position</b>	
Net investment in capital assets	43,935,912
Restricted for:	
Supplemental levy purposes	648,991
Mental health purposes	585,740
Rural services purposes	749,190
Secondary roads purposes	3,300,932
Revolving loans	1,966,699
Other purposes	691,143
Unrestricted	(1,237,880)
<b>Total net position</b>	<b>\$ 50,640,727</b>

See notes to financial statements.

Jackson County  
 Statement of Activities  
 Year ended June 30, 2017

	Expenses	Program Revenues			Net (Expense) Revenue and Changes in Net Position
		Charges for Service	Operating Grants, Contributions and Restricted Interest	Capital Grants, Contributions and Restricted Interest	
<b>Functions/Programs:</b>					
Governmental activities:					
Public safety and legal services	\$ 2,342,064	82,530	32,718	-	(2,226,816)
Physical health and social services	272,253	16,295	139,308	-	(116,650)
Mental health	1,268,991	6,228	178,104	-	(1,084,659)
County environment and education	1,783,446	443,179	43,516	375,459	(921,292)
Roads and transportation	6,327,199	90,443	4,152,678	2,337,044	252,966
Governmental services to residents	828,089	385,909	-	-	(442,180)
Administration	1,898,355	67,403	-	-	(1,830,952)
Nonprogram	13,135	-	-	-	(13,135)
<b>Total</b>	<b>\$ 14,733,532</b>	<b>1,091,987</b>	<b>4,546,324</b>	<b>2,712,503</b>	<b>(6,382,718)</b>
<b>General Revenues:</b>					
Property and other county tax levied for general purposes					6,598,010
Penalty and interest on property tax					55,133
State tax credits					594,417
Local option sales tax					906,342
Unrestricted investment earnings					27,291
Gain on disposition of capital assets					229,214
Rent					266,424
Miscellaneous					27,434
<b>Total general revenues</b>					<b>8,704,265</b>
Change in net position					2,321,547
Net position beginning of year					48,319,180
Net position end of year					<b>\$ 50,640,727</b>

See notes to financial statements.

Jackson County  
Balance Sheet  
Governmental Funds

June 30, 2017

	Special		
	General	Mental Health	Rural Services
<b>Assets</b>			
Cash, cash equivalents and pooled investments	\$ 2,729,632	653,108	795,957
Receivables:			
Property tax:			
Delinquent	2,411	323	383
Succeeding year	4,080,000	545,000	1,759,000
Interest and penalty on property tax	7,620	-	-
Accounts	3,995	4,537	-
Accrued interest	3,543	-	-
Revolving loans	-	-	-
Due from other funds	32	-	-
Advances to other funds	-	-	-
Due from other governments	62,821	3,097	18,743
Inventories	-	-	-
Prepaid insurance	113,607	-	-
<b>Total assets</b>	<b>\$ 7,003,661</b>	<b>1,206,065</b>	<b>2,574,083</b>
<b>Liabilities, Deferred Inflows of Resources and Fund Balances</b>			
Liabilities:			
Accounts payable	\$ 173,330	33,189	3,933
Salaries and benefits payable	116,663	1,834	24,661
Due to other funds	2,623	-	-
Due to other governments	6,550	1,554	-
Advances from other funds	152,884	-	-
<b>Total liabilities</b>	<b>452,050</b>	<b>36,577</b>	<b>28,594</b>
Deferred inflows of resources:			
Unavailable revenues:			
Succeeding year property tax	4,080,000	545,000	1,759,000
Other	9,405	286	348
<b>Total deferred inflows of resources</b>	<b>4,089,405</b>	<b>545,286</b>	<b>1,759,348</b>
Fund balances:			
Nonspendable:			
Inventories	-	-	-
Prepaid insurance	113,607	-	-
Restricted for:			
Supplemental levy purposes	557,266	-	-
Mental health purposes	-	624,202	-
Rural services purposes	-	-	786,141
Secondary roads purposes	-	-	-
Drainage purposes	-	-	-
Conservation land acquisition/capital improvements	153,544	-	-
Capital projects	-	-	-
Jackson County revolving loans	-	-	-
Other purposes	90,143	-	-
Assigned for:			
Jackson County Farm	351,809	-	-
Attorney collection incentive	40,551	-	-
Community drill	5,869	-	-
Other purposes	81,809	-	-
Unassigned	1,067,608	-	-
<b>Total fund balances</b>	<b>2,462,206</b>	<b>624,202</b>	<b>786,141</b>
<b>Total liabilities, deferred inflows of resources     and fund balances</b>	<b>\$ 7,003,661</b>	<b>1,206,065</b>	<b>2,574,083</b>

See notes to financial statements.

Revenue			
Secondary Roads	Jackson County Revolving Loan	Nonmajor	Total
2,925,253	1,142,553	469,696	8,716,199
-	-	-	3,117
-	-	-	6,384,000
-	-	-	7,620
1,799	-	-	10,331
-	-	72	3,615
-	651,262	-	651,262
2,702	-	-	2,734
-	172,884	-	172,884
461,402	-	5,570	551,633
458,563	-	-	458,563
26,374	-	-	139,981
<b>3,876,093</b>	<b>1,966,699</b>	<b>475,338</b>	<b>17,101,939</b>
210,638	-	335	421,425
66,789	-	2,559	212,506
-	-	111	2,734
225	-	2,454	10,783
-	-	20,000	172,884
<b>277,652</b>	<b>-</b>	<b>25,459</b>	<b>820,332</b>
-	-	-	6,384,000
-	651,262	-	661,301
-	651,262	-	7,045,301
458,563	-	-	458,563
26,374	-	-	139,981
-	-	-	557,266
-	-	-	624,202
-	-	-	786,141
3,113,504	-	-	3,113,504
-	-	119,002	119,002
-	-	-	153,544
-	-	81,975	81,975
-	1,315,437	-	1,315,437
-	-	248,902	339,045
-	-	-	351,809
-	-	-	40,551
-	-	-	5,869
-	-	-	81,809
-	-	-	1,067,608
<b>3,598,441</b>	<b>1,315,437</b>	<b>449,879</b>	<b>9,236,306</b>
<b>3,876,093</b>	<b>1,966,699</b>	<b>475,338</b>	<b>17,101,939</b>

**Jackson County**



Jackson County

Reconciliation of the Balance Sheet –  
Governmental Funds to the Statement of Net Position

June 30, 2017

**Total governmental fund balances (page 21)** \$ 9,236,306

**Amounts reported for governmental activities in the Statement of Net Position are different because:**

Capital assets used in governmental activities are not current financial resources and, therefore, are not reported in the governmental funds. The cost of assets is \$70,689,883 and the accumulated depreciation is \$26,753,971. 43,935,912

Other long-term assets are not available to pay current year expenditures and, therefore, are recognized as deferred inflows of resources in the governmental funds. 661,301

The Internal Service Funds are used by management to charge the costs of partial self-funding of the County's health and dental plans to individual funds. The assets and liabilities of the Internal Service Funds are included in governmental activities in the Statement of Net Position. 117,301

Pension related deferred outflows of resources and deferred inflows of resources are not due and payable in the current year and, therefore, are not reported in the governmental funds, as follows:

Deferred outflows of resources	\$ 1,183,870	
Deferred inflows of resources	<u>(148,972)</u>	1,034,898

Compensated absences payable, net pension liability and other postemployment benefits payable are not due and payable in the current year and, therefore, are not reported in the governmental funds. (4,344,991)

**Net position of governmental activities (page 18)** \$ 50,640,727

See notes to financial statements.

Jackson County

Statement of Revenues, Expenditures and  
Changes in Fund Balances  
Governmental Funds

Year ended June 30, 2017

	Special		
	General	Mental Health	Rural Services
<b>Revenues:</b>			
Property and other county tax	\$ 4,120,756	729,841	1,747,549
Local option sales tax	-	-	226,585
Interest and penalty on property tax	55,133	-	-
Intergovernmental	692,424	123,853	116,600
Licenses and permits	5,017	-	9,675
Charges for service	600,972	-	980
Use of money and property	242,527	-	-
Miscellaneous	289,961	6,603	22
<b>Total revenues</b>	<b>6,006,790</b>	<b>860,297</b>	<b>2,101,411</b>
<b>Expenditures:</b>			
<b>Operating:</b>			
Public safety and legal services	1,599,962	-	661,205
Physical health and social services	71,550	-	-
Mental health	324,107	947,757	-
County environment and education	972,282	-	321,183
Roads and transportation	-	-	-
Governmental services to residents	805,394	-	3,320
Administration	1,731,417	-	-
Capital projects	708,316	-	-
<b>Total expenditures</b>	<b>6,213,028</b>	<b>947,757</b>	<b>985,708</b>
Excess (deficiency) of revenues over (under) expenditures	(206,238)	(87,460)	1,115,703
<b>Other financing sources (uses):</b>			
Sale of capital assets	9,502	-	-
Transfers in	45,750	-	-
Transfers out	(88,000)	-	(995,750)
<b>Total other financing sources (uses)</b>	<b>(32,748)</b>	<b>-</b>	<b>(995,750)</b>
Change in fund balances	(238,986)	(87,460)	119,953
Fund balances beginning of year	2,701,192	711,662	666,188
Fund balances end of year	\$ 2,462,206	624,202	786,141

See notes to financial statements.

Revenue				
Secondary Roads	Jackson County Revolving Loan	Nonmajor		Total
-	-	-	-	6,598,146
679,757	-	-	-	906,342
-	-	-	-	55,133
4,240,756	-	118,093	-	5,291,726
23,095	-	16,250	-	54,037
90	-	3,871	-	605,913
-	281,779	50,793	-	575,099
67,258	-	230,448	-	594,292
<u>5,010,956</u>	<u>281,779</u>	<u>419,455</u>		<u>14,680,688</u>
-	-	-	-	2,261,167
-	-	187,389	-	258,939
-	-	-	-	1,271,864
-	223,958	113,680	-	1,631,103
5,419,299	-	-	-	5,419,299
-	-	3,273	-	811,987
-	-	-	-	1,731,417
67,912	-	2,925	-	779,153
<u>5,487,211</u>	<u>223,958</u>	<u>307,267</u>		<u>14,164,929</u>
<u>(476,255)</u>	<u>57,821</u>	<u>112,188</u>		<u>515,759</u>
-	-	-	-	9,502
950,000	-	88,000	-	1,083,750
-	-	-	-	(1,083,750)
<u>950,000</u>	<u>-</u>	<u>88,000</u>		<u>9,502</u>
473,745	57,821	200,188	-	525,261
<u>3,124,696</u>	<u>1,257,616</u>	<u>249,691</u>		<u>8,711,045</u>
<u>3,598,441</u>	<u>1,315,437</u>	<u>449,879</u>		<u>9,236,306</u>

Jackson County

Reconciliation of the Statement of Revenues, Expenditures and  
Changes in Fund Balances –  
Governmental Funds to the Statement  
of Activities

Year ended June 30, 2017

**Change in fund balances - Total governmental funds (page 25)** \$ 525,261

**Amounts reported for governmental activities in the Statement of  
Activities are different because:**

Governmental funds report capital outlays as expenditures while governmental activities report depreciation expense to allocate those expenditures over the life of the assets. Capital outlay expenditures and contributed capital assets exceeded depreciation expense in the current year, as follows:

Expenditures for capital assets	\$ 1,149,241	
Capital assets contributed by the Iowa Department of Transportation	2,248,966	
Depreciation expense	<u>(1,698,304)</u>	1,699,903

In the Statement of Activities, the gain on the disposition of capital assets is reported, whereas the governmental funds report the proceeds from the disposition as an increase in financial resources. 229,214

Because some revenues will not be collected for several months after the County's year end, they are not considered available revenues and are recognized as deferred inflows of resources in the governmental funds, as follows:

Property tax	(136)	
Other	<u>(39,816)</u>	(39,952)

The current year County share of IPERS contributions is reported as expenditures in the governmental funds but is reported as deferred outflows of resources in the Statement of Net Position. 448,850

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 the governmental funds, as follows:

Compensated absences	(24,878)	
Pension expense	(444,774)	
Other postemployment benefits	<u>(56,094)</u>	(525,746)

Internal Service Funds are used by management to charge the costs of the partial self-funding of the County's health and dental plans to individual funds. The change in net position of the Internal Service Funds is reported with governmental activities. (15,983)

**Change in net position of governmental activities (page 19)** \$ 2,321,547

See notes to financial statements.

Jackson County  
Statement of Net Position  
Proprietary Funds

June 30, 2017

	<u>Internal Service</u>
<b>Current Assets</b>	
Cash and cash equivalents	\$ 117,228
Accrued interest receivable	<u>73</u>
<b>Total assets</b>	117,301
<b>Current Liabilities</b>	
None	<u>-</u>
<b>Net Position</b>	
Unrestricted	<u><u>\$ 117,301</u></u>

See notes to financial statements.

Jackson County  
Statement of Revenues, Expenses and  
Changes in Fund Net Position  
Proprietary Funds

Year ended June 30, 2017

		<u>Internal Service</u>
Operating revenues:		
Reimbursements from operating funds		\$ 145,829
Reimbursements from employees		<u>7,970</u>
Total operating revenues		153,799
Operating expenses:		
Medical claims	\$ 107,781	
Insurance premiums	51,545	
Administrative fees	<u>10,848</u>	<u>170,174</u>
Operating loss		(16,375)
Non-operating revenues:		
Interest income		<u>392</u>
Net loss		(15,983)
Net position beginning of year		<u>133,284</u>
Net position end of year		<u>\$ 117,301</u>

See notes to financial statements.

Jackson County  
 Statement of Cash Flows  
 Proprietary Funds  
 Year ended June 30, 2017

	<u>Internal Service</u>
Cash flows from operating activities:	
Cash received from operating funds and employees	\$ 153,799
Cash paid to suppliers for medical claims, administrative fees and insurance premiums	<u>(170,174)</u>
Net cash used by operating activities	(16,375)
Cash flows from investing activities:	
Interest on investments	<u>325</u>
Net decrease in cash and cash equivalents	(16,050)
Cash and cash equivalents beginning of year	<u>133,278</u>
Cash and cash equivalents end of year	<u>\$ 117,228</u>
<b>Reconciliation of operating loss to net cash used by operating activities:</b>	
Operating loss and net cash used by operating activities	<u>\$ (16,375)</u>

See notes to financial statements.

Jackson County  
Statement of Fiduciary Assets and Liabilities  
Agency Funds

June 30, 2017

**Assets**

Cash, cash equivalents and pooled investments:	
County Treasurer	\$ 2,043,917
Other County officials	13,855
Receivables:	
Property tax:	
Delinquent	13,839
Succeeding year	19,590,762
Accounts	16,537
Accrued interest	31
Special assessments:	
Delinquent	1,914
Succeeding year	3,418
Due from other governments	<u>62,774</u>
<b>Total assets</b>	<u>21,747,047</u>

**Liabilities**

Liabilities:	
Accounts payable	4,193
Salaries and benefits payable	12,149
Due to other governments	21,707,255
Trusts payable	13,855
Compensated absences	<u>9,595</u>
<b>Total liabilities</b>	<u>21,747,047</u>

<b>Net position</b>	<u><u>\$ -</u></u>
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See notes to financial statements.



Jackson County

Notes to Financial Statements

June 30, 2017

**(1) Summary of Significant Accounting Policies**

Jackson County is a political subdivision of the State of Iowa and operates under the Home Rule provisions of the Constitution of Iowa. The County operates under the Board of Supervisors form of government. Elections are on a partisan basis. Other elected officials operate independently with the Board of Supervisors. These officials are the Auditor, Treasurer, Recorder, Sheriff and Attorney. The County provides numerous services to citizens, including law enforcement, health and social services, parks and cultural activities, planning and zoning, roadway construction and maintenance and general administrative services.

The County's financial statements are prepared in conformity with U.S. generally accepted accounting principles as prescribed by the Governmental Accounting Standards Board.

A. Reporting Entity

For financial reporting purposes, Jackson County has included all funds, organizations, agencies, boards, commissions and authorities. The County has also considered all potential component units for which it is financially accountable and other organizations for which the nature and significance of their relationship with the County are such that exclusion would cause the County's financial statements to be misleading or incomplete. The Governmental Accounting Standards Board has set forth criteria to be considered in determining financial accountability. These criteria include appointing a voting majority of an organization's governing body and (1) the ability of the County to impose its will on that organization or (2) the potential for the organization to provide specific benefits to or impose specific financial burdens on the County.

These financial statements present Jackson County (the primary government) and its component units. The component units discussed below are included in the County's reporting entity because of the significance of their operational or financial relationships with the County.

Blended Component Units – The following component units are entities which are legally separate from the County but are so intertwined with the County they are, in substance, the same as the County. They are reported as part of the County and blended into the appropriate funds.

Green Island drainage districts have been established pursuant to Chapter 468 of the Code of Iowa for the drainage of surface waters from agricultural and other lands or the protection of such lands from overflow. Although these districts are legally separate from the County, they are controlled, managed and supervised by the Jackson County Board of Supervisors. The drainage districts are reported as a Special Revenue Fund. Financial information of the individual drainage districts can be obtained from the Jackson County Auditor's Office.

The Friends of Jackson County Conservation has been incorporated under Chapter 504A of the Code of Iowa to receive donations for the benefit of the Jackson County Conservation Board. These donations are to be used to purchase items not included in the County's budget. The financial transactions of the Friends are reported as a Special Revenue Fund.

Jointly Governed Organizations – The County also participates in several jointly governed organizations that provide goods or services to the citizenry of the County but do not meet the criteria of a joint venture since there is no ongoing financial interest or responsibility by the participating governments. The County Board of Supervisors is members of or appoints representatives to the following boards and commissions: Jackson County Assessor's Conference Board, Jackson County Emergency Management Commission, Waste Authority of Jackson County, Jackson County Economic Development Commission, East Central Intergovernmental Association, Jackson County Public Safety Commission and Jackson County Joint E-911 Service Board. Financial transactions of these organizations are included in the County's financial statements only to the extent of the County's fiduciary relationship with the organization and, as such, are reported in the Agency Funds of the County.

B. Basis of Presentation

Government-wide Financial Statements – The Statement of Net Position and the Statement of Activities report information on all of the nonfiduciary activities of the County and its component units. For the most part, the effect of interfund activity has been removed from these statements. Governmental activities are supported by property tax, intergovernmental revenues and other nonexchange transactions.

The Statement of Net Position presents the County's nonfiduciary assets, deferred outflows of resources, liabilities and deferred inflows of resources, with the difference reported as net position. Net position is reported in the following categories.

Net investment in capital assets consists of capital assets net of accumulated depreciation.

Restricted net position results when constraints placed on net position use are either externally imposed or are imposed by law through constitutional provisions or enabling legislation. Enabling legislation did not result in any restricted net position.

Unrestricted net position consists of net position not meeting the definition of the preceding categories. Unrestricted net position is often subject to constraints imposed by management which can be removed or modified.

The Statement of Activities demonstrates the degree to which the direct expenses of a given function are offset by program revenues. Direct expenses are those clearly identifiable with a specific function. Program revenues include 1) charges to customers or applicants who purchase, use or directly benefit from goods, services or privileges provided by a given function and 2) grants, contributions and interest restricted to meeting the operational or capital requirements of a particular function. Property tax and other items not properly included among program revenues are reported instead as general revenues.

Fund Financial Statements – Separate financial statements are provided for governmental funds, proprietary funds and fiduciary funds, even though the latter are excluded from the government-wide financial statements. Major individual governmental funds are reported as separate columns in the fund financial statements. All remaining governmental and proprietary funds are aggregated and reported as nonmajor governmental and proprietary funds.

The County reports the following major governmental funds:

The General Fund is the general operating fund of the County. All general tax revenues and other revenues not allocated by law or contractual agreement to some other fund are accounted for in this fund. From the fund are paid the general operating expenditures, the fixed charges and the capital improvement costs not paid from other funds.

Special Revenue:

The Mental Health Fund is used to account for property tax and other revenues to be used to fund mental health, intellectual disabilities and developmental disabilities services.

The Rural Services Fund is used to account for property tax and other revenues to provide services which are primarily intended to benefit those persons residing in the county outside of incorporated city areas.

The Secondary Roads Fund is used to account for the road use tax allocation from the State of Iowa, required transfers from the General Fund and the Special Revenue, Rural Services Fund and other revenues to be used for secondary roads construction and maintenance. In addition, the portion of local option sales tax to be used for secondary roads construction projects is deposited directly to the Secondary Roads Fund.

The Jackson County Revolving Loan Fund is used to account for loans made to local businesses to provide for economic development in the County and subsequent repayments.

Additionally, the County reports the following funds:

Proprietary Funds – Internal Service Funds are utilized to account for the financing of goods or services purchased by one department of the County and provided to other departments or agencies on a cost reimbursement basis.

Fiduciary Funds - Agency Funds are used to account for assets held by the County as an agent for individuals, private organizations, certain jointly governed organizations, other governmental units and/or other funds.

#### C. Measurement Focus and Basis of Accounting

The government-wide, proprietary fund and fiduciary fund financial statements are reported using the economic resources measurement focus and the accrual basis of accounting. Revenues are recorded when earned and expenses are recorded when a liability is incurred, regardless of the timing of related cash flows. Property tax is recognized as revenue in the year for which it is levied. Grants and similar items are recognized as revenue as soon as all eligibility requirements imposed by the provider have been satisfied.

Governmental fund financial statements are reported using the current financial resources measurement focus and the modified accrual basis of accounting. Revenues are recognized as soon as they are both measurable and available. Revenues are considered to be available when they are collectible within the current year or soon enough thereafter to pay liabilities of the current year. For this purpose, the County considers revenues to be available if they are collected within 60 days after year end.

Property tax, intergovernmental revenues (shared revenues, grants and reimbursements from other governments) and interest are considered to be susceptible to accrual. All other revenue items are considered to be measurable and available only when cash is received by the County.

Expenditures generally are recorded when a liability is incurred, as under accrual accounting. However, principal and interest on long-term debt, claims and judgments and compensated absences are recorded as expenditures only when payment is due. Capital asset acquisitions are reported as expenditures in governmental funds. Proceeds of general long-term debt and acquisitions under capital leases are reported as other financing sources.

Under the terms of grant agreements, the County funds certain programs by a combination of specific cost-reimbursement grants, categorical block grants and general revenues. Thus, when program expenses are incurred, there are both restricted and unrestricted net position available to finance the program. It is the County's policy to first apply cost-reimbursement grant resources to such programs, followed by categorical block grants and then by general revenues.

When an expenditure is incurred in governmental funds which can be paid using either restricted or unrestricted resources, the County's policy is to pay the expenditure from restricted fund balance and then from less-restrictive classifications – assigned and then unassigned fund balances.

Proprietary funds distinguish operating revenues and expenses from non-operating items. Operating revenues and expenses generally result from providing services and producing and delivering goods in connection with a proprietary fund's principal ongoing operations. The principal operating revenue of the County's Internal Service Funds is charges to customers for sales and services. Operating expenses for Internal Service Funds include the cost of services and administrative expenses. All revenues and expenses not meeting this definition are reported as non-operating revenues and expenses.

The County maintains its financial records on the cash basis. The financial statements of the County are prepared by making memorandum adjusting entries to the cash basis financial records.

D. Assets, Deferred Outflows of Resources, Liabilities, Deferred Inflows of Resources and Fund Equity

The following accounting policies are followed in preparing the financial statements:

Cash, Cash Equivalents and Pooled Investments – The cash balances of most County funds are pooled and invested. Interest earned on investments is recorded in the General Fund unless otherwise provided by law. Investments are stated at fair value except for the investment in the Iowa Public Agency Investment Trust which is valued at amortized cost and non-negotiable certificates of deposit which are stated at amortized cost.

For purposes of the Statement of Cash Flows, all short-term cash investments that are highly liquid are considered to be cash equivalents. Cash equivalents are readily convertible to known amounts of cash and, at the day of purchase, have a maturity date no longer than three months.

Property Tax Receivable – Property tax in governmental funds is accounted for using the modified accrual basis of accounting.

Property tax receivable is recognized in these funds on the levy or lien date, which is the date the tax asking is certified by the County Board of Supervisors. Delinquent property tax receivable represents unpaid taxes for the current and prior years. The succeeding year property tax receivable represents taxes certified by the Board of Supervisors to be collected in the next fiscal year for the purposes set out in the budget for the next fiscal year. By statute, the Board of Supervisors is required to certify its budget in March of each year for the subsequent fiscal year. However, by statute, the tax asking and budget certification for the following fiscal year becomes effective on the first day of that year. Although the succeeding year property tax receivable has been recorded, the related revenue is deferred in both the government-wide and fund financial statements and will not be recognized as revenue until the year for which it is levied.

Property tax revenue recognized in these funds become due and collectible in September and March of the fiscal year with a 1½% per month penalty for delinquent payments; is based on January 1, 2015 assessed property valuations; is for the tax accrual period July 1, 2016 through June 30, 2017 and reflects the tax asking contained in the budget certified by the County Board of Supervisors in March 2016.

Interest and Penalty on Property Tax Receivable – Interest and penalty on property tax receivable represents the amount of interest and penalty that was due and payable but has not been collected.

Special Assessments Receivable – Special assessments receivable represent the amounts due from individuals for work done which benefits their property. These assessments are payable by individuals in no more than 15 annual installments. Each annual installment with interest on the unpaid balance is due on September 30 and is subject to the same interest and penalties as other taxes. Special assessments receivable represent assessments which have been made but have not been collected.

Due from and Due to Other Funds – During the course of its operations, the County has numerous transactions between funds. To the extent certain transactions between funds had not been paid or received as of June 30, 2017, balances of interfund amounts receivable or payable have been recorded in the fund financial statements.

Advances to/from Other Funds – Non-current portions of long-term interfund loans receivable are reported as advances. The advances do not constitute available financial resources and, therefore, are not available to liquidate current obligations.

Due from Other Governments – Due from other governments represents amounts due from the State of Iowa, various shared revenues, grants and reimbursements from other governments.

Inventories – Inventories are valued at cost using the first-in, first-out method. Inventories consist of expendable supplies held for consumption. Inventories of governmental funds are recorded as expenditures when consumed rather than when purchased.

Capital Assets – Capital assets, which include property, equipment and vehicles, intangibles and infrastructure assets acquired after July 1, 1980 (e.g., roads, bridges, curbs, gutters, sidewalks and similar items which are immovable and of value only to the County), are reported in the governmental activities column in the government-wide Statement of Net Position. Capital assets are recorded at historical cost if purchased or constructed. Donated capital assets are recorded at acquisition value. Acquisition value is the price that would have been paid to acquire a capital asset with equivalent service potential. The costs of normal maintenance and repair that do not add to the value of the asset or materially extend asset lives are not capitalized. Reportable capital assets are defined by the County as assets with initial, individual costs in excess of the following thresholds and estimated useful lives in excess of two years.

Asset Class	Amount
Infrastructure	\$ 65,000
Land, buildings and improvements	25,000
Intangibles	25,000
Equipment and vehicles	5,000

Capital assets of the County are depreciated using the straight line method over the following estimated useful lives:

Asset Class	Estimated Useful lives (In Years)
Buildings and improvements	15 - 50
Infrastructure	10 - 65
Intangibles	5 - 20
Equipment	3 - 20
Vehicles	5 - 15

Deferred Outflows of Resources – Deferred outflows of resources represent a consumption of net position applicable to a future year(s) which will not be recognized as an outflow of resources (expense/expenditure) until then. Deferred outflows of resources consist of unrecognized items not yet charged to pension expense and contributions from the County’s reporting period and the unamortized portion of the net difference between projected and actual earnings on pension plan investments.

Due to Other Governments – Due to other governments represents taxes and other revenues collected by the County and payments for services which will be remitted to other governments.

Trusts Payable – Trusts payable represents amounts due to others which are held by various County officials in fiduciary capacities until the underlying legal matters are resolved.

Compensated Absences – County employees accumulate a limited amount of earned but unused vacation, compensatory time and sick leave hours for subsequent use or for payment upon termination, death or retirement. No payment for unused sick leave shall be made upon the termination of employment with the County. Full-time employees who do not utilize sick leave during a three-month span are entitled to an additional one-half day of floating personal time to be credited at the end of each calendar quarter.

Floating time is credited to the employee's accumulated vacation. A liability is recorded when incurred in the government-wide, proprietary fund and fiduciary fund financial statements. A liability for these amounts is reported in the governmental fund financial statements only for employees who have resigned or retired. The compensated absences liability has been computed based on rates of pay in effect at June 30, 2016. The compensated absences liability attributable to the governmental activities will be paid primarily by the General Fund and the Special Revenue, Mental Health, Rural Services and Secondary Roads Funds.

Long-Term Liabilities – In the government-wide and proprietary fund financial statements, long-term debt and other long-term obligations are reported as liabilities in the applicable governmental activities or proprietary fund Statement of Net Position.

In the governmental fund financial statements, the face amount of debt issued is reported as other financing sources. Issuance costs, whether or not withheld from the actual debt proceeds received, are reported as debt service expenditures.

Pensions – For purposes of measuring the net pension liability, deferred outflows of resources and deferred inflows of resources related to pensions and pension expense, information about the fiduciary net position of the Iowa Public Employees' Retirement System (IPERS) and additions to/deductions from IPERS' fiduciary net position have been determined on the same basis as they are reported by IPERS. For this purpose, benefit payments, including refunds of employee contributions, are recognized when due and payable in accordance with the benefit terms. Investments are reported at fair value.

Deferred Inflows of Resources – Deferred inflows of resources represents an acquisition of net position applicable to a future year(s) which will not be recognized as an inflow of resources (revenue) until that time. Although certain revenues are measurable, they are not available. Available means collected within the current year or expected to be collected soon enough thereafter to be used to pay liabilities of the current year. Deferred inflows of resources in the governmental fund financial statements represent the amount of assets that have been recognized, but the related revenue has not been recognized since the assets are not collected within the current year or expected to be collected soon enough thereafter to be used to pay liabilities of the current year. Deferred inflows of resources consist of property tax receivable and other receivables not collected within sixty days after year end.

Deferred inflows of resources in the Statement of Net Position consist of succeeding year property tax receivable that will not be recognized until the year for which it is levied and the unrecognized items not yet credited to pension expense.

Fund Equity – In the governmental fund financial statements, fund balances are classified as follows:

Nonspendable – Amounts which cannot be spent because they are in a nonspendable form or because they are legally or contractually required to be maintained intact.

Restricted – Amounts restricted to specific purposes when constraints placed on the use of the resources are either externally imposed by creditors, grantors or state or federal laws or are imposed by law through constitutional provisions or enabling legislation.

Assigned – Amounts the Board of Supervisors intend to use for specific purposes.

Unassigned – All amounts not included in the preceding classifications.

Net Position – The net position of the Internal Service Funds is designated for anticipated future catastrophic losses of the County.

E. Budgets and Budgetary Accounting

The budgetary comparison and related disclosures are reported as Required Supplementary Information. During the year ended June 30, 2017, disbursements did not exceed the amounts budgeted.

**(2) Cash, Cash Equivalents and Pooled Investments**

The County's deposits in banks at June 30, 2017 were entirely covered by federal depository insurance or by the State Sinking Fund in accordance with Chapter 12C of the Code of Iowa. This chapter provides for additional assessments against the depositories to ensure there will be no loss of public funds.

The County is authorized by statute to invest public funds in obligations of the United States government, its agencies and instrumentalities; certificates of deposit or other evidences of deposit at federally insured depository institutions approved by the Board of Supervisors; prime eligible bankers acceptances; certain high rated commercial paper; perfected repurchase agreements; certain registered open-end management investment companies; certain joint investment trusts; and warrants or improvement certificates of a drainage district.

In addition, the County had investments in the Iowa Public Agency Investment Trust which are valued at an amortized cost of \$6,733,124 pursuant to Rule 2a-7 under the Investment Company Act of 1940. There were no limitations or restrictions on withdrawals for the IPAIT investments. The investment in the Iowa Public Agency Investment Trust is unrated.

**(3) Due From and Due to Other Funds and Advances To and From Other Funds**

The detail of interfund receivables and payables at June 30, 2017 is as follows:

Due From and Due To Other Funds

<u>Receivable Fund</u>	<u>Payable Fund</u>	<u>Amount</u>
General	Special Revenue: Local Health	\$ 32
Special Revenue: Secondary Roads	General Special Revenue: Local Health	2,623 79
Total		<u>\$ 2,734</u>

These balances result from the time lag between the dates interfund goods and services are provided or reimbursable expenditures occur, transactions are recorded in the accounting system and payments between funds are made.



Advances To and From Other Funds

Receivable Fund	Payable Fund	Amount
Special Revenue:		
Jackson County Revolving Loan	General	\$ 152,884
	Capital Projects	20,000
Total		<u>\$ 172,884</u>

These balances result from loans between funds which have not been repaid.

**(4) Interfund Transfers**

The detail of interfund transfers for the year ended June 30, 2017 is as follows:

Transfer to	Transfer from	Amount
General	Special Revenue: Rural Services	\$ 45,750
Special Revenue: Rural Services	Special Revenue: Secondary Roads	950,000
Local Health	General	63,000
Capital Projects	General	25,000
Total		<u>\$ 1,083,750</u>

Transfers generally move resources from the fund statutorily required to collect the resources to the fund statutorily required to expend the resources.

**(5) Jackson County Revolving Loan Fund**

The purpose of the loan fund is to promote economic development in Jackson County. During the year ended June 30, 1983, the County received a Community Development Block Grant from the State for \$1,000,000 which was subsequently loaned to businesses in the County.

Upon receipt of loan payments from the businesses, the funds remain in the Jackson County Revolving Loan Fund for subsequent loans to other businesses. If the program is dissolved, all monies and interest earned will revert to the County. During the year ended June 30, 2017, the County made one new loan totaling \$222,300.

Outstanding loans receivable of the Jackson County Revolving Loan Fund at June 30, 2017 are as follows:

Loaned to	Date of Loan	Loan Amount	Interest Rate	Term of Loan	Balance June 30, 2017
T M Woodworks	April 6, 2004	\$ 255,000	4.0%	15 years	\$ 41,668
Precision Metal Works	December 31, 2016	184,035	3.5	3 years	84,329
Sprague Small Engine Service	September 11, 2015	171,195	2.0	5 years	153,763
Martin Enterprises	November 18, 2015	160,000	2.0	5 years	149,202
Seven Hills Paving	November 21, 2016	222,300	2.0	5 years	222,300
Total					<u>\$ 651,262</u>

The County advanced \$120,000 during fiscal year 2014 to the Jackson County Conservation Board to assist in financing the Martin Property project. The advance is being repaid by the Capital Projects Fund. The balance outstanding at June 30, 2017 was \$20,000. In addition, the County advanced \$300,000 to the General Fund to assist in the financing of wastewater treatment facility improvements at the Jackson County Care Facility. The advance is being repaid by the General Fund. The balance outstanding at June 30, 2017 was \$152,884.

## (6) Capital Assets

Capital assets activity for the year ended June 30, 2017 was as follows:

	Balance Beginning of Year	Increases	Decreases	Balance End of Year
<b>Governmental activities:</b>				
Capital assets not being depreciated:				
Land	\$ 2,947,088	492,367	-	3,439,455
Intangibles, road network	1,835,701	-	-	1,835,701
Construction in progress, road network	674,114	2,252,119	2,421,408	504,825
Construction in progress	10,743	99,716	10,743	99,716
Total capital assets not being depreciated	<u>5,467,646</u>	<u>2,844,202</u>	<u>2,432,151</u>	<u>5,879,697</u>
Capital assets being depreciated:				
Buildings	3,690,762	-	-	3,690,762
Improvements other than buildings	142,019	10,743	-	152,762
Equipment and vehicles	8,975,119	806,428	1,004,652	8,776,895
Infrastructure, road network	48,564,515	2,421,408	-	50,985,923
Infrastructure, other	1,203,844	-	-	1,203,844
Total capital assets being depreciated	<u>62,576,259</u>	<u>3,238,579</u>	<u>1,004,652</u>	<u>64,810,186</u>
Less accumulated depreciation for:				
Buildings	2,100,914	56,133	-	2,157,047
Improvements other than buildings	54,722	6,438	-	61,160
Equipment and vehicles	5,804,894	674,464	981,443	5,497,915
Infrastructure, road network	17,840,834	904,785	-	18,745,619
Infrastructure, other	235,746	56,484	-	292,230
Total accumulated depreciation	<u>26,037,110</u>	<u>1,698,304</u>	<u>981,443</u>	<u>26,753,971</u>
Total capital assets being depreciated, net	<u>36,539,149</u>	<u>1,540,275</u>	<u>23,209</u>	<u>38,056,215</u>
Governmental activities capital assets, net	<u>\$ 42,006,795</u>	<u>4,384,477</u>	<u>2,455,360</u>	<u>43,935,912</u>

Depreciation expense was charged to the following functions:

Governmental activities:	
Public safety and legal services	\$ 54,921
Physical health and social services	13,019
County environment and education	101,257
Roads and transportation	1,456,402
Governmental services to residents	450
Administration	<u>72,255</u>
Total depreciation expense - governmental activities	<u>\$ 1,698,304</u>

**(7) Due to Other Governments**

The County purchases services from other governmental units and also acts as a fee and tax collection agent for various governmental units. Tax collections are remitted to those governments in the month following collection. A summary of amounts due to other governments at June 30, 2017 is as follows:

Fund	Description	Amount
General	Services	<u>\$ 6,550</u>
Special Revenue:		
Mental Health	Services	1,554
Secondary Roads	Services	225
Local Health	Services	<u>2,454</u>
		<u>4,233</u>
Total for governmental funds		<u>\$ 10,783</u>
Agency:		
County Assessor	Collections	\$ 954,134
Schools		11,881,978
Community Colleges		984,160
Corporations		4,950,275
Townships		303,078
County Hospital		965,606
E-911 Services		555,253
All other		<u>1,112,771</u>
Total for agency funds		<u>\$ 21,707,255</u>

**(8) Long-Term Liabilities**

A summary of changes in long-term liabilities for the year ended June 30, 2017 is as follows:

	Compensated Absences	Net Pension Liability	Net OPEB Liability	Total
Balance beginning of year	\$ 267,906	2,638,620	510,807	3,417,333
Increases	330,467	846,686	110,582	1,287,735
Decreases	<u>305,589</u>	-	54,488	<u>360,077</u>
Balance end of year	<u>\$ 292,784</u>	<u>3,485,306</u>	<u>566,901</u>	<u>4,344,991</u>
Due within one year	<u>\$ 223,025</u>	-	-	<u>223,025</u>

## **(9) Pension Plan**

Plan Description – IPERS membership is mandatory for employees of the County, except for those covered by another retirement system. Employees of the County are provided with pensions through a cost-sharing multiple employer defined benefit pension plan administered by the Iowa Public Employees' Retirement System (IPERS). IPERS issues a stand-alone financial report which is available to the public by mail at 7401 Register Drive, PO Box 9117, Des Moines, Iowa 50306-9117 or at [www.ipers.org](http://www.ipers.org).

IPERS benefits are established under Iowa Code Chapter 97B and the administrative rules thereunder. Chapter 97B and the administrative rules are the official plan documents. The following brief description is provided for general informational purposes only. Refer to the plan documents for more information.

Pension Benefits – A Regular member may retire at normal retirement age and receive monthly benefits without an early-retirement reduction. Normal retirement age is age 65, any time after reaching age 62 with 20 or more years of covered employment or when the member's years of service plus the member's age at the last birthday equals or exceeds 88, whichever comes first. (These qualifications must be met on the member's first month of entitlement to benefits.) Members cannot begin receiving retirement benefits before age 55. The formula used to calculate a Regular member's monthly IPERS benefit includes:

- A multiplier based on years of service.
- The member's highest five-year average salary, except members with service before June 30, 2012, will use the highest three-year average salary as of that date if it is greater than the highest five-year average salary.

Sheriffs, deputies and protection occupation members may retire at normal retirement age, which is generally at age 55. Sheriffs, deputies and protection occupation members may retire any time after reaching age 50 with 22 or more years of covered employment.

The formula used to calculate a sheriff and deputy and protection occupation member's monthly IPERS benefit includes:

- 60% of average salary after completion of 22 years of service, plus an additional 1.5% of average salary for more than 22 years of service but not more than 30 years of service.
- The member's highest three-year average salary.

If a member retires before normal retirement age, the member's monthly retirement benefit will be permanently reduced by an early-retirement reduction. The early-retirement reduction is calculated differently for service earned before and after July 1, 2012. For service earned before July 1, 2012, the reduction is 0.25% for each month the member receives benefits before the member's earliest normal retirement age. For service earned on or after July 1, 2012, the reduction is 0.50% for each month the member receives benefits before age 65.

Generally, once a member selects a benefit option, a monthly benefit is calculated and remains the same for the rest of the member's lifetime. However, to combat the effects of inflation, retirees who began receiving benefits prior to July 1990 receive a guaranteed dividend with their regular November benefit payments.

Disability and Death Benefits – A vested member who is awarded federal Social Security disability or Railroad Retirement disability benefits is eligible to claim IPERS benefits regardless of age. Disability benefits are not reduced for early retirement. If a member dies before retirement, the member’s beneficiary will receive a lifetime annuity or a lump-sum payment equal to the present actuarial value of the member’s accrued benefit or calculated with a set formula, whichever is greater. When a member dies after retirement, death benefits depend on the benefit option the member selected at retirement.

Contributions – Contribution rates are established by IPERS following the annual actuarial valuation which applies IPERS’ Contribution Rate Funding Policy and Actuarial Amortization Method. State statute limits the amount rates can increase or decrease each year to 1%. IPERS Contribution Rate Funding Policy requires the actuarial contribution rate be determined using the “entry age normal” actuarial cost method and the actuarial assumptions and methods approved by the IPERS Investment Board. The actuarial contribution rate covers normal cost plus the unfunded actuarial liability payment based on a 30-year amortization period. The payment to amortize the unfunded actuarial liability is determined as a level percentage of payroll based on the Actuarial Amortization Method adopted by the Investment Board.

In fiscal year 2017, pursuant to the required rate, Regular members contributed 5.95% of covered payroll and the County contributed 8.93% for a total rate of 14.88%. The Sheriff, deputies and the County each contributed 9.63% of covered payroll for a total rate of 19.26%. Protection occupation members contributed 6.56% of covered payroll and the County contributed 9.84% for a total rate of 16.40%.

The County’s contributions to IPERS for the year ended June 30, 2017 were \$448,850.

Net Pension Liability, Pension Expense, Deferred Outflows of Resources and Deferred Inflows of Resources Related to Pensions – At June 30, 2017, the County reported a liability of \$3,485,306 for its proportionate share of the net pension liability. The net pension liability was measured as of June 30, 2016 and the total pension liability used to calculate the net pension liability was determined by an actuarial valuation as of that date. The County’s proportion of the net pension liability was based on the County’s share of contributions to IPERS relative to the contributions of all IPERS participating employers. At June 30, 2016, the County’s proportion was 0.055381%, which was an increase of 0.001973% from its proportion measured as of June 30, 2015.

For the year ended June 30, 2017, the County recognized pension expense of \$444,774. At June 30, 2017, the County reported deferred outflows of resources and deferred inflows of resources related to pensions from the following sources:

	Deferred Outflows of Resources	Deferred Inflows of Resources
Differences between expected and actual experience	\$ 28,693	71,216
Changes of assumptions	49,532	14,339
Net difference between projected and actual earnings on IPERS' investments	633,828	-
Changes in proportion and differences between County contributions and the County's share of contributions proportionate	22,967	63,417
County contributions subsequent to the measurement date	448,850	-
Total	\$ 1,183,870	148,972

\$448,850 reported as deferred outflows of resources related to pensions resulting from County contributions subsequent to the measurement date will be recognized as a reduction of the net pension liability in the year ending June 30, 2018. Other amounts reported as deferred outflows of resources and deferred inflows of resources related to pensions will be recognized in pension expense as follows:

Year ending June 30,	Amount
2018	54,502
2019	54,502
2020	307,305
2021	175,412
2022	<u>(5,673)</u>
Total	<u>\$ 586,048</u>

There were no non-employer contributing entities to IPERS.

Actuarial Assumptions – The total pension liability in the June 30, 2016 actuarial valuation was determined using the following actuarial assumptions applied to all periods included in the measurement:

Rate of inflation (effective June 30, 2014)	3.00% per annum.
Rates of salary increase (effective June 30, 2010)	4.00 to 17.00% average, including inflation. Rates vary by membership group.
Long-term investment rate of return (effective June 30, 1996)	7.50% compounded annually, net of investment expense, including inflation.
Wage growth (effective June 30, 1990)	4.00% per annum, based on 3.00% inflation and 1.00% real wage inflation.

The actuarial assumptions used in the June 30, 2016 valuation were based on the results of actuarial experience studies with dates corresponding to those listed above.

Mortality rates were based on the RP-2000 Mortality Table for Males or Females, as appropriate, with adjustments for mortality improvements based on Scale AA.

The long-term expected rate of return on IPERS' investments was determined using a building-block method in which best-estimate ranges of expected future real rates (expected returns, net of investment expense and inflation) 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 real rates of return by the target asset allocation percentage and by adding expected inflation. The target allocation and best estimates of arithmetic real rates of return for each major asset class are summarized in the following table:

Asset Class	Asset Allocation	Long-Term Expected Real Rate of Return
Core plus fixed income	28%	1.90%
Domestic equity	24	5.85
International equity	16	6.32
Private equity/debt	11	10.31
Real estate	8	3.87
Credit opportunities	5	4.48
U.S. TIPS	5	1.36
Other real assets	2	6.42
Cash	<u>1</u>	(0.26)
Total	<u>100%</u>	

Discount Rate – The discount rate used to measure the total pension liability was 7.50%. The projection of cash flows used to determine the discount rate assumed employee contributions will be made at the contractually required rate and contributions from the County will be made at contractually required rates, actuarially determined. Based on those assumptions, IPERS’ fiduciary net position was projected to be available to make all projected future benefit payments to current active and inactive employees. Therefore, the long-term expected rate of return on IPERS’ 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 presents the County’s proportionate share of the net pension liability calculated using the discount rate of 7.50%, as well as what the County’s proportionate share of the net pension liability would be if it were calculated using a discount rate 1% lower (6.50%) or 1% higher (8.50%) than the current rate.

	1% Decrease (6.50%)	Discount Rate (7.50%)	1% Increase (8.50%)
County's proportionate share of the net pension liability	\$ 6,149,463	3,485,306	1,238,872

IPERS’ Fiduciary Net Position – Detailed information about IPERS’ fiduciary net position is available in the separately issued IPERS financial report which is available on IPERS’ website at [www.ipers.org](http://www.ipers.org).

Payables to IPERS – At June 30, 2017, the County reported payables to IPERS of \$17,622 for legally required County contributions and \$13,400 for legally required employee contributions which had been withheld from employee wages but not yet remitted to IPERS.

**(10) Other Postemployment Benefits (OPEB)**

Plan Description – The County operates a single-employer health benefit plan which provides medical/prescription drug benefits for employees, retirees and their spouses. There are 90 active and 5 retired members in the plan. Retired participants must be age 55 or older at retirement with the exception of special service participants who must be age 50 with 22 years of service.

The medical/prescription drug benefits are provided through a partially self-funded medical plan administered by EBS, Inc. Retirees under age 65 pay the same premium for the medical/prescription drug benefits as active employees, which results in an implicit rate subsidy and an OPEB liability.

Additionally, the County offers an explicit rate subsidy for retirees where the County will reimburse 80% of the cost of health insurance for five years or until the retiree turns 65 years of age, up to a maximum pay-out of \$5,000 per year.

Funding Policy – The contribution requirements of plan members are established and may be amended by the County. The County currently finances the retiree benefit plan on a pay-as-you-go basis.

Annual OPEB Cost and Net OPEB Obligation – The County’s annual OPEB cost is calculated based on the annual required contribution (ARC) of the County, an amount actuarially determined in accordance with GASB Statement No. 45. The ARC represents a level of funding which, if paid on an ongoing basis, is projected to cover normal cost each year and amortize any unfunded actuarial liabilities over a period not to exceed 30 years.

The following table shows the components of the County’s annual OPEB cost for the year ended June 30, 2017, the amount actually contributed to the plan and changes in the County’s net OPEB obligation:

Annual required contribution	\$ 110,450
Interest on net OPEB obligation	20,432
Adjustment to annual required contribution	<u>(20,300)</u>
Annual OPEB cost	110,582
Contributions made	<u>(54,488)</u>
Increase in net OPEB obligation	56,094
Net OPEB obligation beginning of year	<u>510,807</u>
Net OPEB obligation end of year	<u>\$ 566,901</u>

For calculation of the net OPEB obligation, the actuary has set the transition day as July 1, 2009. The end of year net OPEB obligation was calculated by the actuary as the cumulative difference between the actuarially determined funding requirements and the actual contributions for the year ended June 30, 2017.

For the year ended June 30, 2017, the County contributed \$54,488 to the medical plan. Plan members eligible for benefits contributed \$7,261, or 11.8% of the premium costs.

The County’s annual OPEB cost, the percentage of annual OPEB cost contributed to the plan and the net OPEB obligation are summarized as follows:

Year Ended June 30,	Annual OPEB Cost	Percentage of Annual OPEB Cost Contributed	Net OPEB Obligation
2015	\$ 125,720	55.55%	\$ 450,229
2016	110,567	45.21%	510,807
2017	110,582	49.27%	566,901

Funded Status and Funding Progress – As of July 1, 2015, the most recent actuarial valuation date for the period July 1, 2016 through June 30, 2017, the actuarial accrued liability was approximately \$1,169,000, with no actuarial value of assets, resulting in an unfunded actuarial accrued liability (UAAL) of approximately \$1,169,000. The covered payroll (annual payroll of active employees covered by the plan) was approximately \$4,929,000 and the ratio of the UAAL to covered payroll was 23.7%. As of June 30, 2016, there were no trust fund assets.

Actuarial Methods and Assumptions – 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 the health care cost trend. Actuarially determined amounts are subject to continual revision as actual results are compared with past expectations and new estimates are made about the future. The Schedule of Funding Progress for the Retiree Health Plan, presented as Required Supplementary Information in the section following the Notes to Financial Statements, presents multiyear trend information about whether the actuarial value of plan assets is increasing or decreasing over time relative to the actuarial accrued liabilities for benefits.



Projections of benefits for financial reporting purposes are based on the plan as understood by the employer and the plan members and include the types of benefits provided at the time of each valuation and the historical pattern of sharing of benefit costs between the employer and plan members to that point. The actuarial methods and assumptions used include techniques designed to reduce the effects of short-term volatility in actuarial accrued liabilities and the actuarial value of assets, consistent with the long-term perspective of the calculations.

As of the July 1, 2015 actuarial valuation date, the unit credit actuarial cost method was used. The actuarial assumptions include a 4% discount rate based on the County's funding policy. The projected annual medical trend rate is 9.5%. The ultimate medical trend rate is 5%. The medical trend rate is reduced 0.5% each year until reaching the 5% ultimate trend rate.

Mortality rates are from the RP-2015 Total Dataset Mortality Table fully generational using scale MP-2015. Annual retirement and termination probabilities were developed from the retirement probabilities from the IPERS Actuarial Report as of June 30, 2015 and applying the termination factors used in the IPERS Actuarial Report as of June 30, 2015.

Projected claim costs of the medical plan range from \$200 for a single retiree to \$1,682 per month for retirees plus their spouse who are less than age 65. The salary increase rate was assumed to be 3% per year. The UAAL is being amortized as a level percentage of projected payroll expense on an open basis over 30 years.

#### **(11) Risk Management**

The County is a member of the Iowa Communities Assurance Pool, as allowed by Chapter 331.301 of the Code of Iowa. The Iowa Communities Assurance Pool (Pool) is a local government risk-sharing pool whose 753 members include various governmental entities throughout the State of Iowa. The Pool was formed in August 1986 for the purpose of managing and funding third-party liability claims against its members. The Pool provides coverage and protection in the following categories: general liability, automobile liability, automobile physical damage, public official liability, police professional liability, property, inland marine and boiler/machinery. There have been no reductions in insurance coverage from prior years.

Each member's annual casualty contributions to the Pool fund current operations and provide capital. Annual casualty operating contributions are those amounts necessary to fund, on a cash basis, the Pool's general and administrative expenses, claims, claims expenses and reinsurance expenses due and payable in the current year, plus all or any portion of any deficiency in capital. Capital contributions are made during the first six years of membership and are maintained at a level determined by the Board not to exceed 300% of basis rate.

The Pool also provides property coverage. Members who elect such coverage make annual property operating contributions which are necessary to fund, on a cash basis, the Pool's general and administrative expenses, reinsurance premiums, losses and loss expenses for property risks estimated for the fiscal year, plus all or any portion of any deficiency in capital. Any year-end operating surplus is transferred to capital. Deficiencies in operations are offset by transfers from capital and, if insufficient, by the subsequent year's member contributions.

The County's property and casualty contributions to the Pool are recorded as expenditures from its operating funds at the time of payment to the Pool. The County's contributions to the Pool for the year ended June 30, 2017 were \$211,929.

The Pool uses reinsurance and excess risk-sharing agreements to reduce its exposure to large losses. The Pool retains general, automobile, police professional, and public officials' liability risks up to \$500,000 per claim. Claims exceeding \$500,000 are reinsured through reinsurance and excess risk-sharing agreements up to the amount of risk-sharing protection provided by the County's risk-sharing certificate. Property and automobile physical damage risks are retained by the Pool up to \$250,000 each occurrence, each location. Property risks exceeding \$250,000 are reinsured through reinsurance and excess risk-sharing agreements up to the amount of risk-sharing protection provided by the County's risk-sharing certificate.

The Pool's intergovernmental contract with its members provides that in the event a casualty claim, property loss or series of claims or losses exceeds the amount of risk-sharing protection provided by the County's risk-sharing certificate, or in the event a casualty claim, property loss or series of claims or losses exhausts the Pool's funds and any excess risk-sharing recoveries, then payment of such claims or losses shall be the obligation of the respective individual member against whom the claim was made or the loss was incurred.

The County does not report a liability for losses in excess of reinsurance or excess risk-sharing recoveries unless it is deemed probable such losses have occurred and the amount of such loss can be reasonably estimated. Accordingly, at June 30, 2017, no liability has been recorded in the County's financial statements. As of June 30, 2017, settled claims have not exceeded the risk pool or reinsurance coverage since the Pool's inception.

Members agree to continue membership in the Pool for a period of not less than one full year. After such period, a member who has given 60 days prior written notice may withdraw from the Pool. Upon withdrawal, payments for all claims and claim expenses become the sole responsibility of the withdrawing member, regardless of whether a claim was incurred or reported prior to the member's withdrawal. Upon withdrawal, a formula set forth in the Pool's intergovernmental contract with its member is applied to determine the amount (if any) to be refunded to the withdrawing member.

The County also carries commercial insurance purchased from other insurers for coverage associated with workers compensation and employee blanket bond in the amount of \$1,000,000 and \$100,000, respectively. The County assumes liability for any deductibles and claims in excess of coverage limitations. Settled claims resulting from these risks have not exceeded commercial insurance coverage in any of the past three fiscal years.

**(12) Jackson County Employee Partial Self-Funded Health Plan**

The County entered into an administrative services agreement with EBS, Inc. to administer the employee partial self-funded health plan which provides comprehensive hospital and medical coverage for eligible employees and, if elected, their spouses and dependents. The agreement was effective July 1, 2013 and is subject to automatic renewal provisions. Monthly payments of service fees and plan contributions are recorded as expenditures in the operating funds at the time of payment to the Internal Service, Employee Partial Self-Funded Health Plan Fund maintained by the County Treasurer. Under the agreement, reimbursement of eligible deductible and coinsurance expenses to employees are processed by EBS, Inc. with payments from the Internal Service, Employee Partial Self-Funded Health Plan Fund.

**(13) Jackson County Employee Self-Funded Dental Plan**

The County entered into an administrative services agreement with EBS, Inc. to administer the employee self-funded dental plan which provides comprehensive dental coverage for eligible employees and, if elected, their spouses and dependents. The agreement was effective July 1, 2013 and is subject to automatic renewal provisions. Monthly payments of service fees and plan contributions are recorded as expenditures in the operating funds at the time of payment to the Internal Service, Employee Self-Funded Dental Plan Fund maintained by the County Treasurer. Under the agreement, deductible and coinsurance expenses are processed by EBS, Inc. with payments from the Internal Service, Employee Self-Funded Dental Plan Fund.

**(14) Lease Agreements**

On September 11, 2012, the County entered a seven year lease agreement with DAC, Inc. to lease the Jackson County Care Facility. The agreement provides for monthly rental payments to the County as follows: \$2,500 per month for the first six months, \$5,000 per month for the second six months, \$6,000 per month for the second year and \$7,000 per month, thereafter. The County and DAC, Inc. shall hold an annual meeting to review the lease agreement and set the rental fee for the subsequent year.

On March 18, 2014, the County entered into a four year lease agreement with Veach Bros Farms to lease crop land. The agreement requires annual rental payments of \$26,013. After four years, the lease automatically renews on a year-to-year basis at the same terms and conditions.

**(15) Tax Abatements**

Governmental Accounting Standards Board Statement No. 77 defines tax abatements as a reduction in tax revenues that results from an agreement between one or more governments and an individual or entity in which (a) one or more governments promise to forgo tax revenues to which they are otherwise entitled and (b) 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 governments or the citizens of those governments.

**Tax Abatements of Other Entities**

Property tax revenues of the County were reduced by the following amounts for the year ended June 30, 2017 under agreements entered into by the following entities:

<b>Entity</b>	<b>Tax Abatement Program</b>	<b>Amount of Tax Abated</b>
City of Bellevue	Urban renewal and economic development projects	\$ 40,195
City of Maquoketa	Urban renewal and economic development projects	\$ 17,267

**(16) Jackson County Financial Information Included in the Eastern Iowa Mental Health Disability Services Region**

The Eastern Iowa Mental Health Disability Services Region, a jointly governed organization formed pursuant to the provisions of Chapter 28E of the Code of Iowa which became effective July 10, 2014, includes the following member counties: Cedar County, Clinton County, Jackson County, Muscatine County and Scott County. The financial activity of Jackson County's Special Revenue, Mental Health Fund is included in the Eastern Iowa Mental Health Disability Services Region for the year ended June 30, 2017, as follows:

Revenues:		
Property and other county tax		\$ 729,841
Intergovernmental:		
State tax credits	\$ 71,896	
Other	51,957	123,853
Miscellaneous		6,603
Total revenues		<u>860,297</u>
Expenditures:		
Services to persons with:		
Mental illness	196,429	
Intellectual disabilities	121,442	
Other developmental disabilities	4,904	322,775
General administration:		
Direct administration	70,105	
Distribution to regional fiscal agent	554,877	624,982
Total expenditures		<u>947,757</u>
Excess of expenditures over revenues		(87,460)
Fund balance beginning of year		<u>711,662</u>
Fund balance end of year		<u>\$ 624,202</u>

**(17) New Accounting Pronouncement**

The County adopted the tax abatement disclosure guidance set forth in Governmental Accounting Standards Board Statement No. 77, Tax Abatement Disclosures. The Statement sets forth guidance for the disclosure of information about the nature and magnitude of tax abatements which will make these transactions more transparent to financial statement users. Adoption of the guidance did not have an impact on amounts reported in the financial statements. The Notes to Financial Statements include information about tax abatements of other entities which impact the County.

**(18) Prospective Accounting Change**

The Governmental Accounting Standards Board has issued Statement No. 75, Accounting and Financial Reporting for Postemployment Benefits Other Than Pensions. This statement will be implemented for the fiscal year ending June 30, 2018. The revised requirements establish new financial reporting requirements for state and local governments which provide their employees with postemployment benefits other than pensions, including additional note disclosures and required supplementary information. In addition, the Statement of Net Position is expected to include a significant liability for the County's other postemployment benefits.

**Required Supplementary Information**

Jackson County

Budgetary Comparison Schedule of  
Receipts, Disbursements and Changes in Balances –  
Budget and Actual (Cash Basis) – All Governmental Funds

Required Supplementary Information

Year ended June 30, 2017

	Actual	Less Funds not Required to be Budgeted	Net
<b>Receipts:</b>			
Property and other county tax	\$ 7,500,326	-	7,500,326
Interest and penalty on property tax	55,133	-	55,133
Intergovernmental	5,253,255	-	5,253,255
Licenses and permits	49,070	-	49,070
Charges for service	612,572	-	612,572
Use of money and property	638,388	417	637,971
Miscellaneous	586,654	230,448	356,206
Total receipts	<u>14,695,398</u>	<u>230,865</u>	<u>14,464,533</u>
<b>Disbursements:</b>			
Public safety and legal services	2,247,107	-	2,247,107
Physical health and social services	257,495	-	257,495
Mental health	1,255,714	-	1,255,714
County environment and education	1,643,906	113,680	1,530,226
Roads and transportation	5,362,842	-	5,362,842
Governmental services to residents	804,228	-	804,228
Administration	1,702,094	-	1,702,094
Capital projects	730,866	-	730,866
Total disbursements	<u>14,004,252</u>	<u>113,680</u>	<u>13,890,572</u>
Excess (deficiency) of receipts over (under) disbursements	691,146	117,185	573,961
Other financing sources, net	<u>9,502</u>	<u>-</u>	<u>9,502</u>
Excess (deficiency) of receipts and other financing sources over (under) disbursements and other financing uses	700,648	117,185	583,463
Balance beginning of year	<u>8,015,551</u>	<u>110,331</u>	<u>7,905,220</u>
Balance end of year	<u>\$ 8,716,199</u>	<u>227,516</u>	<u>8,488,683</u>

See accompanying independent auditor's report.

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Budgeted Amounts		Final to
Original	Final	Net
		Variance
7,538,740	7,538,740	(38,414)
3,800	3,800	51,333
5,510,369	5,425,369	(172,114)
33,860	33,860	15,210
600,199	600,199	12,373
415,882	430,882	207,089
195,008	370,008	(13,802)
<u>14,297,858</u>	<u>14,402,858</u>	<u>61,675</u>
2,345,096	2,342,663	95,556
430,496	312,846	55,351
954,197	1,347,590	91,876
1,438,511	1,881,169	350,943
5,597,911	5,966,211	603,369
877,575	895,896	91,668
1,894,667	1,915,567	213,473
826,067	1,380,077	649,211
<u>14,364,520</u>	<u>16,042,019</u>	<u>2,151,447</u>
(66,662)	(1,639,161)	2,213,122
25	25	9,477
(66,637)	(1,639,136)	2,222,599
<u>5,729,602</u>	<u>8,017,896</u>	<u>(112,676)</u>
<u>5,662,965</u>	<u>6,378,760</u>	<u>2,109,923</u>

**Jackson County**



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Jackson County

Budgetary Comparison Schedule – Budget to GAAP Reconciliation

Required Supplementary Information

Year ended June 30, 2017

	Governmental Funds		
	Cash Basis	Accrual Adjustments	Modified Accrual Basis
Revenues	\$ 14,695,398	(14,710)	14,680,688
Expenditures	14,004,252	160,677	14,164,929
Net	691,146	(175,387)	515,759
Other financing sources, net	9,502	-	9,502
Beginning fund balances	8,015,551	695,494	8,711,045
Ending fund balances	\$ 8,716,199	520,107	9,236,306

See accompanying independent auditor's report.

Jackson County

Notes to Required Supplementary Information – Budgetary Reporting

June 30, 2017

This budgetary comparison is presented as Required Supplementary Information in accordance with Governmental Accounting Standards Board Statement No. 41 for governments with significant budgetary perspective differences resulting from not being able to present budgetary comparisons for the General Fund and each major Special Revenue Fund.

In accordance with the Code of Iowa, the County Board of Supervisors annually adopts a budget on the cash basis following required public notice and hearing for all funds except blended component units, Internal Service Funds and Agency Funds, and appropriates the amount deemed necessary for each of the different County offices and departments. The budget may be amended during the year utilizing similar statutorily prescribed procedures. Encumbrances are not recognized on the cash basis budget and appropriations lapse at year end.

Formal and legal budgetary control is based upon ten major classes of expenditures known as functions, not by fund. These ten functions are: public safety and legal services, physical health and social services, mental health, county environment and education, roads and transportation, governmental services to residents, administration, non-program, debt service and capital projects. Function disbursements required to be budgeted include disbursements for the General Fund, the Special Revenue Funds and the Capital Projects Fund. Although the budget document presents function disbursements by fund, the legal level of control is at the aggregated function level, not by fund. Legal budgetary control is also based upon the appropriation to each office or department. During the year, three budget amendments increased budgeted disbursements by \$1,677,499. The budget amendments are reflected in the final budgeted amounts.

In addition, annual budgets are similarly adopted in accordance with the Code of Iowa by the appropriate governing body as indicated: for the County Extension Office by the County Agricultural Extension Council, for the County Assessor by the County Conference Board, for the E-911 System by the Joint E-911 Service Board and for Emergency Management Services by the County Emergency Management Commission.

During the year ended June 30, 2017, disbursements did not exceed the amounts budgeted.

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Jackson County

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

Iowa Public Employees' Retirement System  
For the Last Three Years\*  
(In Thousands)

Required Supplementary Information

	2017	2016	2015
County's proportion of the net pension liability	0.055381%	0.053408%	0.052120%
County's proportionate share of the net pension liability	\$ 3,485	2,639	2,067
County's covered-employee payroll	\$ 4,681	4,589	4,524
County's proportionate share of the net pension liability as a percentage of its covered-employee payroll	74.45%	57.51%	45.69%
IPERS' net position as a percentage of the total pension liability	81.82%	85.19%	87.61%

\* In accordance with GASB Statement No. 68, the amounts presented for each fiscal year were determined as of June 30 of the preceding fiscal year.

See accompanying independent auditor's report.

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Jackson County

Schedule of County Contributions

Iowa Public Employees' Retirement System  
For the Last Ten Years  
(In Thousands)

Required Supplementary Information

	<u>2017</u>	<u>2016</u>	<u>2015</u>	<u>2014</u>
Statutorily required contribution	\$ 449	427	418	412
Contributions in relation to the statutorily required contribution	<u>(449)</u>	<u>(427)</u>	<u>(418)</u>	<u>(412)</u>
Contribution deficiency (excess)	<u>\$ -</u>	<u>-</u>	<u>-</u>	<u>-</u>
County's covered-employee payroll	\$ 4,929	4,681	4,589	4,524
Contributions as a percentage of covered-employee payroll	9.11%	9.12%	9.11%	9.11%

See accompanying independent auditor's report.

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2013	2012	2011	2010	2009	2008
384	351	300	257	247	224
(384)	(351)	(300)	(257)	(247)	(224)
-	-	-	-	-	-
4,338	4,220	4,099	3,950	3,774	3,582
8.85%	8.32%	7.32%	6.51%	6.54%	6.25%

Jackson County

Notes to Required Supplementary Information – Pension Liability

Year ended June 30, 2017

Changes of benefit terms:

Legislation enacted in 2010 modified benefit terms for Regular members. The definition of final average salary changed from the highest three to the highest five years of covered wages. The vesting requirement changed from four years of service to seven years. The early retirement reduction increased from 3% per year measured from the member's first unreduced retirement age to a 6% reduction for each year of retirement before age 65.

Legislative action in 2008 transferred four groups – emergency medical service providers, county jailers, county attorney investigators, and National Guard installation security officers – from Regular membership to the protection occupation group for future service only.

Changes of assumptions:

The 2014 valuation implemented the following refinements as a result of a quadrennial experience study:

- Decreased the inflation assumption from 3.25% to 3.00%.
- Decreased the assumed rate of interest on member accounts from 4.00% to 3.75% per year.
- Adjusted male mortality rates for retirees in the Regular membership group.
- Reduced retirement rates for sheriffs and deputies between the ages of 55 and 64.
- Moved from an open 30-year amortization period to a closed 30-year amortization period for the UAL (unfunded actuarial liability) beginning June 30, 2014. Each year thereafter, changes in the UAL from plan experience will be amortized on a separate closed 20-year period.

The 2010 valuation implemented the following refinements as a result of a quadrennial experience study:

- Adjusted retiree mortality assumptions.
- Modified retirement rates to reflect fewer retirements.
- Lowered disability rates at most ages.
- Lowered employment termination rates.
- Generally increased the probability of terminating members receiving a deferred retirement benefit.
- Modified salary increase assumptions based on various service duration.

Jackson County

Schedule of Funding Progress for the  
Retiree Health Plan  
(In Thousands)

Required Supplementary Information

Year Ended June 30,	Actuarial Valuation Date	Actuarial Value of Assets (a)	Actuarial Accrued Liability (AAL) (b)	Unfunded AAL (UAAL) (b - a)	Funded Ratio (a/b)	Covered Payroll (c)	UAAL as a Percentage of Covered Payroll ((b-a)/c)
2010	Jul 1, 2009	-	\$ 883	883	0.0%	\$ 3,800	23.2%
2011	Jul 1, 2009	-	883	883	0.0	4,054	21.8
2012	Jul 1, 2009	-	883	883	0.0	4,171	21.2
2013	Jul 1, 2012	-	1,153	1,153	0.0	4,305	26.8
2014	Jul 1, 2012	-	1,153	1,153	0.0	4,507	25.6
2015	Jul 1, 2012	-	1,153	1,153	0.0	4,564	25.3
2016	Jul 1, 2015	-	1,169	1,169	0.0	4,577	25.5
2017	Jul 1, 2015	-	1,169	1,169	0.0	4,929	23.7

See Note 10 in the accompanying Notes to Financial Statements for the plan description, funding policy, annual OPEB cost, net OPEB obligation, funded status and funding progress.

See accompanying independent auditor's report.

**Jackson County**



**Supplementary Information**

Jackson County  
Combining Balance Sheet  
Nonmajor Governmental Funds

June 30, 2017

			Special
	County Recorder's Records Management	Green Island Drainage Districts	Local Health
<b>Assets</b>			
Cash, cash equivalents and pooled investments	\$ 14,286	119,002	9,050
Accrued interest receivable	4	-	-
Due from other governments	-	-	5,570
<b>Total assets</b>	<b>\$ 14,290</b>	<b>119,002</b>	<b>14,620</b>
<b>Liabilities and Fund Balances</b>			
Liabilities:			
Accounts payable	\$ -	-	335
Salaries and benefits payable	-	-	2,559
Due to other funds	-	-	111
Due to other governments	-	-	2,454
Advance from other funds	-	-	-
Total liabilities	-	-	5,459
Fund balances:			
Restricted for:			
Drainage purposes	-	119,002	-
Capital projects	-	-	-
Other purposes	14,290	-	9,161
Total fund balances	14,290	119,002	9,161
<b>Total liabilities and fund balances</b>	<b>\$ 14,290</b>	<b>119,002</b>	<b>14,620</b>

See accompanying independent auditor's report.

Revenue				
Resource Enhancement and Protection	Friends of Jackson County Conservation	Pioneer Cemetery Trust	Capital Projects	Total
111,151	108,577	5,655	101,975	469,696
68	-	-	-	72
-	-	-	-	5,570
111,219	108,577	5,655	101,975	475,338
-	-	-	-	335
-	-	-	-	2,559
-	-	-	-	111
-	-	-	-	2,454
-	-	-	20,000	20,000
-	-	-	20,000	25,459
-	-	-	-	119,002
-	-	-	81,975	81,975
111,219	108,577	5,655	-	248,902
111,219	108,577	5,655	81,975	449,879
111,219	108,577	5,655	101,975	475,338

Jackson County

Combining Schedule of Revenues, Expenditures and  
Changes in Fund Balances  
Nonmajor Governmental Funds

Year ended June 30, 2017

	County Recorder's Records Management	Green Island Drainage Districts	Special Local Health
Revenues:			
Intergovernmental	\$ -	-	101,995
Licenses and permits	-	-	16,250
Charges for service	3,826	-	45
Use of money and property	20	417	-
Miscellaneous	-	10,122	-
Total revenues	<u>3,846</u>	<u>10,539</u>	<u>118,290</u>
Expenditures:			
Operating:			
Physical health and social services	-	-	187,389
County environment and education	-	1,931	-
Governmental services to residents	3,273	-	-
Capital projects	-	-	-
Total expenditures	<u>3,273</u>	<u>1,931</u>	<u>187,389</u>
Excess (deficiency) of revenues over (under) expenditures	573	8,608	(69,099)
Other financing sources:			
Transfers in	-	-	63,000
Change in fund balances	573	8,608	(6,099)
Fund balances beginning of year	<u>13,717</u>	<u>110,394</u>	<u>15,260</u>
Fund balances end of year	<u>\$ 14,290</u>	<u>119,002</u>	<u>9,161</u>

See accompanying independent auditor's report.

Revenue					
Resource Enhancement and Protection	Friends of Jackson County Conservation	Pioneer Cemetery Trust	Capital Projects		Total
16,098	-	-	-		118,093
-	-	-	-		16,250
-	-	-	-		3,871
356	-	-	50,000		50,793
-	220,326	-	-		230,448
16,454	220,326	-	50,000		419,455
-	-	-	-		187,389
-	111,749	-	-		113,680
-	-	-	-		3,273
-	-	-	2,925		2,925
-	111,749	-	2,925		307,267
16,454	108,577	-	47,075		112,188
-	-	-	25,000		88,000
16,454	108,577	-	72,075		200,188
94,765	-	5,655	9,900		249,691
111,219	108,577	5,655	81,975		449,879

**Jackson County**

Jackson County  
 Combining Schedule of Net Position  
 Internal Service Funds

June 30, 2017

	Employee Partial Self-Funded Health Plan	Employee Self-Funded Dental Plan	Total
<b>Assets</b>			
Cash and cash equivalents	\$ 82,307	34,921	117,228
Accrued interest receivable	61	12	73
<b>Total assets</b>	82,368	34,933	117,301
<b>Liabilities</b>			
None	-	-	-
<b>Net Position</b>			
Unrestricted	\$ 82,368	34,933	117,301

See accompanying independent auditor's report.

**Schedule 4**

## Jackson County

Combining Schedule of Revenues, Expenses and  
Changes in Fund Net Position  
Internal Service Funds

Year ended June 30, 2017

	Employee Partial Self-Funded Health Plan	Employee Self-Funded Dental Plan	Total
Operating revenues:			
Reimbursements from operating funds	\$ 88,750	57,079	145,829
Reimbursements from employees	5,233	2,737	7,970
Total operating revenues	93,983	59,816	153,799
Operating expenses:			
Medical claims	40,633	67,148	107,781
Insurance premiums	51,545	-	51,545
Administrative fees	5,785	5,063	10,848
Total operating expenses	97,963	72,211	170,174
Operating income (loss)	(3,980)	(12,395)	(16,375)
Non-operating revenues:			
Interest income	322	70	392
Net income (loss)	(3,658)	(12,325)	(15,983)
Net position beginning of year	86,026	47,258	133,284
Net position end of year	\$ 82,368	34,933	117,301

See accompanying independent auditor's report.



Jackson County  
Combining Schedule of Cash Flows  
Internal Service Funds

Year ended June 30, 2017

	Employee Partial Self-Funded Health Plan	Employee Self-Funded Dental Plan	Total
Cash flows from operating activities:			
Cash received from operating funds and employees	\$ 93,983	59,816	153,799
Cash paid to suppliers for medical claims, insurance premiums and administrative fees	(97,963)	(72,211)	(170,174)
Net cash provided (used) by operating activities	(3,980)	(12,395)	(16,375)
Cash flows from investing activities:			
Interest on investments	267	58	325
Net change in cash and cash equivalents	(3,713)	(12,337)	(16,050)
Cash and cash equivalents beginning of year	86,021	47,257	133,278
Cash and cash equivalents end of year	\$ 82,308	34,920	117,228
<b>Reconciliation of operating loss to net cash provided (used) by operating activities:</b>			
Operating loss and net cash used by operating activities	\$ (3,980)	(12,395)	(16,375)

See accompanying independent auditor's report.

Jackson County

Combining Schedule of Fiduciary Assets and Liabilities  
Agency Funds

June 30, 2017

	County Offices	Agricultural Extension Education	County Assessor	Schools
<b>Assets</b>				
Cash and pooled investments:				
County Treasurer	\$ -	2,919	512,808	161,203
Other County officials	13,855	-	-	-
Receivables:				
Property tax:				
Delinquent	-	128	274	6,775
Succeeding year	-	216,000	464,000	11,714,000
Accounts	-	-	-	-
Accrued interest receivable	-	-	-	-
Special assessments:				
Delinquent	-	-	-	-
Succeeding year	-	-	-	-
Due from other governments	-	-	-	-
<b>Total assets</b>	<b>\$ 13,855</b>	<b>219,047</b>	<b>977,082</b>	<b>11,881,978</b>
<b>Liabilities</b>				
Accounts payable	\$ -	-	2,757	-
Salaries and benefits payable	-	-	10,596	-
Due to other governments	-	219,047	954,134	11,881,978
Trusts payable	13,855	-	-	-
Compensated absences	-	-	9,595	-
<b>Total liabilities</b>	<b>\$ 13,855</b>	<b>219,047</b>	<b>977,082</b>	<b>11,881,978</b>

See accompanying independent auditor's report.

Community Colleges	Corporations	Townships	County Hospital	Auto License and Use Tax	E-911 Service Commission	Other	Total
12,589	50,690	4,010	13,043	570,990	498,944	216,721	2,043,917
-	-	-	-	-	-	-	13,855
571	5,453	68	563	-	-	7	13,839
971,000	4,894,132	299,000	952,000	-	-	80,630	19,590,762
-	-	-	-	-	16,537	-	16,537
-	-	-	-	-	31	-	31
-	-	-	-	-	-	1,914	1,914
-	-	-	-	-	-	3,418	3,418
-	-	-	-	-	41,177	21,597	62,774
984,160	4,950,275	303,078	965,606	570,990	556,689	324,287	21,747,047
-	-	-	-	-	1,436	-	4,193
-	-	-	-	-	-	1,553	12,149
984,160	4,950,275	303,078	965,606	570,990	555,253	322,734	21,707,255
-	-	-	-	-	-	-	13,855
-	-	-	-	-	-	-	9,595
984,160	4,950,275	303,078	965,606	570,990	556,689	324,287	21,747,047

Jackson County

Combining Schedule of Changes in Fiduciary Assets and Liabilities  
Agency Funds

Year ended June 30, 2017

<b>Assets and Liabilities</b>	County Offices	Agricultural Extension Education	County Assessor	Schools
Balances beginning of year	\$ 19,942	212,864	1,027,056	11,659,035
Additions:				
Property and other county tax	-	220,191	475,399	11,959,953
E-911 surcharge	-	-	-	-
State tax credits	-	21,099	55,011	1,153,940
Drivers license fees	-	-	-	-
Office fees and collections	425,734	-	-	-
Auto licenses, use tax and postage	-	-	-	-
Assessments	-	-	-	-
Trusts	16,017	-	-	-
Miscellaneous	-	40	17,754	2,538
Total additions	441,751	241,330	548,164	13,116,431
Deductions:				
Agency remittances:				
To other funds	196,538	-	-	-
To other governments	229,197	235,147	598,138	12,893,488
Trusts paid out	22,103	-	-	-
Total deductions	447,838	235,147	598,138	12,893,488
Balances end of year	\$ 13,855	219,047	977,082	11,881,978

See accompanying independent auditor's report.

Community Colleges	Corporations	Townships	County Hospital	Auto License and Use Tax	E-911 Service Commission	Other	Total
927,897	4,702,157	289,517	949,926	559,189	372,258	309,247	21,029,088
990,218	4,937,597	306,082	971,952	-	-	82,914	19,944,306
-	-	-	-	-	74,325	-	74,325
92,116	667,975	19,925	94,266	-	-	6,286	2,110,618
-	-	-	-	71,247	-	-	71,247
-	-	-	-	-	-	-	425,734
-	-	-	-	6,544,833	-	-	6,544,833
-	-	-	-	-	-	34,848	34,848
-	-	-	-	-	-	279,326	295,343
177	1,760	5	182	-	184,916	132,455	339,827
1,082,511	5,607,332	326,012	1,066,400	6,616,080	259,241	535,829	29,841,081
-	-	-	-	242,176	-	-	438,714
1,026,248	5,359,214	312,451	1,050,720	6,362,103	74,810	254,796	28,396,312
-	-	-	-	-	-	265,993	288,096
1,026,248	5,359,214	312,451	1,050,720	6,604,279	74,810	520,789	29,123,122
984,160	4,950,275	303,078	965,606	570,990	556,689	324,287	21,747,047

Jackson County

Schedule of Revenues By Source and Expenditures By Function –  
All Governmental Funds

For the Last Ten Years

	2017	2016	2015	Modified 2014
<b>Revenues:</b>				
Property and other county tax	\$ 6,598,146	6,372,478	6,205,455	5,878,246
Local option sales tax	906,342	852,357	909,054	923,319
Interest and penalty on property tax	55,133	52,020	58,827	53,738
Intergovernmental	5,291,726	5,163,842	4,927,799	4,225,436
Licenses and permits	54,037	53,569	40,364	52,789
Charges for service	605,913	649,357	584,653	534,619
Use of money and property	575,099	470,979	375,310	508,603
Miscellaneous	594,292	270,515	270,664	371,338
<b>Total</b>	<b>\$ 14,680,688</b>	<b>13,885,117</b>	<b>13,372,126</b>	<b>12,548,088</b>
<b>Expenditures:</b>				
<b>Operating:</b>				
Public safety and legal services	\$ 2,261,167	2,198,701	2,102,403	2,047,821
Physical health and social services	258,939	252,144	273,848	274,584
Mental health	1,271,864	1,124,506	854,768	893,099
County environment and education	1,631,103	1,769,766	1,239,879	1,488,382
Roads and transportation	5,419,299	4,782,276	4,984,889	4,902,887
Governmental services to residents	811,987	637,091	611,617	607,636
Administration	1,731,417	1,805,299	1,528,426	1,443,608
Debt service	-	-	-	-
Capital projects	779,153	550,548	474,805	497,137
<b>Total</b>	<b>\$ 14,164,929</b>	<b>13,120,331</b>	<b>12,070,635</b>	<b>12,155,154</b>

See accompanying independent auditor's report.

Accrual Basis					
2013	2012	2011	2010	2009	2008
5,434,887	5,220,986	4,891,514	4,868,615	4,655,350	4,461,330
827,026	803,675	778,066	766,653	764,321	759,479
54,424	55,920	68,360	74,007	68,728	58,101
4,824,467	5,597,998	5,713,471	5,863,638	5,289,424	5,782,271
36,524	32,271	41,803	32,714	51,226	53,864
619,580	609,388	592,693	576,132	584,280	587,675
312,505	434,050	331,760	342,637	555,246	556,668
251,269	176,911	249,269	179,597	158,821	308,945
12,360,682	12,931,199	12,666,936	12,703,993	12,127,396	12,568,333
1,881,167	1,675,130	1,677,192	1,550,118	1,587,048	1,482,897
324,855	285,337	363,810	416,161	405,912	392,247
1,200,377	2,814,781	2,365,214	2,205,598	2,338,041	2,124,388
1,507,918	1,167,820	1,377,842	1,728,069	1,269,915	1,465,164
4,748,492	4,408,597	4,181,338	4,249,632	4,277,452	4,062,384
584,294	496,356	511,650	478,631	533,597	419,451
1,562,340	1,332,373	1,383,627	1,244,206	1,479,792	1,322,125
-	-	-	-	-	-
394,120	434,459	420,028	1,000,473	756,772	696,035
12,203,563	12,614,853	12,280,701	12,872,888	12,648,529	11,964,691

**Jackson County**





**OFFICE OF AUDITOR OF STATE**  
**STATE OF IOWA**

Mary Mosiman, CPA  
Auditor of State

State Capitol Building  
Des Moines, Iowa 50319-0004

Telephone (515) 281-5834 Facsimile (515) 242-6134

Independent Auditor's 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 Officials of Jackson County:

We have audited in accordance with U.S. generally accepted auditing standards 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, each major fund and the aggregate remaining fund information of Jackson County, Iowa, as of and for the year ended June 30, 2017, and the related Notes to Financial Statements, which collectively comprise the County's basic financial statements, and have issued our report thereon dated May 3, 2018.

Internal Control Over Financial Reporting

In planning and performing our audit of the financial statements, we considered Jackson County's internal control over financial reporting to determine the audit procedures 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 Jackson County's internal control. Accordingly, we do not express an opinion on the effectiveness of Jackson County's internal control.

Our consideration of internal control was for the limited purpose described in the preceding paragraph and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies and, therefore, material weaknesses or significant deficiencies may exist that have not been identified. However, as described in the accompanying Schedule of Findings, we identified certain deficiencies in internal control we consider to be a material weakness.

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 a material misstatement of the County's financial statements will not be prevented or detected and corrected on a timely basis. We consider the deficiency described in the accompanying Schedule of Findings as item (A) to be a material weakness.

### Compliance and Other Matters

As part of obtaining reasonable assurance about whether Jackson County's financial statements are free of material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts and grant agreements, non-compliance with which could have a direct and material effect on the determination of financial statement amounts. However, providing an opinion on compliance with those provisions was not an objective of our audit and, accordingly, we do not express such an opinion. The results of our tests disclosed no instances of non-compliance or other matters that are required to be reported under Government Auditing Standards. However, we noted certain immaterial instances of non-compliance or other matters which are described in the accompanying Schedule of Findings.

Comments involving statutory and other legal matters about the County's operations for the year ended June 30, 2017 are based exclusively on knowledge obtained from procedures performed during our audit of the financial statements of the County. Since our audit was based on tests and samples, not all transactions that might have had an impact on the comments were necessarily audited. The comments involving statutory and other legal matters are not intended to constitute legal interpretations of those statutes.


### Jackson County's Responses to the Findings

Jackson County's responses to the findings identified in our audit are described in the accompanying Schedule of Findings. Jackson County's responses were not subjected to the auditing procedures applied in the audit of the financial statements and, accordingly, we express no opinion on them.

### 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.

We would like to acknowledge the many courtesies and assistance extended to us by personnel of Jackson County during the course of our audit. Should you have any questions concerning any of the above matters, we shall be pleased to discuss them with you at your convenience.

  
MARY MOSIMAN, CPA  
Auditor of State

May 3, 2018

Jackson County  
 Schedule of Findings  
 Year ended June 30, 2017

**Findings Related to the Financial Statements:**

**INTERNAL CONTROL DEFICIENCIES:**

(A) Segregation of Duties

Criteria – Management is responsible for establishing and maintaining internal control. A good system of internal control provides for adequate segregation of duties so no one individual handles a transaction from its inception to completion. In order to maintain proper internal control, duties should be segregated so the authorization, custody and recording of transactions are not under the control of the same employee. This segregation of duties helps prevent losses from employee error or dishonesty and maximizes the accuracy of the County’s financial statements.

Condition – Generally, one or two individuals in the offices identified may have control over the following areas for which no compensating controls exist:

	<u>Applicable Offices</u>
(1) Collection and deposit preparation functions are not segregated from those of recording and accounting for cash receipts.	Auditor, Sheriff and Recorder
(2) Bank reconciliations are reviewed periodically by an independent person for propriety; however, it is not signed and dated by the preparer or dated by the reviewer to ensure review is timely.	Sheriff
(3) Incoming mail is not opened by an employee who is not authorized to make entries to the accounting records. A listing of cash and checks received is not prepared.	Treasurer, Agriculture Extension and Recorder
(4) The person who has the ability to sign checks is not independent of the person approving disbursements, recording cash disbursements and handling cash. Recorder also prepares checks.	Recorder

Cause – The County offices noted above have a limited number of employees and procedures have not been designed to adequately segregate duties or provide compensating controls through additional oversight of transactions and processes.

Effect – Inadequate segregation of duties could adversely affect the County’s ability to prevent or detect and correct misstatements, errors or misappropriation on a timely basis by employees in the normal course of performing their assigned functions.

Recommendation – Each official should review the control activities of their office to obtain the maximum internal control possible under the circumstances. The official should utilize current personnel, including elected officials, to provide additional control through review of financial transactions, reconciliations and reports.

Jackson County  
Schedule of Findings  
Year ended June 30, 2017

Responses –

Auditor – As noted in last year’s report, the Auditor’s Office has implemented additional procedures in the mail process by having the mail log compared to deposits. The office staff will be more diligent documenting this with signatures or initials.

Treasurer – The Treasurer’s Office has initiated a process whereby the mail opener prepares the initial listing but will be more diligent in reconciling mail receipts to a mail listing and notating such.

Recorder – Difficult to segregate duties with only three people, and everyone needs to be crossed-trained in the office. Mail is opened on a rotational basis, Jennifer proofs signed checks, and Nancy reviews all bank reconciliations.

Sheriff – Bank reconciliations were complete and provided at the time of audit. The Civil Secretary prepares the reports and the sheriff signs the reports at the end of every month as requested by last year’s state auditors. She was not aware that she was required to sign them as well. She will start doing that as requested in this audit.

We do not have adequate staffing to be able to meet all requests. We do what we can with the staff that we have.

Conclusions – Responses accepted.

**INSTANCES OF NON-COMPLIANCE:**

No matters were noted.

Jackson County  
Schedule of Findings  
Year ended June 30, 2017

**Other Findings Related to Required Statutory Reporting:**

- (1) Certified Budget – Disbursements during the year ended June 30, 2017 did not exceed the amounts budgeted. However, one amendment was published six days prior to the public hearing rather than ten to twenty days as required by Chapter 331.434 of the Code of Iowa.

Recommendation – The County should ensure budget amendments are published no less than ten and no more than twenty days prior to the public hearing as required by Chapter 331.434 of the Code of Iowa.

Response – The County did publish in one paper four days early, but the others were in a timely fashion. In the future, we will ensure that all notices are published as required by the Code of Iowa.

Conclusion – Response accepted.

- (2) Questionable Expenditures – No expenditures we believe may not meet the requirements of public purpose as defined in an Attorney General’s opinion dated April 25, 1979 were noted.
- (3) Travel Expense – No expenditures of County money for travel expenses of spouses of County officials or employees were noted.
- (4) Business Transactions – Business transactions between the County and County officials or employees are detailed as follows:

Name, Title and Business Connection	Transaction Description	Amount
Mike Clausung, Engineer’s Office, Wife sells advertising at KMAQ	Job advertising	\$ 155
Mary Stickley, Auditor’s Office Deputy, owns Old Capital Cup Co. Inc.	Custodial and cleaning supplies	4,112
Mary Stickley, Auditor’s Office Deputy, Husband owns Stickley Electric Service	Electrical parts and repair	3,329

The transactions with Old Capital Cup Co. Inc. and Stickley Electric Service may represent conflicts of interest as defined in Chapter 331.342 of the Code of Iowa since the total cumulative transactions were greater than \$1,500 during the year ended June 30, 2017 and the transactions were not competitively bid.

The transactions with KMAQ do not appear to represent conflicts of interest since the total transactions were less than \$1,500 during the fiscal year.

Recommendation – The County should consult legal counsel to determine the disposition of this matter.

Response – As noted in last year’s report, the County Departments do their due diligence to ensure business transactions were done using good business judgment.

Jackson County

Schedule of Findings

Year ended June 30, 2017

Conclusion – Response acknowledged. The County should continue to monitor business transactions which may represent conflicts of interest and obtain bids when required. Also, the County should consult legal counsel for disposition of this matter.

- (5) Bond Coverage – Surety bond coverage of County officials and employees is in accordance with statutory provisions. The amount of coverage should be periodically reviewed to ensure the coverage is adequate for current operations.
- (6) Board Minutes – No transactions were found that we believe should have been approved in the Board minutes but were not.
- (7) Deposits and Pooled Investments – No instances of non-compliance with the deposit and investment provisions of Chapters 12B and 12C of the Code of Iowa and the County's investment policy were noted.
- (8) Resource Enhancement and Protection Certification – The County properly dedicated property tax revenue to conservation purposes as required by Chapter 455A.19(1)(b) of the Code of Iowa in order to receive the additional REAP funds allocated in accordance with subsections (b)(2) and (b)(3).
- (9) County Extension Office – The County Extension Office is operated under the authority of Chapter 176A of the Code of Iowa and serves as an agency of the State of Iowa. This fund is administered by an Extension Council separate and distinct from County operations and, consequently, is not included in Exhibits A or B.

Disbursements during the year ended June 30, 2017 for the County Extension Office did not exceed the amount budgeted.

Chapter 554D.114 of the Code of Iowa allows the County Extension Office to retain cancelled checks in an electronic format and requires retention in this manner to include an image of both the front and back of each cancelled check. The image of the back of each cancelled check was not obtained.

Recommendation – The County Extension Office should obtain and retain images of both the front and back of each cancelled check as required by Chapter 554D.114 of the Code of Iowa.

Response – Copy of checks can be requested if needed and receipts will be reviewed and initialed.

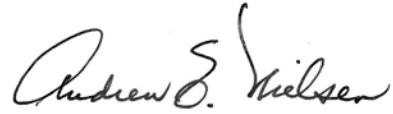
Conclusion – Response acknowledged. The Office should obtain and retain images of both the front and back of each cancelled check as required by Chapter 554D.114 of the Code of Iowa.

Jackson County

Staff

This audit was performed by:

Ernest H. Ruben, Jr., CPA, Manager  
Jenna M. Paysen, Senior Auditor  
Sidot K. Shipley, Staff Auditor  
Preston R. Grygiel, Assistant Auditor  
Michaela M. Goergen, Assistant Auditor  
Edward J. Schroder, Assistant Auditor

A handwritten signature in black ink that reads "Andrew E. Nielsen". The signature is written in a cursive style with a large, prominent initial "A".

Andrew E. Nielsen, CPA  
Deputy Auditor of State