



OHIO AUDITOR OF STATE
KEITH FABER



**SHELBY COUNTY
DECEMBER 31, 2018**

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INDEPENDENT AUDITOR'S REPORT

Shelby County
129 East Court Street
Sidney, Ohio 45365

To the Board of County Commissioners:

Report on the Financial Statements

We have audited the accompanying modified cash-basis financial statements of the governmental activities, business-type activities, each major fund, and the aggregate remaining fund information of the Shelby County, Ohio (the County), as of and for the year ended December 31, 2018, and the related notes to the financial statements, which collectively comprise the County's basic financial statements as listed in the table of contents.

Management's Responsibility for the Financial Statements

Management is responsible for preparing and fairly presenting these financial statements in accordance with the modified cash accounting basis Note 2 describes. This responsibility includes determining that the modified cash accounting basis is acceptable for the circumstances. Management is also responsible for designing, implementing and maintaining internal control relevant to preparing and fairly presenting financial statements that are free from material misstatement, whether due to fraud or error.

Auditor's Responsibility

Our responsibility is to opine on these financial statements based on our audit. We audited in accordance with auditing standards generally accepted in the United States of America and the financial audit standards in the Comptroller General of the United States' *Government Auditing Standards*. Those standards require us to plan and perform the audit to reasonably assure the financial statements are free from material misstatement.

An audit requires obtaining evidence about financial statement amounts and disclosures. The procedures selected depend on our judgment, including assessing the risks of material financial statement misstatement, whether due to fraud or error. In assessing those risks, we consider 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 to the extent needed to opine on the effectiveness of the County's internal control. Accordingly, we express no such opinion. An audit also includes evaluating the appropriateness of management's accounting policies and the reasonableness of their significant accounting estimates, as well as our evaluation of the overall financial statement presentation.

We believe the audit evidence we obtained is sufficient and appropriate to support our audit opinions.

Opinion

In our opinion, the financial statements referred to above present fairly, in all material respects, the respective modified cash financial position of the governmental activities, business-type activities, each major fund, and the aggregate remaining fund information of Shelby County, Ohio, as of December 31, 2018, and the respective changes in modified cash financial position and where applicable cash flows and the respective budgetary comparison for the General, Public Assistance, Auto License and Gas, and Developmental Disabilities funds thereof for the year then ended in accordance with the accounting basis described in Note 2.

Accounting Basis

Ohio Administrative Code § 117-2-03(B) requires the County to prepare its annual financial report in accordance with accounting principles generally accepted in the United States of America. We draw attention to Note 2 of the financial statements, which describes the basis applied to these statements. The financial statements are prepared on the modified cash basis of accounting, which is a basis other than generally accepted accounting principles. We did not modify our opinion regarding this matter.

Other Matters

Supplementary Information

Our audit was conducted to opine on the financial statements taken as a whole.

The Schedule of Expenditures of Federal Awards presents additional analysis as required by Title 2 U.S. Code of Federal Regulations (CFR) Part 200, Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards and is not a required part of the financial statements.

The schedule is management's responsibility, and derives from and relates directly to the underlying accounting and other records used to prepare the basic financial statements. We subjected this schedule to the auditing procedures we applied to the basic financial statements. We also applied certain additional procedures, including comparing and reconciling this schedule directly to the underlying accounting and other records used to prepare the basic financial statements or to the basic financial statements themselves, and in accordance with auditing standards generally accepted in the United States of America. In our opinion, this schedule is fairly stated in all material respects in relation to the basic financial statements taken as a whole.

Other Information

We applied no procedures to management's discussion & analysis as listed in the table of contents. Accordingly, we express no opinion or any other assurance on it.

Other Reporting Required by Government Auditing Standards

In accordance with *Government Auditing Standards*, we have also issued our report dated September 10, 2019, on our consideration of the County's internal control over financial reporting and our tests of its compliance with certain provisions of laws, regulations, contracts and grant agreements and other matters. That report describes the scope of our internal control testing over financial reporting and compliance, and the results of that testing, and does not opine on internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the County's internal control over financial reporting and compliance.

A handwritten signature in black ink that reads "Keith Faber". The signature is written in a cursive, flowing style.

Keith Faber
Auditor of State
Columbus, Ohio

September 10, 2019

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Shelby County, Ohio
Management's Discussion and Analysis
Unaudited
For the Year Ended December 31, 2018

MANAGEMENT'S DISCUSSION AND ANALYSIS

This discussion and analysis of the Shelby County (the "County") financial performance provides an overall review of the County's financial activities for the year ended December 31, 2018, within the limitations of the County's modified cash basis accounting. Readers should also review the basic financial statements and notes to enhance their understanding of the County's financial performance.

FINANCIAL HIGHLIGHTS

The County's total net position decreased by \$1,741,038 during 2018. Net position of governmental activities increased by \$4,051,071 (about thirteen percent). Net position of business-type activities decreased by \$5,792,109 (about 57 percent). This decrease was due to the expenditure of the Fair Haven bond proceeds received at the end of 2017.

The General Fund transfers out equaled \$3,680,844. Of these transfers, \$3,277,498 were transfers of sales tax receipts to the Auto and Gas and non-major funds, and the remaining \$403,346 were transfers to subsidize various programs of the non-major governmental funds.

Business-type operations showed total operating receipts of \$8,033,680 and total operating expenses of \$19,065,606 for an operating loss of \$11,031,926. Over ten million of the operating expenses were for construction expenditures at Fair Haven and Newport Sewer. Total business-type unrestricted net position at December 31, 2018, was \$672,544. This total includes \$322,807 for the Fair Haven Fund and \$349,737 for the Sewer Fund.

USING THIS ANNUAL FINANCIAL REPORT

This annual report is presented in a format consistent with the presentation requirements of Governmental Accounting Standards Board Statement No. 34, as applicable to the County's modified cash basis of accounting. It consists of two parts – *management's discussion and analysis* and the *basic financial statements*. The basic financial statements include two kinds of statements that present different views of the County.

These statements are as follows:

1. The Government-Wide Financial Statements – These statements provide both long-term and short-term information about the County's overall financial status.
2. The Fund Financial Statements – These statements focus on individual parts of the County, reporting the County's operation in more detail than the government-wide statements.

The basic financial statements also include notes that explain some of the information in the financial statements and provide more detailed data.

BASIS OF ACCOUNTING

The basis of accounting is a set of guidelines that determine when financial events are recorded. The County has elected to present its financial statements on a modified cash basis of accounting. This basis of accounting is a basis of accounting other than generally accepted accounting principles. Under the County's modified cash basis of accounting, receipts and disbursements are recorded when cash is received or paid.

Shelby County, Ohio
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As a result of using the modified cash basis of accounting, certain assets and their related revenues (such as accounts receivable) and certain liabilities and their related expenses (such as accounts payable) are not recorded in the financial statements. Therefore, when reviewing the financial information and discussion within this report, the reader must keep in mind the limitations resulting from the use of the modified cash basis of accounting.

REPORTING THE COUNTY AS A WHOLE

The government-wide statements report information about the County as a whole, within the limitations of modified cash basis accounting. The statement of net position presents the cash balances of the County at year-end. The statement of activities compares cash disbursements with program receipts for the County's programs. Program receipts include charges paid by the recipient of the program's goods or services and grants and contributions restricted to meeting the operational or capital requirements of the program.

These statements report the County's cash position and the changes in cash position. Keeping in mind the limitations of the modified cash basis of accounting, you can think of these changes as one way to measure the County's financial health. Over time, increases or decreases in the County's cash position is one indicator of whether the County's financial health is improving or deteriorating. When evaluating the County's financial condition, you should also consider other nonfinancial factors as well such as the County's tax base and the condition of the County's capital assets and the reliance on non-local financial resources for operations.

In the Government-wide Statement of Net Position and Statement of Activities, the County is divided into two kinds of activities.

Governmental Activities – Most of the County's programs and services are reported here including public safety, health, human services, economic development and assistance, public works, general government, capital outlay and debt service

Business-Type Activities – These services are provided on a charge for goods or services basis to recover all of the expense of the goods or services provided. The County's sewer services and adult daycare services are reported as business-type activities.

REPORTING THE COUNTY'S MOST SIGNIFICANT FUNDS

Fund Financial Statements

Fund financial statements provide more detailed information about the County's most significant funds – not the County as a whole. The County establishes separate funds to better manage its activities and to help demonstrate that money that is restricted as to how it may be used is being spent for the intended purpose. The fund financial statements provide a detailed view of the County's operations and the basic services it provides. Fund information helps determine whether there are more or less financial resources that can be spent to finance the County's activities. The County's significant funds are presented on the financial statements in separate columns. The information for non-major funds (funds whose activity or balances are not large enough to warrant separate reporting) is combined and presented in total in a single column.

Shelby County, Ohio
Management's Discussion and Analysis
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For the Year Ended December 31, 2018

Governmental Funds - Most of the County's activities are reported in governmental funds, which focus on how money flows into and out of those funds and balances left at year-end that are available for spending in future periods. The County's major governmental funds are the General Fund, the Public Assistance Fund, the Auto License and Gas Fund, the Developmental Disabilities Fund, and the Permanent Improvement Fund.

Enterprise Funds - When the County charges users for the services it provides, with the intent of recapturing operating costs, these services are generally reported in enterprise funds. The enterprise funds are reported as business-type activities on the entity-wide statement of net position and statement of activities. The County's enterprise funds are the Fair Haven Fund and the Sewer Fund.

Fiduciary Funds - Fiduciary funds are used to account for resources held for the benefit of parties outside the government in purely a custodial nature. These activities are not included on the entity-wide statements because the assets cannot be utilized by the County to finance its operations.

THE COUNTY AS A WHOLE

As stated previously, the Statement of Net Position looks at the County as a whole. Table 1 provides a summary of the County's net position for 2018 compared to 2017.

Table 1
Net Position

	Governmental Activities		Business-Type Activities		Total	
	2018	2017 Restated	2018	2017 Restated	2018	2017 Restated
Assets						
Cash and Investments	\$34,146,528	\$30,095,457	\$4,346,051	\$10,138,160	\$38,492,579	\$40,233,617
Total Assets	34,146,528	30,095,457	4,346,051	10,138,160	38,492,579	40,233,617
Net Position						
Restricted for:						
Other Purposes	23,811,310	21,744,683	0	0	23,811,310	21,744,683
Debt Service	0	0	74,406	321,310	74,406	321,310
Capital Outlay	6,171,583	4,352,786	3,599,101	8,887,123	9,770,684	13,239,909
Unrestricted	4,163,635	3,997,988	672,544	929,727	4,836,179	4,927,715
Total Net Position	\$34,146,528	\$30,095,457	\$4,346,051	\$10,138,160	\$38,492,579	\$40,233,617

Total net position decreased \$1,741,038. Net position of governmental activities increased \$4,051,071 (about thirteen percent) during 2018.

Net position of business-type activities decreased \$5,792,109, about 57 percent. This decrease was due to the expenditure of a majority of the Fair Haven County Home bond proceeds that were received at the end of 2017 for the new addition at the County Home.

Table 2 reflects the changes in net position in fiscal year 2018, along with a comparison to 2017.

Shelby County, Ohio
Management's Discussion and Analysis
Unaudited
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Table 2
Changes in Net Position

	Governmental Activities		Business-Type Activities		Total	
	2018	Restated 2017	2018	Restated 2017	2018	Restated 2017
	Revenues					
Program Revenues:						
Charges for Services	\$9,671,237	\$8,698,973	\$7,908,210	\$7,568,325	\$17,579,447	\$16,267,298
Operating Grants, Contributions and Interest	12,737,346	12,596,889	0	0	12,737,346	12,596,889
Capital Grants and Contributions	1,386,259	0	1,190,892	1,404,899	2,577,151	1,404,899
Total Program Revenues	<u>23,794,842</u>	<u>21,295,862</u>	<u>9,099,102</u>	<u>8,973,224</u>	<u>32,893,944</u>	<u>30,269,086</u>
General Revenues:						
Property Taxes	6,773,444	6,602,754	0	0	6,773,444	6,602,754
Permissive Sales Tax	9,945,485	10,102,692	0	0	9,945,485	10,102,692
Other Taxes	159,322	160,441			159,322	160,441
Grants and Entitlements	3,282,396	3,166,232	0	0	3,282,396	3,166,232
Interest	564,815	291,153	152,034	5,282	716,849	296,435
Other	188,881	149,088	129,970	114,710	318,851	263,798
Debt Proceeds	0	0	4,530,267	9,436,398	4,530,267	9,436,398
Total General Revenues	<u>20,914,343</u>	<u>20,472,360</u>	<u>4,812,271</u>	<u>9,556,390</u>	<u>25,726,614</u>	<u>30,028,750</u>
Total Revenues	<u>44,709,185</u>	<u>41,768,222</u>	<u>13,911,373</u>	<u>18,529,614</u>	<u>58,620,558</u>	<u>60,297,836</u>
Program Expenses						
Legislative and Executive	5,756,291	5,062,817	0	0	5,756,291	5,062,817
Judicial	3,102,692	2,853,470	0	0	3,102,692	2,853,470
Public Safety	7,322,054	6,712,362	0	0	7,322,054	6,712,362
Public Works	7,278,328	8,723,302	0	0	7,278,328	8,723,302
Health	1,003,144	380,513	0	0	1,003,144	380,513
Human Services	14,008,332	13,609,500	0	0	14,008,332	13,609,500
Economic Development and Assistance	18,256	838,297	0	0	18,256	838,297
Intergovernmental	244,532	209,220	0	0	244,532	209,220
Capital Outlay	1,268,885	1,339,090			1,268,885	1,339,090
Principal Retirement	624,000	624,000			624,000	624,000
Interest and Fiscal Charges	15,600	23,400	0	0	15,600	23,400
Fair Haven	0	0	17,128,963	7,794,442	17,128,963	7,794,442
Sewer	0	0	2,590,519	2,610,444	2,590,519	2,610,444
Total Expenses	<u>40,642,114</u>	<u>40,375,971</u>	<u>19,719,482</u>	<u>10,404,886</u>	<u>60,361,596</u>	<u>50,780,857</u>
Increase(Decrease) in Net Position Before Transfers and Advances	4,067,071	1,392,251	(5,808,109)	8,124,728	(1,741,038)	9,516,979
Transfers	0	(40,910)	0	40,910	0	0
Advances	(16,000)	0	16,000	0	0	0
Increase (Decrease) in Net Position	<u>4,051,071</u>	<u>1,351,341</u>	<u>(5,792,109)</u>	<u>8,165,638</u>	<u>(1,741,038)</u>	<u>9,516,979</u>
Beginning Net Position	<u>30,095,457</u>	<u>28,744,116</u>	<u>10,138,160</u>	<u>1,972,522</u>	<u>40,233,617</u>	<u>30,716,638</u>
Ending Net Position	<u>\$34,146,528</u>	<u>\$30,095,457</u>	<u>\$4,346,051</u>	<u>\$10,138,160</u>	<u>\$38,492,579</u>	<u>\$40,233,617</u>

Shelby County, Ohio
Management's Discussion and Analysis
Unaudited
For the Year Ended December 31, 2018

Governmental Activities

Net position of the County's governmental activities increased \$4,051,071 during 2018, which is about thirteen percent.

The following table shows total receipts by source for 2018:

Revenue Sources	2018	Percent of Total
Unrestricted grants and entitlements	\$3,282,396	7.34%
Program Revenues	23,794,842	53.22%
General Tax Revenues	16,878,251	37.75%
General Other	753,696	1.69%
Total Revenue	\$44,709,185	100.00%

Tax receipts accounted for \$16,878,251 of the \$44,709,185 in total receipts for governmental activities. Sales tax accounted for \$9,945,485, or approximately 59 percent of the total tax receipts, with property taxes and the permissive motor vehicle license tax making up the other 41 percent.

The program revenues are made up of \$9,671,237 in direct charges to users of governmental services and \$14,123,605 in grants and contributions restricted to specific programs.

Human Services disbursements accounted for the largest share of disbursements at approximately 34 percent of total cash disbursements for 2018. Public safety and public works accounted for the next largest share of disbursements, both at 18 percent of disbursements. Public Safety expenditures are mostly for Sheriff and Emergency Management. Public Works expenditures are mostly for roads and bridges.

Business-Type Activities

Charges for services were the largest source of receipts for the business-type activities during 2018, accounting for about 57 percent of total receipts.

Debt proceeds accounted for about 33 percent of the business-type activities receipts during 2018. The debt proceeds are made up of \$4,260,852 from the Fair Haven County Home general obligation bond proceeds and \$269,415 from the Newport Sewer USDA loan. The bonds will be used to finance the construction of an addition and improvements at the County Home. Though the bonds are general obligation bonds backed by the full faith and credit of the County, the County intends to repay the bonds with the increased revenues at the County Home.

Capital grants and contributions accounted for about 9 percent of receipts. The capital grants are CDBG, OWDA, OPWC, and USDA grants for the Newport Sewer project, which is being financed with a combination of grants and a loan. Interest and miscellaneous revenue accounted for the other 1 percent of receipts of the business-type activities in 2018.

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If you look at the Statement of Activities you will see that the first column lists the major programs of the County. The next column identifies the costs of providing these services. The next three columns of the Statement entitled Program Receipts identify, in general, the source of the receipts. The amounts are either paid by people who are directly charged for the service or grants and contributions received by the County that must be used to provide a specific service. A comparison between the total cost of services and the net cost is presented in Table 3. That is, it identifies the cost of these services supported by taxes, unrestricted State entitlements and investment earnings. A comparison to 2017 is provided.

Table 3

	Governmental Activities		Governmental Activities	
	2018		2017	
	Total Cost of Services	Net Cost of Services	Total Cost of Services	Net Cost of Services
General Government:				
Legislative and Executive	\$5,756,291	\$2,509,679	\$5,062,817	\$1,817,758
Judicial	3,102,692	1,527,133	2,853,470	1,487,643
Public Safety	7,322,054	3,141,293	6,712,362	3,717,381
Public Works	7,278,328	1,881,158	8,723,302	3,548,056
Health	1,003,144	186,993	380,513	175,380
Human Services	14,008,332	5,434,537	13,609,500	6,086,598
Economic Development	18,256	13,462	838,297	51,583
Intergovernmental	244,532	244,532	209,220	209,220
Capital Outlay	1,268,885	1,268,885	1,339,090	1,339,090
Debt Service:				
Principal Retirement	624,000	624,000	624,000	624,000
Interest and Fiscal Charges	15,600	15,600	23,400	23,400
Total Disbursements	<u>\$40,642,114</u>	<u>\$16,847,272</u>	<u>\$40,375,971</u>	<u>\$19,080,109</u>

As indicated above, citizen safety and well being is emphasized.

Charges for services, operating grants, and capital grants of approximately 53% of total revenues of governmental activities are received and used to fund the expenses of the County. The remaining 47% of revenues is used to fund the rest of the expenses. The County Commissioners rely on these general revenues, especially taxes, to furnish the quality of life to businesses and citizens to which they and previous County Commissioners have always been committed.

THE COUNTY'S FUNDS

Information about the County's major governmental funds begins on page 18. All governmental funds had total receipts (excluding advances and transfers) of \$44,709,185 and disbursements of \$40,642,114.

Shelby County, Ohio
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The General Fund is the chief operating fund of the County. At the end of the current year, unassigned fund balance of the General Fund was \$1,570,659 while total fund balance was \$3,890,598, a decrease of \$43,958 from the prior year. The Public Assistance Fund balance increased \$20,318. The Auto License and Gas Fund balance increased \$424,663. The Developmental Disabilities fund balance increased \$1,442,416. The Permanent Improvement fund balance increased by \$1,247,085.

The enterprise funds reflect an operating loss for 2018. Fair Haven had an operating loss of \$9,873,245 and a decrease in net position of \$5,890,815. This decrease in net position was due to the expenditure of bond proceeds received at the end of 2017 for the construction project at Fair Haven. The Sewer Fund had an operating loss of \$1,158,681. Despite showing an operating loss, the Sewer Fund had an increase in net position of \$98,706 due to non-operating receipts in the form of loan proceeds and grants.

Major Funds Budgeting Highlights

The County's budget is prepared according to Ohio law and is based on accounting for certain transactions on a basis of receipts, disbursements and encumbrances. The County's budget is adopted on a line item basis. Before the budget is adopted, the County Commissioners review detailed budget worksheets of each function within the General Fund and then adopt the budget at the fund, department, and object level (i.e., General Fund – Commissioners – salaries, supplies, equipment, contract repairs, travel expenses, maintenance, and other expenses).

During 2018, the General Fund had original appropriations of \$17,179,878 and final appropriations of \$17,544,681. Actual expenditures plus encumbrances for 2018 were \$17,024,922.

Capital Assets and Debt Administration

Capital Assets

The County does not report capital assets on its modified cash basis financial statements. The County does track capital assets for insurance and internal purposes.

Debt

At December 31, 2018, Shelby County had \$624,000 in long-term governmental debt outstanding and \$15,704,972 in long-term enterprise debt outstanding:

Table 4
 Outstanding Debt at Year End

	Governmental Activities		Business-Type Activities	
	2018	2017	2018	2017
General Obligation Bonds	\$624,000	\$1,248,000	\$13,000,000	\$9,000,000
Loans	0	0	2,704,972	2,590,590
Totals	\$624,000	\$1,248,000	\$15,704,972	\$11,590,590

Shelby County, Ohio
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During 2018, the County issued an additional \$4,000,000 general obligation bonds to fund the additions and improvements to Fair Haven. The bonds will be paid from the operating revenues of Fair Haven.

The loans payable in the Sewer Enterprise Fund will be paid from the fund's operating revenues and from special assessments received within that fund. In addition, the Village of Fort Loramie is making payments to contribute a portion of the funds for paying off the Fort Loramie Flow Equalization Project OWDA Loan.

The County's overall legal debt margin was \$27,733,967 as of December 31, 2018. The more restrictive unvoted legal debt margin was \$11,693,587 as of the same date.

See Note 15 of the notes to the basic financial statements for more detailed information on the County's outstanding debt obligations.

Manuscript Debt

During 2014, the County issued \$3,120,000 general obligation bonds to fund the courthouse renovations. The Auto and Gas and Permanent Improvement Funds are the purchasing funds and the Capital Improvement Tax Fund is the borrowing fund. At December 31, 2018, the balance on these bonds is \$624,000.

CURRENT FINANCIAL ISSUES

Shelby County entered 2018 after having lost revenue collected through the Medicaid Managed Care Sales Tax. Federal opinion stated the State could no longer collect this revenue which had amounted to \$450,000 for Shelby County in 2016. The State government has continued to pressure local governments with numerous proposals expanding sales tax exclusions without providing any replacement revenue streams. For these reasons we have been very conservative in forecasting revenues.

The opiates crisis has affected many of the General Fund departments with increases in many of them to respond to the continued pressures. Child placement costs have risen dramatically almost doubling in recent years. Expenditures totaled \$300,000 in 2018 and are budgeted at \$350,000 in 2019 for this one item.

Sheriff's contracts continue to bring in revenue with the jail housing out-of-county prisoners and federal prisoners, contributing \$997,300 to the General Fund.

The Shelby County Jail is being reviewed with plans utilizing K2M Design to upgrade the jail intake area in order to isolate the area in case there would be a release of drugs into the air. The project is necessary for the safety of the inhabitants and to ensure jail operations are not interrupted. It is expected for this project to cost \$1 million.

Other buildings needing improvements include the old jail and the BMV/Titles office.

The County continues to work to upgrade our emergency communications infrastructure as the Commissioners will be contracting to have a full study of the current equipment and the service issues.

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Bob Geuy, County Engineer, has been working with CSX Railroad to rehabilitate the bridge located on Fair Road at the Middle School and with construction occurring in 2019 at an anticipated cost of \$3 million.

Shelby County's Nursing Home, Fair Haven, continues in its plans to renovate the facility. Bonds were issued to facilitate funding of the project which is budgeted at \$11.5 million. Fair Haven has had one wing of the facility torn down in Phase 1 with a new wing almost completed. Other renovations to portions of the remaining structure will follow. Current plans are to open the new wing in spring of '19.

A local non-profit, SCARF, has been conducting a fundraising campaign for a new Animal Shelter and Adoption Center. Construction is underway with the project anticipated to cost \$3.2 million. The county will need to fill in any remaining funding gap as the non-profit currently has received just over \$2.4 million.

For 2019, the County has projected General Fund revenues of approximately \$16 million. We anticipate being very busy with the numerous building projects that are underway.

CONTACTING THE COUNTY AUDITOR'S OFFICE

This financial report is designed to provide our citizens, taxpayers, creditors and investors with a general overview of the County's finances and to show the County's accountability for the money it receives. If you have any questions about this report or need additional financial information, contact Amy Berning, County Auditor, Shelby County, 129 East Court Street, Sidney, Ohio 45365.

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Shelby County, Ohio
Statement of Net Position - Modified Cash Basis
December 31, 2018

	Governmental Activities	Business-Type Activities	Total
Assets			
Equity in Pooled Cash and Cash Equivalents	\$33,852,550	\$942,291	\$34,794,841
Cash and Cash Equivalents in Segregated Accounts	57,600	44,544	102,144
Cash and Cash Equivalents with Fiscal Agent	120,223	0	120,223
Investments in Segregated Accounts	5,387	3,359,216	3,364,603
Investments with Fiscal Agent	110,768	0	110,768
<i>Total Assets</i>	<u>\$34,146,528</u>	<u>\$4,346,051</u>	<u>\$38,492,579</u>
Net Position			
Restricted for:			
Debt Service	\$0	\$74,406	\$74,406
Capital Outlay	6,171,583	3,599,101	9,770,684
Other Purposes	23,811,310	0	23,811,310
Unrestricted	4,163,635	672,544	4,836,179
<i>Total Net Position</i>	<u>\$34,146,528</u>	<u>\$4,346,051</u>	<u>\$38,492,579</u>

See accompanying notes to the basic financial statements

Shelby County, Ohio
Statement of Activities - Modified Cash Basis
For the Year Ended December 31, 2018

	Disbursements	Program Receipts		
		Charges for Services	Operating Grants, Contributions and Interest	Capital Grants and Contributions
Governmental Activities:				
General Government:				
Legislative and Executive	\$5,756,291	\$3,228,218	\$18,394	\$0
Judicial	3,102,692	794,961	780,598	0
Public Safety	7,322,054	2,824,994	595,767	760,000
Public Works	7,278,328	835,783	4,561,387	0
Health	1,003,144	188,013	1,879	626,259
Human Services	14,008,332	1,799,268	6,774,527	0
Economic Development	18,256	0	4,794	0
Intergovernmental	244,532	0	0	0
Capital Outlay	1,268,885	0	0	0
Debt Service:				
Principal Retirement	624,000	0	0	0
Interest and Fiscal Charges	15,600	0	0	0
<i>Total Governmental Activities</i>	<u>40,642,114</u>	<u>9,671,237</u>	<u>12,737,346</u>	<u>1,386,259</u>
Business-type activities:				
Fair Haven	17,128,963	6,781,800	0	0
Sewer	2,590,519	1,126,410	0	1,190,892
<i>Total business-type activities</i>	<u>19,719,482</u>	<u>7,908,210</u>	<u>0</u>	<u>1,190,892</u>
<i>Total primary government</i>	<u>\$60,361,596</u>	<u>\$17,579,447</u>	<u>\$12,737,346</u>	<u>\$2,577,151</u>

General Receipts:
Property Taxes Levied for:
 General Purposes
 Other Purposes
Permissive Sales Taxes
Permissive Motor Vehicle License Tax
Grants and Entitlements not Restricted to Specific Programs
Proceeds of Loans
Unrestricted Investment Earnings
Proceeds of Bonds
Premium on Sale of Bonds
Miscellaneous
Advances
Total General Receipts

Change in Net Position

Net Position Beginning of Year - Restated (Note 3)

Net Position End of Year

See accompanying notes to the basic financial statements

Net (Disbursements) Receipts and Changes in Net Position		
Primary Government		
Governmental Activities	Business-Type Activities	Total
(\$2,509,679)	\$0	(\$2,509,679)
(1,527,133)	0	(1,527,133)
(3,141,293)	0	(3,141,293)
(1,881,158)	0	(1,881,158)
(186,993)	0	(186,993)
(5,434,537)	0	(5,434,537)
(13,462)	0	(13,462)
(244,532)	0	(244,532)
(1,268,885)	0	(1,268,885)
	0	
(624,000)	0	(624,000)
(15,600)	0	(15,600)
<u>(16,847,272)</u>	<u>0</u>	<u>(16,847,272)</u>
0	(10,347,163)	(10,347,163)
0	(273,217)	(273,217)
0	(10,620,380)	(10,620,380)
<u>(16,847,272)</u>	<u>(10,620,380)</u>	<u>(27,467,652)</u>
2,312,216	0	2,312,216
4,461,228	0	4,461,228
9,945,485	0	9,945,485
159,322	0	159,322
3,282,396	0	3,282,396
0	269,415	269,415
564,815	152,034	716,849
0	4,000,000	4,000,000
0	260,852	260,852
188,881	129,970	318,851
(16,000)	16,000	0
<u>20,898,343</u>	<u>4,828,271</u>	<u>25,726,614</u>
4,051,071	(5,792,109)	(1,741,038)
<u>30,095,457</u>	<u>10,138,160</u>	<u>40,233,617</u>
<u>\$34,146,528</u>	<u>\$4,346,051</u>	<u>\$38,492,579</u>

Shelby County, Ohio
Statement of Modified Cash Basis Assets and Fund Balances
Governmental Funds
December 31, 2018

	General	Public Assistance	Auto License and Gas
Assets			
Equity in Pooled Cash and Cash Equivalents	\$3,858,471	\$218,686	\$5,414,131
Cash and Cash Equivalents in Segregated Accounts	26,740	0	0
Cash and Cash Equivalents with Fiscal Agent	0	0	0
Investments in Segregated Accounts	5,387	0	0
Investments with Fiscal Agent	0	0	0
<i>Total Assets</i>	<u>\$3,890,598</u>	<u>\$218,686</u>	<u>\$5,414,131</u>
Fund Balances			
Nonspendable	\$65,458	\$0	\$0
Restricted	0	218,686	5,414,131
Committed	0	0	0
Assigned	2,254,481	0	0
Unassigned	1,570,659	0	0
<i>Total Fund Balances</i>	<u>\$3,890,598</u>	<u>\$218,686</u>	<u>\$5,414,131</u>

See accompanying notes to the basic financial statements

Developmental Disabilities	Permanent Improvement	Other Governmental Funds	Total Governmental Funds
\$13,878,110	\$4,640,332	\$5,842,820	\$33,852,550
0	0	30,860	57,600
120,223	0	0	120,223
0	0	0	5,387
110,768	0	0	110,768
<u>\$14,109,101</u>	<u>\$4,640,332</u>	<u>\$5,873,680</u>	<u>\$34,146,528</u>
\$0	\$0	\$0	\$65,458
14,109,101	4,640,332	5,600,644	29,982,894
0	0	273,036	273,036
0	0	0	2,254,481
0	0	0	1,570,659
<u>\$14,109,101</u>	<u>\$4,640,332</u>	<u>\$5,873,680</u>	<u>\$34,146,528</u>

Shelby County, Ohio
Statement of Cash Receipts, Disbursements and Changes in Modified Cash Basis Fund Balances
Governmental Funds
For the Year Ended December 31, 2018

	General	Public Assistance	Auto License and Gas
Receipts			
Property and Other Taxes	\$2,312,216	\$0	\$159,322
Permissive Sales Tax	8,286,765	0	0
Intergovernmental	2,114,067	3,189,525	4,466,064
Charges for Services	4,063,512	750,288	229,571
Licenses and Permits	44,886	0	0
Fines and Forfeitures	154,555	0	0
Special Assessments	0	0	0
Interest	559,199	0	9,984
Donations	0	0	0
Other	322,381	35,684	244,132
<i>Total Receipts</i>	<u>17,857,581</u>	<u>3,975,497</u>	<u>5,109,073</u>
Disbursements			
Current:			
General Government:			
Legislative and Executive	4,708,871	0	0
Judicial	2,325,963	0	0
Public Safety	5,239,967	0	0
Public Works	717,331	0	6,325,168
Health	162,130	0	0
Human Services	799,621	3,955,179	0
Economic Development	0	0	0
Intergovernmental	244,532	0	0
Capital Outlay	0	0	0
Debt Service:			
Principal Retirement	0	0	0
Interest and Fiscal Charges	0	0	0
<i>Total Disbursements</i>	<u>14,198,415</u>	<u>3,955,179</u>	<u>6,325,168</u>
<i>Excess of Receipts Over (Under) Disbursements</i>	<u>3,659,166</u>	<u>20,318</u>	<u>(1,216,095)</u>
Other Financing Sources (Uses)			
Proceeds from Sale of Capital Assets	9,220	0	2,009
Advances - In	0	0	0
Advances - Out	(31,500)	0	0
Transfers - In	0	0	1,638,749
Transfers - Out	(3,680,844)	0	0
<i>Total Other Financing Sources (Uses)</i>	<u>(3,703,124)</u>	<u>0</u>	<u>1,640,758</u>
<i>Net Change in Fund Balances</i>	(43,958)	20,318	424,663
<i>Fund Balances Beginning of Year-Restated (Note 3)</i>	<u>3,934,556</u>	<u>198,368</u>	<u>4,989,468</u>
<i>Fund Balances End of Year</i>	<u>\$3,890,598</u>	<u>\$218,686</u>	<u>\$5,414,131</u>

See accompanying notes to the basic financial statements

Developmental Disabilities	Permanent Improvement	Other Governmental Funds	Total Governmental Funds
\$4,461,228	\$0	\$0	\$6,932,766
0	1,658,720	0	9,945,485
3,346,553	0	3,494,915	16,611,124
90,527	0	1,748,013	6,881,911
0	0	150,727	195,613
0	0	204,802	359,357
0	0	331,700	331,700
0	5,616	0	574,799
0	0	626,259	626,259
519,904	50,000	945,231	2,117,332
8,418,212	1,714,336	7,501,647	44,576,346
0	0	1,047,420	5,756,291
0	0	776,729	3,102,692
0	0	2,082,087	7,322,054
0	0	235,829	7,278,328
0	0	841,014	1,003,144
7,094,046	0	2,159,486	14,008,332
0	0	18,256	18,256
0	0	0	244,532
0	571,299	697,586	1,268,885
0	0	624,000	624,000
0	0	15,600	15,600
7,094,046	571,299	8,498,007	40,642,114
1,324,166	1,143,037	(996,360)	3,934,232
118,250	3,360	0	132,839
0	116,688	0	116,688
0	(16,000)	(85,188)	(132,688)
0	0	2,042,095	3,680,844
0	0	0	(3,680,844)
118,250	104,048	1,956,907	116,839
1,442,416	1,247,085	960,547	4,051,071
12,666,685	3,393,247	4,913,133	30,095,457
\$14,109,101	\$4,640,332	\$5,873,680	\$34,146,528

Shelby County, Ohio
*Statement of Receipts, Disbursements, and Changes
In Fund Balance - Budget (Non-GAAP Basis) and Actual
General Fund
For the Year Ended December 31, 2018*

	Budgeted Amounts		Actual	Variance with Final Budget Positive (Negative)
	Original	Final		
Receipts				
Property and Other Taxes	\$2,303,500	\$ 2,303,500	\$2,312,216	\$8,716
Permissive Sales Tax	7,530,300	7,810,604	8,286,765	476,161
Intergovernmental	1,723,019	1,733,019	1,829,734	96,715
Charges for Services	2,938,800	2,976,800	3,355,263	378,463
Licenses and Permits	60,800	60,800	44,886	(15,914)
Fines and Forfeitures	126,000	141,000	158,967	17,967
Interest	240,000	270,000	529,930	259,930
Other	100,850	100,850	230,806	129,956
<i>Total Receipts</i>	15,023,269	15,396,573	16,748,567	1,351,994
Disbursements				
Current:				
General Government:				
Legislative and Executive	4,683,754	4,546,117	4,234,324	311,793
Judicial	2,299,279	2,364,671	2,317,756	46,915
Public Safety	4,985,682	4,995,595	4,986,663	8,932
Public Works	763,304	767,896	693,527	74,369
Health	179,715	179,715	162,130	17,585
Human Services	655,873	737,311	677,146	60,165
Intergovernmental	244,532	244,532	244,532	0
<i>Total Disbursements</i>	13,812,139	13,835,837	13,316,078	519,759
<i>Excess of Receipts Over Disbursements</i>	1,211,130	1,560,736	3,432,489	1,871,753
Other Financing Sources (Uses)				
Proceeds from Sale of Capital Assets	0	0	9,220	9,220
Advances Out	0	(28,000)	(28,000)	0
Transfers - Out	(3,367,739)	(3,680,844)	(3,680,844)	0
<i>Total Other Financing Sources (Uses)</i>	(3,367,739)	(3,708,844)	(3,699,624)	9,220
<i>Net Change in Fund Balance</i>	(2,156,609)	(2,148,108)	(267,135)	1,880,973
<i>Fund Balance Beginning of Year</i>	2,004,869	2,004,869	2,004,869	0
Prior Year Encumbrances Appropriated	157,985	157,985	157,985	0
<i>Fund Balance End of Year</i>	\$6,245	\$14,746	\$1,895,719	\$1,880,973

See accompanying notes to the basic financial statements

Shelby County, Ohio
Statement of Receipts, Disbursements, and Changes
In Fund Balance - Budget (Non-GAAP Basis) and Actual
Public Assistance Fund
For the Year Ended December 31, 2018

	<u>Budgeted Amounts</u>			Variance with Final Budget Positive (Negative)
	<u>Original</u>	<u>Final</u>	<u>Actual</u>	
Receipts				
Intergovernmental	\$3,178,872	\$3,178,872	\$3,077,048	(\$101,824)
Charges for Services	690,077	690,077	750,288	60,211
Other	84,212	84,212	35,984	(48,228)
<i>Total Receipts</i>	3,953,161	3,953,161	3,863,320	(89,841)
Disbursements				
Current:				
Human Services	3,975,815	4,151,231	3,947,761	203,470
<i>Excess of Receipts Under Disbursements</i>	(22,654)	(198,070)	(84,441)	113,629
<i>Fund Balance at Beginning of Year</i>	123,307	123,307	123,307	0
Prior Year Encumbrances Appropriated	74,763	74,763	74,763	0
<i>Fund Balance at End of Year</i>	<u>\$175,416</u>	<u>\$0</u>	<u>\$113,629</u>	<u>\$113,629</u>

See accompanying notes to the basic financial statements

Shelby County, Ohio
*Statement of Receipts, Disbursements, and Changes
 In Fund Balance - Budget (Non-GAAP Basis) and Actual
 Auto License and Gas Fund
 For the Year Ended December 31, 2018*

	Budgeted Amounts		Actual	Variance with Final Budget Positive (Negative)
	Original	Final		
Receipts				
Property and Other Taxes	\$150,000	\$150,000	\$159,322	\$9,322
Intergovernmental	4,205,000	4,205,000	4,466,064	261,064
Charges for Services	195,000	195,000	227,621	32,621
Interest	12,000	12,000	9,984	(2,016)
Other	50,000	50,000	244,132	194,132
<i>Total Receipts</i>	4,612,000	4,612,000	5,107,123	495,123
Disbursements				
Current:				
Public Works	11,101,470	11,101,470	6,345,371	4,756,099
<i>Excess of Receipts Under Disbursements</i>	(6,489,470)	(6,489,470)	(1,238,248)	5,251,222
Other Financing Sources				
Transfers In	1,500,000	1,500,000	1,638,749	138,749
Proceeds from Sale of Capital Assets	0	0	2,009	2,009
<i>Total Other Financing Sources</i>	1,500,000	1,500,000	1,640,758	140,758
<i>Net Change in Fund Balance</i>	(4,989,470)	(4,989,470)	402,510	5,391,980
<i>Fund Balance at Beginning of Year</i>	4,751,709	4,751,709	4,751,709	0
Prior Year Encumbrances Appropriated	237,761	237,761	237,761	0
<i>Fund Balance at End of Year</i>	\$0	\$0	\$5,391,980	\$5,391,980

See accompanying notes to the basic financial statement:

Shelby County, Ohio
Statement of Receipts, Disbursements, and Changes
In Fund Balance - Budget (Non-GAAP Basis) and Actual
Developmental Disabilities Fund
For the Year Ended December 31, 2018

	<u>Budgeted Amounts</u>			Variance with Final Budget Positive (Negative)
	<u>Original</u>	<u>Final</u>	<u>Actual</u>	
Receipts				
Property and Other Taxes	\$4,210,000	\$4,210,000	\$4,461,228	\$251,228
Intergovernmental	2,798,620	2,798,620	3,060,590	261,970
Charges for Services	65,000	65,000	90,527	25,527
Other	658,680	658,680	407,154	(251,526)
<i>Total Receipts</i>	<u>7,732,300</u>	<u>7,732,300</u>	<u>8,019,499</u>	<u>287,199</u>
Disbursements				
Current:				
Human Services	6,952,055	6,952,055	5,962,543	989,512
<i>Excess of Receipts Over Disbursements</i>	<u>780,245</u>	<u>780,245</u>	<u>2,056,956</u>	<u>1,276,711</u>
Other Financing Sources (Uses)				
Proceeds from Sale of Capital Assets	0	0	118,250	118,250
Advances - In	69,662	69,662	69,662	0
Transfers - Out	(1,415,400)	(1,490,080)	(1,490,080)	0
Advances - Out	(69,662)	(166,547)	(166,547)	0
<i>Total Other Financing Sources (Uses)</i>	<u>(1,415,400)</u>	<u>(1,586,965)</u>	<u>(1,468,715)</u>	<u>118,250</u>
<i>Net Change in Fund Balance</i>	(635,155)	(806,720)	588,241	1,394,961
<i>Fund Balance at Beginning of Year</i>	8,042,724	8,042,724	8,042,724	0
Prior Year Encumbrances Appropriated	61,300	61,300	61,300	0
<i>Fund Balance at End of Year</i>	<u>\$7,468,869</u>	<u>\$7,297,304</u>	<u>\$8,692,265</u>	<u>\$1,394,961</u>

See accompanying notes to the basic financial statements

Shelby County, Ohio
Statement of Fund Net Position - Modified Cash Basis
Enterprise Funds
December 31, 2018

	Fair Haven	Sewer	Total
Current Assets			
Equity in Pooled Cash and Cash Equivalent	\$630,475	\$311,816	\$942,291
Cash and Cash Equivalents in Segregated Account	6,623	37,921	44,544
Investments in Segregated Account	3,359,216	0	3,359,216
<i>Total Assets</i>	<u>3,996,314</u>	<u>349,737</u>	<u>4,346,051</u>
Net Position			
Restricted for Debt Service	74,406	0	74,406
Restricted for Capital Improvement:	3,599,101	0	3,599,101
Unrestricted	322,807	349,737	672,544
<i>Total Net Position</i>	<u>\$3,996,314</u>	<u>\$349,737</u>	<u>\$4,346,051</u>

See accompanying notes to the basic financial statements

Shelby County, Ohio
Statement of Receipts, Disbursements, and Changes in Fund Net Position
Modified Cash Basis
Enterprise Funds
For the Year Ended December 31, 2018

	Fair Haven	Sewer	Total
Operating Receipts			
Charges for Services	\$6,781,800	\$1,126,410	\$7,908,210
Other	43,462	82,008	125,470
<i>Total Operating Receipts</i>	<u>6,825,262</u>	<u>1,208,418</u>	<u>8,033,680</u>
Operating Disbursements			
Personal Services	5,275,935	417,282	5,693,217
Contractual Services	931,167	1,876,222	2,807,389
Materials and Supplies	693,507	38,565	732,072
Capital Outlay	9,519,089	33,898	9,552,987
Other	278,809	1,132	279,941
<i>Total Operating Disbursements</i>	<u>16,698,507</u>	<u>2,367,099</u>	<u>19,065,606</u>
<i>Operating Loss</i>	<u>(9,873,245)</u>	<u>(1,158,681)</u>	<u>(11,031,926)</u>
Non-Operating Receipts (Disbursements)			
Interest	152,034	0	152,034
Proceeds from Sale of Capital Assets	0	4,500	4,500
Capital Grants and Contributions	0	1,190,892	1,190,892
Proceeds of Loans	0	269,415	269,415
Proceeds of General Obligation Bonds	4,000,000	0	4,000,000
Premium on Bonds	260,852	0	260,852
Principal Retirement	0	(155,033)	(155,033)
Interest and Fiscal Charges	(430,456)	(68,387)	(498,843)
<i>Total Non-Operating Receipts (Disbursements)</i>	<u>3,982,430</u>	<u>1,241,387</u>	<u>5,223,817</u>
<i>Income (Loss) Before Transfers</i>	<u>(5,890,815)</u>	<u>82,706</u>	<u>(5,808,109)</u>
Advances In	<u>0</u>	<u>16,000</u>	<u>16,000</u>
<i>Change in Net Position</i>	<u>(5,890,815)</u>	<u>98,706</u>	<u>(5,792,109)</u>
<i>Net Position Beginning of Year (Restated - Note 3)</i>	<u>9,887,129</u>	<u>251,031</u>	<u>10,138,160</u>
<i>Net Position End of Year</i>	<u>\$3,996,314</u>	<u>\$349,737</u>	<u>\$4,346,051</u>

See accompanying notes to the basic financial statements

Shelby County, Ohio
Statement of Cash Flows - Modified Cash Basis
Enterprise Funds
For the Year Ended December 31, 2018

	Fair Haven	Sewer	Total
Increase (Decrease) in Cash and Cash Equivalents:			
Cash Flows from Operating Activities			
Cash Received from Customers and Support	\$6,781,800	\$1,126,410	\$7,908,210
Cash Received from Other Operating Receipts	43,462	82,008	125,470
Cash Payments for Employee Services and Benefits	(5,275,935)	(417,282)	(5,693,217)
Cash Payments to Suppliers and Contractors	(11,143,763)	(1,948,685)	(13,092,448)
Cash Payments for Other Operating Disbursements	(278,809)	(1,132)	(279,941)
<i>Net Cash Used in Operating Activities</i>	<u>(9,873,245)</u>	<u>(1,158,681)</u>	<u>(11,031,926)</u>
Cash Flows from Noncapital Financing Activities			
Advances In	0	16,000	16,000
Cash Flows from Capital and Related Financing Activities			
Bonds Proceeds	4,260,852	0	4,260,852
Loan Proceeds	0	269,415	269,415
Capital Grants and Contributions	0	1,190,892	1,190,892
Proceeds from Sale of Capital Assets	0	4,500	4,500
Bond Interest Payments	(430,456)	0	(430,456)
Loan Principal Repayment	0	(155,033)	(155,033)
Loan Interest Payments	0	(68,387)	(68,387)
<i>Net Cash Provided by Capital and Related Financing Activities</i>	<u>3,830,396</u>	<u>1,241,387</u>	<u>5,071,783</u>
Cash Flows from Investing Activities			
Interest	152,034	0	152,034
<i>Net Increase (Decrease) in Cash and Cash Equivalents</i>	(5,890,815)	98,706	(5,792,109)
<i>Cash and Cash Equivalents Beginning of Year</i>	9,887,129	251,031	10,138,160
<i>Cash and Cash Equivalents End of Year</i>	<u>\$3,996,314</u>	<u>\$349,737</u>	<u>\$4,346,051</u>

See accompanying notes to the basic financial statements

Shelby County, Ohio
Statement of Fiduciary Net Position - Modified Cash Basis
Fiduciary Funds
December 31, 2018

	Private Purpose Trust	Agency
Assets		
Equity in Pooled Cash and Cash Equivalents	\$36,910	\$2,902,581
Cash and Cash Equivalents in Segregated Accounts	0	526,523
Investments in Segregated Accounts	0	99,072
<i>Total Assets</i>	36,910	\$3,528,176
Liabilities		
Current Liabilities		
Due to Other Governments	\$0	\$1,844,930
Undistributed Monies	0	1,662,638
Deposits Held and Due to Others	0	20,608
<i>Total Current Liabilities</i>	0	3,528,176
Net Position		
Held in Trust for Pool Participants	\$36,910	

See accompanying notes to the basic financial statements

Shelby County, Ohio
Statement of Changes in Fiduciary Net Position
Modified Cash Basis
Private Purpose Trust Fund
For the Year Ended December 31, 2018

	Private Purpose Trust
Additions:	
Donations	\$4,036
Deductions:	
Distributions to Participants	4,575
Change in Net Position	(539)
Net Position Beginning of Year	37,449
Net Position End of Year	\$36,910

See accompanying notes to the basic financial statements

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 1 - REPORTING ENTITY AND BASIS OF PRESENTATION

Shelby County, Ohio (The County) was created in 1819. The County is governed by a board of three Commissioners elected by the voters of the County. Other officials elected by the voters of the County who manage various segments of the County's operations are the Auditor, Treasurer, Recorder, Clerk of Courts, Coroner, Engineer, Prosecuting Attorney, Sheriff, a Common Pleas Court Judge, and a joint Probate/Juvenile Court Judge.

Although the elected officials manage the internal operations of their respective departments, the County Commissioners authorize expenditures as well as serve as the budgeting and taxing authority, contracting body and the chief administrators of public services for the County, including each of these departments.

Reporting Entity

A reporting entity is comprised of the primary government, component units and other organizations that are included to ensure that the financial statements of the County are not misleading. The primary government consists of all funds, departments, boards and agencies that are not legally separate from the County. For Shelby County, this includes the Children's Services Board, the Board of Developmental Disabilities, the Child Support Enforcement Agency, the Community Corrections Planning Board, Fair Haven Home, the Shelby County Veterans Services, and all departments and activities that are directly operated by the elected County officials.

Component units are legally separate organizations for which the County is financially accountable. The County is financially accountable for an organization if the County appoints a voting majority of the organization's governing board and (1) the County is able to significantly influence the programs or services performed or provided by the organization; or (2) the County is legally entitled to or can otherwise access the organization's resources; the County is legally obligated or has assumed the responsibility to finance the deficits of, or provide financial support to, the organization; or the County is obligated for the debt of the organization. Component units may also include organizations that are fiscally dependent on the County in that the County approves the organization's budget, the levying of its taxes or the issuance of its debt.

Blended Component Unit

The Shelby County Land Reutilization Corporation (the Corporation) is a body corporate and politic authorized by the Board of County Commissioners of Shelby County on March 29, 2016, and incorporated on April 1, 2016, under Chapter 1724 of the Ohio Revised Code. The Corporation's governing body is a five member board of directors consisting of the County Treasurer, two County Commissioners, one representative of the City of Sidney, and one director with private sector or non-profit real estate experience selected by the County Treasurer and the two County Commissioners. The Corporation has been designated as the County's agent to further its mission to reclaim, rehabilitate, and reutilize vacant, abandoned, foreclosed, and other real property in the County by exercising the powers of the County under Chapter 5722 of the Ohio Revised Code. The Corporation meets the requirements and qualifies as a blended component unit of the County; however, it has not been presented in the financial statements or note disclosure as it is considered immaterial. Financial information can be obtained by writing to Shelby County Land Reutilization Corporation, 129 East Court Street, Sidney, Ohio 45365.

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 1 – REPORTING ENTITY AND BASIS OF PRESENTATION

As the custodian of public funds, the County Treasurer invests all public monies held on deposit in the County treasury. In the case of the separate agencies, boards and commissions listed below, the County serves as fiscal agent, but is not financially accountable for their operations. Accordingly, the activity of the following districts and agencies are presented as agency funds within the County's financial statements:

Shelby County General Health District
Shelby County Soil Conservation District
Shelby County Regional Planning Commission
Shelby County Park District
Shelby County Family and Children First

The County is associated with certain organizations which are defined as a Joint Venture, Jointly Governed Organizations, a Related Organization, and Insurance Pools. The County's Joint Venture, the Shelby County Regional Planning Commission (the Commission), is presented in Note 18 of the basic financial statements. A joint venture is a legal entity or other organization that results from a contractual arrangement and that is owned, operated, or governed by two or more participants as a separate and specific activity subject to joint control, in which the participants retain (a) an ongoing financial interest or (b) an ongoing financial responsibility. The Jointly Governed Organizations of the County, the Tri County Board of Recovery and Mental Health Services (Tri County Mental Health Board), the West Central Ohio Network (WestCON), and the North Central Ohio Solid Waste Management District (the District), are presented in Note 19 of the basic financial statements. A jointly governed organization is governed by representatives from each of the governments that create the organizations, but there is no ongoing financial interest or responsibility on the part of the participating governments. The Related Organization, the Shelby Metropolitan Housing Authority (SMHA), is presented in Note 20. A related organization is an organization for which the County appoints a majority of the governing board but for which there is no potential benefit or burden and no authority to impose the will of the County. The Insurance Pools, the Mid West Pool Risk Management Agency, Inc. (the Pool) and the County Employee Benefits Consortium of Ohio (CEBCO) are risk-sharing pools. A risk-sharing pool is an organization formed by a group of governments to combine risks and resources and share in the cost of losses. They are presented in Note 21.

NOTE 2 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

Although Ohio Administrative Code Section 117-2-03 (B) requires the County's financial report to follow accounting principles generally accepted in the United States of America, the County chooses to prepare its financial statements and notes in accordance with the modified cash basis of accounting.

This basis of accounting is similar to the cash receipts and disbursements basis. The County recognizes receipts when received in cash rather than when earned and recognizes disbursements when paid rather than when a liability is incurred. As a result of the use of this modified cash basis of accounting, certain assets and their related revenues (such as accounts receivable and revenue for billed or provided services not yet collected) and certain liabilities and their related expenses (such as accounts payable and expenses for goods or services received but not yet paid, and accrued expenses and liabilities) are not recorded in these financial statements.

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 2 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

The County also reports long-term investments as assets, valued at cost.

Basis of Presentation

The County's basic financial statements consist of government-wide statements, including a statement of net position and a statement of activities, and fund financial statements which provide a more detailed level of financial information.

Government-Wide Financial Statements

The statement of net position and the statement of activities display information about the County as a whole. These statements include the financial activities of the primary government except for fiduciary funds. The statements distinguish between those activities of the County that are governmental in nature and those that are considered business-type activities.

The statement of net position presents the financial condition of the governmental and business-type activities of the County at year-end. The statement of activities presents a comparison between disbursements and program receipts for each program or function of the County's governmental activities and for the business-type activities of the County. These disbursements are specifically associated with a service, program or department and therefore clearly identifiable to a particular program. Program receipts include charges paid by the recipient of the goods or services offered by the program, grants and contributions that are restricted to meeting the operational or capital requirements of a particular program and interest earned on grants that is required to be used to support a particular program. Receipts which are not classified as program receipts are presented as general receipts of the County, with certain limited exceptions. The comparison of disbursements with program receipts identifies the extent to which each governmental program or business segment is self-financing or draws from the general receipts of the County.

Proprietary fund statements distinguish operating transactions from nonoperating transactions. Operating receipts generally result from exchange transactions directly relating to the funds' principal services, such as charges for services. Operating disbursements include costs of sales and services and administrative costs. The proprietary fund statements report all other receipts and disbursements as nonoperating.

Fund Financial Statements

During the year, the County segregates transactions related to certain County functions or activities in separate funds in order to aid financial management and to demonstrate legal compliance. Fund financial statements are designed to present financial information of the County at this more detailed level. The focus of governmental and enterprise fund financial statements is on major funds. Each major fund is presented in a separate column. Nonmajor funds are aggregated and presented in a single column. Fiduciary funds are reported by type.

Fund Accounting

The County uses funds to maintain its financial records during the year. A fund is defined as a fiscal and accounting entity with a self-balancing set of accounts. There are three categories of funds utilized by the County: governmental, proprietary, and fiduciary.

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 2 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

Governmental Funds

The County classifies funds financed primarily from taxes, intergovernmental receipts (e.g. grants) and other nonexchange transactions as governmental funds. The following are the County's major governmental funds:

General Fund – This fund accounts for all financial resources except those required to be accounted for in another fund. The General fund balance is available to the County for any purpose provided it is expended or transferred according to the general laws of Ohio.

Public Assistance Fund – This fund is used to account for various federal and state grants used to provide public assistance to general relief recipients, medical assistance, and certain public social services.

Auto License and Gas Fund – This fund is used to account for receipts derived from permissive sales and use tax via transfers from the general fund, motor vehicle licenses, gasoline taxes and investment receipts. Disbursements in this fund are restricted by state law to County road and bridge repair and improvement programs.

Developmental Disabilities Fund – This fund is used to account for the operation of a school and the costs of administering a workshop for the developmentally disabled. Receipts include a county-wide property tax levy and federal and state grants.

Permanent Improvement Fund – This fund is used to account for the .25 percent sales tax receipts that the County has set aside for permanent improvements.

The other governmental funds of the County account for grants and other resources whose use is restricted for a particular purpose.

Proprietary Funds

Proprietary funds focus on the determination of operating income, changes in net position, and cash flows. The County's proprietary funds are enterprise funds.

Enterprise Funds – Enterprise funds may be used to account for any activity for which a fee is charged to external users for goods or services. The following are the County's major enterprise funds:

Fair Haven Fund – This fund is used to account for charges to residents of the county home to be used for the operation and maintenance of the county home.

Sewer Fund – This fund is used to account for the provision of sanitary sewer service to the residents of the County.

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 2 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

Fiduciary Funds

Fiduciary funds account for cash and investments where the County is acting as trustee or fiscal agent for other entities or individuals. The fiduciary fund category is split into four classifications: pension trust funds, investment trust funds, private purpose trust funds and agency funds. Trust funds are used by the County to account for cash and investments held under a trust agreement for individuals, private organizations or other governments, and are therefore, not available to support the County's own programs. Agency funds are used to report cash and investments held by the County in a purely custodial capacity. The County's fiduciary funds are a private purpose trust fund and agency funds. The County's private purpose trust fund accounts for donated money used for the purpose of helping foster children. The County's agency funds are primarily established to account for the collection of various taxes, receipts and fees, and to account for funds of the General Health District, Soil Conservation District, Regional Planning Commission, Park District, and Family and Children First.

Cash and Cash Equivalents

Cash balances of the County's funds, except cash and cash equivalents in segregated accounts, are pooled and invested in short-term investments in order to provide improved cash management. Individual fund integrity is maintained through County records. Interest in the pool is presented as "Equity in Pooled Cash and Cash Equivalents" on the financial statements. Cash and cash equivalents that are held separately within departments of the County and not held with the County Treasurer are recorded on the balance sheet as "Cash and Cash Equivalents in Segregated Accounts." Cash and cash equivalents that are held at WestCON on behalf of the Shelby County Board of Developmental Disabilities (BODD) are recorded on the balance sheet as "Cash and Cash Equivalents with Fiscal Agent." Investments that are held separately within departments of the County and not held as part of the pool are recorded on the balance sheet as "Investments in Segregated Accounts." Investments that are held at WestCON on behalf of the Shelby County BODD are recorded on the balance sheet as "Investments with Fiscal Agent."

Investments are reported at cost. During 2018, the County invested in the Federal Farm Credit Bank, the Federal Home Loan Bank, the Federal Home Loan Mortgage Corporation (FHLMC), the Federal National Mortgage Association, STAR Ohio, commercial paper, U.S. Treasury Notes and Bills, and the First American Treasury Obligation Fund.

Investments with an original maturity of three months or less at the time of purchase and investments of the cash management pool are reported as cash equivalents on the financial statements.

Interest income is distributed to the funds according to statutory requirements. Interest receipts of \$559,199 were credited to the General Fund during 2018, which includes \$503,014 assigned from other County funds.

Inventory of Supplies and Materials

On the modified cash basis of accounting, inventories of supplies are reported as disbursements when purchased.

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 2 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

Prepaid Items

On the modified cash basis of accounting, payments made to vendors for services that will benefit periods beyond December 31, 2018, are recorded as disbursements when made.

Capital Assets

Acquisitions of property, plant and equipment are recorded as disbursements when paid. The financial statements do not report these assets.

Compensated Absences

In certain circumstances, such as upon leaving employment, employees are entitled to cash payments for unused leave. Unpaid leave is not reflected as a liability under the County's modified cash basis of accounting.

Pensions/Other Postemployment Benefits (OPEB)

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

Long-Term Obligations

Bonds and other long-term obligations are not recognized as a liability in the financial statements under the modified cash basis of accounting. These statements report proceeds of debt when cash is received, and debt service disbursements for debt principal payments.

Net Position

Net position is reported as restricted when enabling legislation or creditors, grantors or laws or regulations of other governments have imposed limitations on its use.

The County first applies restricted resources when a disbursement is incurred for purposes for which both restricted and unrestricted resources are available.

Operating Receipts and Disbursements

Proprietary funds distinguish operating receipts and disbursements from nonoperating items. Operating receipts are those receipts that are generated directly from the primary activity of the proprietary funds. For the county, these receipts are sewer treatment and charges for services for the County Home. Operating disbursements are necessary costs incurred to provide the good or service that is the primary activity of the fund. All receipts and disbursements not meeting this definition are reported as nonoperating receipts and disbursements.

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 2 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

Fund Balance

Fund balance is divided into five classifications based primarily on the extent to which the County is bound to observe constraints imposed upon the use of the resources in the governmental funds. The classifications are as follows:

Nonspendable The nonspendable fund balance category includes amounts that cannot be spent because they are not in spendable form, or are legally or contractually required to be maintained intact. The “not in spendable form” criterion includes items that are not expected to be converted to cash.

Restricted Fund balance is reported as restricted when constraints placed on the use of resources are either externally imposed by creditors (such as through debt covenants), grantors, contributors, or laws or regulations of other governments; or is imposed by law through constitutional provisions.

Committed The committed fund balance classification includes amounts that can be used only for the specific purposes imposed by formal action (resolution) of the County Commissioners. Those committed amounts cannot be used for any other purpose unless the County Commissioners remove or change the specified use by taking the same type of action (resolution) it employed to previously commit those amounts. Committed fund balance also incorporates contractual obligations to the extent that existing resources in the fund have been specifically committed for use in satisfying those contractual requirements.

Assigned Amounts in the assigned fund balance classification are intended to be used by the County for specific purposes but do not meet the criteria to be classified as restricted or committed. In governmental funds other than the general fund, assigned fund balance represents the remaining amount that is not restricted or committed. In the general fund, assigned amounts represent intended uses established by the County Commissioners or a County official delegated that authority by resolution or by State Statute.

Unassigned Unassigned fund balance is the residual classification for the general fund and includes amounts not contained in the other classifications. In other governmental funds, the unassigned classification is used only to report a deficit balance.

The County applies committed resources first and then assigned resources when a disbursement is incurred for purposes which committed, assigned and unassigned fund balance is available.

Interfund Transactions

Transfers between governmental and business-type activities on the government-wide statements are reported in the same manner as general receipts.

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 2 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

Exchange transactions between funds are reported as receipts in the seller funds and as disbursements in the purchasing funds. Permanent nonexchange flows of cash from one fund to another without a requirement for repayment are reported as interfund transfers. Interfund transfers are reported as other financing sources/uses in governmental funds and after nonoperating receipts/disbursements in proprietary funds. Repayments from funds responsible for particular disbursements to the funds that initially paid for them are not presented on the financial statements.

Budgetary Process

All funds, other than agency funds, are legally required to be budgeted and appropriated. The major documents prepared are the certificate of estimated resources and the appropriations resolution, which are prepared on the budgetary basis of accounting. The certificate of estimated resources establishes a limit on the amount the County Commissioners may appropriate. The appropriations resolution is the County Commissioners' authorization to spend resources and sets annual limits on expenditures plus encumbrances at the level of control selected by the County Commissioners. The legal level of control has been established by the County Commissioners at the fund, department, and object level (i.e., General Fund – Commissioners – salaries, supplies, equipment, contract repairs, travel expenses, maintenance, and other expenses).

The certificate of estimated resources may be amended during the year if projected increases or decreases in receipts are identified by the County Auditor. The amounts reported as the original budgeted amounts on the budgetary statements reflect the amounts on the certificate of estimated resources when the original appropriations were adopted. The amounts reported as the final budgeted amounts on the budgetary statements reflect the amounts on the final amended certificate of estimated resources issued during 2018.

The appropriation resolution is subject to amendment throughout the year with the restriction that appropriations cannot exceed estimated resources. The amounts reported as the original budgeted amounts reflect the first appropriation resolution for that fund that covered the entire year, including amounts automatically carried forward from prior years. The amounts reported as the final budgeted amounts represent the final appropriation amounts passed by the County Commissioners during the year.

NOTE 3 – CHANGE IN ACCOUNTING PRINCIPLES AND RESTATEMENT OF FUND BALANCES/NET POSITION

Change in Accounting Principle

For the year ended December 31, 2018, the County has implemented GASB Statement No. 75, "Accounting and Financial Reporting for Postemployment Benefits Other Than Pensions." The implementation of GASB Statement No. 75 had no impact on fund balance or net position as previously reported at December 31, 2017.

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 3 – CHANGE IN ACCOUNTING PRINCIPLES AND RESTATEMENT OF FUND BALANCES/NET POSITION (Continued)

Restatement of Fund Balances/Net Position

Fund balances and net position were restated to move all the Fair Haven general obligation bond proceeds to the Fair Haven Fund. Fund balance of the Other Governmental Funds and the Fair Haven Enterprise Fund was restated as of December 31, 2017, for this change. Net position of the governmental activities and business-type activities was also restated as of December 31, 2017. The following table shows the changes in the prior period fund balance and net position as previously reported:

<u>Fund Balance</u>	<u>Previously reported Balance 12/31/17</u>	<u>Restatement</u>	<u>Restated Balance at 12/31/17</u>
Other Governmental Funds	\$5,234,443	(\$321,310)	\$4,913,133
Fair Haven Fund	9,565,819	321,310	9,887,129
<u>Net Position</u>			
Governmental Activities	\$30,416,767	(\$321,310)	\$30,095,457
Business-Type Activities	9,816,850	321,310	10,138,160
Total Government-Wide	<u>\$40,233,617</u>	<u>\$0</u>	<u>\$40,233,617</u>

NOTE 4 – COMPLIANCE

Ohio Administrative Code, Section 117-2-03(B), requires the County to prepare its annual financial report in accordance with accounting principles generally accepted in the United States of America. However, the County prepared its financial statements on a modified cash basis, which is a comprehensive basis of accounting other than accounting principles generally accepted in the United States of America. The accompanying financial statements omit assets, liabilities, net position / fund balances, and disclosures that, while material, cannot be determined at this time. The County can be fined and various other administrative remedies may be taken against the County.

NOTE 5 - BUDGETARY BASIS OF ACCOUNTING

Budgetary presentations report budgetary disbursements when a commitment is made (i.e., when an encumbrance is approved). Differences between disbursements reported in the fund and entity wide statements versus budgetary expenditures are due to encumbrances outstanding at the end of the year, and non-budgeted activity of some of the departments off-book cash accounts. Differences between receipts reported in the fund and entity wide statements versus budgetary receipts are due to unrecorded cash at the beginning and end of the year. Perspective differences arise from the activity of some funds being included with the General Fund on the modified cash basis because those funds do not meet the requirements to be presented as a separate fund and from the activity of some funds being combined with the Public Assistance Fund, the Auto License and Gas Fund, and the Developmental Disabilities Fund because they are so closely tied to the activity of those funds. These funds are not presented on the budget basis because the budget basis only presents the legally adopted budget for the given fund. Non-budgeted activity of the Developmental Disabilities Fund represents the activity at WestCON that was on behalf of the Shelby County Board of Developmental Disabilities.

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 5 - BUDGETARY BASIS OF ACCOUNTING (Continued)

Adjustments necessary to convert the changes in fund balance on a budgetary basis to the changes in fund balances on the modified cash basis for the General Fund, the Public Assistance Fund, the Auto License and Gas Fund, and the Developmental Disabilities Fund are as follows:

	General	Public Assistance	Auto License and Gas	Developmental Disabilities
Modified Cash Basis	(\$43,958)	\$20,318	\$424,663	\$1,442,416
Adjustments:				
Encumbrances	(204,372)	(87,257)	(20,204)	(55,241)
Unrecorded Cash 2017	109,943	300	0	0
Unrecorded Cash 2018	(99,961)	(50)	(1,949)	0
Perspective Differences	(28,787)	(17,752)	0	(567,943)
Non-Budgeted Activity	0	0	0	(230,991)
Budget Basis	<u>(\$267,135)</u>	<u>(\$84,441)</u>	<u>\$402,510</u>	<u>\$588,241</u>

NOTE 6 - DEPOSITS AND INVESTMENTS

Monies held by the County are classified by State statute into two categories. Active monies are public monies determined to be necessary to meet current demand upon the County treasury. Active monies must be maintained either as cash in the County treasury, in commercial accounts payable or withdrawal on demand, including negotiable order of withdrawal (NOW) accounts, or in money market deposit accounts. Monies held by the County which are not considered active are classified as inactive.

Inactive monies may be deposited or invested with certain limitations in the following securities:

1. United States Treasury Notes, Bills, Bonds or any other obligation or security issued by the United States Treasury or any other obligation guaranteed as to principal and interest by the United States;
2. Bonds, notes, debentures or any other obligations or securities issued by any federal government agency or instrumentality, including but not limited to, the Federal National Mortgage Association, Federal Home Loan Bank, Federal Farm Credit Bank, Federal Home Loan Mortgage Corporation, and Government National Mortgage Association. All federal agency securities shall be direct issuances of federal government agencies or instrumentalities;
3. Written repurchase agreements in the securities listed above provided that the market value of the securities subject to the repurchase agreement must exceed the principal value of the agreement by at least two percent and be marked to market daily, and that the term of the agreement must not exceed thirty days;
4. Bonds and other obligations of the State of Ohio or its political subdivisions;

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 6 - DEPOSITS AND INVESTMENTS (Continued)

5. Time certificates of deposit or savings or deposit accounts, including, but not limited to, passbook accounts in eligible institutions pursuant to ORC section 135.32;
6. No-load money market mutual funds rated in the highest category at the time of purchase by at least one nationally recognized standard rating service or consisting exclusively of obligations described in (1) or (2) above; commercial paper as described in ORC section 135.143 (6); and repurchase agreements secured by such obligations, provided these investments are made only through eligible institutions;
7. The State Treasurer's investment pool (STAR Ohio);
8. Securities lending agreements in which the County lends securities and the eligible institution agrees to simultaneously exchange similar securities or cash, equal value for equal value;
9. Up to forty percent of the County's average portfolio in either of the following:
 - a. commercial paper notes in entities incorporated under the laws Ohio or any other state that have assets exceeding five hundred million dollars, which are rated in the highest qualification established by two nationally recognized standard rating services, which do not exceed ten percent of the value of the outstanding commercial paper of the issuing corporation and mature within 270 days after purchase;
 - b. banker's acceptances eligible for purchase by the Federal Reserve System and which mature within 180 days after purchase;
10. Up to fifteen percent of the County's average portfolio in notes issued by U.S. corporations or by depository institutions doing business under authority granted by the U.S. provided the notes are rated in the second highest or higher category by at least two nationally recognized standard rating services at the time of purchase and the notes mature within two years from the date of purchase;
11. A current unpaid or delinquent tax line of credit, provided certain conditions are met related to a County land reutilization corporation organized under ORC Chapter 1724; and,
12. Up to two percent of the County's average portfolio in debt interests rated at the time of purchase in the three highest categories by two nationally recognized standard rating services and issued by foreign nations diplomatically recognized by the United States government. All interest and principal shall be denominated and payable in United States funds.

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 6 - DEPOSITS AND INVESTMENTS (Continued)

Reverse repurchase agreements, investments in derivatives, and investments in stripped principal or interest obligations that are not issued or guaranteed by the United States, are prohibited. The issuance of taxable notes for the purpose of arbitrage, the use of leverage and short selling are also prohibited. Other than corporate notes, commercial paper, and bankers acceptances, an investment must mature within five years from the date of settlement unless matched to a specific obligation or debt of the County. Bankers' acceptances must mature within 180 days. Commercial paper and corporate notes must mature within 270 days. Investments must be purchased with the expectation that they will be held to maturity.

Investments may only be made through specified dealers and institutions. Payment for investments may be made only upon delivery of the securities representing the investments to the treasurer or qualified trustee, or if the securities are not represented by a certificate, upon receipt of confirmation of transfer from the custodian.

The following information discloses the risks associated with the County's deposits and investments as defined in GASB Statement No. 3, "Deposits with Financial Institutions, Investments and Reverse Repurchase Agreements" and GASB Statement No. 40, "Deposit and Investment Risk Disclosures."

At year end, the County had \$21,771 in undeposited cash on hand which is included as part of "Equity in Pooled Cash and Cash Equivalents".

A. Deposits

Custodial credit risk for deposits is the risk that in the event of bank failure, the County will not be able to recover deposits or collateral securities that are in the possession of an outside party. At year end, \$3,479,942 of the County's bank balance of \$10,209,800 was exposed to custodial credit risk because those deposits were uninsured and collateralized with securities held by the pledging financial institutions trust department or agent but not in the County's name.

The County has no deposit policy for custodial risk beyond the requirements of State statute. Ohio law requires that deposits either be insured or be protected by:

Eligible securities pledged to the County and deposited with a qualified trustee by the financial institution as security for repayment whose market value at all times shall be at least 105 percent of the deposits being secured; or

Participation in the Ohio Pooled Collateral System (OPCS), a collateral pool of eligible securities deposited with a qualified trustee and pledged to the Treasurer of State to secure the repayment of all public monies deposited in the financial institution. OPCS requires the total market value of the securities pledged to be 102 percent of the deposits being secured or a rate set by the Treasurer of State.

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 6 - DEPOSITS AND INVESTMENTS (Continued)

B. Investments

The fair value of these investments is not materially different than measurement value. As of December 31, 2018, the County had the following investments:

Investment Type	Investment Maturities			
	Measurement Value	Less Than One Year	One to Three Years	Three to Five Years
Federal Farm Credit Bank	\$3,114,653	\$700,733	\$2,413,920	\$0
Federal Home Loan Bank	3,804,728	1,455,907	2,348,821	0
Federal Home Loan Mortgage Corporation	7,672,730	2,291,749	4,610,862	770,119
Federal National Mortgage Association	3,475,961	1,941,127	1,486,294	48,540
STAR Ohio	8,773,342	8,773,342	0	0
Commercial Paper	4,084,407	4,084,407	0	0
U.S. Treasury Notes	447,726	447,726	0	0
U.S. Treasury Bills	267,633	267,633	0	0
First American Treasury Obligation	144,023	144,023	0	0
Total	\$31,785,203	\$20,106,647	\$10,859,897	\$818,659

Interest Rate Risk: Interest rate risk arises because potential purchasers of debt securities will not agree to pay face value for those securities if interest rates subsequently increase. State statute limits the maturity of investments to five years unless matched to a specific obligation or debt of the County. The County does not have a formal investment policy that further limits investment maturities as a means of managing its exposure to fair value losses arising from increasing interest rates.

Concentration of Credit Risk: The County places no limit on the amount it may invest in any one issuer. At December 31, 2018, 28% of the County's investments were in STAR Ohio, 24% were in the Federal Home Loan Mortgage Corporation, 12% were in the Federal Home Loan Bank, 11% were in the Federal National Mortgage Association, and 10% were in the Federal Farm Credit Bank.

Credit Risk: The County's investments in the Federal Farm Credit Bank, the Federal Home Loan Bank, the Federal Home Loan Mortgage Corporation, and the Federal National Mortgage Association were rated Aaa by Moody's Investors Service and AA+ by Standard & Poor's at December 31, 2018. The County's investments in commercial paper were rated A-1 and A1+ by Standard & Poor's and P-1 by Moody's Investor Service at December 31, 2018. The County has no investment policy dealing with investment credit risk beyond the requirements in state statutes. State statute limits investments in corporate bonds to the top two ratings issued by nationally recognized statistical rating organizations. Ohio law requires that STAR Ohio maintain the highest rating provided by at least one nationally recognized standard rating service and that the money market fund be rated in the highest category at the time of purchase by at least one nationally recognized standard rating service.

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 6 - DEPOSITS AND INVESTMENTS (Continued)

Custodial Credit Risk: For an investment, custodial credit risk is the risk that, in the event of the failure of the counterparty, the County will not be able to recover the value of its investments or collateral securities that are in the possession of an outside party. The County has no investment policy dealing with investment custodial risk beyond the requirements in ORC 135.14(M)(2) which states, "Payment for investments shall be made only upon the delivery of securities representing such investments to the treasurer, investing authority, or qualified trustee. If the securities transferred are not represented by a certificate, payment shall be made only upon receipt of confirmation of transfer from the custodian by the treasurer, governing board, or qualified trustee."

NOTE 7 - PROPERTY TAXES

Property taxes include amounts levied against all real, public utility, and tangible personal property (other than public utility) located in the County. Property tax revenue received during 2018 for real and public utility property taxes represents collections of 2017 taxes.

2018 real property taxes are levied after October 1, 2017 on the assessed value as of January 1, 2018, the lien date. Assessed values are established by State law at 35 percent of appraised market value. 2018 real property taxes are collected in and intended to finance 2019.

Public utility property currently is assessed at varying percentages of true value; public utility real property is assessed at 35 percent of true value. 2018 public utility property taxes became a lien December 31, 2017, are levied after October 1, 2017, and are collected in 2018 with real property taxes.

Real property taxes are payable annually or semi-annually. If paid annually, payment is due December 31; if paid semi-annually, the first payment is due December 31, with the remainder payable by June 20. Under certain circumstances, State statute permits later payment dates to be established.

The County Treasurer collects property taxes on behalf of all taxing districts within the County. The County Auditor periodically distributes to the taxing districts their portion of the taxes collected in June and December for taxes payable in the first and second halves of the year, respectively.

The full tax rate for all County operations for the year ended December 31, 2018 was \$9.10 per \$1,000 of assessed value. The assessed values of real and tangible personal property upon which 2018 property tax receipts were based are as follows:

<u>Category</u>	<u>Assessed Value</u>	<u>Percent</u>
Agricultural/Residential Real Property	\$922,727,560	78.91
Other Real Property	202,317,280	17.30
Public Utility Personal Property	44,313,750	3.79
Total Assessed Value	<u>\$1,169,358,590</u>	<u>100.00%</u>

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 8 - PERMISSIVE SALES AND USE TAX

The County has a 1.5 percent tax on all retail sales, except sales of motor vehicles, made in the County, and on the storage, use, or consumption in the County of tangible personal property, including automobiles, not subject to the sales tax. The first 1 percent was imposed by the County Commissioners, by resolution, for general operations and permanent improvements. Beginning April 1, 2013, the additional .50 percent was allocated by resolution to road and bridge improvement projects (.25 percent) and to capital improvements (.25 percent). Vendor collections of the tax are paid to the State Treasurer by the twenty-third day of the month following collection. The State Tax Commissioner certifies to the State Auditor the amount of the tax to be returned to the County. The Tax Commissioner's certification must be made within forty-five days after the end of each month. The State Auditor then has five days in which to draw the warrant payable to the County.

Proceeds of the permissive sales and use tax were credited to the General Fund and the Permanent Improvement Fund during 2018. The .50 percent was then transferred from the General Fund to the Auto and Gas Fund and the Capital Improvement Tax Fund. Sales and use tax receipts in 2018 amounted to \$8,286,765 in the General Fund and \$1,658,720 in the Permanent Improvement Fund.

NOTE 9 – TAX ABATEMENTS

Enterprise Zone Program

Ohio Revised Code sections 5709.61-5709.69 allow for the designation of enterprise zones at the request of local legislative bodies and upon the approval of the director of development. After an area is certified as an enterprise zone, the legislative authority may enter into agreements with businesses to provide tax incentives in exchange for new investment in the designated area. An enterprise zone agreement allows for the exemption for a specified number of years (not to exceed 15) of a specified portion (not to exceed 75%) of the increase in the assessed valuation of real property as a result of the business' investment. As part of the agreement, businesses must make specific commitments to investment and job creation or retention. If for any three-year period of the agreement the business fails to meet at least 75% of the job creation or retention committed to, the business must repay any taxes abated during that three-year period. If the business fails to comply with other terms of the agreement, the agreement will be terminated and the business may have to repay all taxes that have been abated.

The County, in conjunction with the City of Sidney, has active enterprise zone agreements with two local businesses. The agreements exempt 57% and 67% of the new real property investment of the businesses from taxation for a period of ten years. In conjunction with the Village of Ft. Loramie, the County has an active enterprise zone agreement with one local business. The agreement exempts 50% of the new real property investment of the business from taxation for a period of ten years. For the year ended December 31, 2018, the County abated property taxes totaling \$9,003 under this program.

Tax Abatements of Other Governments

For the year ended December 31, 2018, County property tax receipts were reduced by \$4,067 under tax abatement agreements entered into by the Village of Anna, by \$12,920 under agreements entered into by the City of Sidney, by \$6,203 under agreements entered into by the Village of Botkins, by \$18,801 under agreements entered into by the Village of Jackson Center, and by \$501 under an agreement entered into by the Village of Russia, for a total of \$42,492.

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 10 - INTERFUND TRANSACTIONS

Manuscript Debt

On July 17, 2014, the County issued \$3,120,000 of general obligation bonds to itself in order to fund courthouse renovations. The bonds carry a 1.25% interest rate and reach final maturity on July 17, 2019. The bonds were purchased from the Auto and Gas and Permanent Improvement Funds. The County is accounting for the manuscript debt using the investment method. More information about this manuscript debt can be found in Note 15.

Interfund receivables and payables are not presented on the face of the financial statements. At December 31, 2018, the Permanent Improvement Fund had an interfund receivable of \$16,000 and the Sewer Enterprise Fund had an interfund payable of \$16,000,

The interfund receivables and payables are the repayment of advances. With the exception of \$12,000 of the interfund payable from the Sewer Enterprise Fund, the advances are expected to be repaid within a year.

Transfers in and out during the year ended December 31, 2018, were as follows:

Fund	Transfer In	Transfer Out
Governmental Funds:		
General Fund	\$0	\$3,680,844
Auto License and Gas Fund	1,638,749	0
Other Governmental Funds	2,042,095	0
Total Governmental Funds	\$3,680,844	\$3,680,844

Transfers are used to move revenues from the fund that statute or budget requires to collect them to the fund that statute or budget requires to expend them and unrestricted revenues collected in the General Fund to finance various programs accounted for in other funds in accordance with budgetary authorizations; to segregate money for anticipated capital projects; to provide additional resources for current operations or debt service; and to return money to the fund from which it was originally provided once a project is completed.

NOTE 11 - RISK MANAGEMENT

Insurance

The County is exposed to various risks of loss related to torts; theft of, damage to, and destruction of assets; errors and omissions; injuries to employees and natural disasters. During 2018, the County contracted with the Mid West Pool Risk Management Agency, Inc. for liability, property and crime insurance. The listing below is a general description of insurance coverage. All policy terms, conditions, restrictions, exclusions, etc. are not included.

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 11 - RISK MANAGEMENT (Continued)

Coverage provided by the insurance pool is as follows:

Liability	
General Liability	\$2,000,000
Public Official Errors and Omissions Liability	2,000,000
Law Enforcement Liability	2,000,000
Employee Benefit Liability	2,000,000
Auto Liability	2,000,000
Ohio Stop Gap	2,000,000
Crime	
Employee Dishonesty	2,000,000
Depositors Forgery	2,000,000
Money and Securities	25,000
Cyber Liability and Privacy	2,000,000
Excess Liability	5,000,000
Excess Healthcare Professional Liability	3,000,000
Excess Crime Liability	500,000
Pollution Liability	1,000,000
Property – replacement value (up to \$500,000,000)	
Flood– separate pool aggregates	50,000,000
Earthquake – separate pool aggregates	100,000,000
Boiler and Machinery	100,000,000

The County pays all elected officials' bonds by statute. Settled claims have not exceeded coverage in the last three years. There has been no material change in this coverage from the prior year

Health Care Benefits

The County participates in the County Employee Benefits Consortium of Ohio, Inc. (CEBCO), an Ohio not-for-profit corporation and insurance purchasing pool (Note 21). The intent of the CEBCO is to achieve the benefit of reduced health insurance premiums by pooling resources to purchase employee benefits. The County pays the annual actuarially determined rate on a monthly basis. Components of the funding rate include the claims fund distribution, incurred but unreported claims, a claim contingency reserve fund, and the fixed cost of the consortium.

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 12 - DEFINED BENEFIT PENSION PLANS

Net Pension Liability

The net pension liability represents a liability to employees for pensions. Pensions are a component of exchange transactions—between an employer and its employees—of salaries and benefits for employee services. Pensions are provided to an employee—on a deferred-payment basis—as part of the total compensation package offered by an employer for employee services each financial period. The obligation to sacrifice resources for pensions is a present obligation because it was created as a result of employment exchanges that already have occurred.

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

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

GASB 68 assumes the liability is solely the obligation of the employer, because (1) they benefit from employee services; and (2) State statute requires all funding to come from these employers. All contributions to date have come solely from these employers (which also includes costs paid in the form of withholdings from employees). State statute requires the pension plans to amortize unfunded liabilities within 30 years. If the amortization period exceeds 30 years, each pension plan’s board must propose corrective action to the State legislature. Any resulting legislative change to benefits or funding could significantly affect the net pension liability. Resulting adjustments to the net pension liability would be effective when the changes are legally enforceable.

The net pension liability is disclosed as a commitment and not reported on the face of the financial statements as a liability because of the use of the modified cash basis framework.

Plan Description – Ohio Public Employees Retirement System (OPERS)

County employees participate in the Ohio Public Employees Retirement System (OPERS). OPERS administers three separate pension plans. The traditional pension plan is a cost-sharing, multiple-employer defined benefit pension plan. The member-directed plan is a defined contribution plan and the combined plan is a cost-sharing, multiple-employer defined benefit pension plan with defined contribution features. While members (e.g. County employees) may elect the member-directed plan and the combined plan, substantially all employee members are in OPERS’ traditional plan; therefore, the following disclosure focuses on the traditional pension plan.

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 12 - DEFINED BENEFIT PENSION PLANS (Continued)

OPERS provides retirement, disability, survivor and death benefits, and annual cost of living adjustments to members of the traditional plan. Authority to establish and amend benefits is provided by Chapter 145 of the Ohio Revised Code. OPERS issues a stand-alone financial report that includes financial statements, required supplementary information and detailed information about OPERS' fiduciary net position that may be obtained by visiting <https://www.opers.org/financial/reports.shtml>, by writing to the Ohio Public Employees Retirement System, 277 East Town Street, Columbus, Ohio 43215-4642, or by calling 800-222-7377.

Senate Bill (SB) 343 was enacted into law with an effective date of January 7, 2013. In the legislation, members were categorized into three groups with varying provisions of the law applicable to each group. The following table provides age and service requirements for retirement and the retirement formula applied to final average salary (FAS) for the three member groups under the traditional plan as per the reduced benefits adopted by SB 343 (see OPERS CAFR referenced above for additional information):

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

Final average Salary (FAS) represents the average of the three highest years of earnings over a member's career for Groups A and B. Group C is based on the average of the five highest years of earnings over a member's career.

Members who retire before meeting the age and years of service credit requirement for unreduced benefits receive a percentage reduction in the benefit amount.

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 12 - DEFINED BENEFIT PENSION PLANS (Continued)

When a benefit recipient has received benefits for 12 months, an annual cost of living adjustment (COLA) is provided. This COLA is calculated on the base retirement benefit at the date of retirement and is not compounded. For those retiring prior to January 7, 2013, the COLA will continue to be a 3 percent simple annual COLA. For those retiring subsequent to January 7, 2013, beginning in calendar year 2019, the COLA will be based on the average percentage increase in the Consumer Price Index, capped at 3 percent.

Funding Policy - The Ohio Revised Code (ORC) provides statutory authority for member and employer contributions as follows:

	State and Local	Law Enforcement
2018 Statutory Maximum Contribution Rates		
Employer	14.0 %	18.1 %
Employee	10.0 %	**
 2018 Actual Contribution Rates		
Employer:		
Pension	14.0 %	18.1 %
Post-employment Health Care Benefits	0.0	0.0
Total Employer	14.0 %	18.1 %
Employee	10.0 %	13.0 %

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

Employer contribution rates are actuarially determined and are expressed as a percentage of covered payroll.

The County's contractually required contribution was \$2,642,795 for 2018.

Plan Description - State Teachers Retirement System (STRS)

County BODD licensed teachers participate in STRS Ohio, a cost-sharing multiple-employer public employee retirement system administered by STRS. STRS provides retirement and disability benefits to members and death and survivor benefits to beneficiaries. STRS issues a stand-alone financial report that includes financial statements, required supplementary information and detailed information about STRS' fiduciary net position. That report can be obtained by writing to STRS, 275 E. Broad St., Columbus, OH 43215-3771, by calling (888) 227-7877, or by visiting the STRS Web site at www.strsoh.org.

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 12 - DEFINED BENEFIT PENSION PLANS (Continued)

New members have a choice of three retirement plans; a Defined Benefit (DB) Plan, a Defined Contribution (DC) Plan and a Combined Plan. Benefits are established by Ohio Revised Code Chapter 3307. The DB plan offers an annual retirement allowance based on final average salary multiplied by a percentage that varies based on years of service. Effective August 1, 2015, the calculation will be 2.2 percent of final average salary for the five highest years of earnings multiplied by all years of service. With certain exceptions, the basic benefit is increased each year by two percent of the original base benefit. For members retiring August 1, 2013, or later, the first two percent is paid on the fifth anniversary of the retirement benefit. Members are eligible to retire at age 60 with five years of qualifying service credit, or age 55 with 25 years of service, or 30 years of service regardless of age. Age and service requirements for retirement will increase effective August 1, 2015, and will continue to increase periodically until they reach age 60 with 35 years of service or age 65 with five years of service on August 1, 2026.

The DC Plan allows members to place all their member contributions and 9.5 percent of the 14 percent employer contributions into an investment account. Investment allocation decisions are determined by the member. The remaining 4.5 percent of the 14 percent employer rate is allocated to the defined benefit unfunded liability. A member is eligible to receive a retirement benefit at age 50 and termination of employment. The member may elect to receive a lifetime monthly annuity or a lump sum withdrawal.

The Combined Plan offers features of both the DB Plan and the DC Plan. In the Combined Plan, member contributions are allocated among investment choices by the member, and employer contributions are used to fund the defined benefit payment at a reduced level from the regular DB Plan. The defined benefit portion of the Combined Plan payment is payable to a member on or after age 60 with five years of services. The defined contribution portion of the account may be taken as a lump sum payment or converted to a lifetime monthly annuity at age 50.

New members who choose the DC plan or Combined Plan will have another opportunity to reselect a permanent plan during their fifth year of membership. Members may remain in the same plan or transfer to another STRS plan. The optional annuitization of a member's defined contribution account or the defined contribution portion of a member's Combined Plan account to a lifetime benefit results in STRS bearing the risk of investment gain or loss on the account. STRS has therefore included all three plan options as one defined benefit plan for GASB 68 reporting purposes.

A DB or Combined Plan member with five or more years of credited service who is determined to be disabled may qualify for a disability benefit. Eligible survivors of members who die before service retirement may qualify for monthly benefits. New members on or after July 1, 2013, must have at least ten years of qualifying service credit that apply for disability benefits. Members in the DC Plan who become disabled are entitled only to their account balance. If a member of the DC Plan dies before retirement benefits begin, the member's designated beneficiary is entitled to receive the member's account balance.

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 12 - DEFINED BENEFIT PENSION PLANS (Continued)

Funding Policy – Employer and member contribution rates are established by the State Teachers Retirement Board and limited by Chapter 3307 of the Ohio Revised Code. The statutory maximum employee contribution rate is 14 percent. For the fiscal year ended June 30, 2018, plan members were required to contribute 14 percent of their annual covered salary. The County was required to contribute 14 percent; the entire 14 percent was the portion used to fund pension obligations.

The County’s contractually required contribution to STRS was \$174,990 for 2018.

Net Pension Liability

The net pension liability for OPERS was measured as of December 31, 2017, and the total pension liability used to calculate the net pension liability was determined by an actuarial valuation as of that date. STRS’s total pension liability was measured as of June 30, 2018, and was determined by an actuarial valuation as of that date. The County's proportion of the net pension liability was based on the County’s share of contributions to the pension plan (including agencies of the County) relative to the contributions of all participating entities. Following is information related to the proportionate share:

	OPERS	STRS	Total
Proportionate Share of the Net Pension Liability	\$21,818,714	\$2,354,696	\$24,173,410
Proportion of the Net Pension Liability	0.1390790%	0.0107091%	

Actuarial Assumptions - OPERS

Actuarial valuations of an ongoing plan involve estimates of the values of reported amounts and assumptions about the probability of occurrence of events far into the future. Examples include assumptions about future employment, mortality, and cost trends. Actuarially determined amounts are subject to continual review or modification as actual results are compared with past expectations and new estimates are made about the future.

Projections of benefits for financial reporting purposes are based on the substantive plan (the plan as understood by the employers and plan members) and include the types of benefits provided at the time of each valuation. The total pension liability in the December 31, 2017, actuarial valuation was determined using the following actuarial assumptions, applied to all periods included in the measurement:

Wage Inflation	3.25 percent
Future Salary Increases, including inflation	3.25 to 10.75 percent including wage inflation
COLA or Ad Hoc COLA	3 percent through 2018, then 2.15 percent, simple
Investment Rate of Return	7.50 percent
Actuarial Cost Method	Individual Entry Age

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 12 - DEFINED BENEFIT PENSION PLANS (Continued)

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

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

The long-term rate of return on defined benefit investment assets was determined using a building-block method in which best-estimate ranges of expected future real rates of return are developed for each major asset class. These ranges are combined to produce the long-term expected real rate of return by weighting the expected future real rates of return by the target asset allocation percentage, adjusted for inflation.

During 2017 OPERS managed investments in three investment portfolios: the Defined Benefits portfolio, the Health Care portfolio, and the Defined Contribution portfolio. The Defined Benefit portfolio includes the investment assets of the Traditional Pension Plan, the defined benefit component of the Combined Plan, and the annuitized accounts of the Member-Directed Plan. Within the Defined Benefit portfolio, contributions into the plans are all recorded at the same time, and benefit payments all occur on the first of the month. Accordingly, the money-weighted rate of return is considered to be the same for all plans within the portfolio. The annual money weighted rate of return, net of investments expense, for the Defined Benefit portfolio is 16.82 percent for 2017.

The allocation of investment assets with the Defined Benefit portfolio is approved by the Board of Trustees as outlined in the annual investment plan. Plan assets are managed on a total return basis with a long-term objective of achieving and maintaining a fully funded status for the benefits provided through the defined benefit pension plans. The table below displays the Board-approved asset allocation policy for 2017 and the long-term expected real rates of return:

<u>Asset Class</u>	<u>Target Allocation</u>	<u>Long-Term Expected Real Rate of Return (Arithmetic)</u>
Fixed Income	23.00 %	2.20 %
Domestic Equities	19.00	6.37
Real Estate	10.00	5.26
Private Equity	10.00	8.97
International Equities	20.00	7.88
Other investments	18.00	5.26
Total	<u>100.00 %</u>	<u>5.66 %</u>

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 12 - DEFINED BENEFIT PENSION PLANS (Continued)

Discount Rate The discount rate used to measure the total pension liability was 7.50 percent. The projection of cash flows used to determine the discount rate assumed that contributions from plan members and those of the contributing employers are made at the statutorily required rates. Based on those assumptions, the pension plan's fiduciary net position was projected to be available to make all projected future benefits payments of current plan members. Therefore, the long-term expected rate of return on pension plan investments was applied to all periods of projected benefit payments to determine the total pension liability.

Sensitivity of the County's Proportionate Share of the Net Pension Liability to Changes in the Discount Rate The following table presents the County's proportionate share of the net pension liability calculated using the current period discount rate assumption of 7.50 percent, as well as what the County's proportionate share of the net pension liability would be if it were calculated using a discount rate that is one-percentage-point lower (6.50 percent) or one-percentage-point higher (8.50 percent) than the current rate:

	1% Decrease (6.50%)	Current Discount Rate (7.50%)	1% Increase (8.50%)
County's proportionate share of the net pension liability	\$38,744,628	\$21,818,714	\$7,707,758

Actuarial Assumptions - STRS

The total pension liability in the July 1, 2018, actuarial valuation was determined using the following actuarial assumptions, applied to all periods included in the measurement:

Inflation	2.50 percent
Projected salary increases	2.50 percent at age 65 to 12.50 percent at age 20
Investment Rate of Return	7.45 percent, net of investment expenses
Cost-of-Living Adjustments (COLA)	0 percent, effective July 1, 2017

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

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

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 12 - DEFINED BENEFIT PENSION PLANS (Continued)

The 10 year expected real rate of return on pension plan investments was determined by STRS' investment consultant by developing best estimates of expected future real rates of return for each major asset class. The target allocation and best estimates of geometric real rates of return for each major asset class for July 1, 2017 valuation (latest available) are summarized as follows:

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

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

Discount Rate The discount rate used to measure the total pension liability was 7.45 percent as of June 30, 2018. The projection of cash flows used to determine the discount rate assumes member and employer contributions will be made at the statutory contribution rates in accordance with rate increases described above. For this purpose, only employer contributions that are intended to fund benefits of current plan members and their beneficiaries are included. Projected employer contributions that are intended to fund the service costs of future plan members and their beneficiaries, as well as projected contributions from future plan members, are not included. Based on those assumptions, STRS' fiduciary net position was projected to be available to make all projected future benefit payments to current plan members as of June 30, 2018. Therefore, the long-term expected rate of return on pension plan investments of 7.45 percent was applied to all periods of projected benefit payment to determine the total pension liability as of June 30, 2018.

Sensitivity of the County's Proportionate Share of the Net Pension Liability to Changes in the Discount Rate

The following table presents the County's proportionate share of the net pension liability calculated using the current period discount rate assumption of 7.45 percent, as well as what the County's proportionate share of the net pension liability would be if it were calculated using a discount rate that is one-percentage-point lower (6.45 percent) or one-percentage-point higher (8.45 percent) than the current rate:

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 12 - DEFINED BENEFIT PENSION PLANS (Continued)

	1% Decrease (6.45%)	Current Discount Rate (7.45%)	1% Increase (8.45%)
County's proportionate share of the net pension liability	\$3,438,723	\$2,354,696	\$1,437,214

NOTE 13 - POSTEMPLOYMENT BENEFITS

Net OPEB Liability

For 2018, Governmental Accounting Standards Board (GASB) Statement No. 75, “Accounting and Financial Reporting for Postemployment Benefits Other Than Pensions” was effective. This GASB pronouncement had no effect on beginning net position as reported January 1, 2018, as the net OPEB liability is not reported in the accompanying financial statements. The net OPEB liability has been disclosed below.

OPEB is a component of exchange transactions—between an employer and its employees—of salaries and benefits for employee services. OPEB are provided to an employee—on a deferred-payment basis—as part of the total compensation package offered by an employer for employee services each financial period.

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

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

GASB 75 assumes the liability is solely the obligation of the employer, because they benefit from employee services. OPEB contributions come from these employers and health care plan enrollees which pay a portion of the health care costs in the form of a monthly premium. The Ohio revised Code permits, but does not require the retirement systems to provide healthcare to eligible benefit recipients. Any change to benefits or funding could significantly affect the net OPEB liability. Resulting adjustments to the net OPEB liability would be effective when the changes are legally enforceable. The retirement systems may allocate a portion of the employer contributions to provide for these OPEB benefits.

The net OPEB liability is disclosed as a commitment and not reported on the face of the financial statements as a liability because of the use of the modified cash basis framework.

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 13 - POSTEMPLOYMENT BENEFITS (Continued)

Plan Description – Ohio Public Employees Retirement System (OPERS)

Plan Description - The Ohio Public Employees Retirement System (OPERS) administers three separate pension plans: the traditional pension plan, a cost-sharing, multiple-employer defined benefit pension plan; the member-directed plan, a defined contribution plan; and the combined plan, a cost-sharing, multiple-employer defined benefit pension plan that has elements of both a defined benefit and defined contribution plan.

OPERS maintains a cost-sharing, multiple-employer defined benefit post-employment health care trust, which funds multiple health care plans including medical coverage, prescription drug coverage and deposits to a Health Reimbursement Arrangement to qualifying benefit recipients of both the traditional pension and the combined plans. This trust is also used to fund health care for member-directed plan participants, in the form of a Retiree Medical Account (RMA). At retirement or refund, member directed plan participants may be eligible for reimbursement of qualified medical expenses from their vested RMA balance.

In order to qualify for postemployment health care coverage, age and service retirees under the traditional pension and combined plans must have twenty or more years of qualifying Ohio service credit. Health care coverage for disability benefit recipients and qualified survivor benefit recipients is available. The health care coverage provided by OPERS meets the definition of an Other Post Employment Benefit (OPEB) as described in GASB Statement 75. See OPERS' CAFR referenced below for additional information.

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

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

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

Employer contribution rates are expressed as a percentage of the earnable salary of active members. In 2018, state and local employers contributed at a rate of 14.0 percent of earnable salary and public safety and law enforcement employers contributed at 18.1 percent. These are the maximum employer contribution rates permitted by the Ohio Revised Code. Active member contributions do not fund health care.

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 13 - POSTEMPLOYMENT BENEFITS (Continued)

Each year, the OPERS Board determines the portion of the employer contribution rate that will be set aside to fund health care plans. The portion of employer contributions allocated to health care for members in the Traditional Pension Plan and Combined Plan was 1.0 percent during calendar year 2017. As recommended by OPERS' actuary, the portion of employer contributions allocated to health care beginning January 1, 2018 decreased to 0 percent for both plans. The OPERS Board is also authorized to establish rules for the retiree or their surviving beneficiaries to pay a portion of the health care provided. Payment amounts vary depending on the number of covered dependents and the coverage selected. The employer contribution as a percentage of covered payroll deposited into the RMA for participants in the Member-Directed Plan for 2017 was 4.0 percent.

Employer contribution rates are actuarially determined and are expressed as a percentage of covered payroll.

The County's contractually required contribution was \$0 for 2018.

Plan Description - State Teachers Retirement System (STRS)

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

Funding Policy – Ohio Revised Code Chapter 3307 authorizes STRS to offer the Plan and gives the Retirement Board discretionary authority over how much, if any, of the health care costs will be absorbed by STRS. Active employee members do not contribute to the Health Care Plan. Nearly all health care plan enrollees, for the most recent year, pay a portion of the health care costs in the form of a monthly premium. Under Ohio law, funding for post-employment health care may be deducted from employer contributions, currently 14 percent of covered payroll. For the fiscal year ended June 30, 2018, STRS did not allocate any employer contributions to post-employment health care.

Net OPEB Liability

The net OPEB liability and total OPEB liability for OPERS were determined by an actuarial valuation as of December 31, 2016, rolled forward to the measurement date of December 31, 2017, by incorporating the expected value of health care cost accruals, the actual health care payment, and interest accruals during the year. The net OPEB liability for STRS was measured as of June 30, 2018, and the total OPEB liability used to calculate the net OPEB liability was determined by an actuarial valuation as of that date. The County's proportion of the net OPEB liability was based on the County's share of contributions to the respective retirement systems relative to the contributions of all participating entities. Following is information related to the proportionate share:

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 13 - POSTEMPLOYMENT BENEFITS (Continued)

	OPERS	STRS	
Proportion of the Net OPEB Liability:			
Current Measurement Date	0.135870%	0.0107091%	
Prior Measurement Date	0.141715%	0.0099400%	
Change in Proportionate Share	-0.0058450%	0.0007691%	
Proportionate Share of the Net OPEB Liability/(Asset)	\$14,754,123	(\$172,085)	Total \$14,582,038

Actuarial Assumptions - OPERS

Actuarial valuations of an ongoing plan involve estimates of the values of reported amounts and assumptions about the probability of occurrence of events far into the future. Examples include assumptions about future employment, mortality, and cost trends. Actuarially determined amounts are subject to continual review or modification as actual results are compared with past expectations and new estimates are made about the future.

Projections of benefits for financial reporting purposes are based on the substantive plan and include the types of coverage provided at the time of each valuation and the historical pattern of sharing of costs between OPERS and plan members. The total OPEB liability was determined by an actuarial valuation as of December 31, 2016, rolled forward to the measurement date of December 31, 2017. The actuarial valuation used the following actuarial assumptions applied to all prior periods included in the measurement in accordance with the requirements of GASB 74:

Wage Inflation	3.25 percent
Projected Salary Increases, including inflation	3.25 to 10.75 percent including wage inflation
Single Discount Rate:	
Current measurement date	3.85 percent
Prior Measurement date	4.23 percent
Investment Rate of Return	6.50 percent
Municipal Bond Rate	3.31 percent
Health Care Cost Trend Rate	7.5 percent, initial
	3.25 percent, ultimate in 2028
Actuarial Cost Method	Individual Entry Age

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

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 13 - POSTEMPLOYMENT BENEFITS (Continued)

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

The long-term expected rate of return on health care investment assets was determined using a building-block method in which best-estimate ranges of expected future real rates of return are developed for each major asset class. These ranges are combined to produce the long-term expected real rate of return by weighting the expected future real rates of return by the target asset allocation percentage, adjusted for inflation.

During 2017, OPERS managed investments in three investment portfolios: the Defined Benefit portfolio, the Health Care portfolio and the Defined Contribution portfolio. The Health Care portfolio includes the assets for health care expenses for the Traditional Pension Plan, Combined Plan and Member-Directed Plan eligible members. Within the Health Care portfolio, contributions into the plans are assumed to be received continuously throughout the year based on the actual payroll payable at the time contributions are made, and health care-related payments are assumed to occur mid-year. Accordingly, the money-weighted rate of return is considered to be the same for all plans within the portfolio. The annual money-weighted rate of return expressing investment performance, net of investment expenses and adjusted for the changing amounts actually invested, for the Health Care portfolio is 15.2 percent for 2017.

The allocation of investment assets with the Health Care portfolio is approved by the Board of Trustees as outlined in the annual investment plan. Assets are managed on a total return basis with a long-term objective of continuing to offer a sustainable health care program for current and future retirees. OPERS' primary goal is to achieve and maintain a fully funded status for the benefits provided through the defined pension plans. Health care is a discretionary benefit. The table below displays the Board-approved asset allocation policy for 2017 and the long-term expected real rates of return:

<u>Asset Class</u>	<u>Target Allocation</u>	<u>Weighted Average Long-Term Expected Real Rate of Return (Arithmetic)</u>
Fixed Income	34.00 %	1.88 %
Domestic Equities	21.00	6.37
Real Estate Investment Trust	6.00	5.91
International Equities	22.00	7.88
Other investments	17.00	5.39
Total	<u>100.00 %</u>	<u>4.98 %</u>

Discount Rate A single discount rate of 3.85 percent was used to measure the OPEB liability on the measurement date of December 31, 2017. A single discount rate of 4.23 percent was used to measure the OPEB liability on the measurement date of December 31, 2016. Projected benefit payments are required to be discounted to their actuarial present value using a single discount rate that reflects (1) a long-term expected rate of return on OPEB plan investments (to the extent that the health care fiduciary net position is projected to be sufficient to pay benefits), and (2) tax-exempt municipal bond rate based on an index of 20-year general obligation bonds with an average AA credit rating as of the measurement date (to the extent that the contributions for use with the long-term expected rate are not met). This single discount rate was based on an expected rate of return on the health care investment portfolio of 6.50 percent and a municipal bond rate of 3.31 percent.

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 13 - POSTEMPLOYMENT BENEFITS (Continued)

The projection of cash flows used to determine this single discount rate assumed that employer contributions will be made at rates equal to the actuarially determined contribution rate. Based on these assumptions, the health care fiduciary net position and future contributions were sufficient to finance health care costs through 2034. As a result, the long-term expected rate of return on health care investments was applied to projected costs through the year 2034, and the municipal bond rate was applied to all health care costs after that date.

Sensitivity of the County's Proportionate Share of the Net OPEB Liability to Changes in the Discount Rate The following table presents the County's proportionate share of the net OPEB liability calculated using the single discount rate of 3.85 percent, as well as what the County's proportionate share of the net OPEB liability would be if it were calculated using a discount rate that is one-percentage-point lower (2.85 percent) or one-percentage-point higher (4.85 percent) than the current rate:

	1% Decrease (2.85%)	Current Discount Rate (3.85%)	1% Increase (4.85%)
County's proportionate share of the net OPEB liability	\$19,601,965	\$14,754,123	\$10,832,915

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

Retiree health care valuations use a health care cost-trend assumption that changes over several years built into the assumption. The near-term rates reflect increases in the current cost of health care; the trend starting in 2018 is 7.50 percent. If this trend continues for future years, the projection indicates that years from now virtually all expenditures will be for health care. A more reasonable alternative is that in the not-too-distant future, the health plan cost trend will decrease to a level at, or near, wage inflation. On this basis, the actuaries project premium rate increases will continue to exceed wage inflation for approximately the next decade, but by less each year, until leveling off at an ultimate rate, assumed to be 3.25 percent in the most recent valuation.

	1% Decrease	Current Health Care Cost Trend Rate Assumption	1% Increase
County's proportionate share of the net OPEB liability	\$14,116,893	\$14,754,123	\$15,413,093

Actuarial Assumptions - STRS

Key methods and assumptions used in the latest actuarial valuation, reflecting experience study results used in the June 30, 2018, actuarial valuation are presented below:

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 13 - POSTEMPLOYMENT BENEFITS (Continued)

Inflation	2.50 percent
Projected salary increases	12.50 percent at age 20 to 2.50 percent at age 65
Investment Rate of Return	7.45 percent, net of investment expenses, including inflation
Payroll Increases	3 percent
Cost-of-Living Adjustments (COLA)	0.0 percent, effective July 1, 2017
Blended Discount Rate of Return	7.45 percent
Health Care Cost Trends	6 to 9.62 percent initial, 4 percent ultimate

Projections of benefits include the historical pattern of sharing benefit costs between the employers and retired plan members.

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

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

Since the prior measurement date, the discount rate was increased from 4.13 percent to 7.45 percent based on the methodology defined under *GASB Statement No. 74, Financial Reporting for Postemployment Benefit Plans Other Than Pension Plans (OPEB)*.

Also since the prior measurement date, the subsidy multiplier for non-Medicare benefit recipients was increased from 1.9 percent to 1.944 percent per year of service, and the Medicare Part B premium reimbursements were extended to January 2020.

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

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 13 - POSTEMPLOYMENT BENEFITS (Continued)

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

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

Discount Rate The discount rate used to measure the total OPEB liability was 7.45 percent as of June 30, 2018. The projection of cash flows used to determine the discount rate assumes STRS Ohio continues to allocate no employer contributions to the health care fund. Based on these assumptions, the OPEB plan's fiduciary net position was projected to be sufficient to make all projected future benefit payments of current plan members. The total present value of projected benefit payments from all years was then used to determine the single rate of return that was used as the discount rate

Sensitivity of the County's Proportionate Share of the Net OPEB Liability to Changes in the Discount and Health Care Cost Trend Rate The following table represents the net OPEB liability as of June 30, 2018, calculated using the current period discount rate assumption of 7.45 percent, as well as what the net OPEB liability would be if it were calculated using a discount rate that is one percentage point lower (6.45 percent) or one percentage point higher (8.45 percent) than the current assumption. Also shown is the net OPEB liability as if it were calculated using health care cost trend rates that are one percentage point lower or one percentage point higher than the current health care cost trend rates.

	<u>1% Decrease (6.45%)</u>	<u>Current Discount Rate (7.45%)</u>	<u>1% Increase (8.45%)</u>
County's proportionate share of the net OPEB liability/(Asset)	(\$147,493)	(\$172,085)	(\$192,753)
		<u>Current Trend Rate</u>	<u>1% Increase</u>
County's proportionate share of the net OPEB liability/(Asset)	(\$191,586)	(\$172,085)	(\$152,279)

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 14 – OTHER EMPLOYEE BENEFITS

Deferred Compensation Plans

County employees and elected officials may elect to participate in the Ohio Public Employees Deferred Compensation Plan or the Ohio County Commissioners Association Deferred Compensation Plan. Both plans were created in accordance with Internal Revenue Code Section 457. Participation is on a voluntary payroll deduction basis. The plans permit deferral of compensation until future years. According to the plans, the deferred compensation is not available until termination, retirement, death or an unforeseeable emergency.

Compensated Absences

County employees earn vacation and sick leave at varying rates depending on length of service and department policy. Overtime hours can be accrued as compensatory time at one and one half times the amount of hours worked. All accumulated, unused vacation and compensatory time is paid upon separation if the employee has at least one year of service with the County.

The County's current leave policy states that all full-time employees working eighty hours in active pay status are entitled to 4.6 hours of sick leave with pay for every full pay period worked. Employees working less than the required amount for the pay period shall receive a pro-rated share of sick leave. Any County employee who has 10 or more years of service as an employee of any office, department, commission, or board of Shelby County will be paid for 25 percent of the value of his accrued but unused sick leave up to a maximum of 240 hours. Such payment is based upon the employee's rate of pay at the time of his retirement and is paid to the employee in one lump sum upon retirement.

NOTE 15 - LONG-TERM DEBT OBLIGATIONS

Governmental Activities Debt

On July 17, 2014, the County issued \$3,120,000 of general obligation bonds to itself in order to fund courthouse renovations. The bonds carry a 1.25% interest rate and reach final maturity on July 17, 2019. The bonds were purchased from the Auto and Gas and Permanent Improvement Funds and will be repaid by the Capital Improvement Tax Fund, an Other Governmental Fund. During 2018, \$624,000 of the debt was retired and the balance of the bonds outstanding at December 31, 2018 was \$624,000. The following table summarizes the principal and interest payments required to retire the manuscript debt:

<u>Year</u>	<u>2014 Courthouse Renovations</u>	
	<u>Principal</u>	<u>Interest</u>
2019	\$624,000	\$7,800

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 15 - LONG-TERM DEBT OBLIGATIONS (Continued)

Business-Type Activities Debt

Details of the changes in the business-type activities long-term debt for the year ended December 31, 2018 are indicated below:

	Balance at 12/31/17	Increases	Decreases	Balance at 12/31/18	Due Within One Year
<u>General Obligation Bonds</u>					
2017 County Home Bonds – 3.50-4.00%	\$9,000,000	\$0	\$0	\$9,000,000	\$0
2018 County Home Bonds – 2.00-4.00%	0	4,000,000	0	4,000,000	240,000
Total General Obligation Bonds	9,000,000	4,000,000	0	13,000,000	240,000
<u>Loans Payable:</u>					
2005 Ft. Loramie Sewer OWDA Loan - 3.75%	847,169	0	80,759	766,410	41,519
2006 McCartyville Sewer OWDA Loan – 0.00%	321,758	0	32,176	289,582	16,088
2009 Millcreek Sewer OWDA Loan – 1.50%	328,715	0	12,383	316,332	6,261
1998 Arrowhead Hills Sewer OPWC Loan – 0.00%	1,875	0	1,875	0	0
2010 Millcreek Sewer OPWC Loan – 0.00%	117,670	0	7,354	110,316	2,451
2011 Kettlersville Sewer USDA Loan – 3.50%	493,000	0	8,000	485,000	8,000
2014 Arrowhead Hills Sewer OPWC Loan – 0.00%	62,048	0	3,512	58,536	1,171
2016 BonTon Lift Station OWDA Loan – 0.71%	176,770	0	8,974	167,796	4,511
2017 Newport Sewer USDA Loan – 2.375%	241,585	269,415	0	511,000	8,404
Total Loans	2,590,590	269,415	155,033	2,704,972	88,405
Total Enterprise Long-Term Debt	\$11,590,590	\$4,269,415	\$155,033	\$15,704,972	\$328,405

On December 28, 2017, the County issued \$9,000,000 in general obligation bonds for the purpose of financing permanent improvements at the Fair Haven County Home. Of these bonds, \$8,540,000 are term bonds maturing December 1, 2035, 2038, 2040, 2042, and 2048 at \$1,290,000, \$980,000, \$1,065,000, \$1,155,000, and \$4,050,000, respectively. \$460,000 are serial bonds with a maturity date of December 1, 2036. Although the bonds are backed by the full faith and credit of the County, the County intends to repay these bonds with County Home operating receipts.

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 15 - LONG-TERM DEBT OBLIGATIONS (Continued)

The term bonds maturing December 1, 2035, are subject to mandatory sinking fund redemption at a redemption price of 100% of the principal amount to be redeemed, plus accrued interest to the date of redemption. The amount to be redeemed is \$415,000 on December 1, 2033, and \$430,000 on December 1, 2034. The remaining principal amount of \$445,000 will be paid at stated maturity.

The term bonds maturing December 1, 2038, are subject to mandatory sinking fund redemption at a redemption price of 100% of the principal amount to be redeemed, plus accrued interest to the date of redemption. The amount to be redeemed is \$480,000 on December 1, 2037. The remaining principal amount of \$500,000 will be paid at stated maturity.

The term bonds maturing December 1, 2040, are subject to mandatory sinking fund redemption at a redemption price of 100% of the principal amount to be redeemed, plus accrued interest to the date of redemption. The amount to be redeemed is \$520,000 on December 1, 2039. The remaining principal amount of \$545,000 will be paid at stated maturity.

The term bonds maturing December 1, 2042, are subject to mandatory sinking fund redemption at a redemption price of 100% of the principal amount to be redeemed, plus accrued interest to the date of redemption. The amount to be redeemed is \$565,000 on December 1, 2041. The remaining principal amount of \$590,000 will be paid at stated maturity.

The term bonds maturing December 1, 2048, with a 3.5 percent interest rate are subject to mandatory sinking fund redemption at a redemption price of 100% of the principal amount to be redeemed, plus accrued interest to the date of redemption. The amount to be redeemed is \$430,000, \$445,000, \$455,000, \$475,000, \$490,000 on December 1, 2043 to 2047, respectively. The remaining principal amount of \$505,000 will be paid at stated maturity.

The term bonds maturing December 1, 2048, with a 3.625 percent interest rate are subject to mandatory sinking fund redemption at a redemption price of 100% of the principal amount to be redeemed, plus accrued interest to the date of redemption. The amount to be redeemed is \$190,000, 195,000, \$205,000, \$210,000, \$220,000 on December 1, 2043 to 2047, respectively. The remaining principal amount of \$230,000 will be paid at stated maturity.

On February 1, 2018, the County issued additional general obligation bonds in the amount of \$4,000,000 for the for the purpose of financing permanent improvements at the Fair Haven County Home. Of these bonds, a total of \$3,300,000 are serial bonds with annual maturity of December 1, 2019 through December 1, 2030, and \$700,000 are term bonds maturing December 1, 2032. Although the bonds are backed by the full faith and credit of the County, the County intends to repay these bonds with County Home operating receipts.

The term bonds maturing December 1, 2032, are subject to mandatory sinking fund redemption at a redemption price of 100% of the principal amount to be redeemed, plus accrued interest to the date of redemption. The amount to be redeemed is \$340,000 on December 1, 2031. The remaining principal amount of \$360,000 will be paid at stated maturity.

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 15 - LONG-TERM DEBT OBLIGATIONS (Continued)

The 2005 Ft. Loramie Sewer OWDA loan is a twenty year loan in the amount of \$1,562,925 for the Fort Loramie Flow Equalization Project. Per an agreement with the Village of Fort Loramie, the Village is responsible for 65% of the repayment of this debt. The Village of Fort Loramie is making monthly payments to the Sewer Fund for its share of the debt. The County's share of this loan is being repaid from the operating receipts of the Sewer Fund. The 2006 McCartyville Sewer OWDA loan is a twenty year, \$643,518 loan for the planning and construction of the McCartyville Sewer Collection System. The 2009 Millcreek Sewer OWDA loan is a 30 year, \$415,920 loan for the construction of the Millcreek Subdivision Sewer project. That project was also funded through a 30 year, \$147,087 OPWC loan. The 2011 Kettlersville Sewer USDA loan is a 30 year, \$520,000 loan. The 1998 Arrowhead Hills OPWC loan is a twenty year loan that was issued in the amount of \$75,000 for the purpose of making improvements to the Arrowhead Hills Water System. The 2014 Arrowhead Hills OPWC loan is a thirty year loan that was issued in the amount of \$70,245 for the purpose of making improvements to the Arrowhead Hills Water System. The 2016 BonTon liftstation OWDA loan is a 20 year, \$190,112 loan with an interest rate of .71 percent. The 2017 Newport Sewer USDA Loan is a 38 year, \$511,000 loan. All of these loans are being repaid from operating receipts of the Sewer Fund.

The Ohio Revised Code provides that the net general obligation debt of the County, exclusive of certain exempt debt, issued without a vote of the electors should not exceed one percent of the total assessed valuation of the County. The Code further provides that the total voted and unvoted net debt of the County less the same exempt debt should not exceed a sum equal to three percent of the first \$100,000,000 of the assessed valuation, plus one and one-half percent of such valuation in excess of \$100,000,000 and not in excess of \$300,000,000, plus two and one-half percent of such valuation in excess of \$300,000,000. The effects of the debt limitations at December 31, 2018, are an overall debt margin of \$27,733,967 and an unvoted debt margin of \$11,693,587.

The following is a summary of the County's future annual principal and interest requirements for long-term debt of the enterprise funds:

Year	General Obligation Bonds			
	County Home Series 2017		County Home Series 2018	
	Principal	Interest	Principal	Interest
2019	\$0	\$347,362	\$240,000	\$130,975
2020	0	347,362	245,000	126,175
2021	0	347,362	250,000	121,275
2022	0	347,362	250,000	116,275
2023	0	347,362	260,000	110,025
2024-2028	0	1,736,812	1,410,000	432,825
2029-2033	415,000	1,736,812	1,345,000	137,400
2034-2038	2,315,000	1,493,650	0	0
2039-2043	2,840,000	967,463	0	0
2044-2048	3,430,000	372,631	0	0
Total	\$9,000,000	\$8,044,178	\$4,000,000	\$1,174,950

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 15 - LONG-TERM DEBT OBLIGATIONS (Continued)

Sewer Loans						
Year	Ft. Loramie Sewer OWDA		McCartsville Sewer OWDA		Millcreek Sewer OWDA	
	Principal	Interest	Principal	Interest	Principal	Interest
2019	\$41,519	\$14,370	\$16,088	\$0	\$6,261	\$2,373
2020	85,387	26,390	32,176	0	12,664	4,604
2021	88,619	23,159	32,176	0	12,854	4,414
2022	91,974	19,804	32,176	0	13,048	4,219
2023	95,455	16,323	32,176	0	13,245	4,023
2024-2028	363,456	27,765	144,790	0	69,275	17,063
2029-2033	0	0	0	0	74,648	11,689
2034-2038	0	0	0	0	80,440	5,899
2039-2042	0	0	0	0	33,897	637
Totals	\$766,410	\$127,811	\$289,582	\$0	\$316,332	\$54,921

Year	Millcreek Sewer OPWC		Kettlersville Sewer USDA		Arrowhead Hills OPWC	
	Principal	Interest	Principal	Interest	Principal	Interest
2019	\$2,451	\$0	\$8,000	\$16,369	\$1,171	\$0
2020	4,903	0	8,000	16,099	2,341	0
2021	4,903	0	9,000	15,829	2,341	0
2022	4,903	0	9,000	15,525	2,341	0
2023	4,903	0	9,000	15,221	2,341	0
2024-2028	24,515	0	52,000	71,180	11,705	0
2029-2033	24,515	0	61,000	61,864	11,706	0
2034-2038	24,514	0	71,000	50,893	11,710	0
2039-2043	14,709	0	86,000	37,903	11,710	0
2044-2048	0	0	102,000	22,377	1,170	0
2049-2053	0	0	70,000	19,039	0	0
2054-2056	0	0	0	0	0	0
Totals	\$110,316	\$0	\$485,000	\$342,299	\$58,536	\$0

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 15 - LONG-TERM DEBT OBLIGATIONS (Continued)

Year	BonTon OWDA		Newport USDA	
	Principal	Interest	Principal	Interest
2019	\$4,511	\$596	\$8,404	\$12,087
2020	9,070	1,144	8,605	11,886
2021	9,134	1,078	8,810	11,680
2022	9,200	1,014	9,021	11,470
2023	9,265	948	9,236	11,254
2024-2028	47,322	3,744	49,599	52,854
2029-2033	49,029	2,036	55,812	46,639
2034-2038	30,265	377	62,807	39,645
2039-2043	0	0	70,677	31,777
2044-2048	0	0	79,533	22,921
2049-2053	0	0	89,500	12,956
2054-2056	0	0	58,996	2,476
Totals	\$167,796	\$10,937	\$511,000	\$267,645

Conduit Debt

From time to time, the County has issued bonds to provide financial assistance to private-sector entities for the acquisition and construction of facilities deemed to be in the public interest. In 2013, the County issued multi-family housing mortgage revenue bonds with the principal amount of \$10,735,000 outstanding as of December 31, 2018. The proceeds of the bonds do not constitute a general obligation, debt or bonded indebtedness of the County; neither is the full faith and credit or taxing power of the County pledged to make repayment.

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 16 – FUND BALANCE

Fund balance of the governmental funds is classified as non-spendable, restricted, committed, assigned, and/or unassigned based on the constraints imposed on the use of the resources.

The constraints placed on fund balance for the major governmental funds and all other governmental funds at December 31, 2018. were as follows:

Fund Balance	General	Public Assistance	Auto License and Gas	Developmental Disabilities
Non-Spendable				
Unclaimed Monies	\$65,458			
Total Non-Spendable	<u>65,458</u>	<u>0</u>	<u>0</u>	<u>0</u>
Restricted for:				
Roads, Bridges, and Culverts			5,414,131	
Ditch Maintenance				
Public Assistance		218,686		
Developmental Disabilities				14,109,101
Dog and Kennel				
Real Estate Assessment and Collection				
Judiciary Operations and Special Projects				
Public Safety				
Child Support Enforcement				
Community Development				
Debt Service				
Capital Improvements				
Total Restricted	<u>0</u>	<u>218,686</u>	<u>5,414,131</u>	<u>14,109,101</u>
Committed to:				
Sheriff Commissary				
Total Committed	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>
Assigned for:				
Subsequent Year Appropriations	1,895,187			
Unpaid Obligations	207,922			
Recycling Center	59,928			
Court Appointed Special Advocates Program	78,880			
Crimestoppers Rewards	12,564			
Total Assigned	<u>2,254,481</u>	<u>0</u>	<u>0</u>	<u>0</u>
Unassigned	<u>1,570,659</u>	<u>0</u>	<u>0</u>	<u>0</u>
Total Fund Balance	<u>\$3,890,598</u>	<u>\$218,686</u>	<u>\$5,414,131</u>	<u>\$14,109,101</u>

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 16 – FUND BALANCE (Continued)

Fund Balance	Permanent Improvement	Other Governmental Funds	Total
Non-Spendable			
Unclaimed Monies			\$65,458
Total Non-Spendable	0	0	65,458
Restricted for:			
Roads, Bridges, and Culverts		115,613	5,529,744
Ditch Maintenance		682,465	682,465
Public Assistance			218,686
Developmental Disabilities			14,109,101
Dog and Kennel		36,431	36,431
Real Estate Assessment and Collection		707,971	707,971
Judiciary Operations and Special Projects		1,225,344	1,225,344
Public Safety		627,370	627,370
Child Support Enforcement		225,752	225,752
Children’s Services		145,806	145,806
Domestic Violence		5,834	5,834
Community Development		59,028	59,028
Emergency Management		227,724	227,724
STAR House Operations		10,055	10,055
STAR House Construction		270,399	270,399
Capital Improvements	4,640,332	1,260,852	5,901,184
Total Restricted	4,640,332	5,600,644	29,982,894
Committed to:			
Animal Shelter donations for operations		13,969	13,969
Sheriff Commissary		259,067	259,067
Total Committed	0	273,036	273,036
Assigned for:			
Subsequent Year Appropriations			1,895,187
Unpaid Obligations			207,922
Recycling Center			59,928
Court Appointed Special Advocates Program			78,880
Crimestoppers Rewards			12,564
Total Assigned	0	0	2,254,481
Unassigned	0	0	1,570,659
Total Fund Balance	\$4,640,332	\$5,873,680	\$34,146,528

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 17- SIGNIFICANT CONTRACTUAL COMMITMENTS

As of December 31, 2018, the County had significant contractual purchase commitments as follows:

<u>Vendor</u>	<u>Project</u>	<u>Contract Amount</u>	<u>Amount Expended</u>	<u>Balance At 12/31/18</u>
Westerheide Construction	Animal Shelter Construction	\$2,756,043	\$421,898	\$2,334,145
Cotterman and Company, Inc.	Jail Roof Repair	168,083	84,052	84,031
Westerheide Construction	STAR House Construction	1,004,200	439,339	564,861
Thomas and Marker Construction	Fair Haven Construction	9,599,502	7,416,058	2,183,444

NOTE 18 - JOINT VENTURE

Shelby County Regional Planning Commission

The Shelby County Regional Planning Commission (the Commission) is a joint venture among the County, the City of Sidney, and townships and villages within the County. The degree of control exercised by any participating government is limited to its representation on the Board. All units of local government may become a member of the Commission. The Board is comprised of representatives appointed by member units of local government. The Board of County Commissioners may appoint three representatives, at least one being a county representative, one being a municipal resident and one being a resident of the unincorporated portion of Shelby County. The City of Sidney may appoint three representatives, each village may appoint one representative, each township may appoint one representative and the County Engineer is an ex-officio member. The Commission makes studies, maps, plans, recommendations and reports concerning the physical, environmental, social, economic, and governmental characteristics, functions, and services of the County. During 2018, the County contributed \$34,766 to the operation of the Commission. The Commission is not accumulating significant financial resources and is not experiencing fiscal stress that may cause an additional financial benefit to or burden on members in the future. Complete financial statements can be obtained from Dianna Reisinger, Director, located at the Shelby County Courthouse Annex, 129 East Court Street, Sidney, Ohio 45365.

NOTE 19 - JOINTLY GOVERNED ORGANIZATIONS

A. Tri County Board of Recovery and Mental Health Services

The Tri County Board of Recovery and Mental Health Services (Tri County Mental Health Board) is a jointly governed organization among Shelby, Miami and Darke counties. The Tri County Mental Health Board provides leadership in planning for and supporting community-based alcohol, drug addiction and mental health services in cooperation with public and private resources with emphasis on the development of prevention and early intervention programming while respecting, protecting and advocating for the rights of persons as consumers of alcohol, drug addiction and mental health services. The ability to influence operations depends on the County's representation on the Board. The Board of Trustees consists of eighteen members: four members are appointed by the Director of the Ohio Department of Mental Health, four members are appointed by the Director of the Ohio Department of Alcohol and Drug Addiction Services and the remaining ten members are appointed by the County Commissioners of Shelby, Miami and Darke counties in the same proportion as the County's population bears to the total population of the three counties combined. During 2018, a tax levy provided \$559,310 (25 percent of total tax revenue) for the operations of the organization.

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 19 - JOINTLY GOVERNED ORGANIZATIONS (Continued)

B. West Central Ohio Network

The West Central Ohio Network (WestCON) is a jointly governed organization among Shelby, Darke, Miami, Auglaize, Mercer, Logan, Hardin, Preble, and Union counties. WestCON was created to serve as an administrator and fiscal agent of Supported Living funds for the Boards of Developmental Disabilities of each of the participating counties. The degree of control exercised by any participating government is limited to its representation on the Board of Directors (the Board) of WestCON. The Board consists of one delegate, who is the Superintendent, from each of the participating Boards of Developmental Disabilities. During 2018, the County made Board allocated payments to WestCON in the amount of \$268,000.

C. North Central Ohio Solid Waste Management District

The North Central Ohio Solid Waste Management District (the District) is a jointly governed organization among Shelby, Allen, Champaign, Hardin, Marion, and Union Counties. The District was established following the requirements of House Bill 592. The Board of Directors consists of County Commissioners from each county. Initial funding for the District was contributed by each county based on its individual county's population as compared to the total of all participating counties' populations. In 1994, the District became self-supporting and does not anticipate having to rely on future support coming from funds given to the District by the six counties involved. During 2018, Shelby County made no payments to the District for solid waste fees. Allen County serves as fiscal agent for the District. Complete financial statements can be obtained from the District, Allen County, Ohio.

NOTE 20 - RELATED ORGANIZATION

The Shelby Metropolitan Housing Authority

The Shelby Metropolitan Housing Authority (SMHA) is a related organization of Shelby County. The SMHA is a legally separate body politic. The majority of the SMHA Board is appointed by Shelby County. The SMHA Board is composed of five representatives, who include: one member appointed by the Shelby County Common Pleas Court Judge; one member appointed by the Shelby County Commissioners; one member appointed by the Shelby County Probate Court Judge; and two members appointed by the Mayor of Sidney. The County is not able to impose its will on the SMHA and no financial benefit and/or burden relationship exists. The SMHA is responsible for approving its own budgets, appointing personnel and accounting and finance related activities. The general purpose of the SMHA is to provide decent, safe, and sanitary housing for qualified persons within the County. During 2018, the County did not have any financial contributions to the operation of the SMHA.

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 21 – RISK SHARING POOLS

Mid West Pool Risk Management Agency, Inc.

The Mid West Pool Risk Management Agency, Inc., (the Pool) is an Ohio nonprofit corporation established by five counties for the purpose of establishing a risk-sharing insurance program. Member counties agree to jointly participate in coverage of losses and pay all contributions necessary for the specified insurance coverage provided by the Pool. Coverage includes comprehensive general liability, automobile liability, certain property insurance, and public officials' error and omissions liability insurance.

Each Commissioner of member counties has one vote on all matters requiring a vote. The affairs of the Pool are managed by an elected executive board of five trustees. Only county commissioners of member counties are eligible to serve on the board. No county may have more than one representative on the board at any time. Each member county's control over the budgeting and financing of the Pool is limited to its voting authority and any representation it may have on the board of trustees.

County Employee Benefits Consortium of Ohio

The County participates in the County Employee Benefits Consortium of Ohio, Inc. (CEBCO), an Ohio not-for-profit corporation and insurance purchasing pool with membership open to Ohio counties, to collectively pool resources to purchase employee benefits. The County pays the annual actuarially determined rate on a monthly basis. Components of the funding rate include the claims fund distribution, incurred but unreported claims, a claim contingency reserve fund, and the fixed cost of the consortium.

The business and affairs of the consortium are governed by a board comprised of elected representatives of counties that participate in the program. Directors are commissioners of the member counties. Each member of the consortium is entitled to one vote at the annual meeting to elect the governing board.

NOTE 22 - RELATED PARTY TRANSACTIONS

A. Residential Services Support, Inc. (RSSI)

Shelby County Board of Developmental Disabilities has entered into a contractual agreement with Residential Services Support, Inc (RSSI), a non-profit organization, to provide housing for persons with developmental disabilities. Shelby County Board of Developmental Disabilities receives Community Capital Assistance funding through the State of Ohio for purchase, renovation, and construction of facilities for housing of individuals served through Board programs. The Board provides RSSI with the awarded community capital assistance funding in order for RSSI to secure a property for purchase. The Board and RSSI staff mutually agrees on the monthly rent the occupants will make directly to RSSI. RSSI is responsible for all upkeep of the purchased properties. The property deed and insurance is held solely by RSSI. The Board co-signs for any mortgage necessary to cover the difference between the grant award and the purchase price of the property.

As of December 31, 2018, RSSI managed nine properties on behalf of Shelby County Board of Developmental Disabilities. There are no outstanding mortgages on any of these properties.

Shelby County, Ohio
Notes to the Basic Financial Statements
For the Year Ended December 31, 2018

NOTE 22 - RELATED PARTY TRANSACTIONS (Continued)

B. Shelby County Land Reutilization Corporation

Pursuant to the Ohio Revised Code, the Shelby County Board of Commissioners has authorized 2.5% of all collections of delinquent real property, personal property, and manufactured mobile home taxes deposited into the DTAC fund for use by the Shelby County Land Reutilization Corporation.

Pursuant to Ohio Revised Code, the Shelby County Board of Commissioners has entered into an agreement with the Shelby County Land Reutilization Corporation to provide use of office space and telecommunications, staff support, office supplies, and record storage by the County Treasurer's office for no consideration.

Shelby County issued an interest free loan to the Shelby County Land Reutilization Corporation, with a balance of \$200,000 remaining as of December 31, 2018. Repayment terms have not been established.

NOTE 23 - CONTINGENCIES

A. Litigation

The County is a defendant in various lawsuits. Although the outcome of these lawsuits is not presently determinable, in the opinion of the government attorney the resolution of these matters will not have a material adverse effect on the financial condition of the County.

B. Grants

The County has received federal and state grants for specific purposes that are subject to review and audit by the grantor agencies or their designee. These audits could lead to a request for reimbursement to the grantor agency for expenditures disallowed under terms of the grant. Based on prior experience, the County Commissioners believe such disallowances, if any, will be immaterial.

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SHELBY COUNTY

**SCHEDULE OF EXPENDITURES OF FEDERAL AWARDS
FOR THE YEAR ENDED DECEMBER 31, 2018**

FEDERAL GRANTOR Pass Through Grantor Program / Cluster Title	Federal CFDA Number	Pass Through Entity Identifying Number	Passed Through to Subrecipients	Expenditures
U.S. DEPARTMENT OF AGRICULTURE				
Direct				
Water and Waste Disposal Systems for Rural Communities	10.760			\$1,177,629
Passed Through Ohio Department of Job and Family Services SNAP Cluster				
State Administrative Matching Grants for the Supplemental Nutrition Assistance Program	10.561	G-1718-11-5805 / G-1819-11-5805		\$289,834
Total U.S. Department of Agriculture				<u>1,467,463</u>
U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT				
Passed Through Ohio Development Services Agency				
Community Development Block Grants/State's Program and Non-Entitlement Grants in Hawaii	14.228	B-W-16-1CR-1		111,500
Total U.S. Department of Housing and Urban Development				<u>111,500</u>
U.S. DEPARTMENT OF JUSTICE				
Direct				
Bulletproof Vest Partnership Program	16.607			14,365
Passed Through Ohio Department of Public Safety				
Crime Victim Assistance	16.575	2018-VOCA-109850703		95,871
		2018-VOCA-109312171		59,993
		2018-VOCA-130297948		1,948
		2018-VOCA-132078403		25,011
		2018-VOCA-132085669		5,116
		2019-VOCA-132134447		50,577
		2019-VOCA-132134430		31,339
Total Crime Victim Assistance				<u>269,855</u>
Total U.S. Department of Justice				<u>284,220</u>
U.S. DEPARTMENT OF LABOR				
Passed Through Ohio Department of Job and Family Services (Passed Through Area 7 Workforce Development Board)				
Workforce Innovation and Opportunity Act (WIOA) Cluster				
WIOA Adult Program	17.258	2017-7375-1 / 2018-7375-1		12,848
WIOA Youth Activities	17.259	2017-7375-1 / 2018-7375-1	\$52,263	52,263
WIOA Dislocated Worker Formula Grants	17.278	2017-7375-1 / 2018-7375-1		29,563
Total Workforce Innovation and Opportunity Act Cluster			<u>52,263</u>	<u>94,674</u>
Total U.S. Department of Labor			<u>52,263</u>	<u>94,674</u>
U.S. DEPARTMENT OF TRANSPORTATION				
Passed Through Ohio Department of Public Safety				
Interagency Hazardous Materials Public Sector Training and Planning Grants	20.703	HM-HMP-0531-16-01-00		4,760
Total U.S. Department of Transportation				<u>4,760</u>
U.S. DEPARTMENT OF EDUCATION				
Passed Through Ohio Department of Education				
Special Education (IDEA) Cluster				
Special Education Grants to States	84.027	N/A		11,647
Special Education Preschool Grants	84.173	N/A		68,574
Total Special Education (IDEA) Cluster				<u>80,221</u>
Passed Through Ohio Department of Health				
Special Education-Grants for Infants and Families	84.181	07510021HG0918		66,198
		07510021HG1019		7,408
Total Special Education - Grants for Infants and Families				<u>73,606</u>
Total U.S. Department of Education				<u>153,827</u>
U.S. ELECTION ASSISTANCE COMMISSION				
Passed Through Ohio Secretary of State				
2018 HAVA Election Security Grants	90.404	N/A		6,930
Total U.S. Election Assistance Commission				<u>6,930</u>

SHELBY COUNTY

**SCHEDULE OF EXPENDITURES OF FEDERAL AWARDS
FOR THE YEAR ENDED DECEMBER 31, 2018**

U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES

Passed Through Ohio Department of Mental Health and Addiction Services

Promoting Safe and Stable Families	93.556	5AU-19	5,451
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Passed Through Ohio Department of Job and Family Services

Promoting Safe and Stable Families	93.556	G-1718-11-5805 / G-1819-11-5805	<u>48,030</u>
Total Promoting Safe and Stable Families			53,481

TANF Cluster

Temporary Assistance for Needy Families	93.558	G-1718-11-5805 / G-1819-11-5805	27,600	926,701
Child Support Enforcement	93.563	G-1718-11-5805 / G-1819-11-5805		562,888

CCDF Cluster

Child Care and Development Block Grant	93.575	G-1718-11-5805 / G-1819-11-5805		54,786
Stephanie Tubbs Jones Child Welfare Services Program	93.645	G-1718-11-5805 / G-1819-11-5805		49,173
Foster Care Title IV-E	93.658	G-1718-11-5805 / G-1819-11-5805		188,863
Children's Health Insurance Program	93.767	G-1718-11-5805 / G-1819-11-5805		26,512
Adoption Assistance	93.659	G-1718-11-5805 / G-1819-11-5805		184,649
Social Services Block Grant	93.667	G-1718-11-5805 / G-1819-11-5805		496,307

Passed Through Ohio Department of Developmental Disabilities

Social Services Block Grant	93.667	CY2018 TXX		<u>31,997</u>
Total Social Services Block Grant				528,304

Medicaid Cluster

Medical Assistance Program	93.778	CY2017 MAC		28,971
Medical Assistance Program		CY2018 MAC		<u>34,118</u>
				63,089

Passed Through Ohio Department of Job and Family Services

Medical Assistance Program	93.778	G-1718-11-5805 / G-1819-11-5805		<u>649,613</u>
Total Medicaid Cluster				712,702

Passed Through Ohio Department of Aging

(Passed Through Area Agency on Aging)

Aging Cluster

Special Programs for the Aging, Title III, Part B, Grants for Supportive Services and Senior Centers	93.044	N/A		33,493
Special Programs for the Aging, Title III, Part C, Nutrition Services	93.045	N/A		81,878
Nutrition Services Incentive Program	93.053	N/A		<u>14,668</u>
Total Aging Cluster				130,039

Total U.S. Department of Health and Human Services			<u>27,600</u>	<u>3,418,098</u>
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U.S. DEPARTMENT OF HOMELAND SECURITY

Passed Through Ohio Department of Public Safety

Emergency Management Performance Grants	97.042	EMC-2017-EP-00006-S01		<u>44,445</u>
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Total U.S. Department of Homeland Security				<u>44,445</u>
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Total Expenditures of Federal Awards			<u>\$79,863</u>	<u>\$5,585,917</u>
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The accompanying notes are an integral part of this schedule.

SHELBY COUNTY

NOTES TO THE SCHEDULE OF EXPENDITURES OF FEDERAL AWARDS 2 CFR 200.510(b)(6) FOR THE YEAR ENDED DECEMBER 31, 2018

NOTE A – BASIS OF PRESENTATION

The accompanying Schedule of Expenditures of Federal Awards (the Schedule) includes the federal award activity of Shelby County (the County) under programs of the federal government for the year ended December 31, 2018. The information on this Schedule is prepared in accordance with the requirements of Title 2 U.S. Code of Federal Regulations Part 200, *Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards* (Uniform Guidance). Because the Schedule presents only a selected portion of the operations of the County, it is not intended to and does not present the financial position, changes in net position, or cash flows of the County.

NOTE B – SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

Expenditures reported on the Schedule are reported on the cash basis of accounting. Such expenditures are recognized following the cost principles contained in Title 2 U.S. Code of Federal Regulations Part 200, *Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards*, wherein certain types of expenditures may or may not be allowable or may be limited as to reimbursement. The County has elected not to use the 10-percent de minimis indirect cost rate as allowed under the Uniform Guidance.

NOTE C - SUBRECIPIENTS

The County passes certain federal awards received from the Ohio Department of Job and Family Services and Area 7 Workforce Development Board to other governments or not-for-profit agencies (subrecipients). As Note B describes, the County reports expenditures of Federal awards to subrecipients when paid in cash.

As a subrecipient, the County has certain compliance responsibilities, such as monitoring its subrecipients to help assure they use these subawards as authorized by laws, regulations, and the provisions of contracts or grant agreements, and that subrecipients achieve the award's performance goals.

NOTE D – HOME INVESTMENT PARTNERSHIPS PROGRAM (HOME) WITH REVOLVING LOAN FUND BALANCE

The current cash balance on the County's local program income account as of December 31, 2018 is \$59,028.

NOTE E - MATCHING REQUIREMENTS

Certain Federal programs require the County to contribute non-Federal funds (matching funds) to support the Federally-funded programs. The County has met its matching requirements. The Schedule does not include the expenditure of non-Federal matching funds.

SHELBY COUNTY

**NOTES TO THE SCHEDULE OF EXPENDITURES OF FEDERAL AWARDS
2 CFR 200.510(b)(6)
FOR THE YEAR ENDED DECEMBER 31, 2018
(continued)**

NOTE F – MEDICAL ASSISTANCE PROGRAM COST REPORT SETTLEMENT

During the calendar year, the County Board of Developmental Disabilities received a settlement payment for the 2014 Cost Report from the Ohio Department of Developmental Disabilities for the Medicaid Program (CFDA #93.778) in the amount of \$8. The Cost Report Settlement payment was for settlement of the difference between the statewide payment rate and the rate calculated based on actual expenditures for Medicaid services. This revenue is not listed on the County's Schedule of Expenditures of Federal Awards since the underlying expenses occurred in the prior reporting periods.



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**INDEPENDENT AUDITOR'S REPORT ON INTERNAL CONTROL OVER
FINANCIAL REPORTING AND ON COMPLIANCE AND OTHER MATTERS
REQUIRED BY GOVERNMENT AUDITING STANDARDS**

Shelby County
129 East Court Street
Sidney, Ohio 45365

To the Board of County Commissioners:

We have audited, in accordance with auditing standards generally accepted in the United States and the Comptroller General of the United States' *Government Auditing Standards*, the modified cash-basis financial statements of the governmental activities, the business-type activities, each major fund, and the aggregate remaining fund information of Shelby County, (the County) as of and for the year ended December 31, 2018, and the related notes to the financial statements, which collectively comprise the County's basic financial statements and have issued our report thereon dated September 10, 2019, wherein we noted the County uses a special purpose framework other than generally accepted accounting principles.

Internal Control Over Financial Reporting

As part of our financial statement audit, we considered the County's internal control over financial reporting (internal control) to determine the audit procedures appropriate in the circumstances to the extent necessary to support our opinions on the financial statements, but not to the extent necessary to opine on the effectiveness of the County's internal control. Accordingly, we have not opined on it.

A *deficiency in internal control* exists when the design or operation of a control does not allow management or employees, when performing their assigned functions, to prevent, or detect and timely correct misstatements. A *material weakness* is a deficiency, or combination of internal control deficiencies resulting in a reasonable possibility that internal control will not prevent or detect and timely correct a material misstatement of the County's financial statements. A *significant deficiency* is a deficiency, or a combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance.

Our consideration of internal control was for the limited purpose described in the first paragraph of this section and was not designed to identify all internal control deficiencies that might be material weaknesses or significant deficiencies. Given these limitations, we did not identify any deficiencies in internal control that we consider material weaknesses. However, unidentified material weaknesses may exist.

Compliance and Other Matters

As part of reasonably assuring whether the County's financial statements are free of material misstatement, we tested its compliance with certain provisions of laws, regulations, contracts, and grant agreements, noncompliance with which could directly and materially affect the determination of financial statement amounts. However, opining on compliance with those provisions was not an objective of our audit and accordingly, we do not express an opinion. The results of our tests disclosed an instance of noncompliance or other matter we must report under *Government Auditing Standards* which is described in the accompanying schedule of findings as item 2018-001.

County's Response to Finding

The County's response to the finding identified in our audit is described in the accompanying schedule of findings and corrective action plan. We did not subject the County's response to the auditing procedures applied in the audit of the financial statements and, accordingly, we express no opinion on it.

Purpose of this Report

This report only describes the scope of our internal control and compliance testing and our testing results, and does not opine on the effectiveness of the County's internal control or on compliance. This report is an integral part of an audit performed under *Government Auditing Standards* in considering the County's internal control and compliance. Accordingly, this report is not suitable for any other purpose.



Keith Faber
Auditor of State
Columbus, Ohio

September 10, 2019

OHIO AUDITOR OF STATE KEITH FABER



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INDEPENDENT AUDITOR'S REPORT ON COMPLIANCE WITH REQUIREMENTS APPLICABLE TO EACH MAJOR FEDERAL PROGRAM AND ON INTERNAL CONTROL OVER COMPLIANCE REQUIRED BY THE UNIFORM GUIDANCE

Shelby County
129 East Court Street
Sidney, Ohio 45365

To the Board of County Commissioners:

Report on Compliance for each Major Federal Program

We have audited Shelby County's (the County) compliance with the applicable requirements described in the U.S. Office of Management and Budget (OMB) *Compliance Supplement* that could directly and materially affect each of Shelby County's major federal programs for the year ended December 31, 2018. The *Summary of Auditor's Results* in the accompanying schedule of findings identifies the County's major federal programs.

Management's Responsibility

The County's Management is responsible for complying with federal statutes, regulations, and the terms and conditions of its federal awards applicable to its federal programs.

Auditor's Responsibility

Our responsibility is to opine on the County's compliance for each of the County's major federal programs based on our audit of the applicable compliance requirements referred to above. Our compliance audit followed auditing standards generally accepted in the United States of America; the standards for financial audits included in the Comptroller General of the United States' *Government Auditing Standards*; and the audit requirements of Title 2 U.S. *Code of Federal Regulations* Part 200, *Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards* (Uniform Guidance). These standards and the Uniform Guidance require us to plan and perform the audit to reasonably assure whether noncompliance with the applicable compliance requirements referred to above that could directly and materially affect a major federal program occurred. An audit includes examining, on a test basis, evidence about the County's compliance with those requirements and performing such other procedures as we considered necessary in the circumstances.

We believe our audit provides a reasonable basis for our compliance opinion on each of the County's major programs. However, our audit does not provide a legal determination of the County's compliance.

Opinion on each Major Federal Program

In our opinion, Shelby County complied, in all material respects with the compliance requirements referred to above that could directly and materially affect each of its major federal programs for the year ended December 31, 2018.

Report on Internal Control Over Compliance

The County's management is responsible for establishing and maintaining effective internal control over compliance with the applicable compliance requirements referred to above. In planning and performing our compliance audit, we considered the County's internal control over compliance with the applicable requirements that could directly and materially affect a major federal program, to determine our auditing procedures appropriate for opining on each major federal program's compliance and to test and report on internal control over compliance in accordance with the Uniform Guidance, but not to the extent needed to opine on the effectiveness of internal control over compliance. Accordingly, we have not opined on the effectiveness of the County's internal control over compliance.

A *deficiency in internal control over compliance* exists when the design or operation of a control over compliance does not allow management or employees, when performing their assigned functions, to prevent, or to timely detect and correct, noncompliance with a federal program's applicable compliance requirement. A *material weakness in internal control over compliance* is a deficiency, or combination of deficiencies, in internal control over compliance, such that there is a reasonable possibility that material noncompliance with a federal program compliance requirement will not be prevented, or timely detected and corrected. A *significant deficiency in internal control over compliance* is a deficiency, or a combination of deficiencies, in internal control over compliance with federal program's applicable compliance requirement that is less severe than a material weakness in internal control over compliance, yet important enough to merit attention by those charged with governance.

Our consideration of internal control over compliance was for the limited purpose described in the first paragraph of this section and would not necessarily identify all deficiencies in internal control over compliance that might be material weaknesses or significant deficiencies. We did not identify any deficiencies in internal control over compliance that we consider to be material weaknesses. However, material weaknesses may exist that have not been identified.

This report only describes the scope of our internal control over compliance tests and the results of this testing based on Uniform Guidance requirements. Accordingly, this report is not suitable for any other purpose.



Keith Faber
Auditor of State
Columbus, Ohio

September 10, 2019

SHELBY COUNTY
SCHEDULE OF FINDINGS
2 CFR § 200.515
DECEMBER 31, 2018

1. SUMMARY OF AUDITOR'S RESULTS

(d)(1)(i)	Type of Financial Statement Opinion	Unmodified
(d)(1)(ii)	Were there any material weaknesses in internal control reported at the financial statement level (GAGAS)?	No
(d)(1)(ii)	Were there any significant deficiencies in internal control reported at the financial statement level (GAGAS)?	No
(d)(1)(iii)	Was there any reported material noncompliance at the financial statement level (GAGAS)?	Yes
(d)(1)(iv)	Were there any material weaknesses in internal control reported for major federal programs?	No
(d)(1)(iv)	Were there any significant deficiencies in internal control reported for major federal programs?	No
(d)(1)(v)	Type of Major Programs' Compliance Opinion	Unmodified
(d)(1)(vi)	Are there any reportable findings under 2 CFR § 200.516(a)?	No
(d)(1)(vii)	Major Programs (list):	Water and Waste Disposal Systems for Rural Communities – CFDA #10.760 TANF Cluster Child Support Enforcement – CFDA #93.563
(d)(1)(viii)	Dollar Threshold: Type A/B Programs	Type A: > \$ 750,000 Type B: all others
(d)(1)(ix)	Low Risk Auditee under 2 CFR § 200.520?	No

**2. FINDINGS RELATED TO THE FINANCIAL STATEMENTS
REQUIRED TO BE REPORTED IN ACCORDANCE WITH GAGAS**

FINDING NUMBER 2018-001

Noncompliance

Ohio Rev. Code § 117.38 provides, in part, that each public office shall file a financial report for each fiscal year. The Auditor of State may prescribe forms by rule or may issue guidelines, or both, for such reports. If the Auditor of State has not prescribed a rule regarding the form for the report, the public office shall submit its report on the form utilized by the public office. Ohio Admin. Code § 117-2-03 further clarifies the requirements of Ohio Rev. Code § 117.38.

Ohio Admin. Code § 117-2-03(B) requires, in part, all counties to file annual financial reports which are prepared using generally accepted accounting principles (GAAP).

The County prepared financial statements that, although formatted similar to financial statements prescribed by Governmental Accounting Standards Board Statement No. 34, report on the basis of cash receipts and cash disbursements, rather than GAAP. The accompanying financial statements and notes omit certain assets, liabilities, deferred outflows/inflows of resources, fund equities/net position, and disclosures that, while presumed material, cannot be determined at this time. Pursuant to Ohio Rev. Code § 117.38, the County may be fined and subject to various other administrative remedies for its failure to file the required financial report.

Failure to report on a GAAP basis compromises the County's ability to evaluate and monitor the overall financial condition of the County. The County should prepare its financial statements in accordance with generally accepted accounting principles to provide users with more complete and meaningful financial statements.

Officials' Response: We will continue with OCBOA reporting in lieu of the more expensive GAAP report preparation and its associated audit. This saves a substantial amount of funds for the County.

3. FINDINGS AND QUESTIONED COSTS FOR FEDERAL AWARDS

None

Shelby County Auditor



Amy L. Berning, Auditor
Debra A. Francis, Chief Deputy

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SUMMARY SCHEDULE OF PRIOR AUDIT FINDINGS **2 CFR 200.511(b)** **DECEMBER 31, 2018**

Finding Number	Finding Summary	Status	Additional Information
2017-001	Noncompliance - Ohio Rev. Code §117.38 and Ohio Admin. Code §117-2-03(B) – The County prepared its financial statements in accordance with the modified cash accounting basis rather than GAAP basis.	Not Corrected	We will continue with OCBOA reporting in lieu of the more expensive GAAP report preparation and its associated audit. This saves a substantial amount of funds for the County.

Shelby County Auditor



Amy L. Berning, Auditor

Debra A. Francis, Chief Deputy

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CORRECTIVE ACTION PLAN 2 CFR § 200.511(c) DECEMBER 31, 2018

Finding Number	Planned Corrective Action	Anticipated Completion Date	Responsible Contact Person
2018-001	We will continue with OCBOA reporting in lieu of the more expensive GAAP report preparation and its associated audit. This saves a substantial amount of funds for the County.	N/A	Amy Berning

OHIO AUDITOR OF STATE
KEITH FABER



SHELBY COUNTY

CLERK'S CERTIFICATION

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

Susan Babbitt

CLERK OF THE BUREAU

**CERTIFIED
SEPTEMBER 24, 2019**