

Report on the

# Baldwin County Commission

Baldwin County, Alabama

October 1, 2017 through September 30, 2018

Filed: June 28, 2019



## Department of Examiners of Public Accounts

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*Rachel Laurie Riddle, Chief Examiner*





State of Alabama  
Department of  
**Examiners of Public Accounts**

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Rachel Laurie Riddle  
Chief Examiner

Honorable Rachel Laurie Riddle  
Chief Examiner of Public Accounts  
Montgomery, Alabama 36130

Dear Madam:

Under the authority of the *Code of Alabama 1975*, Section 41-5A-19, as added by Act Number 2018-129, we submit this report on the results of the audit of the Baldwin County Commission, Baldwin County, Alabama, for the period October 1, 2017 through September 30, 2018.

Sworn to and subscribed before me this  
the 4<sup>th</sup> day of June, 2019.

Christina Smith  
Notary Public

Sworn to and subscribed before me this  
the 4<sup>th</sup> day of June, 2019.

Christina Smith  
Notary Public

Sworn to and subscribed before me this  
the 6<sup>th</sup> day of June, 2019.

Sheila Blanchard  
Notary Public

Respectfully submitted,

Angela B. Waters  
Angela B. Waters  
Examiner of Public Accounts

M. Lynn Benson  
M. Lynn Benson  
Examiner of Public Accounts

Joshua M. Jones  
Joshua M. Jones  
Examiner of Public Accounts

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Department of  
**Examiners of Public Accounts**

**SUMMARY**

**Baldwin County Commission  
October 1, 2017 through September 30, 2018**

The Baldwin County Commission (the “Commission”) is governed by a four-member body elected by the citizens of Baldwin County. The members and administrative personnel in charge of governance of the Commission are listed on Exhibit 22. The Commission is the governmental agency that provides general administration, public safety, construction and maintenance of county roads and bridges, sanitation services, health and welfare services and educational services to the citizens of Baldwin County.

This report presents the results of an audit the objectives of which were to determine whether the financial statements present fairly the financial position and results of financial operations and whether the Commission complied with applicable laws and regulations, including those applicable to its major federal financial assistance programs. The audit was conducted in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States as well as the requirements of the Department of Examiners of Public Accounts under the authority of the *Code of Alabama 1975*, Section 41-5A-12, as added by Act Number 2018-129.

An unmodified opinion was issued on the financial statements, which means that the Commission’s financial statements present fairly, in all material respects, its financial position and the results of its operations for the fiscal year ended September 30, 2018.

Tests performed during the audit did not disclose any significant instances of noncompliance with applicable state and local laws and regulations.

Commission members and administrative personnel, as reflected on Exhibit 22, were invited to discuss the results of this report at an exit conference held the offices of the County Commission. Individuals in attendance were: Administrator of the County Commission: Ronald J. Cink; County Commissioner: Charles F. Gruber; and Clerk/Treasurer: Kimberly W. Creech. Also in attendance was a representative from the Department of Examiners of Public Accounts: Brian Wheeler, Audit Manager. The results of the report were discussed via phone with Chris Elliott, County Commissioner.

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*Independent Auditor's Report*

## **Independent Auditor's Report**

Members of the Baldwin County Commission,  
County Administrator and Clerk/Treasurer  
Bay Minette, Alabama

### **Report on the Financial Statements**

We have audited the accompanying financial statements of the governmental activities, the business-type activities, each major fund, and the aggregate remaining fund information of the Baldwin County Commission, as of and for the year ended September 30, 2018, and the related notes to the financial statements, which collectively comprise the basic financial statements of the Baldwin County Commission as listed in the table of contents as Exhibits 1 through 11.

### **Management's Responsibility for the Financial Statements**

The management of the Baldwin County Commission is responsible for the preparation and fair presentation of these financial statements in accordance with accounting principles generally accepted in the United States of America; this includes the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of financial statements that are free from material misstatement, whether due to fraud or error.

### **Auditor's Responsibility**

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

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

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

### **Opinions**

In our opinion, the financial statements referred to above present fairly, in all material respects, the respective financial position of the governmental activities, the business-type activities, each major fund, and the aggregate remaining fund information of the Baldwin County Commission, as of September 30, 2018, and the respective changes in financial position and, where applicable, cash flows thereof for the year then ended in accordance with accounting principles generally accepted in the United States of America.

### **Emphasis of Matter**

As discussed in Note 16 to the financial statements, in the fiscal year ended September 30, 2018, the Baldwin County Commission adopted new accounting guidance, Governmental Accounting Standards Board (GASB) Statement Number 75, ***Accounting and Financial Reporting for Postemployment Benefits Other Than Pensions***, as amended by GASB Statement Number 85, ***Omnibus 2017***. Our opinion is not modified with respect to this matter.

### **Other Matters**

#### *Required Supplementary Information*

Accounting principles generally accepted in the United States of America require that the Management's Discussion and Analysis (MD&A), Schedules of Changes in the Net Pension Liability, Schedules of the Employer's Contributions - Pension, Schedule of the Employer's Proportionate Share of the Net Pension Liability, Schedule of Changes in the Employer's Net Other Postemployment Benefits (OPEB) Liability, Schedule of Employer's Contributions - Other Postemployment Benefits (OPEB) and the Schedules of Revenues, Expenditures and Changes in Fund Balances - Budget and Actual (Exhibits 12 through 20), be presented to supplement the basic financial statements. Such information, although not a part of the basic financial statements, is required by the Governmental Accounting Standards Board who considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic, or historical context. We have applied certain limited procedures to the required supplementary information in accordance with auditing standards generally accepted in the United States of America, which consisted of inquiries of management about the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We do not express an opinion or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.

Management has omitted the Management's Discussion and Analysis (MD&A) that accounting principles generally accepted in the United States require to be presented to supplement the basic financial statements. Such missing information, although not a part of the basic financial statements, is required by the Governmental Accounting Standards Board who considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic or historical context. Our opinion on the basic financial statements is not affected by this missing information.

*Supplementary Information*

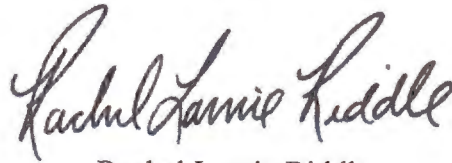
Our audit was conducted for the purpose of forming opinions on the financial statements that collectively comprise the Baldwin County Commission's basic financial statements. The accompanying Schedule of Expenditures of Federal Awards (Exhibit 21), as required by Title 2 U. S. *Code of Federal Regulations* Part 200, *Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards (Uniform Guidance)*, is presented for the purposes of additional analysis and is not a required part of the basic financial statements.

The Schedule of Expenditures of Federal Awards is the responsibility of management and was derived from and relates directly to the underlying accounting and other records used to prepare the basic financial statements. Such information has been subjected to the auditing procedures applied in the audit of the basic financial statements and certain additional procedures, including comparing and reconciling such information directly to the underlying accounting and other records used to prepare the basic financial statements or to the basic financial statements themselves, and other additional procedures in accordance with auditing standards generally accepted in the United States of America. In our opinion, the Schedule of Expenditures of Federal Awards is fairly stated, in all material respects, in relation to the basic financial statements taken as a whole.



**Other Reporting Required by Government Auditing Standards**

In accordance with *Government Auditing Standards*, we have also issued our report dated May 28, 2019, on our consideration of the Baldwin County Commission'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. The purpose of that report is solely to describe the scope of our testing on internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the Baldwin County Commission's internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the Baldwin County Commission's internal control over financial reporting and compliance.



Rachel Laurie Riddle  
Chief Examiner  
Department of Examiners of Public Accounts

Montgomery, Alabama

May 28, 2019

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# *Basic Financial Statements*

# Statement of Net Position

## September 30, 2018

	Governmental Activities	Business-Type Activities	Total
<b>Assets</b>			
<b>Current Assets</b>			
Cash and Cash Equivalents	\$ 63,936,986.55	\$ 25,087,291.40	\$ 89,024,277.95
Receivables, Net (Note 4)	4,931,732.53	1,120,839.03	6,052,571.56
Taxes Receivable	42,228,154.35		42,228,154.35
Internal Balances	61,606.47	(61,606.47)	
Inventories	9,735.78		9,735.78
Prepaid Items	182,498.72	235.96	182,734.68
Total Current Assets	111,350,714.40	26,146,759.92	137,497,474.32
<b>Noncurrent Assets</b>			
Restricted Cash and Cash Equivalents	5,342,220.38	3,859.43	5,346,079.81
Restricted Cash with Fiscal Agent	4,458,682.21		4,458,682.21
Capital Assets (Note 5):			
Nondepreciable	68,506,187.52	3,985,374.95	72,491,562.47
Depreciable, Net	384,577,556.60	11,089,520.34	395,667,076.94
Total Capital Assets, Net	453,083,744.12	15,074,895.29	468,158,639.41
Total Noncurrent Assets	462,884,646.71	15,078,754.72	477,963,401.43
Total Assets	574,235,361.11	41,225,514.64	615,460,875.75
<b>Deferred Outflows of Resources</b>			
Loss on Refunding of Debt	5,491,748.18		5,491,748.18
Employer Pension Contributions	2,069,353.52	222,054.86	2,291,408.38
Proportionate Share of Collective Deferred Outflows Related to Net Pension Liability	5,046,435.47	247,462.53	5,293,898.00
Employer Other Postemployment Benefits (OPEB) Contributions	163,293.57	24,575.43	187,869.00
Total Deferred Outflows of Resources	12,770,830.74	494,092.82	13,264,923.56
<b>Liabilities</b>			
<b>Current Liabilities</b>			
Payables (Note 8)	14,195,704.65	1,042,911.07	15,238,615.72
Accrued Wages Payable	855,063.85	162,753.29	1,017,817.14
Unearned Revenue	1,441,158.35		1,441,158.35
Long-Term Liabilities:			
Portion Payable Within One Year:			
Warrants Payable	5,939,964.82		5,939,964.82
Add: Unamortized Premium	558,415.22		558,415.22
Less: Unamortized Discount	(8,552.51)		(8,552.51)
Leases Payable	146,333.33		146,333.33
Accrued Interest Payable	1,046,181.85		1,046,181.85
Compensated Absences	1,381,101.59	148,697.28	1,529,798.87
Estimated Liability for Landfill Closure/ Postclosure Care Costs		516,622.61	516,622.61
Total Current Liabilities	\$ 25,555,371.15	\$ 1,870,984.25	\$ 27,426,355.40

The accompanying Notes to the Financial Statements are an integral part of this statement.

	Governmental Activities	Business-Type Activities	Total
<b><u>Noncurrent Liabilities</u></b>			
Portion Payable After One Year:			
Warrants Payable	\$ 63,191,182.20	\$	\$ 63,191,182.20
Add: Unamortized Premium	5,056,268.95		5,056,268.95
Less: Unamortized Discount	(171,050.25)		(171,050.25)
Leases Payable	146,333.34		146,333.34
Compensated Absences	2,579,448.85	257,536.83	2,836,985.68
Net Pension Liability	25,450,362.47	2,347,527.53	27,797,890.00
Net Other Postemployment Benefits (OPEB) Liability	4,682,624.00	704,766.00	5,387,390.00
Estimated Liability for Landfill Closure/ Postclosure Care Costs		3,345,045.01	3,345,045.01
Total Noncurrent Liabilities	<u>100,935,169.56</u>	<u>6,654,875.37</u>	<u>107,590,044.93</u>
Total Liabilities	<u>126,490,540.71</u>	<u>8,525,859.62</u>	<u>135,016,400.33</u>
<b><u>Deferred Inflows of Resources</u></b>			
Deferred Property Taxes	39,488,127.03		39,488,127.03
Proportionate Share of Collective Deferred Inflows Related to Net Pension Liability	2,924,931.44	375,395.56	3,300,327.00
Proportionate Share of Collective Deferred Inflows Related to Net Other Postemployment Benefits (OPEB) Liability	200,481.05	30,172.95	230,654.00
Total Deferred Inflows of Resources	<u>42,613,539.52</u>	<u>405,568.51</u>	<u>43,019,108.03</u>
<b><u>Net Position</u></b>			
Net Investment in Capital Assets	362,560,703.40	15,074,895.29	377,635,598.69
Restricted for:			
Landfill Closure and Postclosure Costs		5,243,122.25	5,243,122.25
Debt Service	3,412,500.36		3,412,500.36
Road Projects	1,127,803.69		1,127,803.69
Term Endowments	16,125,706.78		16,125,706.78
Other Purposes	7,652,821.29		7,652,821.29
Unrestricted	<u>27,022,576.10</u>	<u>12,470,161.79</u>	<u>39,492,737.89</u>
Total Net Position	<u>\$417,902,111.62</u>	<u>\$ 32,788,179.33</u>	<u>\$450,690,290.95</u>

***Statement of Activities***  
***For the Year Ended September 30, 2018***

Functions/Programs	Expenses	Charges for Services	Program Revenues Operating Grants and Contributions
<b>Primary Government</b>			
<b><u>Governmental Activities</u></b>			
General Government	\$ 41,863,107.44	\$ 13,177,619.42	\$ 1,486,149.98
Public Safety	35,790,809.12	781,427.47	368,664.59
Highways and Roads	25,293,315.44	103,398.85	738,043.29
Health	2,414,709.45	51,259.15	
Welfare	581,627.96		
Culture and Recreation	1,621,382.14	42,636.91	
Education	69,314.30		
Interest on Long-Term Debt	3,170,116.16		
Total Governmental Activities	110,804,382.01	14,156,341.80	2,592,857.86
<b><u>Business-Type Activities</u></b>			
Solid Waste	14,665,536.57	15,896,706.10	64,756.13
Total Business-Type Activities	14,665,536.57	15,896,706.10	64,756.13
Total Primary Government	\$ 125,469,918.58	\$ 30,053,047.90	\$ 2,657,613.99

**General Revenues:**

Taxes:  
Property Taxes for General Purposes  
Property Taxes for Specific Purposes  
General Sales Tax  
Special Sales Tax  
County Gasoline Sales Tax  
Miscellaneous Taxes  
Grants/Contributions Not Restricted  
to Specific Programs  
Unrestricted Investment Earnings  
Miscellaneous  
Gain on Disposition of Capital Assets  
Gain on Redemption/Defeasance of  
Debt - Current Resources  
Transfers and Contributions  
Total General Revenues and Transfers

Change in Net Position

Net Position - Beginning of Year, as Restated (Note 16)

Net Position - End of Year

The accompanying Notes to the Financial Statements are an integral part of this statement.

<b>Net (Expenses) Revenues and Changes in Net Position</b>			
<b>Primary Government</b>			
<b>Capital Grants and Contributions</b>	<b>Governmental Activities</b>	<b>Business-Type Activities</b>	<b>Total</b>
\$ 480,835.89	\$ (26,718,502.15)	\$	\$ (26,718,502.15)
	(34,640,717.06)		(34,640,717.06)
	(24,451,873.30)		(24,451,873.30)
	(2,363,450.30)		(2,363,450.30)
	(581,627.96)		(581,627.96)
	(1,578,745.23)		(1,578,745.23)
	(69,314.30)		(69,314.30)
	(3,170,116.16)		(3,170,116.16)
480,835.89	(93,574,346.46)		(93,574,346.46)
		1,295,925.66	1,295,925.66
		1,295,925.66	1,295,925.66
\$ 480,835.89	(93,574,346.46)	1,295,925.66	(92,278,420.80)
	25,350,386.88		25,350,386.88
	12,985,485.46		12,985,485.46
	16,169,265.32		16,169,265.32
	854,674.27		854,674.27
	8,202,477.63		8,202,477.63
	13,704,601.49		13,704,601.49
	2,104,129.75		2,104,129.75
	1,243,189.90		1,243,189.90
	26,035,224.52	446,081.93	26,481,306.45
	1,576,274.73	119,820.00	1,696,094.73
	(320,478.92)		(320,478.92)
	116,048.52	(116,048.52)	
	108,021,279.55	449,853.41	108,471,132.96
	14,446,933.09	1,745,779.07	16,192,712.16
	403,455,178.53	31,042,400.26	434,497,578.79
\$ 417,902,111.62	\$ 32,788,179.33	\$	\$ 450,690,290.95

***Balance Sheet***  
***Governmental Funds***  
***September 30, 2018***

	<b>General Fund</b>	<b>Gasoline Tax Fund</b>
<b><u>Assets</u></b>		
Cash and Cash Equivalents	\$ 44,146,254.89	\$ 8,709,712.38
Cash with Fiscal Agent		
Taxes Receivable	35,987,156.20	665,528.43
Due from Other Funds	649,676.93	
Receivables (Note 4)	1,397,312.05	2,653,385.75
Interest Receivable on Advance to Other Funds		
Inventories	9,735.78	
Prepaid Items	159,478.14	236.98
Advances to Other Funds	2,573,313.00	
Total Assets	<u>84,922,926.99</u>	<u>12,028,863.54</u>
<b><u>Liabilities, Deferred Inflows of Resources and Fund Balances</u></b>		
<b><u>Liabilities</u></b>		
Payables (Note 8)	13,298,076.98	548,632.23
Interest Payable on Advance from Other Funds	79,999.07	
Due to Other Funds	2,838.17	55,736.91
Accrued Wages Payable	407,077.15	257,137.08
Unearned Revenue		
Advances from Other Funds	10,847,331.19	2,573,313.00
Total Liabilities	<u>24,635,322.56</u>	<u>3,434,819.22</u>
<b><u>Deferred Inflows of Resources</u></b>		
Deferred Property Taxes	33,912,657.31	
Total Deferred Inflows of Resources	<u>\$ 33,912,657.31</u>	<u>\$</u>



<b>Debt Service Fund</b>	<b>Oil and Gas Severance Tax Fund</b>	<b>Other Governmental Funds</b>	<b>Total Governmental Funds</b>
\$ 40,232.74	\$ 5,198,376.52	\$ 11,184,630.40	\$ 69,279,206.93
4,458,682.21			4,458,682.21
		5,575,469.72	42,228,154.35
		2,838.17	652,515.10
		881,034.73	4,931,732.53
	79,999.07		79,999.07
			9,735.78
		22,783.60	182,498.72
	10,847,331.19		13,420,644.19
4,498,914.95	16,125,706.78	17,666,756.62	135,243,168.88
14.50		348,980.94	14,195,704.65
			79,999.07
		532,333.55	590,908.63
		190,849.62	855,063.85
		1,441,158.35	1,441,158.35
			13,420,644.19
14.50		2,513,322.46	30,583,478.74
		5,575,469.72	39,488,127.03
\$	\$	\$ 5,575,469.72	\$ 39,488,127.03

***Balance Sheet***  
***Governmental Funds***  
***September 30, 2018***

	<b>General Fund</b>	<b>Gasoline Tax Fund</b>
<b><u>Fund Balances</u></b>		
Nonspendable:		
Inventories	\$ 9,735.78	\$
Prepaid Items	159,478.14	
Term Endowments		
Restricted for:		
Debt Service		
Highways and Roads		477,810.42
Other Purposes	208,795.18	
Committed to:		
Other Purposes	1,884,661.33	
Assigned to:		
Encumbrances	551,649.01	
Highways and Roads		8,116,233.90
Debt Service		
Capital Projects		
Other Purposes		
Unassigned	<u>23,560,627.68</u>	
Total Fund Balances	<u>26,374,947.12</u>	<u>8,594,044.32</u>
Total Liabilities, Deferred Inflows of Resources and Fund Balances	<u>\$ 84,922,926.99</u>	<u>\$ 12,028,863.54</u>

The accompanying Notes to the Financial Statements are an integral part of this statement.

<b>Debt Service Fund</b>	<b>Oil and Gas Severance Tax Fund</b>	<b>Other Governmental Funds</b>	<b>Total Governmental Funds</b>
\$	\$	\$	\$ 9,735.78
			159,478.14
	16,125,706.78		16,125,706.78
4,458,682.21			4,458,682.21
		649,993.27	1,127,803.69
		7,444,026.11	7,652,821.29
			1,884,661.33
			551,649.01
		315,699.61	8,431,933.51
40,218.24			40,218.24
		129,746.24	129,746.24
		1,262,616.18	1,262,616.18
		(224,116.97)	23,336,510.71
4,498,900.45	16,125,706.78	9,577,964.44	65,171,563.11
\$ 4,498,914.95	\$ 16,125,706.78	\$ 17,666,756.62	\$ 135,243,168.88

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***Reconciliation of the Balance Sheet of Governmental Funds to the  
Statement of Net Position  
September 30, 2018***

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Total Fund Balances - Governmental Funds (Exhibit 3) \$ 65,171,563.11

Amounts reported for governmental activities in the Statement of Net Position  
(Exhibit 1) are different because:

Capital assets used in governmental activities are not financial resources, and therefore  
are not reported as assets in governmental funds. These assets consist of:

Land	\$ 57,085,321.70	
Historical Artifacts	45,000.00	
Infrastructure	360,630,304.13	
Infrastructure in Progress	11,095,995.38	
Construction in Progress	279,870.44	
Building and Building Improvements	91,278,168.19	
Improvements Other Than Buildings	31,583,182.24	
Computer and Communication Equipment	17,605,094.98	
Equipment and Furniture	3,955,913.73	
Motor Vehicles and Heavy Equipment	31,877,602.79	
Less: Accumulated Depreciation	<u>(152,352,709.46)</u>	
Total Capital Assets		453,083,744.12

Losses on refunding of debt are reported as deferred outflows of resources and  
are not available to pay for current period expenditures and, therefore, are  
deferred on the Statement of Net Position. 5,491,748.18

Deferred outflows and inflows of resources related to pensions are applicable  
to future periods and, therefore, are not reported in the governmental funds.

Deferred Outflows Related to Defined Benefit Pension Plan	\$ 7,115,788.99	
Deferred Inflows Related to Defined Benefit Pension Plan	<u>(2,924,931.44)</u>	
		4,190,857.55

The accompanying Notes to the Financial Statements are an integral part of this statement.

Deferred outflows and inflows of resources related to Other Postemployment Benefits (OPEB) are applicable to future periods and, therefore, are not reported in the governmental funds.

Deferred Outflows Related to Other Postemployment Benefits (OPEB)	\$ 163,293.57	
Deferred Inflows Related to Other Postemployment Benefits (OPEB)	<u>(200,481.05)</u>	(37,187.48)

Certain liabilities are not due and payable in the current period and, therefore, are not reported as liabilities in the funds. These liabilities at year-end consist of:

	<u>Due or Payable Within One Year</u>	<u>Due or Payable After One Year</u>	
Accrued Interest Payable	\$ 1,046,181.85	\$	
Warrants Payable	5,939,964.82	63,191,182.20	
Unamortized Discount	(8,552.51)	(171,050.25)	
Unamortized Premium	558,415.22	5,056,268.95	
Leases Payable	146,333.33	146,333.34	
Net Pension Liability		25,450,362.47	
Estimated Liability for Compensated Absences	1,381,101.59	2,579,448.85	
Net Other Postemployment Benefits (OPEB) Liability		<u>4,682,624.00</u>	
Total Liabilities	<u>\$ 9,063,444.30</u>	<u>\$ 100,935,169.56</u>	<u>(109,998,613.86)</u>
Total Net Position - Governmental Activities (Exhibit 1)			<u><u>\$ 417,902,111.62</u></u>

***Statement of Revenues, Expenditures and Changes in Fund Balances***  
***Governmental Funds***  
***For the Year Ended September 30, 2018***

	General Fund	Gasoline Tax Fund
<b><u>Revenues</u></b>		
Taxes	\$ 55,129,409.82	\$ 8,202,477.63
Licenses and Permits	1,224,343.16	
Intergovernmental	2,380,799.23	6,522,696.50
Charges for Services	12,009,859.67	103,398.85
Fines and Forfeits	25,913.65	
Miscellaneous	14,336,506.93	859,289.30
Total Revenues	<u>85,106,832.46</u>	<u>15,687,862.28</u>
<b><u>Expenditures</u></b>		
Current:		
General Government	31,161,926.82	
Public Safety	26,018,349.19	
Highways and Roads		14,551,275.58
Health	836,812.30	
Welfare	559,918.24	
Culture and Recreation	1,358,307.38	
Education	69,314.30	
Capital Outlay	2,983,846.56	11,569,523.37
Debt Service:		
Principal Retirement		
Interest and Fiscal Charges	401,126.89	
Total Expenditures	<u>63,389,601.68</u>	<u>26,120,798.95</u>
Excess (Deficiency) of Revenues Over Expenditures	<u>21,717,230.78</u>	<u>(10,432,936.67)</u>
<b><u>Other Financing Sources (Uses)</u></b>		
Transfers In	1,877,372.25	11,931,603.00
Sale of Capital Assets	60,254.65	3,576,030.27
Transfers Out	(18,357,240.72)	(8,244,090.50)
Total Other Financing Sources (Uses)	<u>(16,419,613.82)</u>	<u>7,263,542.77</u>
Net Change in Fund Balances	5,297,616.96	(3,169,393.90)
Fund Balances - Beginning of Year	<u>21,077,330.16</u>	<u>11,763,438.22</u>
Fund Balances - End of Year	<u>\$ 26,374,947.12</u>	<u>\$ 8,594,044.32</u>

The accompanying Notes to the Financial Statements are an integral part of this statement.

Debt Service Fund	Oil and Gas Severance Tax Fund	Other Governmental Funds	Total Governmental Funds
\$	\$	\$	\$
		6,537,283.86	69,869,171.31
		722,703.88	1,947,047.04
		9,209,779.36	18,113,275.09
		1,562,185.28	13,675,443.80
			25,913.65
38,992.86	480,397.47	3,885,553.94	19,600,740.50
38,992.86	480,397.47	21,917,506.32	123,231,591.39
174.37		7,090,338.23	38,252,439.42
		7,765,946.32	33,784,295.51
		2,870,995.08	17,422,270.66
		1,550,705.59	2,387,517.89
			559,918.24
			1,358,307.38
			69,314.30
		852,526.54	15,405,896.47
15,220,887.94			15,220,887.94
3,243,292.08			3,644,418.97
18,464,354.39		20,130,511.76	128,105,266.78
(18,425,361.53)	480,397.47	1,786,994.56	(4,873,675.39)
18,475,652.72		3,052,502.00	35,337,129.97
		4,921,925.60	8,558,210.52
	(438,767.83)	(8,180,982.40)	(35,221,081.45)
18,475,652.72	(438,767.83)	(206,554.80)	8,674,259.04
50,291.19	41,629.64	1,580,439.76	3,800,583.65
4,448,609.26	16,084,077.14	7,997,524.68	61,370,979.46
\$ 4,498,900.45	\$ 16,125,706.78	\$ 9,577,964.44	\$ 65,171,563.11

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***Reconciliation of the Statement of Revenues, Expenditures and Changes in Fund Balances of Governmental Funds to the Statement of Activities For the Year Ended September 30, 2018***

Net Change in Fund Balances - Total Governmental Funds (Exhibit 5) \$ 3,800,583.65

Amounts reported for governmental activities in the Statement of Activities (Exhibit 2) are different because:

Governmental funds report capital outlays as expenditures. However, in the Statement of Activities, the cost of those assets is allocated over their estimated useful lives as depreciation expense. This is the amount by which capital outlays (\$15,405,896.47) exceeded depreciation (\$12,757,650.96) in the current period. 2,648,245.51

In the Statement of Activities, donation of capital assets is recorded as revenue, whereas in the governmental funds it is not recorded. 1,049,006.27

In the Statement of Activities, only the gain \$1,576,274.73 on the sale/disposal of capital assets is reported, whereas in the governmental funds, the proceeds from the sale/disposal (\$8,558,210.52) are reported. Thus the changes in net position differs from the change in fund balance by the costs of the assets sold. (6,981,935.79)

Repayment of debt principal is an expenditure in the governmental funds, but it reduces long-term liabilities in the Statement of Net Position and does not affect the Statement of Activities. 15,220,887.94

Some expenses reported in the Statement of Activities that do not require the use of the current financial resources are not reported as expenditures in the funds.

Net Decrease in Accrued Interest Payable	\$	111,316.43	
Amortization of Deferred Discount		(8,552.51)	
Amortization of Premium		558,415.22	
Amortization of Deferred Prepaid Insurance		(5,237.03)	
Amortization of Deferred Loss on Refunding		(588,003.22)	
Gain on Redemption/Defeasance of Debt		(320,478.92)	
Net Decrease in Other Postemployment Benefits (OPEB) Expense		94,296.52	
Net Increase in Pension Expense		(602,321.33)	
Net Increase in Compensated Absences		(529,289.65)	
Total Additional Expenditures		(1,289,854.49)	

Change in Net Position of Governmental Activities (Exhibit 2) \$ 14,446,933.09

The accompanying Notes to the Financial Statements are an integral part of this statement.

***Statement of Net Position***  
***Proprietary Funds***  
***September 30, 2018***

	Solid Waste Fund	Solid Waste Collection Fund	Total Enterprise Funds
<b><u>Assets</u></b>			
<b><u>Current Assets</u></b>			
Cash and Cash Equivalents	\$ 19,761,067.00	\$ 5,326,224.40	\$ 25,087,291.40
Receivables, Net (Note 4)	779,211.35	341,627.68	1,120,839.03
Due from Other Funds		297.69	297.69
Prepaid Items	235.96		235.96
Total Current Assets	20,540,514.31	5,668,149.77	26,208,664.08
<b><u>Noncurrent Assets</u></b>			
Restricted Cash and Cash Equivalents	3,859.43		3,859.43
Capital Assets (Note 5):			
Nondepreciable	3,985,374.95		3,985,374.95
Depreciable, Net	9,742,562.94	1,346,957.40	11,089,520.34
Total Noncurrent Assets	13,731,797.32	1,346,957.40	15,078,754.72
Total Assets	34,272,311.63	7,015,107.17	41,287,418.80
<b><u>Deferred Outflows of Resources</u></b>			
Employer Pension Contributions	90,838.06	131,216.80	222,054.86
Proportionate Share of Collective Deferred Outflows Related to Net Pension Liability	130,404.64	117,057.89	247,462.53
Employer Other Postemployment Benefits (OPEB) Contributions	9,215.40	15,360.03	24,575.43
Total Deferred Outflows of Resources	230,458.10	263,634.72	494,092.82
<b><u>Liabilities</u></b>			
<b><u>Current Liabilities</u></b>			
Payables (Note 8)	406,642.55	636,268.52	1,042,911.07
Due to Other Funds	28,028.30	33,875.86	61,904.16
Accrued Wages Payable	68,885.42	93,867.87	162,753.29
Long-Term Liabilities:			
Portion Due Within One Year:			
Compensated Absences	62,338.83	86,358.45	148,697.28
Estimated Liability for Landfill Closure/Postclosure Care Costs	516,622.61		516,622.61
Total Current Liabilities	\$ 1,082,517.71	\$ 850,370.70	\$ 1,932,888.41

The accompanying Notes to the Financial Statements are an integral part of this statement.

	Solid Waste Fund	Solid Waste Collection Fund	Total Enterprise Funds
<b><u>Noncurrent Liabilities</u></b>			
Long-Term Liabilities:			
Portion Due After One Year:			
Compensated Absences	\$ 115,998.03	\$ 141,538.80	\$ 257,536.83
Net Pension Liability	1,283,416.42	1,064,111.11	2,347,527.53
Net Other Postemployment Benefits (OPEB) Liability	264,287.00	440,479.00	704,766.00
Estimated Liability for Landfill Closure/Postclosure Care Costs	3,345,045.01		3,345,045.01
Total Noncurrent Liabilities	<u>5,008,746.46</u>	<u>1,646,128.91</u>	<u>6,654,875.37</u>
 Total Liabilities	 <u>6,091,264.17</u>	 <u>2,496,499.61</u>	 <u>8,587,763.78</u>
<b><u>Deferred Inflows of Resources</u></b>			
Proportionate Share of Collective Deferred Inflows Related to Net Pension Liability	153,446.36	221,949.20	375,395.56
Proportionate Share of Collective Deferred Inflows Related to Net Other Postemployment Benefits (OPEB) Liability	11,314.81	18,858.14	30,172.95
Total Deferred Inflows of Resources	<u>164,761.17</u>	<u>240,807.34</u>	<u>405,568.51</u>
<b><u>Net Position</u></b>			
Net Investment in Capital Assets	13,727,937.89	1,346,957.40	15,074,895.29
Restricted for:			
Landfill Closure and Postclosure Costs	5,243,122.25		5,243,122.25
Unrestricted	9,275,684.25	3,194,477.54	12,470,161.79
 Total Net Position	 <u>\$ 28,246,744.39</u>	 <u>\$ 4,541,434.94</u>	 <u>\$ 32,788,179.33</u>

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***Statement of Revenues, Expenses and Changes in Net Position***  
***Proprietary Funds***  
***For the Year Ended September 30, 2018***

	<b>Solid Waste Fund</b>	<b>Solid Waste Collection Fund</b>	<b>Total Enterprise Funds</b>
<b><u>Revenues</u></b>			
Charges for Services	\$ 7,714,434.77	\$ 8,182,271.33	\$ 15,896,706.10
Intergovernmental	64,756.13		64,756.13
Total Revenues	<u>7,779,190.90</u>	<u>8,182,271.33</u>	<u>15,961,462.23</u>
<b><u>Operating Expenses</u></b>			
Salaries and Benefits	2,395,331.76	3,505,982.04	5,901,313.80
Pension Expense	55,162.26	81,807.84	136,970.10
Contractual and Professional Services	419,093.09	1,552,313.32	1,971,406.41
Travel	6,133.74	102.00	6,235.74
Materials and Supplies	1,615,880.07	1,430,867.22	3,046,747.29
Utilities and Communications	141,872.74	138,609.90	280,482.64
Other Expenses	553,776.48	260,959.05	814,735.53
Depreciation	1,537,916.85	643,585.76	2,181,502.61
Landfill Expenses	326,142.45		326,142.45
Total Operating Expenses	<u>7,051,309.44</u>	<u>7,614,227.13</u>	<u>14,665,536.57</u>
Operating Income (Loss)	<u>727,881.46</u>	<u>568,044.20</u>	<u>1,295,925.66</u>
<b><u>Nonoperating Revenues (Expenses)</u></b>			
Other Miscellaneous	77,085.11	532.00	77,617.11
Interest Earned	290,817.71	77,647.11	368,464.82
Gain on Sale of Capital Assets	100,550.00	19,270.00	119,820.00
Total Nonoperating Revenues (Expenses)	<u>468,452.82</u>	<u>97,449.11</u>	<u>565,901.93</u>
Income (Loss) Before Transfers	<u>1,196,334.28</u>	<u>665,493.31</u>	<u>1,861,827.59</u>
<b><u>Operating Transfers</u></b>			
Transfers Out	(116,048.52)		(116,048.52)
Total Operating Transfers	<u>(116,048.52)</u>		<u>(116,048.52)</u>
Changes in Net Position	1,080,285.76	665,493.31	1,745,779.07
Total Net Position - Beginning of Year, as Restated (Note 16)	<u>27,166,458.63</u>	<u>3,875,941.63</u>	<u>31,042,400.26</u>
Total Net Position - End of Year	<u>\$ 28,246,744.39</u>	<u>\$ 4,541,434.94</u>	<u>\$ 32,788,179.33</u>

The accompanying Notes to the Financial Statements are an integral part of this statement.

***Statement of Cash Flows***  
***Proprietary Funds***  
***For the Year Ended September 30, 2018***

	<b>Solid Waste Fund</b>	<b>Solid Waste Collection Fund</b>	<b>Total Enterprise Funds</b>
<b><u>Cash Flows from Operating Activities</u></b>			
Receipts from Customers	\$ 7,551,254.55	\$ 8,160,818.19	\$ 15,712,072.74
Intergovernmental Revenues	64,756.13		64,756.13
Payments to Employees	(2,358,143.57)	(3,466,866.77)	(5,825,010.34)
Payments to Suppliers	(2,565,589.53)	(3,294,131.16)	(5,859,720.69)
Net Cash Provided (Used) by Operating Activities	<u>2,692,277.58</u>	<u>1,399,820.26</u>	<u>4,092,097.84</u>
<b><u>Cash Flows from Noncapital Financing Activities</u></b>			
Interfund Loans Made/Repaid	(4,048.55)	(31,457.63)	(35,506.18)
Miscellaneous	77,085.11	532.00	77,617.11
Transfers Out	(116,048.52)		(116,048.52)
Net Cash Provided (Used) by Noncapital Financing Activities	<u>(43,011.96)</u>	<u>(30,925.63)</u>	<u>(73,937.59)</u>
<b><u>Cash Flows from Capital and Related Financing Activities</u></b>			
Sale of Assets	100,550.00	19,270.00	119,820.00
Purchase of Capital Assets	(941,553.50)	(52,794.68)	(994,348.18)
Net Cash Provided (Used) by Capital and Related Financing Activities	<u>(841,003.50)</u>	<u>(33,524.68)</u>	<u>(874,528.18)</u>
<b><u>Cash Flows from Investing Activities</u></b>			
Interest Revenue	290,817.71	77,647.11	368,464.82
Net Cash Provided (Used) by Investing Activities	<u>290,817.71</u>	<u>77,647.11</u>	<u>368,464.82</u>
Net Increase (Decrease) in Cash and Cash Equivalents	2,099,079.83	1,413,017.06	3,512,096.89
Cash and Cash Equivalents - Beginning of Year	<u>17,665,846.60</u>	<u>3,913,207.34</u>	<u>21,579,053.94</u>
Cash and Cash Equivalents - End of Year	<u>\$ 19,764,926.43</u>	<u>\$ 5,326,224.40</u>	<u>\$ 25,091,150.83</u>

The accompanying Notes to the Financial Statements are an integral part of this statement.

	Solid Waste Fund	Solid Waste Collection Fund	Total Enterprise Funds
<b><u>Reconciliation of Operating Income (Loss) to Net Cash Provided (Used) by Operating Activities</u></b>			
Operating Income (Loss)	\$ 727,881.46	\$ 568,044.20	\$ 1,295,925.66
<b><u>Adjustments to Reconcile Operating Income to Net Cash Provided (Used) by Operating Activities</u></b>			
Depreciation Expense	1,537,916.85	643,585.76	2,181,502.61
Landfill Expense	326,142.45		326,142.45
Pension Expense	55,162.26	81,807.84	136,970.10
Other Postemployment Benefits Expense	(5,321.59)	(8,869.89)	(14,191.48)
Change in Assets and Liabilities:			
(Increase)/Decrease Receivables, Net	(163,180.22)	(21,453.14)	(184,633.36)
(Increase)/Decrease Prepaid Items	90.00	97.49	187.49
Increase/(Decrease) Accounts Payable	171,076.59	88,622.84	259,699.43
Increase/(Decrease) Wages Payable	8,479.89	7,553.66	16,033.55
Increase/(Decrease) Compensated Absences	34,029.89	40,431.50	74,461.39
Net Cash Provided by Operating Activities	<u>\$ 2,692,277.58</u>	<u>\$ 1,399,820.26</u>	<u>\$ 4,092,097.84</u>

***Statement of Fiduciary Net Position***  
***September 30, 2018***

	<b>Private-Purpose Trust Funds</b>	<b>Agency Funds</b>
<b><u>Assets</u></b>		
<b><u>Current Assets</u></b>		
Cash and Cash Equivalents	\$ 11,073,659.68	\$ 426,840.64
Investments	2,679,666.65	
Receivables	96,251.79	
Total Current Assets	<u>13,849,578.12</u>	<u>426,840.64</u>
<b><u>Noncurrent Assets</u></b>		
Capital Assets, Net	62,943.52	
Total Noncurrent Assets	<u>62,943.52</u>	
Total Assets	<u>13,912,521.64</u>	<u>426,840.64</u>
<b><u>Liabilities</u></b>		
Payables (Note 8)	5,794,273.17	307,195.89
Accrued Wages Payable	26,795.66	
Payable to External Parties	11,607.98	119,644.75
Total Liabilities	<u>5,832,676.81</u>	<u>\$ 426,840.64</u>
<b><u>Net Position</u></b>		
Held in Trust for Other Purposes	8,079,844.83	
Total Net Position	<u>\$ 8,079,844.83</u>	

The accompanying Notes to the Financial Statements are an integral part of this statement.



***Statement of Changes in Fiduciary Net Position  
For the Year Ended September 30, 2018***

	<b>Private-Purpose Trust Funds</b>
<b><u>Additions</u></b>	
Contributions from:	
State and Local Governments	\$ 765,657.99
Probate Court	14,959,839.94
Fees	1,391,561.53
Miscellaneous	744,227.12
Interest	52,139.94
Total Additions	<u>17,913,426.52</u>
<b><u>Deductions</u></b>	
Administrative Expenses	2,394,761.34
Payments to Beneficiaries	14,103,895.80
Total Deductions	<u>16,498,657.14</u>
Changes in Net Position	1,414,769.38
Net Position - Beginning of Year	<u>6,665,075.45</u>
Net Position - End of Year	<u><u>\$ 8,079,844.83</u></u>

The accompanying Notes to the Financial Statements are an integral part of this statement.

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## *Notes to the Financial Statements*

### *For the Year Ended September 30, 2018*

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#### **Note 1 – Summary of Significant Accounting Policies**

The financial statements of the Baldwin County Commission (the “Commission”), have been prepared in conformity with accounting principles generally accepted in the United States of America (GAAP) as applied to governmental units. The Governmental Accounting Standards Board (GASB) is the accepted standard-setting body for establishing governmental accounting and financial reporting principles. The more significant of the government’s accounting policies are described below.

#### **A. Reporting Entity**

The Baldwin County Commission is a general purpose local government governed by separately elected commissioners. Generally accepted accounting principles (GAAP) require that the financial statements present the Commission (the primary government) and its component units. Component units are legally separate entities for which a primary government is financially accountable or other organizations for which the nature and significance of their relationship with the primary government are such that exclusion would cause the reporting entity’s financial statements to be misleading or incomplete.

Based on the application of the above criteria, the Baldwin County Planning and Zoning Commission is a component unit that has been included in the accompanying financial statements as a blended component unit. Blended component units are legally separate entities that exist solely to provide services (usually financing) exclusively to the County.

#### **B. Government-Wide and Fund Financial Statements**

##### **Government-Wide Financial Statements**

The Statement of Net Position and the Statement of Activities display information about the Commission. These statements include the financial activities of the primary government, except for fiduciary activities. Eliminations have been made to minimize the double counting of internal activities. These statements distinguish between the governmental and business-type activities of the Commission. Governmental activities generally are financed through taxes, intergovernmental revenues, and other nonexchange transactions. Business-type activities are financed in whole or in part by fees charged to external parties.

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## *Notes to the Financial Statements*

### *For the Year Ended September 30, 2018*

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The Statement of Activities presents a comparison between direct expenses and program revenues for each segment of the business-type activities of the Commission and for each function of the Commission's governmental activities. Direct expenses are those that are specifically associated with a program or function and, therefore, are clearly identifiable to a particular function. The Commission does not allocate indirect expenses to the various functions. Program revenues include (a) charges to customers or applicants who purchase, use or directly benefit from goods, services, or privileges provided by a given function or program and (b) grants and contributions that are restricted to meeting the operational or capital requirements of a particular program. Revenues that are not classified as program revenues, including all taxes, are presented as general revenues.

#### **Fund Financial Statements**

The fund financial statements provide information about the Commission's funds, including fiduciary funds. Separate statements for each fund category – governmental, proprietary, and fiduciary – are presented. The emphasis of fund financial statements is on major governmental and enterprise funds, each displayed in a separate column. All remaining governmental funds are aggregated and reported as nonmajor funds in the Other Governmental Funds' column.

The Commission reports the following major governmental funds:

- ◆ **General Fund** – The general fund is the primary operating fund of the Commission. It is used to account for all financial resources except those required to be accounted for in another fund. The Commission primarily received revenues from collections of property taxes and revenues collected by the State of Alabama and shared with the Commission. Also, the fund is used to report the expenditure of special county property taxes for building and maintaining public buildings, roads and bridges. As of fiscal year September 30, 2018, the Commission now accounts for health self-insurance in this fund.
- ◆ **Gasoline Tax Fund** – This fund is used to account for the expenditures of gasoline taxes for the activities of the public works/highway department as related to maintenance, development, and resurfacing of roads, bridges, and right-of-ways.
- ◆ **Debt Service Fund** – This fund is used to account for and report financial resources that are restricted, committed, or assigned to expenditure for principal and interest and for the accumulation of resources for principal and interest payments maturing in future years.
- ◆ **Oil and Gas Severance Tax Fund** – This fund is used to account for resources, specifically oil and gas severance tax proceeds, that are legally restricted by local laws to the extent that only earnings, not principal, may be used for purposes that support the Commission's programs and its citizenry.

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## *Notes to the Financial Statements*

### *For the Year Ended September 30, 2018*

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The Commission reports the following governmental fund types in the Other Governmental Funds' column:

#### **Governmental Fund Types**

- ◆ **Special Revenue Funds** – These funds are used to account for and report the proceeds of specific revenue sources that are restricted or committed to expenditure for specified purposes other than debt service or some capital projects.
- ◆ **Capital Projects Funds** – These funds are used to account for and report proceeds that are restricted, committed, or assigned to expenditure for capital outlay, including the acquisition or construction of capital facilities and other capital assets.

The Commission reports the following major enterprise funds:

- ◆ **Solid Waste Fund** – This fund is used to account for the cost of providing solid waste service for commercial accounts and maintaining the county landfills.
- ◆ **Solid Waste Collection Fund** – This fund is used to account for the cost of providing solid waste service (primarily garbage collection) to county residents.

The Commission reports the following fiduciary fund types:

#### **Fiduciary Fund Types**

- ◆ **Private-Purpose Trust Funds** – These funds are used to report all trust agreements under which principal and income benefit individuals, private organizations, or other governments.
- ◆ **Agency Funds** – These funds are used to report assets held by the Commission in a purely custodial capacity. The Commission collects these assets and transfers them to the proper individual, private organizations, or other government.

#### **C. Measurement Focus, Basis of Accounting and Financial Statement Presentation**

The government-wide financial statements are reported using the economic resources measurement focus and the accrual basis of accounting, as are the proprietary fund and fiduciary fund financial statements. Revenues are recorded when earned and expenses are recorded at the time liabilities are incurred, regardless of the timing of related cash flows. Nonexchange transactions, in which the Commission gives (or receives) value without directly receiving (or giving) equal value in exchange, include property taxes, grants, entitlements, and donations. On an accrual basis, revenue from grants, entitlements, and donations is recognized in the fiscal year in which all eligibility requirements have been satisfied. Revenue from property taxes is recognized in the fiscal year for which the taxes are levied.

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## *Notes to the Financial Statements*

### *For the Year Ended September 30, 2018*

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As a general rule the effect of interfund activity has been eliminated from the government-wide financial statements. Exceptions to the general rule are charges between the government's solid waste function and various other functions of the government. Elimination of these charges would distort the direct costs and program revenues reported for the various functions concerned.

Governmental fund financial statements are reported using the current financial resources measurement focus and the modified accrual basis of accounting. Revenues are recognized as soon as they are both measurable and available. Revenues are considered to be available when they are collectible within the current period or soon enough thereafter to pay liabilities of the current period. For this purpose, the Commission considers revenues to be available if they are collected within sixty (60) days of the end of the current fiscal year. Expenditures are recorded when the related fund liability is incurred, except for principal and interest on general long-term debt, claims and judgments, compensated absences, and landfill closure and postclosure care costs, which are recognized as expenditures to the extent they have matured. General capital asset acquisitions are reported as expenditures in governmental funds. General long-term debt issued and acquisitions under capital leases are reported as other financing sources.

Proprietary funds distinguish operating revenues and expenses from nonoperating items. Operating revenues and expenses generally result from providing services and producing and delivering goods in connection with a proprietary fund's principal ongoing operations. The principal operating revenues of the Commission's enterprise funds are charges to customers for sales and services. Operating expenses for enterprise funds include the cost of sales and services, administrative expenses, and depreciation on capital assets. All revenues and expenses not meeting this definition are reported as nonoperating revenues and expenses.

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

#### **D. Assets, Deferred Outflows of Resources, Liabilities, Deferred Inflows of Resources and Net Position/Fund Balances**

##### **1. Deposits and Investments**

Cash and cash equivalents include cash on hand, demand deposits and short-term investments with original maturities of three months or less from the date of acquisition. For purposes of the statement of cash flows, the proprietary fund type considers all highly liquid investments with a maturity of three months or less when purchased to be cash equivalents.

State statutes authorize the County Commission to invest in obligations of the U. S. Treasury and securities of federal agencies and certificates of deposit.

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## *Notes to the Financial Statements*

### *For the Year Ended September 30, 2018*

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Investments are reported at fair value, based on quoted market prices, except for the money market investments and repurchase agreements, which are reported at amortized cost, and certificates of deposit, which are reported at cost. The Commission reports all money market investments – U. S. Treasury bills and bankers' acceptances having a remaining maturity at time of purchase of one year or less – at amortized cost.

#### **2. Receivables**

Sales tax receivables consist of taxes that have been paid by consumers in September. This tax is normally remitted to the Commission within the next 60 days.

Millage rates for property taxes are levied by the County Commission. Property is assessed for taxation as of October 1 of the preceding year based on the millage rates established by the County Commission. Property taxes are due and payable the following October 1 and are delinquent after December 31. Amounts receivable, net of estimated refunds and estimated uncollectible amounts, are recorded for the property taxes levied in the current year. However, since the amounts are not available to fund current year operations, the revenue is deferred and recognized in the subsequent fiscal year when the taxes are both due and collectible and available to fund operations. Property Tax revenue deferred is reported as a deferred inflow of resources.

Receivables due from other governments include amounts due from grantors for grants issued for specific programs and capital projects.

Receivables in enterprise funds consist primarily of amounts due from customers who are charged fees for services provided by the Commission. These amounts are reported net of an allowance for doubtful accounts. The allowance for doubtful accounts is based on past collection experience.

Receivables from external parties are amounts that are being held in a trustee or agency capacity by the fiduciary funds.

#### **3. Inventories**

Inventories are valued at cost, which approximates market, using the first-in/first-out (FIFO) method. Inventories of governmental funds are recorded as expenditures when consumed rather than when purchased.

#### **4. Prepaid Items**

Certain payments to vendors reflect costs applicable to future accounting periods and are recorded as prepaid items in both government-wide and fund financial statements.

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***Notes to the Financial Statements***  
***For the Year Ended September 30, 2018***

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**5. Restricted Assets**

Certain general obligation warrants, as well as certain resources set aside for their repayment, are classified as restricted assets on the Statement of Net Position because they are maintained in separate bank accounts and their use is limited by applicable debt covenants. The Oil and Gas Severance Tax Trust Fund's cash is restricted by local law.

**6. Capital Assets**

Capital assets which include property, equipment, and infrastructure assets (e.g., roads, bridges, water and sewer systems, and similar items) are reported in the applicable governmental and business-type activities columns in the government-wide financial statements. Such assets are valued at cost where historical records are available and at an estimated historical cost where no historical records exist. Donated fixed assets are valued at their acquisition value on the date of acquisition. Additions, improvements and other capital outlays that significantly extend the useful life of an asset are capitalized. Other costs incurred, for repairs and maintenance, are expensed as incurred. Major outlays of capital assets and improvements are capitalized as projects are constructed. Interest incurred during the construction phase of capital assets of business-type activities is included as part of the capitalized value of the assets constructed.

Depreciation on all assets is provided on the straight-line basis over the assets estimated useful life. Capitalization thresholds (the dollar values above which asset acquisitions are added to the capital asset accounts) and estimated useful lives of capital assets reported in the government-wide statements and proprietary funds are as follows:

	Capitalization Threshold	Estimated Useful Life
Buildings	\$5,000	10 – 30 years
Improvements	\$5,000	30 years
Equipment and Furniture	\$5,000	5 – 7 years
Roads	\$5,000	20 years
Bridges	\$5,000	40 years

The majority of governmental activities infrastructure assets are roads and bridges. The Association of County Engineers has determined that due to the climate and materials used in road construction, the base of the roads in the county will not deteriorate and therefore should not be depreciated. The remaining part of the roads, the surface, will deteriorate and will be depreciated. The entire costs of bridges in the county will be depreciated.

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## *Notes to the Financial Statements*

### *For the Year Ended September 30, 2018*

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#### **7. Deferred Outflows of Resources**

Deferred outflows of resources are reported in the government-wide and proprietary funds Statement of Net Position. Deferred outflows of resources are defined as a consumption of net position by the government that is applicable to a future reporting period. Deferred outflows of resources increase net position, similar to assets.

#### **8. Long-Term Obligations**

In the government-wide financial statements, and proprietary fund types in the fund financial statements, long-term debt and other long-term obligations are reported as liabilities in the applicable governmental activities, business-type activities, or proprietary fund type Statement of Net Position. Warrant premiums and discounts are deferred and amortized over the life of the warrant. Warrants payable are reported gross with the applicable warrant premium or discount reported separately. Warrant issuance costs are reported as an expense in the period incurred.

In the fund financial statements, governmental fund types recognize premiums and discounts, as well as issuance costs, during the current period. The face amount of debt issued is reported as other financing sources. Premiums received on debt issuances are reported as other financing sources while discounts on debt issuances are reported as other financing uses. Issuance costs, whether or not withheld from the actual debt proceeds received, are reported as debt service expenditures.

#### **9. Compensated Absences**

The Commission has a standard leave policy for its full-time employees as to sick and annual leave.

##### **Annual Leave**

Annual vacation leave accrues to all current, classified and probationary employees *hired before January 1, 2013* with five years or less service at the rate of 1 day per calendar month, for employees with 6-10 years' service at the rate of 1 and  $\frac{1}{4}$  days per month, for employees with 11-15 years' service at the rate of 1 and  $\frac{3}{4}$  days per month, and for employees with more than 15 years of service at the rate of 2 days per month. Classified, appointed and probationary employees *hired on or after January 1, 2013* with five years or less service accrues at the rate of 1 day per calendar month, for employees with 6-10 years' service at the rate of 1 and  $\frac{1}{4}$  days per month, for employees with 11-15 years' service at the rate of 1 and  $\frac{1}{2}$  days per month, and for employees with more than 15 years of service at the rate of 1 and  $\frac{3}{4}$  days per month.

Unused annual-vacation leave in excess of two times the amount earned by employee classification at the end of any calendar year is forfeited. Upon separation from county service, the employee may be paid for all unused accrued annual leave.



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## *Notes to the Financial Statements*

### *For the Year Ended September 30, 2018*

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#### *Sick Leave*

Sick leave accrues to regular, full-time employees at the rate of one day per calendar month worked. Upon retirement, an employee shall be paid ½ of their accumulated sick leave not to exceed 360 hours.

The Commission uses the vesting method to accrue its sick leave liability. Under this method an accrual for the sick leave liability is based on the sick leave accumulated at the balance sheet date by those employees who currently are eligible to receive termination payments as well as other employees who are expected to become eligible in the future to receive such payments.

#### *10. Deferred Inflows of Resources*

Deferred inflows of resources are reported in the government-wide and fund financial statements. Deferred inflows of resources are defined as an acquisition of net position/fund balances by the government that is applicable to a future reporting period. Deferred inflows of resources decrease net position/fund balances, similar to liabilities.

#### *11. Net Position/Fund Balances*

Net position is reported on the government-wide and proprietary fund financial statements and is required to be classified for accounting and reporting purposes into the following net position categories:

- ◆ *Net Investment in Capital Assets* – Capital assets net of accumulated depreciation and outstanding principal balances of debt attributable to the acquisition, construction or improvement of those assets. Deferred outflows of resources and deferred inflows of resources attributable to acquisition, construction and improvement of those assets should also be included in this component. Any significant unspent related debt proceeds, or deferred inflows of resources attributable to the unspent amount at year-end related to capital assets are not included in this calculation. Debt proceeds or deferred inflows of resources at the end of the reporting period should be included in the same net position amount (restricted, unrestricted) as the unspent amount.
- ◆ *Restricted* – Constraints imposed on net position by external creditors, grantors, contributors, laws or regulations of other governments, or law through constitutional provision or enabling legislation.
- ◆ *Unrestricted* – The net amount of assets, deferred outflows of resources, liabilities and deferred inflows of resources that are not included in the determination of net investment in capital assets or the restricted components of net position. Net position is not subject to externally imposed stipulations. Unrestricted net position may be designated for specific purposes by action of the Commission.

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## *Notes to the Financial Statements*

### *For the Year Ended September 30, 2018*

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Fund balance is reported in the fund financial statements. Under GASB Statement Number 54, fund balance is composed of the following:

- ◆ **Nonspendable** – includes amounts that cannot be spent because they are either (a) not in spendable form or (b) legally or contractually required to be maintained intact. Examples include inventories, prepaid items, term endowments, etc.
- ◆ **Restricted** – consists of amounts that are subject to externally enforceable legal restrictions imposed by creditors, grantors, contributors, or laws and regulations of other governments, or through constitutional provisions or enabling legislation.
- ◆ **Committed** – consists of amounts that are subject to a purpose constraint imposed by formal resolution of the Baldwin County Commission. Amendments or modifications of the committed fund balance must also be approved by formal resolution of the Baldwin County Commission.
- ◆ **Assigned** – consists of amounts that are intended to be used by the Commission for specific purposes. The Commission delegated authority to the Commission Chairman or Clerk/Treasurer to make determination of the assigned amounts of fund balance.
- ◆ **Unassigned** – includes all spendable amounts not contained in one of the other classifications.

In circumstances where an expenditure is to be made for a purpose for which amounts are available in multiple fund balance classifications, the order in which resources will be expended is as follows: restricted fund balance, followed by committed fund balance, assigned fund balance, and lastly, unassigned fund balance.

#### **E. Pensions**

For purposes of measuring the net pension liability, deferred outflows of resources and deferred inflows of resources related to pensions, and pension expense, the Employees' Retirement System of Alabama (the "Plan") financial statements are prepared using the economic resources measurement focus and accrual basis of accounting. Contributions are recognized as revenues when earned, pursuant to the plan requirements. Benefits and refunds are recognized when due and payable in accordance with the terms of the Plan. Expenses are recognized when the corresponding liability is incurred, regardless of when the payment is made. Investments are reported at fair value. Financial statements are prepared in accordance with requirements of the Governmental Accounting Standards Board (GASB). Under these requirements, the Plan is considered a component unit of the State of Alabama and is included in the State's Comprehensive Annual Financial Report.

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***Notes to the Financial Statements***  
***For the Year Ended September 30, 2018***

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**F. Postemployment Benefits Other Than Pensions (OPEB)**

For the purposes of measuring the net OPEB liability, deferred outflows of resources and deferred inflows of resources related to OPEB, and OPEB expense, information about the balances of the Commission's OPEB Plan have been determined on the same basis as they are reported by the Commission. For this purpose, the Commission's OPEB Plan recognizes benefit payments when due and payable in accordance with the benefit terms.

**Note 2 – Stewardship, Compliance, and Accountability**

**A. Budgets**

Annual budgets are adopted on a basis consistent with accounting principles generally accepted in the United States of America for all governmental funds except the capital projects funds, which adopt project-length budgets and the permanent fund, which is not budgeted. All annual appropriations lapse at fiscal year-end.

The present statutory basis for county budgeting operations is the County Financial Control Act of 1935, as amended by Act Number 2007-488, Acts of Alabama. According to the terms of the law, at some meeting in September of each year, but in any event not later than October 1, the Commission must estimate the anticipated revenues, estimated expenditures and appropriations for the respective amounts that are to be used for each of such purposes. The appropriations must not exceed the total revenues available for appropriation plus any balances on hand. Expenditures may not legally exceed appropriations.

Budgets may be adjusted during the fiscal year when approved by the County Commission. Any changes must be within the revenues and reserves estimated to be available.

**B. Stabilization Arrangements**

The Commission has established policy number 8.7 for emergency reserves. During the annual budget process, the Commission will compute the amount needed to meet the targeted reserves. Funds from the Trust Reserve Accounts can only be expended for a bona fide emergency and must be approved by the Commission during a regular or special meeting. As of September 30, 2018, the balance set aside for emergency reserves for the General Fund is \$11,418,760.74, Gasoline Tax Fund is \$4,156,761.98 and Solid Waste Fund is \$1,638,641.37 which is not classified as committed on the financial statements because this agreement does not meet the criteria to be reported as such.

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## *Notes to the Financial Statements*

### *For the Year Ended September 30, 2018*

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#### Note 3 – Deposits and Investments

##### Deposits

The custodial credit risk for deposits is the risk that, in the event of a bank failure, the Commission will not be able to cover deposits or will not be able to recover collateral securities that are in the possession of an outside party. The Commission's deposits at year-end were entirely covered by federal depository insurance or by the Security for Alabama Funds Enhancement Program (SAFE Program). The SAFE Program was established by the Alabama Legislature and is governed by the provisions contained in the *Code of Alabama 1975*, Sections 41-14A-1 through 41-14A-14. Under the SAFE Program all public funds are protected through a collateral pool administered by the Alabama State Treasurer's Office. Under this program, financial institutions holding deposits of public funds must pledge securities as collateral against those deposits. In the event of failure of a financial institution, securities pledged by that financial institution would be liquidated by the State Treasurer to replace the public deposits not covered by the Federal Deposit Insurance Corporation (FDIC). If the securities pledged fail to produce adequate funds, every institution participating in the pool would share the liability for the remaining balance. All of the Commission's investments were in certificates of deposits or money market funds.

##### Cash with Fiscal Agent

The Baldwin County Commission follows the requirements set out in Alabama State Law. These investment regulations are contained in the *Code of Alabama 1975*, Sections 19-3-120 and 19-3-120.1.

As of September 30, 2018, the Commission's cash with fiscal agent was invested as follows:

Investment Type	Maturities	Balance	Rating
Fidelity Investments Money Market Treasury Only – Class III	Weighted Average Maturity of 36 days	<u>\$4,458,682.21</u>	S & P AAAM Moody AAA-mf

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***Notes to the Financial Statements***  
***For the Year Ended September 30, 2018***

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**Investments**

**Policy Statement**

This policy is adopted by the County Commission to direct the financial affairs of the Baldwin County Commission. This policy applies to all funds or financial resources which are vested under the responsibility of the Baldwin County Commission Only. These policies do not govern funds that are managed under separate County entities and those not under the privy of the Baldwin County Commission.

**Investment Policies**

It is the policy of the Baldwin County Commission to invest public funds in a manner which will obtain a maximum rate of return while meeting the cash-flow demands of expenditures approved through the budgetary process. Also, this policy is intended to ensure adherence to all State and local statutes governing the investment of funds. This policy sets forth the investment program for the Baldwin County Commission and the guidelines to be followed in achieving its objective.

**Designation of Investment Management**

The authority to manage the investment program is derived from State statute, local law and these investment policies. Management responsibility for the investment program is hereby delegated to the County Clerk/Treasurer.

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## *Notes to the Financial Statements*

### *For the Year Ended September 30, 2018*

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#### *Ethics and Conflict of Interest*

The County Clerk/Treasurer and other County employees that may be involved in the investment function shall refrain from personal activity that could conflict with the proper management of the investment program, or that could impair their ability to make impartial investment decisions. The County Clerk/Treasurer or other County employees involved in the investment program shall disclose to the County Commission any material financial interest in financial institutions that conduct business with the County and shall further disclose any large personal investment positions that could be related to the performance of Baldwin County. The County Clerk/Treasurer and any other employee of the county that is involved in the decision process of the investment program shall comply with the *Code of Alabama 1975*, Title 36, Chapter 25. All individuals involved in the decision-making process shall file Statement of Economic Interest with The Alabama Ethics Commission.

#### *Objectives*

The objectives of the Baldwin County Commission's investment policy are as follows: protection of the principal, proper cash flow, and optimal rate of return on investment vehicles.

The County's Investment Portfolio shall be maintained, keeping all three of these objectives in mind. All investment purchase decisions shall take into considerations these three objectives in each and every decision.

1. The Protection of Principal shall be the top objective in the County's investment program. Protection of principal shall be controlled by investing in those investments that are only authorized by State and local law, which constitute some of the safest type of securities available in the market place. Most importantly, market risk on principal due to maturity dates and interest rates must be the primary focus in determining the investment portfolio diversification.
2. Proper Cash Flow shall be based upon the cash needs as projected through cash management analysis and monitoring. An investment may be liquidated prior to maturity to meet unanticipated cash needs and to re-deploy resources into other investment vehicles expected to outperform the current holdings.
3. Optimal Returns on investments is the third objective once principal safeguards and projected cash needs are established. The investment portfolio shall contain those investments only authorized by State and local law. Such authorized investments shall be purchased with the highest yield available within the constraints outlined in Objective 1 and 2 outlined above.

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## *Notes to the Financial Statements*

### *For the Year Ended September 30, 2018*

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#### **Investment Strategies**

The Baldwin County Commission generally invests funds with the intent to hold to maturity. Investment portfolios shall consist of investments that are based on State and local law and are consistent with the objectives outlined above. Funds designated for immediate expenditure shall be passively invested to allow for liquidity in order to pay for upcoming obligations. Funds that are available for obligations that are not immediate should be invested on a structured laddered basis dependent on market conditions. The County's investment program shall utilize investment strategies based upon the unique characteristics of certain fund types and individual funds (i.e. operational, special, capital, debt).

#### **Due Professional Care**

Investments shall be made with professional judgment and due care that would be exhibited by a person of prudence, discretion and intelligence under the same prevailing circumstances. Investment portfolios should be based upon income production and not speculation.

#### **Authorized Investments**

The Baldwin County Commission's authority to invest County funds is granted under the *Code of Alabama 1975*, Title 11, Chapter 81, Section 19 and Title 11, Chapter 81, Section 21.

#### **Maximum Maturities**

No investment shall be purchased with maturity greater than three (3) years without direct prior approval of the Baldwin County Commission.

#### **Procedural Requirement**

The County Clerk/Treasurer is responsible for overseeing the daily operations in relation to the management of the County's investment portfolio. The County Clerk/Treasurer may assign staff members to assist in managing the overall program. After the passage of each annual fiscal year budget, the County Clerk/Treasurer will establish an overall annual investment strategy based upon the County's current financial position and the established fiscal plan for the upcoming year. The County Clerk/Treasurer, on a monthly basis, will review the status of the investment program and its portfolio and determine whether changes are required in its overall annual plan due unanticipated changes in immediate or near future cash needs.

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***Notes to the Financial Statements***  
***For the Year Ended September 30, 2018***

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**Interest Rate Risk**

Interest rate risk occurs when market interest rate changes adversely affect the fair market value of an investment. Generally, the longer the maturity of an investment the greater the sensitivity of its fair market value to changes in market interest rates. The Baldwin County Commission addresses this above.

**Credit Risk**

Generally, credit risk is the risk that an issuer of an investment will not fulfill its obligation to the holder of the investment. This is measured by the assignment of a rating by a nationally recognized statistical rating organization. The credit rating, if applicable and available, is presented in the table of investments.

**Concentration of Credit Risk**

The Baldwin County Commission has no policy in place and places no limit on the amount the Commission may invest in any one issuer. The table below reflects all of the investment instruments. A summary of investment category is as follows:

Investments in Money Markets	<u>\$4,458,682.21</u>	100.00%
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**Custodial Credit Risk**

Custodial credit risk for investments is the risk that, in the event of the failure of the counterparty (e.g. broker-dealer) to a transaction, a government will not be able to recover the value of its investment or collateral securities that are in the possession of another party. The Baldwin County Commission has no policy that limits the amount of securities that can be held by counterparties.



***Notes to the Financial Statements***  
***For the Year Ended September 30, 2018***

**Note 4 – Receivables**

On September 30, 2018, receivables for the Commission’s individual major funds and other governmental funds’ in the aggregate, including the applicable allowances for uncollectible accounts, are as follows:

	Accounts	Intergovernmental	Other	Total
<u>Receivables:</u>				
General Fund	\$138,034.13	\$1,193,558.23	\$65,719.69	\$1,397,312.05
Gasoline Tax Fund	28.90	2,653,356.85		2,653,385.75
Other Governmental Funds	44,363.37	836,560.36	111.00	881,034.73
Total Governmental Funds	<u>\$182,426.40</u>	<u>\$4,683,475.44</u>	<u>\$65,830.69</u>	<u>\$4,931,732.53</u>

	Solid Waste Fund	Solid Waste Collection Fund	Total Enterprise Funds
<u>Proprietary Funds</u>			
<u>Receivables:</u>			
Accounts Receivable	\$773,207.21	\$359,603.61	\$1,132,810.82
Intergovernmental	9,250.80		9,250.80
Interest Receivable	12,217.48		12,217.48
Gross Receivables	<u>794,675.49</u>	<u>359,603.61</u>	<u>1,154,279.10</u>
Less: Allowable for Doubtful Accounts	<u>(15,464.14)</u>	<u>(17,975.93)</u>	<u>(33,440.07)</u>
Net Total Receivables	<u>\$779,211.35</u>	<u>\$341,627.68</u>	<u>\$1,120,839.03</u>

**Notes to the Financial Statements**  
**For the Year Ended September 30, 2018**

**Note 5 – Capital Assets**

Capital asset activity for the year ended September 30, 2018, was as follows:

	Balance 10/01/2017	Reclassifications (*)	Additions	Retirements	Balance 09/30/2018
<b>Governmental Activities:</b>					
<b>Capital Assets, Not Being Depreciated:</b>					
Land	\$ 57,539,754.64	\$	\$	\$ (454,432.94)	\$ 57,085,321.70
Historical Artifacts	45,000.00				45,000.00
Infrastructure in Progress	13,422,073.74	(3,956,986.71)	1,630,908.35		11,095,995.38
Construction in Progress	344,243.19	(340,743.19)	276,370.44		279,870.44
<b>Total Capital Assets, Not Being Depreciated</b>	<b>71,351,071.57</b>	<b>(4,297,729.90)</b>	<b>1,907,278.79</b>	<b>(454,432.94)</b>	<b>68,506,187.52</b>
<b>Capital Assets Being Depreciated:</b>					
Infrastructure	357,782,951.53	902,433.06	1,988,648.72	(43,729.18)	360,630,304.13
Buildings	96,476,290.23	778,428.67	710,748.55	(6,687,299.26)	91,278,168.19
Improvements Other Than Buildings	26,886,722.71	2,563,628.71	2,169,350.97	(36,520.15)	31,583,182.24
Computer and Communication					
Equipment	17,510,975.94	53,239.46	320,509.67	(718,630.09)	17,166,094.98
Equipment and Furniture	3,658,350.83		352,937.78	(55,374.88)	3,955,913.73
Motor Vehicle and Heavy Equipment	25,125,110.49	4,783,376.23	8,566,428.26	(6,597,312.19)	31,877,602.79
Capital Assets Under Capital Lease	4,783,376.23	(4,783,376.23)	439,000.00		439,000.00
<b>Total Capital Assets Being Depreciated</b>	<b>532,223,777.96</b>	<b>4,297,729.90</b>	<b>14,547,623.95</b>	<b>(14,138,865.75)</b>	<b>536,930,266.06</b>
<b>Less Accumulated Depreciation for:</b>					
Infrastructure	(55,026,533.31)		(4,186,249.59)	5,174.12	(59,207,608.78)
Buildings	(48,443,746.49)		(3,042,465.54)	1,983,157.16	(49,503,054.87)
Improvements Other Than Buildings	(3,500,408.64)		(987,925.90)	13,089.75	(4,475,244.79)
Computer and Communication					
Equipment	(16,224,135.20)		(531,078.26)	676,535.28	(16,078,678.18)
Equipment and Furniture	(2,804,241.53)		(275,546.83)	54,275.26	(3,025,513.10)
Motor Vehicle and Heavy Equipment	(17,645,958.61)	(3,561,397.62)	(3,727,168.40)	4,879,131.33	(20,055,393.30)
Capital Assets Under Capital Lease	(3,561,397.62)	3,561,397.62	(7,216.44)		(7,216.44)
<b>Total Accumulated Depreciation</b>	<b>(147,206,421.40)</b>		<b>(12,757,650.96)</b>	<b>7,611,362.90</b>	<b>(152,352,709.46)</b>
<b>Total Capital Assets Being Depreciated, Net</b>	<b>385,017,356.56</b>	<b>4,297,729.90</b>	<b>1,789,972.99</b>	<b>(6,527,502.85)</b>	<b>384,577,556.60</b>
<b>Total Governmental Activities Capital Assets, Net</b>	<b>\$ 456,368,428.13</b>	<b>\$</b>	<b>\$ 3,697,251.78</b>	<b>\$ (6,981,935.79)</b>	<b>\$ 453,083,744.12</b>
(*) Amounts included in the "Reclassifications" column were necessary due to projects that were completed or terminated during the year.					

**Notes to the Financial Statements**  
**For the Year Ended September 30, 2018**

	Balance 10/01/2017	Reclassifications (*)	Additions	Retirements	Balance 09/30/2018
<b>Business-Type Activities:</b>					
<b>Capital Assets, Not Being Depreciated:</b>					
Land	\$ 3,798,291.25	\$	\$	\$	\$ 3,798,291.25
Construction in Progress	37,348.22	(19,505.08)	169,240.56		187,083.70
<b>Total Capital Assets, Not Being Depreciated</b>	<b>3,835,639.47</b>	<b>(19,505.08)</b>	<b>169,240.56</b>		<b>3,985,374.95</b>
<b>Capital Assets Being Depreciated:</b>					
Buildings	3,279,303.88	6,252.54	56,272.88		3,341,829.30
Infrastructure	153,883.18				153,883.18
Improvements Other Than Buildings	13,661,602.64		53,495.24		13,715,097.88
Computer and Communication					
Equipment	192,976.47				192,976.47
Equipment and Furniture	607,763.09	13,252.54			621,015.63
Motor Vehicle and Heavy Equipment	14,938,242.25		715,339.50	(766,601.29)	14,886,980.46
<b>Total Capital Assets Being Depreciated</b>	<b>32,833,771.51</b>	<b>19,505.08</b>	<b>825,107.62</b>	<b>(766,601.29)</b>	<b>32,911,782.92</b>
<b>Less Accumulated Depreciation for:</b>					
Buildings	(1,191,572.36)		(104,240.70)		(1,295,813.06)
Infrastructure	(1,138.60)		(12,248.56)		(13,387.16)
Improvements Other Than Buildings	(8,564,426.25)		(273,479.05)		(8,837,905.30)
Computer and Communication					
Equipment	(151,040.24)		(9,322.00)		(160,362.24)
Equipment and Furniture	(443,207.37)		(35,769.86)		(478,977.23)
Motor Vehicle and Heavy Equipment	(10,055,976.44)		(1,746,442.44)	766,601.29	(11,035,817.59)
<b>Total Accumulated Depreciation</b>	<b>(20,407,361.26)</b>		<b>(2,181,502.61)</b>	<b>766,601.29</b>	<b>(21,822,262.58)</b>
<b>Total Capital Assets Being Depreciated, Net</b>	<b>12,426,410.25</b>	<b>19,505.08</b>	<b>(1,356,394.99)</b>		<b>11,089,520.34</b>
<b>Total Business-Type Activities Capital Assets, Net</b>	<b>\$ 16,262,049.72</b>	<b>\$</b>	<b>\$(1,187,154.43)</b>	<b>\$</b>	<b>\$ 15,074,895.29</b>
(*) Amounts included in the "Reclassifications" column were necessary due to projects that were completed or terminated during the year.					

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***Notes to the Financial Statements***  
***For the Year Ended September 30, 2018***

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Depreciation expense was charged to functions/programs of the primary government as follows:

	Current Year Depreciation Expense
<u>Governmental Activities:</u>	
General Government	\$ 3,191,709.82
Public Safety	1,684,961.19
Highway and Roads	7,641,920.86
Welfare	6,411.98
Culture and Recreation	232,647.11
Total Depreciation Expense - Governmental Activities	<u>\$12,757,650.96</u>

	Current Year Depreciation Expense
<u>Business-Type Activities:</u>	
Solid Waste	\$2,181,502.61
Total Depreciation Expense - Business-Type Activities	<u>\$2,181,502.61</u>

**Note 6 – Defined Benefit Pension Plan**

**A. General Information about the Pension Plan**

**Plan Description**

The Employees' Retirement System of Alabama (ERS), an agency multiple-employer plan, was established October 1, 1945 under the provisions of Act Number 515, Acts of Alabama 1945, for the purpose of providing retirement allowances and other specified benefits for state employees, State Police, and on an elective basis, to all cities, counties, towns and quasi-public organizations. The responsibility for the general administration and operation of ERS is vested in its Board of Control. The ERS Board of Control consists of 13 trustees. The Plan is administered by the Retirement Systems of Alabama (RSA). The ***Code of Alabama 1975***, Section 36-27-2 grants the authority to establish and amend the benefit terms to the ERS Board of Control. The Plan issues a publicly available financial report that can be obtained at [www.rsa-al.gov](http://www.rsa-al.gov).

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## *Notes to the Financial Statements*

### *For the Year Ended September 30, 2018*

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The ERS Board of Control consists of 13 trustees as follows:

- 1) The Governor, ex officio.
- 2) The State Treasurer, ex officio.
- 3) The State Personnel Director, ex officio.
- 4) The State Director of Finance, ex officio.
- 5) Three vested members of ERS appointed by the Governor for a term of four years, no two of whom are from the same department of state government nor from any department of which an ex officio trustee is the head.
- 6) Six members of ERS who are elected by members from the same category of ERS for a term of four years as follows:
  - a. Two retired members with one from the ranks of retired state employees and one from the ranks of retired employees of a city, county, or a public agency each of whom is an active beneficiary of ERS.
  - b. Two vested active state employees.
  - c. Two vested active employees of an employer participating in ERS pursuant to the *Code of Alabama 1975*, Section 36-27-6.

#### **Benefits Provided**

State law establishes retirement benefits as well as death and disability benefits and any ad hoc increase in postretirement benefits for the ERS. Benefits for ERS members vest after 10 years of creditable service. State employees who retire after age 60 (52 for State Police) with 10 years or more of creditable service or with 25 years of service (regardless of age) are entitled to an annual retirement benefit, payable monthly for life. Local employees who retire after age 60 with 10 years or more of creditable service or with 25 or 30 years of service (regardless of age), depending on the particular entity's election, are entitled to an annual retirement benefit, payable monthly for life. Service and disability retirement benefits are based on a guaranteed minimum or a formula method, with the member receiving payment under the method that yields the highest monthly benefit. Under the formula method, members of the ERS (except State Police) are allowed 2.0125% of their average final compensation (highest 3 of the last 10 years) for each year of service. State Police are allowed 2.875% for each year of State Police service in computing the formula method.

Act Number 2012-377, Acts of Alabama, established a new tier of benefits (Tier 2) for members hired on or after January 1, 2013. Tier 2 ERS members are eligible for retirement after age 62 (56 for State Police) with 10 years or more of creditable service and are entitled to an annual retirement benefit, payable monthly for life. Service and disability retirement benefits are based on a guaranteed minimum or a formula method, with the member receiving payment under the method that yields the highest monthly benefit. Under the formula method, Tier 2 members of the ERS (except State Police) are allowed 1.65% of their average final compensation (highest 5 of the last 10 years) for each year of service. State Police are allowed 2.375% for each year of state police service in computing the formula method.

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***Notes to the Financial Statements***  
***For the Year Ended September 30, 2018***

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Members are eligible for disability retirement if they have 10 years of creditable service, are currently in-service, and determined by the RSA Medical Board to be permanently incapacitated from further performance of duty. Preretirement death benefits are calculated and paid to the beneficiary on the member's age, service credit, employment status and eligibility for retirement.

The ERS serves approximately 909 local participating employers. These participating employers include 297 cities, 65 counties, and 514 other public entities. The ERS membership includes approximately 88,517 participants. As of September 30, 2017, membership consisted of:

Retirees and beneficiaries currently receiving benefits	23,853
Terminated employees entitled to but not yet receiving benefits	1,401
Terminated employees not entitled to a benefit	7,154
Active Members	55,941
Post-DROP participants who are still in active service	168
Total	<u>88,517</u>

**Contributions**

Covered members of the ERS contributed 5% of earnable compensation to the ERS as required by statute until September 30, 2011. From October 1, 2011 to September 30, 2012, covered members of the ERS were required by statute to contribute 7.25% of earnable compensation. Effective October 1, 2012, covered members of the ERS are required by statute to contribute 7.50% of earnable compensation. Certified law enforcement, correctional officers, and firefighters of the ERS contributed 6% of earnable compensation as required by statute until September 30, 2011. From October 1, 2011 to September 30, 2012, certified law enforcement, correctional officers, and firefighters of the ERS were required by statute to contribute 8.25% of earnable compensation. Effective October 1, 2012, certified law enforcement, correctional officers, and firefighters of the ERS are required by statute to contribute 8.50% of earnable compensation. State Police of the ERS contribute 10% of earnable compensation. ERS local participating employers are not required by statute to increase contribution rates for their members. However, the Commission did elect to increase contribution rates for their members.

Tier 2 covered members of the ERS contribute 6% of earnable compensation to the ERS as required by statute. Tier 2 certified law enforcement, correctional officers, and firefighters of the ERS are required by statute to contribute 7% of earnable compensation. Tier 2 State Police members of the ERS contribute 10% of earnable compensation. These contributions rates are the same for Tier 2 covered members of ERS local participating employers.

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***Notes to the Financial Statements***  
***For the Year Ended September 30, 2018***

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The ERS establishes rates based upon an actuarially determined rate recommended by an independent actuary. The actuarially determined rate is the estimated amount necessary to finance the costs of benefits earned by employees during the year, with additional amounts to finance any unfunded accrued liability, the pre-retirement death benefit and administrative expenses of the Plan. For the year ended September 30, 2018, the Baldwin County Commission's active employee contribution rate was 5.53% of covered employee payroll, and the Commission's average contribution rate to fund the normal and accrued liability costs was 5.16% of pensionable payroll. For the year ended September 30, 2018, the Baldwin County Sheriff's Office active employee contribution rate was 6.14% of covered employee payroll, and the Baldwin County Sheriff's Office average contribution rate to fund the normal and accrued liability costs was 5.77% of pensionable payroll.

The Baldwin County Commission's contractually required contribution rate for the year ended September 30, 2018, was 5.73% of pensionable pay for Tier 1 employees, and 4.99% of pensionable pay for Tier 2 employees. These required contribution rates are based upon the actuarial valuation dated September 30, 2015, a percent of annual pensionable payroll, and actuarially determined as an amount that, when combined with member contributions, is expected to finance the costs of benefits earned by members during the year, with an additional amount to finance any unfunded accrued liability. Total employer contributions to the pension plan from the Commission were \$1,482,790.59 for the year ended September 30, 2018.

The Baldwin County Sheriff's Office contractually required contribution rate for the year ended September 30, 2018 was 6.35% of pensionable pay for Tier 1 employees, and 5.39% of pensionable pay for Tier 2 employees. These required contribution rates are based upon the actuarial valuation dated September 30, 2015, a percent of annual pensionable payroll, and actuarially determined as an amount that, when combined with member contributions, is expected to finance the costs of benefits earned by members during the year, with an additional amount to finance any unfunded accrued liability. Total employer contributions to the pension plan from the Commission (Sheriff's Office) were \$966,008.53 for the year ended September 30, 2018.

**Notes to the Financial Statements**  
**For the Year Ended September 30, 2018**

**B. Net Pension Liability**

The Baldwin County Commission's net pension liability was measured as of September 30, 2017, and the total pension liability used to calculate the net pension liability was determined by an actuarial valuation as September 30, 2016 rolled forward to September 30, 2017 using standard roll-forward techniques as shown in the following table:

	Baldwin County Commission	
	Total Pension Liability Roll-Forward	
	Expected	Actual
Total Pension Liability as of September 30, 2016 (a)	\$78,251,091	\$78,789,055
Discount Rate (b)	7.75%	7.75%
Entry Age Normal Cost for October 1, 2016 - September 30, 2017 (c)	2,269,268	2,269,268
Transfers Among Employers (d)		417,258
Actual Benefit Payments and Refunds for the period October 1, 2016 - September 30, 2017 (e)	(4,725,538)	(4,725,538)
Total Pension Liability (f) as of September 30, 2017 [(a) x (1 + (b))] + (c) + (d) + [(e) x (1 + 0.5*(b))]	<u>\$81,676,166</u>	<u>\$82,673,080</u>
Difference between Expected and Actual (g)		\$ 996,914
Less Liability Transferred for Immediate Recognition (h)		<u>417,258</u>
Experience (Gain)/Loss = (g) - (h)		<u>\$ 579,656</u>

	Baldwin County Sheriff's Office	
	Total Pension Liability Roll-Forward	
	Expected	Actual
Total Pension Liability as of September 30, 2016 (a)	\$38,433,415	\$39,487,752
Discount Rate (b)	7.75%	7.75%
Entry Age Normal Cost for October 1, 2016 - September 30, 2017 (c)	1,228,839	1,228,839
Transfers Among Employers (d)		78,816
Actual Benefit Payments and Refunds for the period October 1, 2016 - September 30, 2017 (e)	(1,754,865)	(1,754,865)
Total Pension Liability (f) as of September 30, 2017 [(a) x (1 + (b))] + (c) + (d) + [(e) x (1 + 0.5*(b))]	<u>\$40,817,978</u>	<u>\$42,032,842</u>
Difference between Expected and Actual (g)		\$ 1,214,864
Less Liability Transferred for Immediate Recognition (h)		<u>78,816</u>
Experience (Gain)/Loss = (g) - (h)		<u>\$ 1,136,048</u>



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***Notes to the Financial Statements***  
***For the Year Ended September 30, 2018***

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**Actuarial Assumptions**

The total pension liability in the September 30, 2017, was determined based on the annual funding valuation report prepared as of September 30, 2016. The key actuarial assumptions are summarized below:

Inflation	2.75%
Salary increases	3.25% - 5.00%
Investment rate of return (*)	7.75%
(*) Net of pension plan investment expense	

Mortality rates for ERS were based on the sex distinct RP-2000 Blue Collar Mortality Table Projected with Scale BB to 2020 with an adjustment of 125% at all ages for males and 120% for females ages 78 and older. The rates of mortality for the period after disability retirement are according to the sex distinct RP-2000 Disability Retiree Mortality Table Projected with Scale BB to 2020 with an adjustment of 130% at all ages for females.

The actuarial assumptions used in the actuarial valuation as of September 30, 2016 were based on the results of an investigation of the economic and demographic experience for the ERS based upon participant data as of September 30, 2015. The Board of Control accepted and approved these changes in September 2016, which became effective at the beginning of fiscal year 2016.

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***Notes to the Financial Statements***  
***For the Year Ended September 30, 2018***

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The long-term expected rate of return on pension plan investments was determined using a log-normal distribution analysis in which best-estimate ranges of expected future real rates of return (expected returns, net of pension plan investment expense and inflation) are developed for each major asset class. These ranges are combined to produce the long-term expected rate of return by weighting the expected future real rates of return by the target asset allocation percentage and by adding expected inflation. The target asset allocation and best estimates of geometric real rates of return for each major asset class are as follows:

	Target Allocation	Long-Term Expected Rate of Return (*)
Fixed Income	17.00%	4.40%
U. S. Large Stocks	32.00%	8.00%
U. S. Mid Stock	9.00%	10.00%
U. S. Small Stocks	4.00%	11.00%
International Developed Market Stocks	12.00%	9.50%
International Emerging Market Stocks	3.00%	11.00%
Alternatives	10.00%	10.10%
Real Estate	10.00%	7.50%
Cash Equivalents	3.00%	1.50%
Total	100.00%	

(\*) Includes assumed rate of inflation of 2.50%

**Discount Rate**

The discount rate used to measure the total pension liability was the long term rate of return, 7.75%. The projection of cash flows used to determine the discount rate assumed that plan member contributions will be made at the current contribution rate and that the employer contributions will be made in accordance with the funding policy adopted by the ERS Board of Control. Based on those assumptions, components of the pension plan's fiduciary net position were projected to be available to make all projected future benefit payments of current plan members. Therefore, the long-term expected rate of return on pension plan investments was applied to all periods of projected benefit payments to determine the total pension liability.

**Notes to the Financial Statements**  
**For the Year Ended September 30, 2018**

**C. Changes in Net Pension Liability**

	Increase (Decrease)		
	Total Pension Liability (a)	Plan Fiduciary Net Position (b)	Net Pension Liability (a) - (b)
<b>Baldwin County Commission</b>			
Balances at September 30, 2016	\$78,251,091	\$58,123,170	\$20,127,921
Changes for the year:			
Service cost	2,269,268		2,269,268
Interest	5,881,345		5,881,345
Difference between expected and actual experience	579,656		579,656
Contributions – employer		1,329,683	(1,329,683)
Contributions - employee		1,714,050	(1,714,050)
Net investment income		7,361,170	(7,361,170)
Benefit payments, including refunds of employee contributions	(4,725,538)	(4,725,538)	
Transfers Among Employers	417,258	417,258	
Net Changes	4,421,989	6,096,623	(1,674,634)
Balances at September 30, 2017	\$82,673,080	\$64,219,793	\$18,453,287

	Increase (Decrease)		
	Total Pension Liability (a)	Plan Fiduciary Net Position (b)	Net Pension Liability (a) - (b)
<b>Baldwin County Sheriff's Office</b>			
Balances at September 30, 2016	\$38,433,415	\$28,792,713	\$9,640,702
Changes for the year:			
Service cost	1,228,839		1,228,839
Interest	2,910,589		2,910,589
Difference between expected and actual experience	1,136,048		1,136,048
Contributions – employer		813,364	(813,364)
Contributions - employee		1,059,001	(1,059,001)
Net investment income		3,699,210	(3,699,210)
Benefit payments, including refunds of employee contributions	(1,754,865)	(1,754,865)	
Transfers Among Employers	78,816	78,816	
Net Changes	3,599,427	3,895,526	(296,099)
Balances at September 30, 2017	\$42,032,842	\$32,688,239	\$9,344,603

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***Notes to the Financial Statements***  
***For the Year Ended September 30, 2018***

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***Sensitivity of the Net Pension Liability to Changes in the Discount Rate***

The following table presents the Baldwin County Commission's and the Baldwin County Sheriff's Office net pension liability calculated using the discount rate of 7.75%, as well as what the Baldwin County Commission's and the Baldwin County Sheriff's Office proportionate share of the net pension liability would be if it were calculated using a discount rate that is 1-percentage point lower (6.75%) or 1-percentage point higher (8.75%) than the current rate:

	1% Decrease (6.75%)	Current Discount Rate (7.75%)	1% Increase (8.75%)
Baldwin County Commission Net Pension Liability	\$28,330,290	\$18,453,287	\$10,142,682
Baldwin County Sheriff's Office Net Pension Liability	\$14,995,436	\$ 9,344,603	\$ 4,640,524

***Pension Plan Fiduciary Net Position***

Detailed information about the pension plan's fiduciary net position is available in the separately issued RSA Comprehensive Annual Report for the fiscal year ended September 30, 2017. The supporting actuarial information is included in the GASB Statement Number 68 Report for the ERS prepared as of September 30, 2017. The auditor's report dated August 31, 2018, on the Schedule of Changes in Fiduciary Net Position by Employer and accompanying notes is also available. The additional financial and actuarial information is available at [www.rsa-al.gov](http://www.rsa-al.gov).

The ERS financial statements are prepared using the economic resources measurements focus and accrual basis of accounting. Contributions are recognized as revenues when earned, pursuant to the plan requirements. Benefits and refunds are recognized when due and payable in accordance with the terms of the plan. Expenses are recognized when the corresponding liability is incurred, regardless of when the payment is made. Investments are reported at fair value. Financial statements are prepared in accordance with requirements of the Governmental Accounting Standards Board (GASB). Under these requirements, the plan is considered a component unit of the State of Alabama and is included in the State's Comprehensive Annual Financial Report.

**Notes to the Financial Statements**  
**For the Year Ended September 30, 2018**

**D. Pension Expense and Deferred Outflows of Resources and Deferred Inflows of Resources Related to Pensions**

For the year ended September 30, 2018, the Baldwin County Commission and the Baldwin County Sheriff's Office recognized pension expense of \$2,088,798.00 and \$944,322.00 respectively. At September 30, 2018, the Baldwin County Commission and the Baldwin County Sheriff's Office reported deferred outflows of resources and deferred inflows of resources related to pensions of the following sources:

	Deferred Outflows of Resources	Deferred Inflows of Resources
<b><u>Baldwin County Commission</u></b>		
Differences between expected and actual experience	\$1,380,655	\$
Changes in assumptions	1,207,285	
Net difference between projected and actual earnings on pension plan investments		1,957,224
Employer contributions subsequent to the measurement date	1,383,635	
Total	3,971,575	1,957,224
<b><u>Baldwin County Sheriff's Office</u></b>		
Differences between expected and actual experience	1,501,641	350,492
Changes in assumptions	1,204,317	
Net difference between projected and actual earnings on pension plan investments		992,611
Employer contributions subsequent to the measurement date	907,774	
Total	\$3,613,732	\$1,343,103

Amounts reported as deferred outflows of resources and deferred inflows of resources to pensions will be recognized in pension expense as follows:

Year Ending	Deferred Inflows	
	Baldwin County Commission	Baldwin County Sheriff's Office
September 30, 2019	\$ 107,778	\$102,936
2020	\$ 488,263	\$282,392
2021	\$(232,838)	\$ (65,712)
2022	\$ (87,109)	\$ 48,029
2023	\$ 310,034	\$340,064
Thereafter	\$ 44,588	\$655,146

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## *Notes to the Financial Statements*

### *For the Year Ended September 30, 2018*

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#### **Judicial Retirement Fund – Baldwin County Probate Judge**

#### **Summary of Significant Accounting Policies**

##### **Pensions**

The Judicial Retirement Fund of Alabama (JRF) financial statements are prepared using the economic resources measurement focus and accrual basis of accounting. Contributions are recognized as revenues when earned, pursuant to plan requirements. Benefits and refunds are recognized as revenues when due and payable in accordance with the terms of the plan. Expenses are recognized when the corresponding liability is incurred, regardless of when the payment is made. Investments are reported at fair value. Financial statements are prepared in accordance with requirements of the Governmental Accounting Standards Board (GASB). Under these requirements, the JRF is considered a component unit of the State of Alabama and is included in the State's Comprehensive Annual Financial Report.

#### **General Information about the Pension Plan**

##### **Plan Description**

The Judicial Retirement Fund of Alabama, a cost-sharing multiple-employer public employee retirement plan, was established as of September 18, 1973, under the provisions of Act Number 1163, Acts of Alabama 1973, for the purpose of providing retirement allowances and other specified benefits for any Justice of the Supreme Court of Alabama, Judge of the Court of Civil Appeals, Judge of the Court of Criminal Appeals, Judge of the Circuit Court, or office holder of any newly created judicial office receiving compensation from the State Treasury. Act Number 1205, Acts of Alabama 1975, supplemented the provisions of Act Number 1163, Acts of Alabama 1973, and enlarged the scope and coverage of the JRF to include District and Probate Judges. The responsibility for the general administration and operation of the JRF is vested in the Board of Control of the Employees' Retirement System of Alabama (ERS). The JRF issues a publicly available financial report that can be obtained at [www.rsa-al.gov](http://www.rsa-al.gov).

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***Notes to the Financial Statements***  
***For the Year Ended September 30, 2018***

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**Benefits Provided**

The JRF benefits vest from five to eighteen years. Except for justices or judges who were either disabled, elected prior to July 30, 1979, or have at least 25 years of creditable service, no justice or judge is eligible to receive judicial service retirement pay prior to attaining age 60. Service retirement benefits for justices and judges are dependent upon the particular office held in the judicial branch of government. A retirement benefit is payable upon the request of any member who has: (1) 25 years of creditable service (regardless of age), (2) completed 12 years of creditable service and has attained age 65, (3) completed 15 years of creditable service and whose age plus service equals or exceeds 77, (4) completed 10 years of creditable service and has attained age 70 or (5) been elected prior to July 30, 1979, and has 18 years of service (regardless of age). A member eligible to retire who has not requested his or her retirement benefit to commence at the end of the term in which the member's 70<sup>th</sup> birthday occurs is entitled only to the refund of his or her contributions (except for members with at least 25 years of creditable service). The service retirement benefit for circuit, appellate, and probate judges is 75% of the member's salary at the time of separation from service. The service retirement benefit for a district judge is 75% of the position's salary immediately prior to retirement.

**Contributions**

JRF members contributed 6% of earnable compensation as required by statute until September 30, 2011. From October 1, 2011 to September 30, 2012, members were required by statute to contribute 8.25% of earnable compensation. Effective October 1, 2012, members are required by statute to contribute 8.50% of earnable compensation.

**Pension Liabilities and Pension Expense**

At September 30, 2018, the Baldwin County Commission did not have a liability for a proportionate share of the net pension liability because of the related State of Alabama support. The amount of the State of Alabama's proportionate share of net pension liability associated with the Baldwin County Commission is as follows:

State of Alabama's proportionate share of the net pension liability associated with the Baldwin County Commission	\$453,447
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***Notes to the Financial Statements***  
***For the Year Ended September 30, 2018***

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The net pension liability was measured as of September 30, 2017. The total pension liability is based on the actuarial valuation as of September 30, 2016. An expected total pension liability as of September 30, 2017 was determined using standard roll-forward techniques. The State of Alabama's proportion of the net pension liability associated with the Baldwin County Commission was based on actuarially determined contributions paid by the State of Alabama during the fiscal year ended September 30, 2017.

For the year ended September 30, 2018, the Baldwin County Commission recognized pension expense and revenue of \$55,011 for aid provided by the State of Alabama.

**Actuarial Assumptions**

The total pension liability was determined by an actuarial valuation as of September 30, 2016, using the following actuarial assumptions, applied to all periods included in the measurement:

Inflation	2.75%
Salary increases	3.25% - 3.50%
Investment rate of return (*)	7.75%
(*) Net of pension plan investment expense	

The actuarial assumptions used in the actuarial valuation as of September 30, 2016, were based on the results of an investigation of the economic and demographic experience for the JRF based upon participation data as of September 30, 2015. The Board of Control accepted and approved these changes in September 2016, which became effective at the beginning of fiscal year 2016.

Mortality rates for the Plan were based on the White Collar Mortality Table projected to 2020 using Scale BB and adjusted 115% for males and 112% for females age 78 and older. The rates of disabled mortality were based on the RP-2000 Disabled Mortality Table projected to 2020 using Scale BB and adjusted 105% for males and 120% for females.



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***Notes to the Financial Statements***  
***For the Year Ended September 30, 2018***

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The long-term expected rate of return on pension plan investments was determined using a log-normal distribution analysis in which best-estimate ranges of expected future real rates of return (expected returns, net of pension plan investment expense and inflation) are developed for each major asset class. These ranges are combined to produce the long-term expected rate of return by weighting the expected future real rates of return by the target asset allocation percentage and by adding expected inflation. The target asset allocation and best estimates of geometric real rates of return for each major asset class are as follows:

	Target Allocation	Long-Term Expected Rate of Return (*)
Fixed Income	22.00%	4.40%
U. S. Large Stocks	41.00%	8.00%
U. S. Mid Stock	11.00%	10.00%
U. S. Small Stocks	3.00%	11.00%
International Developed Market Stocks	12.00%	9.50%
International Emerging Market Stocks	3.00%	11.00%
Alternatives	1.00%	10.10%
Real Estate	2.00%	7.50%
Cash Equivalents	5.00%	1.50%
Total	100.00%	
(*) Includes assumed rate of inflation of 2.50%		

**Additional Financial and Actuarial Information**

Detailed information about the pension plan's fiduciary net position is available in the separately issued RSA Comprehensive Annual Financial Report for the fiscal year ended September 30, 2017. The supporting actuarial information is included in the GASB Statement Number 67 for the JRF prepared as of September 30, 2017. The additional financial and actuarial information is available at [www.rsa-al.gov](http://www.rsa-al.gov).

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***Notes to the Financial Statements***  
***For the Year Ended September 30, 2018***

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**Note 7 – Other Postemployment Benefits (OPEB)**

**General Information about the OPEB Plan**

**Plan Description**

The Commission provides certain continuing health care and life insurance benefits for its retired employees. The Commission’s OPEB Plan (the “OPEB Plan”) is a single-employer defined benefit OPEB Plan administered by the Commission. The authority to establish and/or amend the obligation of the employer, employees and retirees rests with the Commission. No assets are accumulated in a trust that meets the criteria in Governmental Accounting Standards Board (GASB) Codification Section P52 ***Postemployment Benefits Other Than Pensions - Reporting for Benefits Not Provided Through Trusts That Meet Specified Criteria - Defined Benefit.***

**Benefits Provided**

Medical benefits are provided through a comprehensive medical plan and are made available to employees upon actual retirement. The employees are covered by the Retirement System of Alabama and must meet the eligibility provisions adopted by resolution to receive retiree medical benefits. The earliest retirement eligibility provisions are as follows: 25 years of service at any age; or, age 60 and 10 years of service (called “Tier I” members). Employees hired on and after January 1, 2013 (called “Tier II” members) are eligible to retire only after attainment of age 62 or later completion of 10 years of service.

**Employees Covered by Benefit Terms**

At September 30, 2018, the following employees were covered by the benefit terms:

Inactive employees or beneficiaries currently receiving benefit payments	54
Active employees	741
Total	<u>795</u>

**Total OPEB Liability**

The Commission’s total OPEB liability of \$5,387,390 was measured as of September 30, 2018 and was determined by an actuarial valuation as of that date.

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## *Notes to the Financial Statements*

### *For the Year Ended September 30, 2018*

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#### Actuarial Assumptions and Other Inputs

The total OPEB liability in the September 30, 2018 actuarial valuation was determined using the following actuarial assumptions and other inputs, applied to all periods included in the measurement, unless otherwise specified:

Inflation	2.5% annually
Salary Increases	4.0% annually
Discount Rate	3.63% annually (Beginning of Year to Determine ADC)
	4.18%, annually (As of End of Year Measurement Date)
Healthcare Cost Trend Rates	Flat 5.5% annually

The discount rate was based on the average of the Bond Buyers' 20 Year General Obligation municipal bond index as of September 30, 2018, the end of the applicable measurement period.

Mortality rates were based on the RP-2000 Table without projection with 50%/50% unisex blend.

The actuarial assumptions used in the September 30, 2018 valuation were based on the results of ongoing evaluations of the assumptions from October 1, 2009 to September 30, 2018.

#### Changes in the Total OPEB Liability

Balance at September 30, 2017	\$5,538,663
Changes for the year:	
Service cost	76,106
Interest	194,224
Differences between expected and actual experience	198,920
Changes in assumptions	(244,221)
Benefit payments and net transfers	(376,302)
Net changes	<u>(151,273)</u>
Balance at September 30, 2018	<u>\$5,387,390</u>

***Notes to the Financial Statements***  
***For the Year Ended September 30, 2018***

***Sensitivity of the Total OPEB Liability to Changes in the Discount Rate***

The following presents the total OPEB liability of the Commission, as well as what the Commission's total OPEB liability would be if it were calculated using a discount rate that is 1-percentage point lower (3.18%) or 1-percentage point higher (5.18%) than the current discount rate:

	1.0% Decrease (3.18%)	Current Discount Rate (4.18%)	1.0% Increase (5.18%)
Total OPEB liability	\$5,856,659	\$5,387,390	\$4,970,831

***Sensitivity of the Total OPEB Liability to Changes in the Healthcare Cost Trend Rates***

The following presents the total OPEB liability of the Commission, as well as what the Commission's total OPEB liability would be if it were calculated using healthcare cost trend rates that are 1-percentage point lower (4.5%) or 1-percentage point higher (6.5%) than the current healthcare trend rates:

	1.0% Decrease (4.5%)	Current Trend (5.5%)	1.0% Increase (6.5%)
Total OPEB liability	\$4,955,591	\$5,387,390	\$5,872,591

***OPEB Expense and Deferred Outflows of Resources and Deferred Inflows of Resources Related to OPEB***

For the year ended September 30, 2018, the Commission recognized OPEB expense of \$267,813 prior to recording the actual OPEB benefit amounts. At September 30, 2018, the Commission reported deferred outflows of resources and deferred inflows of resources related to OPEB from the following sources:

	Deferred Outflows of Resources	Deferred Inflows of Resources
Differences between expected and actual experience	\$187,869	\$
Changes in assumptions		(230,653)
Total	\$187,869	\$(230,653)

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***Notes to the Financial Statements***  
***For the Year Ended September 30, 2018***

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Amounts reported as deferred outflows of resources and deferred inflows of resources related to OPEB will be recognized in OPEB expense as follows:

Years Ending	
September 30, 2019	\$ (2,517)
2020	\$ (2,517)
2021	\$ (2,517)
2022	\$ (2,517)
2023	\$ (2,517)
Thereafter	\$(30,199)

**Note 8 – Payables**

On September 30, 2018, payables for the Commission’s individual major funds and nonmajor and fiduciary funds in the aggregate are as follows:

	Accounts Payable	Due to Other Governments	Other	Total
<b>Governmental Funds:</b>				
General Fund	\$11,333,126.75	\$1,798,222.66	\$ 166,727.57	\$13,298,076.98
Gasoline Tax Fund	530,289.37	18,342.86		548,632.23
Debt Service Fund	14.50			14.50
Other Governmental Funds	335,471.62	13,509.32		348,980.94
Total Governmental Funds	<u>12,198,902.24</u>	<u>1,830,074.84</u>	<u>166,727.57</u>	<u>14,195,704.65</u>
<b>Business-Type Activities:</b>				
Solid Waste Fund	401,776.50	4,866.05		406,642.55
Solid Waste Collection Fund	274,128.00	8,620.52	353,520.00	636,268.52
Total Business-Type Activities	<u>675,904.50</u>	<u>13,486.57</u>	<u>353,520.00</u>	<u>1,042,911.07</u>
<b>Fiduciary Funds:</b>				
Private-Purpose Trust	130,955.62	4,476.37	5,658,841.18	5,794,273.17
Agency	879.80	213.89	306,102.20	307,195.89
Total Fiduciary Funds	<u>\$ 131,835.42</u>	<u>\$ 4,690.26</u>	<u>\$5,964,943.38</u>	<u>\$ 6,101,469.06</u>

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***Notes to the Financial Statements***  
***For the Year Ended September 30, 2018***

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**Note 9 – Lease Obligations**

**Capital Leases**

The Commission is obligated under certain leases accounted for as capital leases. Assets under capital lease totaled \$439,000.00 for governmental activities at September 30, 2018. If the Commission completes the lease payments according to the schedules below, which is the stated intent of the Commission, ownership of the leased equipment will pass to the Commission. The lease-purchase contracts give the Commission the right to cancel the lease with 30 days written notice and payment of a pro rata share of the current year’s lease payments. Until that time, the leased equipment will be included in the net depreciable noncurrent assets on the Statement of Net Position. The following is a schedule of future minimum lease payments under capital leases, together with the net present value of the minimum lease payments as of September 30.

Fiscal Year Ending	Governmental Activities
September 30, 2019	\$146,333.33
2020	146,333.34
Total Minimum Lease Payments	292,666.67
Less: Amount Representing Interest	
Present Value of Net Minimum Lease Payments	<u>\$292,666.67</u>

**Note 10 – Long-Term Debt**

In March 2007, General Obligation Warrants with interest rates of 4 to 5 percent were issued to acquire and construct the Series 2007A improvements and to pay any remaining issuance expenses. The debt service payments are made by the General Fund and Gasoline Tax Fund. In May 2018, General Obligation Warrants Series 2007A were refunded using current resources.

In December 2007, a General Obligation Warrant with an interest rate of 3.76 percent was issued for Series 2008A projects and purchases of resurfacing 125 miles of existing roads, construct 11 miles of new roads and the purchase of various pieces of capital equipment. The debt service payments are made by the Seven Cent Tax Fund.

In May 2008, General Obligation Warrants with interest rates of 3.6 to 5 percent were issued to acquire and construct the Series 2008B capital improvements and pays costs of issuing the warrants. The debt service payments are made by the General Fund and the Seven Cent Tax Fund.

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***Notes to the Financial Statements***  
***For the Year Ended September 30, 2018***

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In January 2010, General Obligation Warrants with interest rates of 1 to 5 percent were issued for the purpose of the Series 2010 current refunding of the General Obligation Warrants, Series 1999, dated March 1, 1999 and the advanced refunding and redemption of the General Obligation Warrants, Series 2002 and Series 2003, dated March 1, 2002 and December 1, 2003 respectively.

In September 2012, General Obligation Warrants with interest rates of 2 to 5 percent were issued for the purpose of the Series 2012 advance refunding of the General Obligation Warrants, Series 2004 issued in June 2004. The debt service payments are made by the Gasoline Tax Fund.

In February 2013, General Obligation Warrants with interest rates of 2 to 5 percent were issued for the purpose of the Series 2013 advance refunding of the General Obligation Warrants, Series 2006A issued in January 2006. The debt service payments are made by the General Fund, Gasoline Tax Fund and Wilderness Fund.

In June 2014, General Obligation Warrants with interest rates of 2.10 to 4.25 percent were issued for the purpose of the Series 2014 current refunding of the General Obligation Warrant, Series 2012-B, dated June 7, 2012.

In March 2015, General Obligation Warrants with interest rates of 2.00 to 5.00 percent were issued for the purpose of the Series 2015 advance refunding of the General Obligation Warrant, Series 2008C issued in September 2008 and the partial advance refunding of the General Obligation Warrants, Series 2007A issued in March 2007 and Series 2008B issued in May 2008. The debt service payments are made by the General Fund and Gasoline Tax Fund. In April 2018, the Commission set up a trust for \$1,000,000.00 for the future payment to warrant holders of the General Obligation Warrants, Series 2015 using current resources.

In May 2016, General Obligation Warrants with an interest rate of 1.72 percent were issued for the purpose of the Series 2016 construction of a RV Park at the county owned Live Oak Landing. The debt service payments are made by the Parks Fund with the support of transfers from the General Fund.

In September 2016, General Obligation Warrants with interest rates of 1.72 to 2.15 percent were issued for the purpose of the Series 2016B advance refunding of the General Obligation Warrant, Series 2013B issued in June 2013 and the partial advance refunding of the General Obligation Warrants, Series 2013 issued in February 2013. The debt service payments are made by the Wilderness Fund with the support of transfers from the General Fund. In June 2018, General Obligation Warrants Series 2016B were refunded using current resources.

**Notes to the Financial Statements**  
**For the Year Ended September 30, 2018**

The following is a summary of long-term debt transactions for the Commission for the year ended September 30, 2018:

	Debt Outstanding 10/01/2017, as Restated (*)	Issued/ Increased	Repaid/ Decreased	Debt Outstanding 09/30/2018	Due Within One Year
<b>Governmental Activities:</b>					
<b>Warrants Payable:</b>					
Warrants, 2007 - A	\$ 2,910,000.00	\$	\$ (2,910,000.00)	\$	\$
Warrants, 2008 - A	553,493.40		(553,493.40)		
Warrants, 2008 - B	1,020,000.00		(1,020,000.00)		
Warrants, 2010	10,735,000.00		(1,720,000.00)	9,015,000.00	1,795,000.00
Warrants, 2012	7,250,000.00		(670,000.00)	6,580,000.00	700,000.00
Warrants, 2013	11,450,000.00		(1,315,000.00)	10,135,000.00	1,370,000.00
Warrants, 2014	10,350,000.00			10,350,000.00	
Warrants, 2015	34,555,000.00		(1,870,000.00)	32,685,000.00	1,955,000.00
Warrants, 2016	484,074.76		(117,927.74)	366,147.02	119,964.82
Warrants, 2016 - B	4,272,834.49		(4,272,834.49)		
Sub-Total Warrants Payable	83,580,402.65		(14,449,255.63)	69,131,147.02	5,939,964.82
<b>Unamortized Amounts:</b>					
Less: Unamortized Discount	(207,747.16)		28,144.40	(179,602.76)	(8,552.51)
Plus: Unamortized Premium	6,276,436.45		(661,752.28)	5,614,684.17	558,415.22
Total Warrants Payable, Net	89,649,091.94		(15,082,863.51)	74,566,228.43	6,489,827.53
<b>Other Liabilities:</b>					
Net Pension Liability	27,099,900.67		(1,649,538.20)	25,450,362.47	
Capital Leases	1,064,298.98		(771,632.31)	292,666.67	146,333.33
Compensated Absences	3,431,260.79	529,289.65		3,960,550.44	1,381,101.59
Net OPEB Liability	4,814,108.00		(131,484.00)	4,682,624.00	
Total Other Liabilities	36,409,568.44	529,289.65	(2,552,654.51)	34,386,203.58	1,527,434.92
Total Governmental Activities Long-Term Liabilities	\$126,058,660.38	\$529,289.65	\$(17,635,518.02)	\$108,952,432.01	\$8,017,262.45
(*) Beginning balance was restated due to the implementation of GASB 75 – refer to Note 16.					

	Debt Outstanding 10/01/2017, as Restated (*)	Issued/ Increased	Repaid/ Decreased	Debt Outstanding 09/30/2018	Due Within One Year
<b>Business-Type Activities:</b>					
Net Pension Liability	\$2,668,722.33	\$	\$(321,194.80)	\$2,347,527.53	\$
Estimated Liability for Compensated Absences	331,772.72	74,461.39		406,234.11	148,697.28
Estimated Liability for Landfill Closure/Postclosure Costs	3,535,525.17	326,142.45		3,861,667.62	516,622.61
Net OPEB Liability	724,555.00		(19,789.00)	704,766.00	
Total Business-Type Activities Long-Term Liabilities	\$7,260,575.22	\$400,603.84	\$(340,983.80)	\$7,320,195.26	\$665,319.89
(*) Beginning balance was restated due to the implementation of GASB 75 – refer to Note 16.					



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***Notes to the Financial Statements***  
***For the Year Ended September 30, 2018***

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The compensated absences liability attributable to the governmental activities will be liquidated by several of the Commission's governmental funds. In the past, the largest portion was paid by the General Fund and the Gasoline Tax Fund with the remainder paid by the other governmental funds.

The following is a schedule of debt service requirements to maturity:

Fiscal Year Ending	Governmental Activities				Total Principal and Interest Requirements
	Warrants Payable		Capital Lease Payable		
	Principal	Interest	Principal	Interest	
September 30, 2019	\$ 5,939,964.82	\$ 2,940,480.34	\$146,333.33	\$	\$ 9,026,778.49
2020	6,537,037.08	2,723,183.08	146,333.34		9,406,553.50
2021	6,649,145.12	2,462,155.02			9,111,300.14
2022	6,800,000.00	2,195,476.26			8,995,476.26
2023	5,600,000.00	1,819,020.01			7,419,020.01
2024-2028	21,915,000.00	5,764,438.80			27,679,438.80
2029-2033	11,720,000.00	2,416,062.52			14,136,062.52
2034-2038	3,240,000.00	579,615.00			3,819,615.00
2039	730,000.00	31,025.00			761,025.00
Total	\$69,131,147.02	\$20,931,456.03	\$292,666.67	\$	\$90,355,269.72

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## *Notes to the Financial Statements*

### *For the Year Ended September 30, 2018*

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#### **Prepaid Insurance Costs, Premiums and Discounts**

The Commission has prepaid insurance costs and premiums/discounts in connection with the issuance of its 2007-A, 2008-B, 2012, 2013, 2014 and 2015 General Obligation Warrants. The deferred amounts are being amortized using the straight-line method over a period of 25, 25, 15, 13, 25 and 18 years respectively. For the 2010 General Obligation Warrants the premium is being amortized over 16 years.

	Prepaid Insurance Costs	Discount	Premium
Total Insurance Costs and Discount/Premium	\$1,081,725.90	\$328,151.80	\$9,296,304.20
Amount Amortized Prior Years	1,071,769.73	120,404.64	3,019,867.75
Balance Insurance Costs and Discount/Premium	9,956.17	207,747.16	6,276,436.45
Current Amount Amortized or Reduced	9,956.17	28,144.40	661,752.28
Balance Insurance Costs and Discount/Premium	<u>\$</u>	<u>\$179,602.76</u>	<u>\$5,614,684.17</u>

#### **Extinguishment of Debt**

Utilizing current resources, the Commission retired its General Obligation Warrants, Series 2007-A, on May 3, 2018, and retired its General Obligation Warrants, Series 2016-B, on May 3, 2018.

#### **Prior Year Defeasance of Debt**

In prior years the Commission defeased certain general obligation warrants by placing the proceeds of the new warrants in an irrevocable trust to provide for all future debt service payments of the old warrants. Accordingly, the trust account assets and the liability for the defeased debt are not included on the Commission's financial statements. At September 30, 2018, the total of \$3,500,000.00 of general obligation warrants outstanding are considered defeased.

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***Notes to the Financial Statements***  
***For the Year Ended September 30, 2018***

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**Note 11 – Landfill Closure and Postclosure Care Costs**

State and federal laws and regulations require that the Commission place a final cover on its landfill when closed and perform certain maintenance and monitoring functions at the landfill site for thirty years after closure. In addition, to operating expenses related to current activities of the landfill, an expense provision and related liability are being recognized based on the future closure and postclosure care costs that will be incurred near or after the date the landfill no longer accepts waste. The recognition of these landfill closure and postclosure care costs is based on the amount the landfill is used during the year. The estimated liability for closure and postclosure care costs has a balance of \$3,861,667.62 as of September 30, 2018, which is based on 31 percent usage (filled) of the landfill. It is estimated that an additional \$8,450,971.12 will be recognized as closure and postclosure care expenses between the date of the balance sheet and the date the landfill is expected to be filled to capacity. The estimated total current cost of the landfill closure and postclosure care (\$12,312,638.74) is based on the amount that would be paid if all equipment, facilities, and services required to close, monitor, and maintain the landfill were acquired as of September 30, 2018. However, the actual cost of closure and postclosure care may be higher due to inflation, changes in technology, or changes in landfill laws and regulations.

The Commission is required by state and federal laws and regulations to make annual contributions to finance closure and post-closure care. The Commission is in compliance with these requirements, and at September 30, 2018, funds of \$5,246,478.70 are held for these purposes. These funds are deposits on hand and are presented on the Commission’s balance sheet as “Cash.” It is anticipated that future inflation costs will be financed in part from earnings on these funds. The remaining portion of anticipated future inflation costs (including inadequate earnings on investments, if any) and additional costs that might arise from changes in postclosure requirements (due to changes in technology or more rigorous environmental regulations, for example) may need to be covered by charges to future landfill users, taxpayers, or both.

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***Notes to the Financial Statements***  
***For the Year Ended September 30, 2018***

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**Note 12 – Conduit Debt Obligations**

On June 1, 2007, the Public Building Authority of Baldwin County (PBA), which is a related organization of Baldwin County, issued \$6,405,000 of Building Revenue Warrants (DHR Project), Series 2007-A for the purpose of financing the acquisition, construction and installation of an office building for use by the Baldwin County Department of Human Resources. Simultaneously, with the issuance of the warrants, a lease agreement was executed between the PBA and Baldwin County in addition to a sub-lease agreement between Baldwin County and the State of Alabama, acting by and through its Department of Human Resources. The sub-lease agreement was amended on August 1, 2007. The lease is limited obligation debt of the Commission and is payable solely from the revenues generated through the sub-lease agreement, as amended. The warrants nor the lease do not constitute a debt or pledge of the faith and credit of the Commission and accordingly have not been reported in the accompanying financial statements. As of September 30, 2018, the outstanding balance of the lease is \$3,870,000.00.

**Note 13 – Risk Management**

**General Liability and Workers Compensation**

The Commission 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. The Commission has general liability insurance through the Association of County Commissions of Alabama (ACCA) Liability Self Insurance Fund, a public entity risk pool. The Fund is self-sustaining through member contributions. The Commission pays an annual premium based on the Commission's individual claims experience and the experience of the Fund as a whole. Coverage is provided up to \$1,000,000 per claim for a maximum total coverage of \$3,000,000 in aggregate. Defense costs are included in the limits of the coverage. Employment practices liability coverage provides up to \$1,000,000 per occurrence with a \$5,000 deductible for loss only. Defense costs are included in the limits of the coverage. Equitable Defense coverage per occurrence is limited to \$225,000.00. The Commission has workers' compensation insurance through the Association of County Commissions of Alabama (ACCA) Workers' Compensation Self Insurance Fund, a public entity risk pool. Premiums are based on a rate per \$100 of remuneration for each class of employee which is adjusted by an experience modifier for the individual county less a 2.26% discount. At year-end, pool participants are eligible to receive refunds of unused premiums and the related investment earnings. The Commission may qualify for additional discounts based on losses and premium size.

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## *Notes to the Financial Statements*

### *For the Year Ended September 30, 2018*

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#### Health Insurance

The Commission was self-insured for 12 months and paid their administrator for claims processing. For October 2017 through September 2018. The Commission pays Blue Cross Blue Shield (BCBS) an administrative fee of \$62.90 for single coverage and \$70.79 for family coverage; the stop loss carrier \$39.01 for single coverage and \$95.47 for family coverage; and has set funding rates at \$507.57 for single coverage and \$1,262.14 for family coverage. The Carrier/Administrator was paid a total of \$9,090,529 for fiscal year 2018, \$7,758,317 in self-insured medical and prescription claims plus \$665,379 in self-insured stop loss premium plus \$666,833 in self-insured BCBS administrative fees. The Commission purchases a stop loss insurance policy for claims in excess of \$100,000 per individual with \$100,000 aggregating specific deductible up to unlimited. The estimated liability for claims cost for medical and prescriptions as of September 30, 2018, was \$369,144.

#### Note 14 – Interfund Transactions

##### Interfund Transfers

The amounts of interfund transfers during the fiscal year ended September 30, 2018, were as follows:

	Operating Transfers In				Totals
	General Fund	Gasoline Tax Fund	Debt Service Fund	Other Governmental Funds	
<u>Operating Transfers Out:</u>					
General Fund	\$	\$11,756,943.00	\$ 4,976,508.72	\$1,623,789.00	\$18,357,240.72
Gasoline Tax Fund	41,041.00		8,203,049.50		8,244,090.50
Oil and Gas Severance Tax Fund	438,767.83				438,767.83
Other Governmental Funds	1,397,563.42	174,660.00	5,180,045.98	1,428,713.00	8,180,982.40
Solid Waste Fund			116,048.52		116,048.52
Totals	<u>\$1,877,372.25</u>	<u>\$11,931,603.00</u>	<u>\$18,475,652.72</u>	<u>\$3,052,502.00</u>	<u>\$35,337,129.97</u>

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***Notes to the Financial Statements***  
***For the Year Ended September 30, 2018***

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**Advances To/From Other Funds**

The amounts advances to/from other funds at September 30, 2018, were as follows:

	<u>Advances To Other Funds</u>		Totals
	General Fund	Oil and Gas Severance Tax Fund	
<u>Advances From Other Funds:</u>			
General Fund	\$	\$10,847,331.19	\$10,847,331.19
Gasoline Tax Fund	2,573,313.00		2,573,313.00
Totals	<u>\$2,573,313.00</u>	<u>\$10,847,331.19</u>	<u>\$13,420,644.19</u>

**Note 15 – Related Organizations**

Several agencies are considered related organizations of the Baldwin County Commission. For each agency, a majority of the members are appointed by the Baldwin County Commission. The Commission, however, is not financially accountable because it does not impose its will and does not have a financial benefit or burden relationship; therefore, they are not considered part of the Commission’s financial reporting entity. The following is a list of the related organizations:

- |   |
|---|
| <p>North Baldwin Health Care Authority<br/> Eastern Shore Health Care Authority<br/> South Baldwin Health Care Authority<br/> Baldwin County Historic Development Commission<br/> Baldwin County Emergency Communications District<br/> Altapointe Health Systems, Inc.<br/> Baldwin County Housing Authority<br/> Baldwin County Library Board<br/> Public Building Authority of Baldwin County, Alabama<br/> Cypress Point Improvement District</p> |
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## *Notes to the Financial Statements*

### *For the Year Ended September 30, 2018*

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#### Note 16 – Restatements

In fiscal year 2018, the Commission adopted Governmental Accounting Standards Board Statement Number 75 (GASB 75), *Accounting and Financial Reporting for Postemployment Benefits Other Than Pensions (OPEB)*, as amended by GASB Statement Number 85, *Omnibus 2017*. The provisions of GASB 75 established accounting and financial reporting standards for postemployment benefits other than pensions that are provided to the employees of state and local governmental employers through OPEB plans. Implementation of this statement requires a restatement to beginning net position. The adoption of this statement has a significant impact on the Commission’s financial statements. Actuarial computed beginning OPEB balances were determined. For fiscal year 2018, the Commission made prior period adjustments due to the adoption of GASB 75 which required the restatement of the September 30, 2017 net position in Governmental Activities and Business-Type Activities. The impact of these restatements on net position are as follows:

	Governmental Activities	Business-Type Activities	Total
Net Position, September 30, 2017, as Previously Reported	\$406,339,952.76	\$31,479,792.38	\$437,819,745.14
<u>Restatements Due to the Adoption of GASB Statement Number 75:</u>			
Net OPEB Liability Due to Actuarial Computation	(2,884,774.23)	(437,392.12)	(3,322,166.35)
Net Position, September 30, 2017, as Restated	<u>\$403,455,178.53</u>	<u>\$31,042,400.26</u>	<u>\$434,497,578.79</u>

	Business-Type Activities		Total
	Solid Waste	Solid Waste	Business-Type Activities
Net Position, September 30, 2017, as Previously Reported	\$27,328,481.63	\$4,151,310.75	\$31,479,792.38
<u>Restatements Due to the Adoption of GASB Statement Number 75:</u>			
Net OPEB Liability Due to Actuarial Computation	(162,023.00)	(275,369.12)	(437,392.12)
Net Position, September 30, 2017, as Restated	<u>\$27,166,458.63</u>	<u>\$3,875,941.63</u>	<u>\$31,042,400.26</u>

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***Notes to the Financial Statements***  
***For the Year Ended September 30, 2018***

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**Note 17 – Construction and Other Significant Commitments**

As of September 30, 2018, the Commission was obligated for the remaining amounts unpaid under the following construction contracts:

Project Name	Amount Remaining
Truck Weighing Station	\$ 1,960.00
Gas Expansion Project - Landfill	328,096.30
Historical Painting	7,000.00
Agenda Management Software	25,929.47
Guardian RFID Command Center	47,002.50
Jail Upgrade Cameras Equipment	1,360.00
Bridge Replacement CR9 over Polecat	131,975.17
ADA Transition Improvements on ROW	36,107.46
Bridge Replacement CR9 over Barner Branch	9,057.75
Bridge Replacement Hoyle Bryars Rd over Bushy Creek	853.00
Drainage Improvements Old Ganey Rd to Stacey Rd	5,970.00
Repairs to Bon Secour Dredge Site	221.55
Sidewalk Construction CR1	96,724.57
Intersection Improvements CR32 to CR55	529,697.69
Traffic Light Installation BBE and I-10 Ramp and BBE and CR68	217,275.00
Boat Launch Improvements Seminole Boat Launch	82,875.78
ICW (BBE) Boat Launch	17,799.00
Drainage Improvements on Fernwood Rd W	57,450.00
Land Management 424.46 Acres	119,103.48
Total	<u>\$1,716,458.72</u>



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***Notes to the Financial Statements***  
***For the Year Ended September 30, 2018***

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**Note 18 – Tax Abatements**

The Baldwin County Commission and the municipalities within Baldwin County utilize the *Code of Alabama 1975*, Sections 40-9B-1 through 40-9B-13, to grant tax abatements. During the fiscal year ended September 30, 2018, the Baldwin County Commission did not have any tax abatements that decreased the County taxes. The municipalities initiated the tax abatements and the County by resolutions approved of the abatements. A summary of the tax abatements that affected the County are presented below.

Granting Jurisdiction	Purpose	County Sales Tax Abated	County Real Property Tax Abated	County Personal Property Tax Abated
City of Foley	Amusement	\$6,098.44	\$	\$38,896.99
City of Foley	Hotel Construction			
City of Foley	Three Industrial Expansions	277.43	794.39	25,172.91
City of Fairhope	Three Industrial Expansions		2,688.31	4,369.05
City of Loxley	Two Industrial Expansions	52.84		364.23
City of Bay Minette	Two Industrial Expansions			2,683.75
City of Spanish Fort	Industrial Expansion			31.54
	Total	\$6,428.71	\$3,482.70	\$71,518.47
	Percent of Total	7.89%	4.28%	87.83%

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*Required Supplementary Information*

***Schedule of Changes in the Net Pension Liability***  
***Baldwin County***  
***For the Year Ended September 30, 2018***

	2017	2016
<b><u>Total pension liability</u></b>		
Service cost	\$ 2,269,268	\$ 2,285,752
Interest	5,881,345	5,597,368
Difference between expected and actual experience	579,656	697,193
Changes of assumptions		1,732,191
Benefit payments, including refunds of employee contributions	(4,725,538)	(4,111,516)
Transfers among employers	417,258	27,240
	<hr/>	<hr/>
Net change in total pension liability	4,421,989	6,228,228
	<hr/>	<hr/>
Total pension liability - beginning	78,251,091	72,022,863
	<hr/>	<hr/>
Total pension liability - ending (a)	<u>\$ 82,673,080</u>	<u>\$ 78,251,091</u>
<b><u>Plan fiduciary net position</u></b>		
Contributions - employer	\$ 1,329,683	\$ 1,543,632
Contributions - employee	1,714,050	2,011,404
Net investment income	7,361,170	5,396,684
Benefit payments, including refunds of employee contributions	(4,725,538)	(4,111,516)
Transfers among employers	417,258	27,240
	<hr/>	<hr/>
Net change in plan fiduciary net position	6,096,623	4,867,444
	<hr/>	<hr/>
Plan fiduciary net positions - beginning	58,123,170	53,255,726
	<hr/>	<hr/>
Plan fiduciary net positions - ending (b)	<u>\$ 64,219,793</u>	<u>\$ 58,123,170</u>
	<hr/>	<hr/>
Net pension liability - ending (a) - (b)	\$ 18,453,287	\$ 20,127,921
	<hr/>	<hr/>
Plan fiduciary net position as a percentage of the total pension liability	77.68%	74.28%
	<hr/>	<hr/>
Covered payroll (*)	\$ 23,529,058	\$ 26,919,548
	<hr/>	<hr/>
Net pension liability as a percentage of covered payroll	78.43%	74.77%

(\*) Employer's covered payroll during the measurement period is the total covered payroll. For fiscal year 2018, the measurement period is October 1, 2016 - September 30, 2017. GASB issued a statement "Pension Issues" in March, 2016 to redefine covered payroll for fiscal year 2017.

This schedule is intended to show information for 10 years. Additional years will be displayed as they become available.

<b>2015</b>		<b>2014</b>	
\$	2,124,165	\$	1,999,024
	5,263,314		5,004,162
	771,757		
	(3,855,591)		(3,671,986)
	4,303,645		3,331,200
	67,719,218		64,388,018
<b>\$</b>	<b>72,022,863</b>	<b>\$</b>	<b>67,719,218</b>
\$	1,515,594	\$	1,463,836
	1,922,193		1,710,015
	627,785		5,716,446
	(3,855,591)		(3,671,986)
	(158,634)		123,635
	51,347		5,341,946
	53,204,379		47,862,433
<b>\$</b>	<b>53,255,726</b>	<b>\$</b>	<b>53,204,379</b>
\$	18,767,137	\$	14,514,839
	73.94%		78.57%
\$	26,549,073	\$	23,806,739
	70.69%		60.97%

***Schedule of Changes in the Net Pension Liability  
Baldwin County Sheriff's Office Personnel System  
For the Year Ended September 30, 2018***

	2017	2016
<b><u>Total pension liability</u></b>		
Service cost	\$ 1,228,839	\$ 1,173,731
Interest	2,910,589	2,656,684
Difference between expected and actual experience	1,136,048	663,924
Changes of assumptions		1,580,665
Benefit payments, including refunds of employee contributions	(1,754,865)	(1,667,433)
Transfers among employers	78,816	(16,428)
	<hr/>	<hr/>
Net change in total pension liability	3,599,427	4,391,143
	<hr/>	<hr/>
Total pension liability - beginning	38,433,415	34,042,272
	<hr/>	<hr/>
Total pension liability - ending (a)	\$ 42,032,842	\$ 38,433,415
	<hr/> <hr/>	<hr/> <hr/>
<b><u>Plan fiduciary net position</u></b>		
Contributions - employer	\$ 813,364	\$ 843,625
Contributions - employee	1,059,001	1,045,197
Net investment income	3,699,210	2,651,790
Benefit payments, including refunds of employee contributions	(1,754,865)	(1,667,433)
Other (Transfers among employers)	78,816	(16,428)
	<hr/>	<hr/>
Net change in plan fiduciary net position	3,895,526	2,856,751
	<hr/>	<hr/>
Plan fiduciary net positions - beginning	28,792,713	25,935,962
	<hr/>	<hr/>
Plan fiduciary net positions - ending (b)	\$ 32,688,239	\$ 28,792,713
	<hr/> <hr/>	<hr/> <hr/>
Net pension liability - ending (a) - (b)	\$ 9,344,603	\$ 9,640,702
	<hr/>	<hr/>
Plan fiduciary net position as a percentage of the total pension liability	77.77%	74.92%
	<hr/>	<hr/>
Covered payroll (*)	\$ 13,766,815	\$ 13,562,984
	<hr/>	<hr/>
Net pension liability as a percentage of covered payroll	67.88%	71.08%

(\*) Employer's covered payroll during the measurement period is the total covered payroll. For fiscal year 2018, the measurement period is October 1, 2016 - September 30, 2017. GASB issued a statement "Pension Issues" in March, 2016 to redefine covered payroll for fiscal year 2017.

This schedule is intended to show information for 10 years. Additional years will be displayed as they become available.

<b>2015</b>		<b>2014</b>	
\$	1,128,915	\$	1,087,588
	2,543,684		2,386,040
	(552,698)		
	(1,747,348)		(1,258,819)
	1,372,553		2,214,809
	32,669,719		30,454,910
<b>\$</b>	<b>34,042,272</b>	<b>\$</b>	<b>32,669,719</b>
\$	856,624	\$	853,830
	985,808		950,773
	303,056		2,695,338
	(1,747,348)		(1,258,819)
	81,432		24,554
	479,572		3,265,676
	25,456,390		22,190,714
<b>\$</b>	<b>25,935,962</b>	<b>\$</b>	<b>25,456,390</b>
\$	8,106,310	\$	7,213,329
	76.19%		77.92%
\$	13,044,867	\$	12,446,067
	62.14%		57.96%

***Schedule of the Employer's Contributions - Pension  
Baldwin County  
For the Year Ended September 30, 2018***

	<b>2018</b>	<b>2017</b>
Actuarially determined contribution (*)	\$ 1,383,634	\$ 1,329,683
Contributions in relation to the actuarially determined contribution (*)	<u>\$ 1,383,634</u>	<u>\$ 1,329,683</u>
Contribution deficiency (excess)	\$	\$
Covered payroll (**)	\$ 26,798,989	\$ 23,529,058
Contributions as a percentage of covered payroll	5.16%	5.65%

(\*) The amount of employer contributions related to normal and accrued liability components of employer rate net of any refunds or error service payments. The Schedule of Employer's Contributions is based on the 12 month period of the underlying financial statement.

(\*\*) Employer's covered payroll for fiscal year 2018 is the total covered payroll for the 12 month period of the underlying financial statement.

**Notes to Schedule**

Valuation date:

Actuarially determined contribution rates are calculated as of September 30, three years prior to the end of the fiscal year in which contributions are reported. Contributions for fiscal year 2018 were based on the September 30, 2015, actuarial valuation.

Methods and assumptions used to determine contribution rates:

Actuarial cost method	Entry Age
Amortization method	Level percent closed
Remaining amortization period	29.6 years
Asset valuation method	Five year smoothed market
Inflation	3%
Salary increases	3.75 - 7.25%, including inflation
Investment rate of return	8%, net of pension plan investment expense, including inflation

This schedule is intended to show information for 10 years. Additional years will be displayed as they become available.





<b>2016</b>	<b>2015</b>	<b>2014</b>
\$ 1,543,632	\$ 1,515,594	\$ 1,463,836
\$ 1,543,632	\$ 1,515,594	\$ 1,463,836
\$	\$	\$
\$ 26,919,548	\$ 26,549,073	\$ 23,806,739
5.73%	5.71%	6.15%

***Schedule of the Employer's Contributions - Pension  
Baldwin County Sheriff's Office Personnel System  
For the Year Ended September 30, 2018***

	2018	2017
Actuarially determined contribution (*)	\$ 907,774	\$ 813,364
Contributions in relation to the actuarially determined contribution (*)	\$ 907,774	\$ 813,364
Contribution deficiency (excess)	\$	\$
Covered payroll (**)	\$ 15,739,067	\$ 13,766,815
Contributions as a percentage of covered payroll	5.77%	5.91%

(\*) The amount of employer contributions related to normal and accrued liability components of employer rate net of any refunds or error service payments. The Schedule of Employer's Contributions is based on the 12 month period of the underlying financial statement.

(\*\*) Employer's covered payroll for fiscal year 2018 is the total covered payroll for the 12 month period of the underlying financial statement.

**Notes to Schedule**

Valuation date:

Actuarially determined contribution rates are calculated as of September 30, three years prior to the end of the fiscal year in which contributions are reported. Contributions for fiscal year 2018 were based on the September 30, 2015, actuarial valuation.

Methods and assumptions used to determine contribution rates:

Actuarial cost method	Entry Age
Amortization method	Level percent closed
Remaining amortization period	17.7 years
Asset valuation method	Five year smoothed market
Inflation	3%
Salary increases	3.75 - 7.25%, including inflation
Investment rate of return	8%, net of pension plan investment expense, including inflation

This schedule is intended to show information for 10 years. Additional years will be displayed as they become available.



<u>2016</u>	<u>2015</u>	<u>2014</u>
\$ 843,625	\$ 856,624	\$ 853,830
\$ 843,625	\$ 856,624	\$ 853,830
\$	\$	\$
\$ 13,562,984	\$ 13,044,867	\$ 12,446,067
6.22%	6.57%	6.86%

***Schedule of the Employer's Proportionate Share of the  
Net Pension Liability - Judicial Retirement Fund  
For the Year Ended September 30, 2018***

	2018	2017
Employer's proportion of the net pension liability	0.00%	0.00%
Employer's proportionate share of the net pension liability	\$	\$
State of Alabama's proportionate share of the net pension liability associated with the Employer	\$ 453,447	\$ 492,200
Total	<u>\$ 453,447</u>	<u>\$ 492,200</u>
Employer's covered-employee payroll	\$ 127,869	\$ 126,383
Employer's proportionate share of the collective net pension liability as a percentage of its covered-employee payroll	N/A	N/A
Plan fiduciary net position as a percentage of the total collective pension liability	66.22%	62.54%

**Changes in assumptions**

In 2016, rates of retirement, disability and mortality were adjusted to more closely reflect actual experience. In 2016, economic assumptions and the assumed rates of salary increase were adjusted to more closely reflect actual and anticipated experience. In 2016 the expectation of retired life mortality was changed to the RP-2000 White Collar Mortality Table projected to 2020 using scale BB and adjusted 115% for males and 112% for females older than 78.

**Method and assumptions used in calculations of actuarially determined contributions**

The actuarially determined contribution rates in the schedule of contributions are calculated as of September 30, three years prior to the end of the fiscal year in which contributions are reported. The following actuarial methods and assumptions were used to determine the contractually required contributions for year ended September 30, 2018, reported in that schedule:

Valuation date	September 30, 2014
Actuarial cost method	Entry age normal
Amortization method	Level percent closed
Single equivalent remaining amortization period	24.1 years
Asset valuation method	Five-year smoothed market value (*)
Inflation rate	3.00%
Investment rate of return	8.00%
Projected salary increases	4.00%
Cost-of-living adjustments	3.25% per year for certain members hired prior to July 30, 1979 and for spouses benefits subject to increase.

(\*) Actuarial value of assets was set equal to the market value on September 30, 2012.

This schedule is intended to show information for 10 years. Additional years will be displayed as they become available.

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<b>2016</b>		<b>2015</b>	
	0.00%		0.00%
\$		\$	
\$	465,614	\$	417,244
\$	465,614	\$	417,244
\$	124,896	\$	123,409
	N/A		N/A
	62.20%		65.46%

***Schedule of Changes in the Employer's Net Other Postemployment Benefits (OPEB) Liability***  
***For the Year Ended September 30, 2018***

	<b>2018</b>
<b><u>Total OPEB Liability</u></b>	
Service cost	\$ 76,106
Interest	194,224
Changes of benefit terms	
Differences between expected and actual experience	198,920
Changes of assumptions	(244,221)
Benefit payments	(376,302)
Net change in total OPEB liability	<u>(151,273)</u>
Total OPEB Liability - Beginning	<u>5,538,663</u>
Total OPEB Liability - Ending	<u><u>\$ 5,387,390</u></u>
Covered annual payroll	\$ 40,618,410
Employer's net OPEB liability as a percentage of covered payroll	13.26%

**Notes to Schedule:**

*Benefit Changes.* There were no changes of benefit terms for the year ended September 30, 2018.

*Changes in Assumptions.* The discount rate as of September 30, 2017, was 3.63% and it changed to 4.18% as of September 30, 2018.

This schedule is intended to show information for 10 years. Additional years will be displayed as they become available.

***Schedule of Employer's Contributions - Other Postemployment  
Benefits (OPEB)  
For the Year Ended September 30, 2018***

	<b>2018</b>
Actuarially determined contribution	\$ 382,175
Contributions in relation to the actuarially determined contribution	<u>\$ 376,302</u>
Contribution deficiency (excess)	<u>\$ 5,873</u>
Covered annual payroll	\$ 40,618,410
Contributions as a percentage of covered payroll	0.93%

**Notes to Schedule**

Valuation date: October 1, 2017

Actuarially determined contribution rates are calculated as of September 30, of the last day of the fiscal year in which contributions are reported.

Methods and assumptions used to determine contribution rates:

Actuarial cost method	Individual Entry Age Normal
Amortization method	Level dollar, open
Amortization period	30 years
Asset valuation method	Market Value
Inflation	2.5% annually
Healthcare cost trend rates	Flat 5.5% annually
Salary increases	4.0% annually
Discount Rate	3.63% annually (Beginning of Year to Determine ADC) 4.18% annually (As of End of Year Measurement Date)
Retirement age	The earlier of 30 years of service at any age or attainment of age 60 and 25 years of service; employees hired on and after January 1, 2013 are not eligible to retire until age 62.
Mortality	RP-2000 without projection, 50% unisex blend
Turnover	Age specific table with an average of 15% when applied to the active census

This schedule is intended to show information for 10 years. Additional years should be displayed as they become available.

***Schedule of Revenues, Expenditures and Changes in Fund Balances***  
***Budget and Actual - General Fund***  
***For the Year Ended September 30, 2018***

	<u>Budgeted Amounts</u>		<u>Actual Amounts</u>
	<u>Original</u>	<u>Final</u>	<u>Budgetary Basis</u>
<b><u>Revenues</u></b>			
Taxes	\$ 44,229,770.00	\$ 44,229,770.00	\$ 44,769,362.56
Licenses and Permits	1,135,000.00	1,135,000.00	1,224,343.16
Intergovernmental	1,714,733.00	1,714,733.00	1,895,971.05
Charges for Services	10,896,686.00	10,896,686.00	11,905,926.76
Fines and Forfeits	32,824.00	32,824.00	25,913.65
Miscellaneous	2,843,672.00	3,041,318.00	4,470,649.63
Total Revenues	60,852,685.00	61,050,331.00	64,292,166.81
<b><u>Expenditures</u></b>			
Current:			
General Government	21,726,200.00	21,333,474.00	19,800,033.76
Public Safety	26,722,441.00	26,920,087.00	26,018,349.19
Health	896,000.00	896,000.00	836,812.30
Welfare	11,000.00	11,000.00	6,175.00
Culture and Recreation	106,862.00	106,862.00	109,596.28
Education	75,712.00	75,712.00	69,314.30
Capital Outlay	1,878,950.00	1,878,093.00	2,822,127.48
Interest and Fiscal Charges	423,165.00	423,165.00	401,126.89
Total Expenditures	51,840,330.00	51,644,393.00	50,063,535.20
Excess (Deficiency) of Revenues Over Expenditures	9,012,355.00	9,405,938.00	14,228,631.61
<b><u>Other Financing Sources (Uses)</u></b>			
Transfers In	705,934.00	710,975.00	2,066,024.25
Sale of Capital Assets			46,525.65
Transfers Out	(8,056,024.00)	(8,786,283.00)	(10,281,207.60)
Other Financing Uses	(1,745,000.00)	(1,745,000.00)	
Total Other Financing Sources (Uses)	(9,095,090.00)	(9,820,308.00)	(8,168,657.70)
Net Change in Fund Balances	(82,735.00)	(414,370.00)	6,059,973.91
Fund Balances - Beginning of Year	82,735.00	414,370.00	19,832,124.84
Fund Balances - End of Year	\$	\$	\$ 25,892,098.75



	<b>Budget to GAAP Differences</b>	<b>Actual Amounts GAAP Basis</b>
(1)	\$ 10,360,047.26	\$ 55,129,409.82
		1,224,343.16
(1)	484,828.18	2,380,799.23
(1)	103,932.91	12,009,859.67
		25,913.65
(1)	<u>9,865,857.30</u>	<u>14,336,506.93</u>
	<u>20,814,665.65</u>	<u>85,106,832.46</u>
(2)	(11,361,893.06)	31,161,926.82
		26,018,349.19
		836,812.30
(2)	(553,743.24)	559,918.24
(2)	(1,248,711.10)	1,358,307.38
		69,314.30
(2)	(161,719.08)	2,983,846.56
		401,126.89
	<u>(13,326,066.48)</u>	<u>63,389,601.68</u>
	<u>7,488,599.17</u>	<u>21,717,230.78</u>
(3)	(188,652.00)	1,877,372.25
(3)	13,729.00	60,254.65
(3)	(8,076,033.12)	(18,357,240.72)
	<u>(8,250,956.12)</u>	<u>(16,419,613.82)</u>
	(762,356.95)	5,297,616.96
(4)	<u>1,245,205.32</u>	<u>21,077,330.16</u>
	<u>\$ 482,848.37</u>	<u>\$ 26,374,947.12</u>

***Schedule of Revenues, Expenditures and Changes in Fund Balances  
Budget and Actual - General Fund  
For the Year Ended September 30, 2018***

**Explanation of Differences Between Actual Amounts on Budgetary Basis and Actual Amounts GAAP Basis:**

Some amounts are combined with the General Fund for reporting purposes, but are budgeted separately.

(1) Revenues		
General Fund	\$	(168,010.33)
Self Insurance Fund		9,646,879.99
Road and Bridge Fund		10,975,598.48
Legislative Delegation Fund		64,986.33
Supernumerary Fund		252.84
Council on Aging Fund		132,057.44
Utilities Permit Fund		5,102.77
Parks Fund		157,798.13
		<hr/>
(2) Expenditures		
General Fund	\$	735,693.00
Self Insurance Fund		10,459,664.10
Legislative Delegation Fund		166,421.96
Council on Aging Fund		553,743.24
Utilities Permit Fund		114.00
Parks Fund		1,410,430.18
		<hr/>
(3) Other Financing Sources/(Uses), Net		
General Fund	\$	2,777,479.33
Road and Bridge Fund		(10,979,290.00)
Parks Fund		(49,145.45)
		<hr/>

Net Change in Fund Balance - Budget to GAAP

- (4) The amount reported as "fund balance" on the budgetary basis of accounting derives from the basis of accounting used in preparing the Commission's budget. This amount differs from the fund balance reported in the Statement of Revenues, Expenditures and Changes in Fund Balance because of the cumulative effect of transactions such as those described above.

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\$ 20,814,665.65

(13,326,066.48)

(8,250,956.12)

\$ (762,356.95)

***Schedule of Revenues, Expenditures and Changes in Fund Balances  
Budget and Actual - Gasoline Tax Fund  
For the Year Ended September 30, 2018***

	<u>Budgeted Amounts</u>		<u>Actual Amounts</u>
	<u>Original</u>	<u>Final</u>	<u>Budgetary Basis</u>
<b><u>Revenues</u></b>			
Taxes	\$ 8,000,000.00	\$ 8,000,000.00	\$ 8,202,477.63
Intergovernmental	4,086,920.00	4,086,920.00	5,449,950.13
Charges for Services	131,100.00	131,100.00	103,398.85
Miscellaneous	530,790.00	534,097.00	854,533.68
Total Revenues	<u>12,748,810.00</u>	<u>12,752,117.00</u>	<u>14,610,360.29</u>
<b><u>Expenditures</u></b>			
Current:			
Highways and Roads	18,352,810.00	18,821,460.00	19,166,637.11
Capital Outlay	6,863,500.00	6,863,500.00	6,954,161.84
Total Expenditures	<u>25,216,310.00</u>	<u>25,684,960.00</u>	<u>26,120,798.95</u>
Excess (Deficiency) of Revenues Over Expenditures	<u>(12,467,500.00)</u>	<u>(12,932,843.00)</u>	<u>(11,510,438.66)</u>
<b><u>Other Financing Sources (Uses)</u></b>			
Transfers In	12,360,719.00	12,831,103.00	12,831,103.00
Sale of Capital Assets	4,426,500.00	4,426,500.00	3,576,030.27
Transfers Out	(5,679,719.00)	(8,222,518.00)	(8,208,090.50)
Total Other Financing Sources (Uses)	<u>11,107,500.00</u>	<u>9,035,085.00</u>	<u>8,199,042.77</u>
Net Change in Fund Balances	(1,360,000.00)	(3,897,758.00)	(3,311,395.89)
Fund Balances - Beginning of Year	<u>1,360,000.00</u>	<u>3,897,758.00</u>	<u>11,308,543.74</u>
Fund Balances - End of Year	<u>\$</u>	<u>\$</u>	<u>\$ 7,997,147.85</u>

	<b>Budget to GAAP Differences</b>	<b>Actual Amounts GAAP Basis</b>
	\$	\$ 8,202,477.63
(1)	1,072,746.37	6,522,696.50
		103,398.85
(1)	4,755.62	859,289.30
	<u>1,077,501.99</u>	<u>15,687,862.28</u>
	4,615,361.53	14,551,275.58
	<u>(4,615,361.53)</u>	<u>11,569,523.37</u>
		<u>26,120,798.95</u>
	<u>1,077,501.99</u>	<u>(10,432,936.67)</u>
(2)	(899,500.00)	11,931,603.00
		3,576,030.27
	<u>(36,000.00)</u>	<u>(8,244,090.50)</u>
	<u>(935,500.00)</u>	<u>7,263,542.77</u>
	142,001.99	(3,169,393.90)
(3)	<u>454,894.48</u>	<u>11,763,438.22</u>
	<u>\$ 596,896.47</u>	<u>\$ 8,594,044.32</u>

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***Schedule of Revenues, Expenditures and Changes in Fund Balances  
Budget and Actual - Gasoline Tax Fund  
For the Year Ended September 30, 2018***

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**Explanation of Differences Between Actual Amounts on Budgetary Basis and Actual Amounts GAAP Basis:**

Some amounts are combined with the Gasoline Tax Fund for reporting purposes, but are budgeted separately.

(1) Revenues		
Public Highway and Traffic Fund	\$	828,758.52
Severed Material Severance Tax Fund		<u>248,743.47</u>
(2) Other Financing Sources/(Uses)		
Public Highway and Traffic Fund	\$	(800,500.00)
Severed Material Severance Tax Fund		<u>(135,000.00)</u>

Net Change in Fund Balance - Budget to GAAP

- (3) The amount reported as "fund balance" on the budgetary basis of accounting derives from the basis of accounting used in preparing the Commission's budget. This amount differs from the fund balance reported in the Statement of Revenues, Expenditures and Changes in Fund Balance because of the cumulative effect of transactions such as those described above.

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\$ 1,077,501.99

(935,500.00)

\$ 142,001.99

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*Supplementary Information*

***Schedule of Expenditures of Federal Awards  
For the Year Ended September 30, 2018***

<b>Federal Grantor/ Pass-Through Grantor/ Program Title</b>	<b>Federal CFDA Number</b>
<b><u>U. S. Department of Agriculture</u></b>	
<b><u>Passed Through Alabama Department of Education</u></b>	
Child Nutrition Cluster:	
School Breakfast Program-Cash Assistance	10.553
National School Lunch Program:	
Cash Assistance	10.555
Non-Cash Assistance (Commodities) (N)	10.555
Sub-Total National School Lunch Program	
Total Child Nutrition Cluster	
Total U. S. Department of Agriculture	
<b><u>U. S. Department of Commerce</u></b>	
<b><u>Passed Through Alabama Department of Environmental Management</u></b>	
Coastal Zone Management Administration Awards	11.419
Total U. S. Department of Commerce	
<b><u>U. S. Department of Interior</u></b>	
<b><u>Direct Program</u></b>	
Payments in Lieu of Taxes	15.226
National Wildlife Refuge Fund	15.659
Total U. S. Department of Interior	
<b><u>U. S. Department of Justice</u></b>	
<b><u>Direct Program</u></b>	
Equitable Sharing Program	16.922
Total U. S. Department of Justice	
<b><u>U. S. Department of the Treasury</u></b>	
<b><u>Direct Program</u></b>	
Equitable Sharing	21.016
Total U. S. Department of the Treasury	
Sub-Total Forward	

Pass-Through Grantor's Identifying Number	Total Federal Expenditures
N/A	\$ 14,354.26
N/A	26,127.42
N/A	3,848.98
	<u>29,976.40</u>
	<u>44,330.66</u>
	<u>44,330.66</u>
C90593016	<u>35,000.00</u>
	<u>35,000.00</u>
N/A	35,457.00
N/A	277,973.00
	<u>313,430.00</u>
N/A	<u>629,278.21</u>
	<u>629,278.21</u>
N/A	<u>210,924.83</u>
	<u>210,924.83</u>
	\$ 1,232,963.70

***Schedule of Expenditures of Federal Awards  
For the Year Ended September 30, 2018***

<b>Federal Grantor/ Pass-Through Grantor/ Program Title</b>	<b>Federal CFDA Number</b>
Sub-Total Brought Forward	
<b><u>U. S. Department of Transportation</u></b>	
<b><u>Passed Through Alabama Department of Transportation</u></b>	
Federal Transit - Formula Grants (Urbanized Area Formula Program)	20.507
Federal Transit - Formula Grants (Urbanized Area Formula Program)	20.507
Sub-Total Federal Transit - Formula Grants (Urbanized Area Formula Program)	
Formula Grants for Rural Areas	20.509
Formula Grants for Rural Areas	20.509
Formula Grants for Rural Areas	20.509
Formula Grants for Rural Areas	20.509
Sub-Total Formula Grants for Rural Areas (M)	
Total U. S. Department of Transportation	
<b><u>U. S. Department of Health and Human Services</u></b>	
<b><u>Passed Through the Alabama Department of Public Health</u></b>	
Public Health Emergency Preparedness	93.069
Total U. S. Department of Health and Human Services	
<b><u>Executive Office of the President</u></b>	
<b><u>Passed Through the Alabama Department of Public Safety</u></b>	
High Intensity Drug Trafficking Areas Program	95.001
Total Executive Office of the President	
<b><u>U. S. Department of Homeland Security</u></b>	
<b><u>Passed Through Alabama Emergency Management Agency</u></b>	
Disaster Grants-Public Assistance (Presidentially Declared Disasters)	97.036
Emergency Management Performance Grants	97.042
Total U. S. Department of Homeland Security	
<b><u>Social Security Administration</u></b>	
<b><u>Direct Program</u></b>	
Social Security - Disability Insurance	96.001
Total Expenditures of Federal Awards	

(M) = Major Program

(N) = Non-Cash Assistance

N/A = Not Available or Not Applicable

The accompanying Notes to the Schedule of Expenditures of Federal Awards are an integral part of this schedule.

Pass-Through Grantor's Identifying Number	Total Federal Expenditures
	\$ 1,232,963.70
RPTO-100067925	74,643.00
RPTO-100065338	44,736.80
	<u>119,379.80</u>
RPTO-100067922	888,594.00
RPTO-100055258	7,485.00
RPTO-100067924	503,680.00
RPTO-100065338	420,892.96
	<u>1,820,651.96</u>
	<u>1,940,031.76</u>
CEP-21-PV8-18	11,747.98
	<u>11,747.98</u>
G14GC0002A	50,634.60
	<u>50,634.60</u>
FEMA 4349-PA-AL 18-EMPG-05	112,381.05
	65,451.00
	<u>177,832.05</u>
N/A	200.00
	<u>\$ 3,413,410.09</u>

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***Notes to the Schedule of Expenditures  
of Federal Awards  
For the Year Ended September 30, 2018***

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**Note 1 – Basis of Presentation**

The accompanying Schedule of Expenditures of Federal Awards (the “Schedule”) includes the federal grant activity of the Baldwin County Commission and is presented on the modified accrual basis of accounting. The information in this Schedule is presented in accordance with the requirements of Title 2 U. S. *Code of Federal Regulations* Part 200, *Uniform Administrative Requirements, Cost Principles and Audit Requirements for Federal Awards (Uniform Guidance)*. Because the Schedule presents only a selected portion of the operations of the Baldwin County Commission, it is not intended to and does not present the financial position, changes in net position or cash flows of the Baldwin County Commission.

**Note 2 – Summary of Significant Accounting Policies**

Expenditures reported on the Schedule are reported on the modified accrual basis of accounting. Such expenditures are recognized following the cost principles contained in the *Uniform Guidance* wherein certain types of expenditures are not allowable or are limited as to reimbursement. The Baldwin County Commission has not elected to use the 10-percent de minimis indirect cost rate as allowed by the *Uniform Guidance*.

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## *Additional Information*

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***Commission Members and Administrative Personnel***  
***October 1, 2017 through September 30, 2018***

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<b>Commission Members</b>		<b>Term Expires</b>
Hon. Frank Burt, Jr. (**)	Chairman	2018
Hon. Chris Elliott (*)	Member	2018
Hon. J. Tucker Dorsey	Member	2018
Hon. Charles F. Gruber	Member	2018

**Administrative Personnel**

Kimberly W. Creech	Clerk/Treasurer
Ronald J. Cink	County Administrator

(\*) Chairman through November 2017

(\*\*) Chairman beginning November 2017



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***Report on Internal Control Over Financial Reporting and on  
Compliance and Other Matters Based on an Audit of  
Financial Statements Performed in Accordance With  
Government Auditing Standards***

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**Independent Auditor's Report**

Members of the Baldwin County Commission and County Administrator  
Bay Minette, Alabama

We have audited, in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in ***Government Auditing Standards***, issued by the Comptroller General of the United States, the financial statements of the governmental activities, the business-type activities, each major fund, and the aggregate remaining fund information of the Baldwin County Commission as of and for the year ended September 30, 2018, and the related notes to the financial statements, which collectively comprise the Baldwin County Commission's basic financial statements and have issued our report thereon dated May 28, 2019.

**Internal Control Over Financial Reporting**

In planning and performing our audit of the financial statements, we considered the Baldwin County Commission's internal control over financial reporting (internal control) to determine the audit procedures that are appropriate in the circumstances for the purpose of expressing our opinions on the financial statements, but not for the purpose of expressing an opinion on the effectiveness of the Baldwin County Commission's internal control. Accordingly, we do not express an opinion on the effectiveness of the Baldwin County Commission's internal control.

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

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

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***Report on Internal Control Over Financial Reporting and on  
Compliance and Other Matters Based on an Audit of  
Financial Statements Performed in Accordance With  
Government Auditing Standards***

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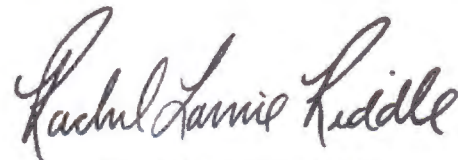
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**Compliance and Other Matters**

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

**Purpose of this Report**

The purpose of this report is solely to describe the scope of our testing of internal control and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the entity's internal control or on compliance. This report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the entity's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.



Rachel Laurie Riddle  
Chief Examiner  
Department of Examiners of Public Accounts

Montgomery, Alabama

May 28, 2019

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***Report on Compliance for Each Major Federal Program  
and Report on Internal Control Over Compliance  
Required by the Uniform Guidance***

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***Independent Auditor's Report***

Members of the Baldwin County Commission and County Administrator  
Bay Minette, Alabama

***Report on Compliance for the Major Federal Program***

We have audited the Baldwin County Commission's compliance with the types of compliance requirements described in the OMB Compliance Supplement that could have a direct and material effect on the Baldwin County Commission's major federal program for the year ended September 30, 2018. The Baldwin County Commission's major federal program is identified in the Summary of Examiner's Results Section of the accompanying Schedule of Findings and Questioned Costs.

***Management's Responsibility***

Management is responsible for compliance 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 express an opinion on compliance with the Baldwin County Commission's major federal program based on our audit of the types of compliance requirements referred to above. We conducted our audit of compliance in accordance with auditing standards generally accepted in the United States of America; the standards applicable to financial audits contained in ***Government Auditing Standards***, issued by the Comptroller General of the United States; 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)***. Those standards and the *Uniform Guidance* require that we plan and perform the audit to obtain reasonable assurance about whether noncompliance with the types of compliance requirements referred to above that could have a direct and material effect on a major federal program occurred. An audit includes examining, on a test basis, evidence about the Baldwin County Commission's compliance with those requirements and performing such other procedures as we considered necessary in the circumstances.

We believe that our audit provides a reasonable basis for our opinion on compliance for the major federal program. However, our audit does not provide a legal determination of the Baldwin County Commission's compliance.

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***Report on Compliance for Each Major Federal Program  
and Report on Internal Control Over Compliance  
Required by the Uniform Guidance***

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***Opinion on the Major Federal Program***

In our opinion, the Baldwin County Commission complied, in all material respects, with the types of compliance requirements referred to above that could have a direct and material effect on its major federal program for the year ended September 30, 2018.

***Report on Internal Control Over Compliance***

Management of the Baldwin County Commission is responsible for establishing and maintaining effective internal control over compliance with the types of compliance requirements referred to above. In planning and performing our audit of compliance, we considered the Baldwin County Commission's internal control over compliance with the types of requirements that could have a direct and material effect on a major federal program to determine the auditing procedures that are appropriate in the circumstances for the purpose of expressing an opinion on compliance for each major federal program and to test and report on internal control over compliance in accordance with the *Uniform Guidance*, but not for the purpose of expressing an opinion on the effectiveness of internal control over compliance. Accordingly, we do not express an opinion on the effectiveness of the Baldwin County Commission'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, in the normal course of performing their assigned functions, to prevent, or detect and correct, noncompliance with a type of compliance requirement of a federal program on a timely basis. *A material weakness in internal control over compliance* is a deficiency, or a combination of deficiencies, in internal control over compliance, such that there is a reasonable possibility that material noncompliance with a type of compliance requirement of a federal program will not be prevented, or detected and corrected, on a timely basis. *A significant deficiency in internal control over compliance* is a deficiency, or a combination of deficiencies, in internal control over compliance with a type of compliance requirement of a federal program that is less severe than a material weakness in internal control over compliance, yet important enough to merit attention by those charged with governance.

Our consideration of the internal control over compliance was for the limited purpose described in the first paragraph of this section and was not designed to 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.

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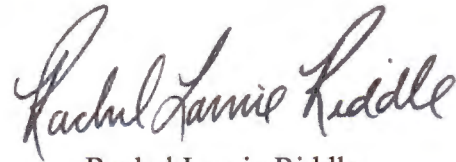
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***Report on Compliance for Each Major Federal Program  
and Report on Internal Control Over Compliance  
Required by the Uniform Guidance***

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The purpose of this report on internal control over compliance is solely to describe the scope of our testing on internal control over compliance and the results of that testing based on the requirements of the *Uniform Guidance*. Accordingly, this report is not suitable for any other purpose.



Rachel Laurie Riddle  
Chief Examiner

Department of Examiners of Public Accounts

Montgomery, Alabama

May 28, 2019

***Schedule of Findings and Questioned Costs***  
***For the Year Ended September 30, 2018***

**Section I – Summary of Examiner's Results**

**Financial Statements**

Type of opinion issued: Unmodified

Internal control over financial reporting:  
 Material weakness(es) identified?                           Yes      X   No

Significant deficiency(ies) identified?                   Yes      X   None reported

Noncompliance material to financial  
 statements noted?                                               Yes      X   No

**Federal Awards**

Internal control over major programs:  
 Material weakness(es) identified?                           Yes      X   No

Significant deficiency(ies) identified?                   Yes      X   None reported

Type of auditor's report issued on compliance  
 for major programs: Unmodified

Any audit findings disclosed that are required  
 to be reported in accordance with  
 2 CFR 200.516(a) of the *Uniform Guidance*?               Yes      X   No

Identification of major programs:

CFDA Number	Name of Federal Program or Cluster
20.509	Formula Grants for Rural Areas

Dollar threshold used to distinguish between  
 Type A and Type B programs:                        \$750,000.00

Auditee qualified as low-risk auditee?              X   Yes           No

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***Schedule of Findings and Questioned Costs***  
***For the Year Ended September 30, 2018***

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**Section II – Financial Statement Findings (GAGAS)**

Ref. No.	Type of Finding	Finding/Noncompliance	Questioned Costs
		No matters were reportable.	

**Section III – Federal Awards Findings and Questioned Costs**

Ref. No.	CFDA No.	Program	Finding/Noncompliance	Questioned Costs
			No matters were reportable.	