

**COUNTY OF SHEBOYGAN,
WISCONSIN**

**ANNUAL COMPREHENSIVE FINANCIAL
REPORT**

FOR THE YEAR ENDED

DECEMBER 31, 2021



WISCONSIN

COUNTY OF SHEBOYGAN, WISCONSIN
ANNUAL COMPREHENSIVE FINANCIAL REPORT
FOR THE YEAR ENDED DECEMBER 31, 2021

PREPARED BY:

Sheboygan County Finance Department

COUNTY OF SHEBOYGAN, WISCONSIN
For the Year Ended December 31, 2021

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For the Year Ended December 31, 2021

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INTRODUCTORY SECTION



SHEBOYGAN COUNTY

Wendy A. Charnon
Finance Director

Jeremy Fetterer
Deputy Finance Director

July 29, 2022

Honorable Members of the Board of Supervisors and Citizens
County of Sheboygan
508 New York Ave
Sheboygan, Wisconsin 53081

Ladies and Gentlemen:

State Statute, Administrative Rule 16, and the Securities and Exchange Commission (SEC) require counties to submit audited financial statements within certain time frames based upon their individual rules and regulations. Major federal and state programs impose additional audit requirements. Pursuant to the above, we hereby respectfully submit the Annual Comprehensive Financial Report of Sheboygan County, Wisconsin for the fiscal year ended December 31, 2021.

This report consists of management's representations concerning the finances for Sheboygan County. Consequently, management assumes full responsibility for the completeness and reliability of all information presented in this report. To provide a reasonable basis for making these representations, management of Sheboygan County has established a comprehensive internal control framework that is designed both to protect the government's assets from loss, theft, or misuse and to compile sufficient reliable information for the preparation of the financial statements in conformity with GAAP. Because the cost of internal controls should not outweigh their benefits, Sheboygan County's comprehensive framework of internal controls has been designed to provide reasonable rather than absolute assurance that the financial statements will be free from material misstatement. To the best of our knowledge and belief the financial report is accurate, complete and reliable in all material respects.

CliftonLarsonAllen LLP has audited Sheboygan County's financial statements. The goal of the independent audit was to provide reasonable assurance that the financial statements of Sheboygan County are free from material misstatement. The independent audit involved examining, on a test basis, evidence supporting the amounts and disclosures in the financial statements; assessing the accounting principles used and significant estimates made by management; and evaluating the overall financial statement presentation. The independent auditor concluded, based upon the audit, that there was a reasonable basis for rendering unmodified opinions that Sheboygan County's financial statements for the fiscal year ended December 31, 2021 are fairly presented in conformity with GAAP. Their report is presented as the first component of the financial section of this report.

The County is required to undergo a federally mandated "Single Audit" designed to meet special needs of federal and state grantor agencies. The standards governing Single Audit engagements require the independent auditors to report not only on the fair presentation of the financial statements, but also on the internal controls and compliance with legal requirements, with special emphasis on internal controls and legal requirements involving the administration of federal and state awards. The Single Audit Report is available in the County's separately issued Federal and State Awards Report.

GAAP requires that management provide a narrative introduction, overview, and analysis to accompany the basic financial statements in the form of a Management's Discussion and Analysis (MD&A). This letter of transmittal is designed to complement the MD&A and should be read in conjunction with it. Sheboygan County's MD&A can be found immediately following the report of the independent auditors.

Profile of the Government

The County of Sheboygan is located in the eastern part of the state adjacent to Lake Michigan. It occupies 513 square miles. The County is comprised of 15 towns, 10 villages, and three cities and is 50 miles north of Milwaukee. Several major county highways as well as US highways 141 and 43 serve the County's transportation needs. Airline service to Chicago's O'Hare Airport, as well as other parts of Wisconsin, Illinois, and Iowa are available at Sheboygan County Memorial Airport.

The governing body of Sheboygan County is comprised of 25 County Board Supervisors, each serving two-year terms and elected by a majority of voters from their respective district. At the first session of each two-year term, the County Board elects a Chairperson and Vice-Chairperson to preside over proceedings of the County Board for the next two years.

Sheboygan County provides a full range of services, including police protection (Sheriff's Department), a county jail, nursing home care, highway and other infrastructure construction and repair, ownership and maintenance of the buildings at the University of Green Bay – Sheboygan Campus, recreational facilities, marriage licensing, maintenance of vital records for births, deaths, real estate transfers, administration of the court system, district attorney's office, child support enforcement, health and human services, operation of the municipal airport and other activities. Sheboygan County also maintains a close working relationship with the Monarch Library System and the Sheboygan County Economic Development Corporation.

The annual budget serves as the foundation for financial planning and control. All departments and agencies are required to submit requests to the Finance Committee by mid-September. The Finance Committee's Budget is then sent to the County Board at its regularly scheduled October meeting. A legally required public hearing is held in late October. In early November the budget is formally adopted. The appropriated budget is adopted by appropriation units within departments. Departments are also aggregated into fund groupings. Appropriation units have been designated as "Wages & Benefits", "Operating Expenses", "Interdepartmental Charges", and "Capital Outlay". Departments may transfer funds within appropriation units as they see necessary. Transfers between appropriation units of the same department or between departments, however, need Finance Committee approval. Budget-to-actual comparisons are provided in this report for each department for which an appropriated annual budget has been adopted.

Factors Affecting Financial Conditions

The information presented in the financial statements is perhaps best understood when it is considered from the broader perspective of the specific environment within which Sheboygan County operates.

Local Economy

The County benefits from a mixed economic base of manufacturing, retail trades, services, agricultural, insurance and tourism. By far the largest economic sector is manufacturing. The unemployment rate as of December 31, 2021 was 1.5%.

Economic signs continue to be positive as we move into 2022. The Aurora Health Care construction of a new hospital, outpatient surgery center and medical office in Kohler, Wisconsin, is an investment of \$324 million was completed in July 2022. Rockline Industries started a \$19.7 million expansion which will double their production of disinfecting wet wipes. Wisconsin regulators approved construction of 1,400-acre Sheboygan County solar farm in the town of Holland which will produce enough electricity to supply nearly 40,000 homes. Masters Gallery Foods partnered with Oostburg School District to support ongoing capital improvements in the district. Sartori Cheese began a 22,000 square foot expansion of their Sartori Whey Converting facility in Plymouth. MilliporeSigma started constructing a new facility at its Sheboygan Falls location to help produce COVID-19 tests. Poly Vinyl planned a 60,000 square foot manufacturing facility and warehouse expansion project to be completed early 2022.

Sheboygan County features attractions of world-class golf, Lake Michigan sport fishing, numerous summer festivals, ice fishing and snowmobiling. In August of 2014, the County finalized the purchase of the Amsterdam Dunes. This purchase preserves for public access one of the last undeveloped stretches of beaches and dunes on the western shores of Lake Michigan. The County worked with the Wisconsin Department of Natural Resources on the development of the Amsterdam Dunes Wetland Mitigation Bank which allows the County to sell credits on the 78-acres of wetlands.

Long-term Planning

As part of long range planning, the County employs a five-year capital improvement program. The program identifies major capital improvement projects and the methods to finance them.

The most recent document identifies \$45,468,967 of projects over the next five years. Long-term financing is projected to fund approximately \$36.5 million. The balance will be funded by State and Federal dollars, donations and other internal funding sources. In 2022, the County has funded new construction on Marsh bypass/Dam, jail/detention center equipment replacement/remodeling, Taylor House restoration, continued Detention Center Alternatives expansion, Airport Tractor, Asphalt Plant replacement, along with other various Building Improvements.

Major Initiatives

The County Board enacted Ordinance Number 02 (2016/2017); adopting a half cent sales tax effective January 1, 2017. The ordinance also established a Transportation Fund in which all sales tax revenues are to be used for highway roadwork and highway capital equipment. It is the expectation of the County to complete 30 miles of road enhancements per year. Due primarily to weather in 2021 the goal of 30 miles was missed by 4.01 miles which will be rescheduled for 2022. In 2020, due to COVID and the uncertainty it would have on the sales tax revenues the County adjusted its budget of 30 miles of road enhancements to completing approximately 15 miles and incorporating more municipal work into their plan. In addition, the County instituted a revenue sharing program with the municipalities of the County to aid in their transportation needs. \$1,500,000 and \$1,602,107 was distributed to the municipalities based on their equalized value in the 2021 and 2020 fiscal years, respectively.

The County was party to the settlement of a Natural Resource Damage Assessment issued against a local company for the pollution of the Sheboygan River. The settlement entitles Sheboygan County to receive \$1,295,500 over a ten year term which the County continued receiving payments in 2021. The funds are part of the reimbursement to the general fund for the purchase of the Amsterdam Dunes.

Major Financial Policies

Fund Balance: The County Board has adopted a minimum fund balance policy to maintain an unassigned fund balance of 5% to 10% of total county expenditures, less capital project expenditures. The Finance Committee in December of 2014 further refined the policy such that the General Fund unassigned fund balance be maintained at a minimum of 15% and a maximum of 30% of total governmental fund expenditures less capital project expenditures. As of the close of 2021, unassigned fund balance is at 29.18%.


Awards and Acknowledgements

The Government Finance Officers Association of the United States and Canada (GFOA) awarded a Certificate of Achievement for Excellence in Financial Reporting to the County of Sheboygan, Wisconsin, for its annual comprehensive financial report for the fiscal year ended December 31, 2020. This is the eighth consecutive year of being awarded this achievement. In order to be awarded a Certificate of Achievement, a government must publish an easily readable and efficiently organized comprehensive annual financial report. This report must satisfy both generally accepted accounting principles and applicable legal requirements.

A Certificate of Achievement is valid for a period of one year only. We believe that our current comprehensive annual financial report continues to meet the Certificate of Achievement Program’s requirements and we are submitting it to the GFOA to determine its eligibility for another certificate.

I would like to express my sincere appreciation to all staff that assisted with the preparation for the 2020 audit of Sheboygan County. In addition, I would like to recognize CliftonLarsonAllen for their leadership in their role as independent auditor. The Board of Supervisors, Finance Committee, and County Administrator are to be commended for using sound business practices while conducting the financial operations of the County.

Respectfully,



Wendy A. Charnon
Finance Director



Jeremy J. Fetterer
Deputy Finance Director



Government Finance Officers Association

Certificate of
Achievement
for Excellence
in Financial
Reporting

Presented to

**County of Sheboygan
Wisconsin**

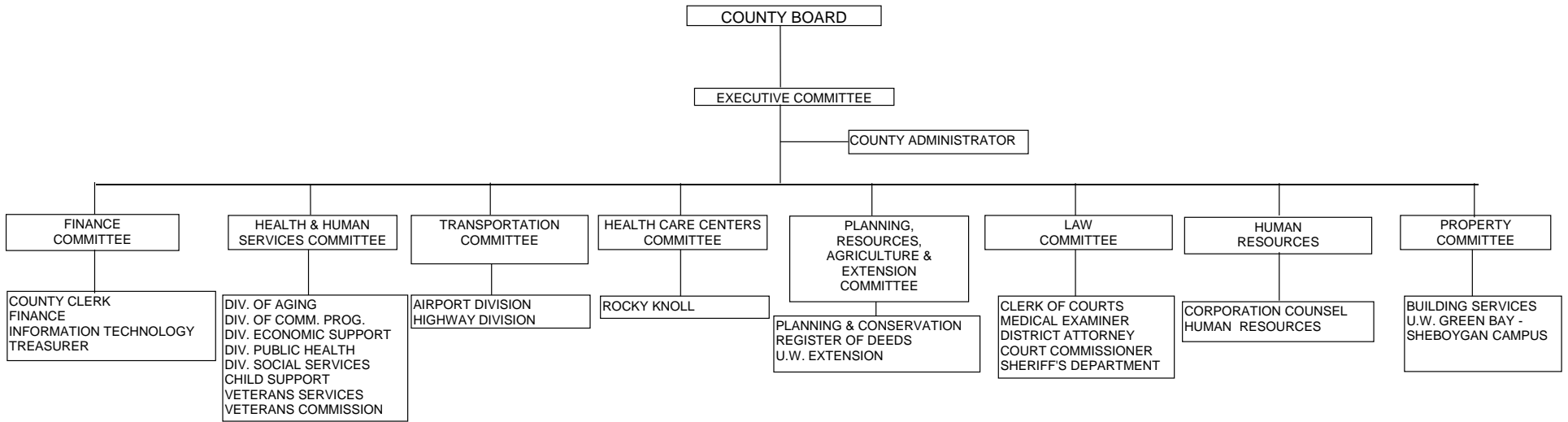
For its Annual Comprehensive
Financial Report
For the Fiscal Year Ended

December 31, 2020

Christopher P. Morill

Executive Director/CEO

**COUNTY OF SHEBOYGAN, WISCONSIN
ORGANIZATIONAL CHART**



COUNTY OF SHEBOYGAN, WISCONSIN

Board of Supervisors

Term Expires April, 2024

Vernon Koch.....Chairperson

Keith Alber.....Vice-Chairperson

Al Bosman

Marilyn Montemayor

Curt A. Brauer

Henry Nelson

Rebecca Clarke

John Nelson

James Coulson

Edward J. Procek

Kathleen Donovan

Edward J. Procek

Christian Ellis

Wendy A. Schobert

William C. Goehring

Brian Smith

Paul A. Gruber

Suzanne Speltz

Jacob Immel

Roger L. TeStroete

Gerald Jorgensen

Jacqueline Veldman

Jon Kuhlow

Thomas Wegner

George H. Kulow

SHEBOYGAN COUNTY OFFICES AND DEPARTMENTS

Chief Administrative Officer

County Administrator Adam N. Payne

Department Heads

Building Services James TeBeest
Clerk of Courts* Melody Lorge
County Clerk* Jon Dolson
Court Commissioner Ryan T. O'Rourke
Corporation Counsel** Atty. Crystal Fieber
District Attorney* Joel Urmanski
Finance Wendy A. Charnon
Health & Human Services Matt Strittmater
Health Care Centers Kayla Clinton
Human Resources Dennis Miller
Information Technology Chris Lewinski
Medical Examiner Chris Nehring
Planning & Conservation Aaron Brault
Register of Deeds* Ellen Schleicher
Sheriff* Cory Roeseler
Transportation Greg Schnell
Treasurer* Laura M. Henning-Lorenz
University of Wisconsin-Extension*** Cindy Sarkady
University of Green Bay-Sheboygan Campus*** James Schramm
Veteran's Service Todd Richter

* Elected Position
** Contracted Employee
*** State Employee

FINANCIAL SECTION



INDEPENDENT AUDITORS' REPORT

To the County Board
Sheboygan County

Report on the Audit of the Financial Statements

Opinions

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 Sheboygan County, Wisconsin (the County), as of and for the year ended December 31, 2021, and the related notes to the financial statements, which collectively comprise the County's basic financial statements as listed in the table of contents.

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 County, as of December 31, 2021, and the respective changes in financial position, and, where applicable, cash flows thereof and the budgetary comparison for the General Fund and the Public Health and Human Services Fund for the year then ended in accordance with accounting principles generally accepted in the United States of America.

Basis for Opinions

We conducted our audit in accordance with auditing standards generally accepted in the United States of America (GAAS) and the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States. Our responsibilities under those standards are further described in the Auditors' Responsibilities for the Audit of the Financial Statements section of our report. We are required to be independent of the County and to meet our other ethical responsibilities, in accordance with the relevant ethical requirements relating to our audit. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinions.

Emphasis of Matter

As described in Note D.5., the County recorded a prior period adjustment to decrease accrued liabilities by \$3,823,409 in the General Fund, which also resulted in an increase in fund balance. Our opinions are not modified with respect to this matter.

Responsibilities of Management for the Financial Statements

Management is responsible for the preparation and fair presentation of the financial statements in accordance with accounting principles generally accepted in the United States of America, and for 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.

In preparing the financial statements, management is required to evaluate whether there are conditions or events, considered in the aggregate, that raise substantial doubt about the County's ability to continue as a going concern for twelve months beyond the financial statement date, including any currently known information that may raise substantial doubt shortly thereafter.

Auditors' Responsibilities for the Audit of the Financial Statements

Our objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditors' report that includes our opinions. Reasonable assurance is a high level of assurance but is not absolute assurance and therefore is not a guarantee that an audit conducted in accordance with GAAS and *Government Auditing Standards* will always detect a material misstatement when it exists. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control. Misstatements are considered material if there is a substantial likelihood that, individually or in the aggregate, they would influence the judgment made by a reasonable user based on the financial statements.

In performing an audit in accordance with GAAS and *Government Auditing Standards*, we:

- Exercise professional judgment and maintain professional skepticism throughout the audit.
- Identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, and design and perform audit procedures responsive to those risks. Such procedures include examining, on a test basis, evidence regarding the amounts and disclosures in the financial statements.
- Obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the County's internal control. Accordingly, no such opinion is expressed.
- Evaluate the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluate the overall presentation of the financial statements.
- Conclude whether, in our judgment, there are conditions or events, considered in the aggregate, that raise substantial doubt about the County's ability to continue as a going concern for a reasonable period of time.

We are required to communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit, significant audit findings, and certain internal control related matters that we identified during the audit.

Required Supplementary Information

Accounting principles generally accepted in the United States of America require that the management's discussion and analysis and the schedules relating to pension and other postemployment benefits be presented to supplement the basic financial statements. Such information is the responsibility of management and, 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 GAAS, which consisted of inquiries of management about the methods of preparing the information and comparing the information for consistency with management's

responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We do not express an opinion or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.

Supplementary Information

Our audit was conducted for the purpose of forming opinions on the financial statements that collectively comprise the County's basic financial statements. The nonmajor fund combining financial statements and the budget to actual schedules for the debt service, capital projects, and transportation funds are presented for purposes of additional analysis and are not a required part of the basic financial statements. Such information is the responsibility of management and was derived from and relates directly to the underlying accounting and other records used to prepare the basic financial statements. The 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 GAAS. In our opinion, the nonmajor fund combining financial statements and the budget to actual schedules for the debt service, capital projects, and transportation funds are fairly stated, in all material respects, in relation to the basic financial statements as a whole.

Other Information

Management is responsible for the other information included in the annual report. The other information comprises the introductory and statistical sections but does not include the basic financial statements and our auditors' report thereon. Our opinions on the basic financial statements do not cover the other information, and we do not express an opinion or any form of assurance thereon.

In connection with our audit of the basic financial statements, our responsibility is to read the other information and consider whether a material inconsistency exists between the other information and the basic financial statements, or the other information otherwise appears to be materially misstated. If, based on the work performed, we conclude that an uncorrected material misstatement of the other information exists, we are required to describe it in our report.

Other Reporting Required by Government Auditing Standards

In accordance with *Government Auditing Standards*, we have also issued our report dated July 28, 2022, on our consideration of the County's internal control over financial reporting and on our tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements and other matters. The purpose of that report is solely to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the County's internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the County's internal control over financial reporting and compliance.



CliftonLarsonAllen LLP

Sheboygan, Wisconsin
July 28, 2022

COUNTY OF SHEBOYGAN, WISCONSIN
Management's Discussion and Analysis
(Unaudited)
December 31, 2021

As management of Sheboygan County, we offer readers of the County's basic financial statements this narrative overview and analysis of the financial activities of the County for the fiscal year ended December 31, 2021.

FINANCIAL HIGHLIGHTS

- The assets and deferred outflows of resources of the County exceeded liabilities and deferred inflows of resources as of December 31, 2021 by \$214,567,941 (*net position*). Of this amount, \$43,487,573 (*unrestricted*) may be used to meet ongoing obligations to citizens and creditors.
- The County's total net position increased by \$16,833,631 primarily influenced by capital asset additions exceeding depreciation expense by \$415,823 and changes in the net pension plan of \$4,584,454. Also, in response to the pandemic the County received the first half of the SLFRF American Rescue Plan Act funding in the amount of \$11,201,721.50.
- The property tax rate decreased \$0.2604 per \$1,000 of property value from the year ended December 31, 2021. A significant part of the 2021 levy rate decrease resulted from the 6.88% increase in equalized property value.
- As of December 31, 2021, the County's governmental funds reported combined ending fund balances of \$42,909,148. The net change in fund balances per the statement of revenues, expenditures and changes in fund balances is \$5,463,754. This was primarily due to the receipt of the first half of the SLFRF American Rescue Plan Act funding and the increase in fund balance of the Transportation Fund. The General Fund reported a transfer of excess fund balance from Health & Human Services of \$1,766,417.
- As of December 31, 2021, assigned and unassigned fund balance of the General Fund was \$30,172,539, or approximately 72% of total general fund expenditures.
- The County's total outstanding general obligation debt decreased \$5,735,000.
- The financial statements for the year ended December 31, 2021 reflect a net pension asset of \$18,004,518 along with deferred outflows of resources of \$29,708,098 and deferred inflows of resources of \$39,442,142 related to the County's participation in the Wisconsin Retirement System.

OVERVIEW OF THE FINANCIAL STATEMENTS

This discussion and analysis is intended to serve as an introduction to the County's basic financial statements. The County's basic financial statements comprise three components 1) Government-wide financial statements, 2) Fund financial statements, and 3) Notes to the basic financial statements. This report also contains other supplementary information in addition to the basic financial statements themselves.

COUNTY OF SHEBOYGAN, WISCONSIN
Management's Discussion and Analysis
(Unaudited)
December 31, 2021

Government-wide financial statements: The *government-wide financial statements* are designed to provide readers with a broad overview of Sheboygan County's finances, in a manner similar to a private-sector business.

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

The *statement of activities* presents information showing how net position changed during the most recent year. All changes in net position are reported as soon as the underlying event giving rise to the change occurs, *regardless of the timing of related cash flows*. Thus, revenue and expenses are reported in this statement for some items that will result in cash flows in future fiscal periods (e.g., uncollected taxes and earned but unused vacation leave).

Both of these government-wide financial statements distinguish functions of Sheboygan County that are principally supported by taxes and intergovernmental revenues (*governmental activities*) from other functions that are intended to recover all or a significant portion of their costs through user fees and charges (*business-type activities*). The governmental activities of the County include general government, public safety, public works, public health and human services, education, and resource & development. The business-type activity of the County is a skilled health care facility (nursing home).

The government-wide financial statements can be found on pages 27-28 of this report.

Fund financial statements: A fund is a grouping of related accounts that are used to maintain control over resources that have been segregated for specific activities or objectives. Sheboygan County, like other state and local governments, uses fund accounting to ensure and demonstrate finance-related legal compliance. All of the funds of the County can be divided into three categories: governmental funds, proprietary funds, and fiduciary funds.

Governmental funds: Governmental funds are used to account for essentially the same functions reported as *governmental activities* in the government-wide financial statements. However, unlike the government-wide financial statements, governmental funds financial statements focus on *near-term inflows and outflows of spendable resources*, as well as on *balances of spendable resources* available at the end of the fiscal year. Such information may be useful in evaluating a county's near-term financing requirements.

It is useful to compare the information presented for *governmental funds* with similar information presented for *governmental activities* in the government-wide financial statements. By doing so, readers may better understand the long-term impact of the government's near-term financing decisions. Both the governmental funds balance sheet and the governmental funds statement of revenues, expenditures, and changes in fund balances provide a reconciliation to facilitate this comparison between *governmental funds* and *governmental activities*.

The County maintains 7 individual governmental funds. Information is presented separately in the governmental funds balance sheet and in the governmental funds statement of revenues, expenditures, and changes in fund balances for the General Fund, the Public Health & Human Services Special Revenue Fund, the Capital Projects Fund, the Transportation Fund, and the Debt Service Fund, all of which are

COUNTY OF SHEBOYGAN, WISCONSIN
Management's Discussion and Analysis
(Unaudited)
December 31, 2021

considered to be major funds. Data from the Sheboygan County Industrial Development and Revolving Loan Agency, Inc. and public safety special revenue funds are combined into a single, aggregated presentation. Individual fund data for each of these nonmajor governmental funds is provided in the form of combining statements elsewhere in this report.

The County adopts an annual appropriated budget for all its major governmental funds. As part of the basic governmental fund financial statements, budgetary comparison statements have been provided for the general and public health & human services special revenue fund to demonstrate compliance with the budget.

The basic governmental fund financial statements can be found on pages 29-37 of this report.

Proprietary funds: Sheboygan County maintains two different types of proprietary funds. *Enterprise funds* are used to report the same functions presented as *business-type activities* in the government-wide financial statements. The County uses the enterprise fund to account for its nursing home. *Internal service funds* are an accounting device used to accumulate and allocate costs internally among the County's various functions. The County uses internal service funds to account for its various insurance activities, information technology, printing services, and highway operations. Because these services predominantly benefit governmental rather than business-type functions they have been included within the *governmental activities* in the government-wide financial statements. Individual fund data for the internal service funds is provided in the form of *combining statements* elsewhere in this report.

The basic proprietary fund financial statements can be found on pages 38-43 of this report.

Fiduciary funds: Fiduciary funds are used to account for resources held for the benefit of parties outside the government. Fiduciary funds are not reflected in the government-wide financial statements because the resources of those funds are not available to support the County's programs. The accounting used for fiduciary funds is much like that used for proprietary funds.

The basic fiduciary fund financial statements can be found on page 44-45 of this report.

Notes to the basic financial statements: The notes provide additional information that is essential to a full understanding of the data provided in the government-wide and fund financial statements. The notes to the basic financial statements can be found on pages 46-86 of this report.

Other information: The combining statements referred to earlier in connection with nonmajor governmental funds and internal service funds, individual fund budget comparison information, and statistical tables are presented immediately following the required supplemental information. The required supplementary information can be found on pages 88-91, supplementary information can be found on pages 94-109, and the statistical tables can be found on pages 112-128.

GOVERNMENT-WIDE FINANCIAL ANALYSIS

Net position: As noted earlier, net position may serve, over time, as a useful indicator of a government's financial position. In the case of the County, assets and deferred outflows of resources exceeded liabilities and deferred inflows of resources by \$214,567,941 at the close of 2021.

COUNTY OF SHEBOYGAN, WISCONSIN
Management's Discussion and Analysis
(Unaudited)
December 31, 2021

Net Position

December 31, 2021 and 2020
(Amounts expressed in \$1,000)

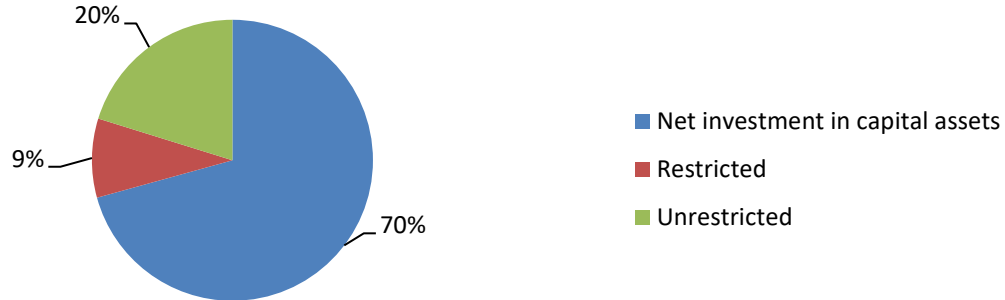
	Governmental Activities		Business-type Activities		Total	
	2021	2020	2021	2020	2021	2020
Assets						
Current and other assets	\$ 147,289	\$ 121,781	\$ 8,207	\$ 7,205	\$ 155,496	\$ 128,986
Capital assets	169,108	169,981	7,066	7,366	176,174	177,347
Total Assets	316,397	291,762	15,273	14,571	331,670	306,333
Deferred Outflows of Resources	27,420	19,804	4,227	3,138	31,647	22,942
Liabilities						
Current and other liabilities	27,435	11,121	474	555	27,909	11,676
Long-term liabilities	27,590	38,732	1,175	1,145	28,765	39,877
Total Liabilities	55,025	49,853	1,649	1,700	56,674	51,553
Deferred Inflows of Resources	85,666	75,117	6,409	4,871	92,075	79,988
Net Position						
Net investment in capital assets	145,151	142,240	7,066	7,366	152,217	149,606
Restricted	16,437	8,685	2,426	1,285	18,863	9,970
Unrestricted	41,538	35,671	1,950	2,487	43,488	38,158
Total Net Position	\$ 203,126	\$ 186,596	\$ 11,442	\$ 11,138	\$ 214,568	\$ 197,734

The largest portion of the County's net position (71%) reflects its net investment of \$152.2 million in capital assets (e.g. land, infrastructure, buildings, and equipment) less any related outstanding debt used to acquire those assets. The County uses these capital assets to provide services to citizens; consequently, these assets are not available for future spending. Although the County's investment in its capital assets is reported net of related debt, it should be noted that the resources needed to repay this debt must be provided from other sources, since the capital assets themselves cannot be liquidated for these liabilities.

An additional portion of the County's net position, 9%, represents resources that are subject to external restrictions on how they may be used. External restrictions include those imposed by grantors, contributors, laws/regulations of other governments, or restrictions imposed by law through constitutional provisions or legislation, including those passed by the County itself. The remaining balance of unrestricted net position, \$43.5 million may be used to meet the County's ongoing obligations to its citizens and creditors.

COUNTY OF SHEBOYGAN, WISCONSIN
Management's Discussion and Analysis
(Unaudited)
December 31, 2021

Primary Government Net Position at 2021



Changes in Net Position

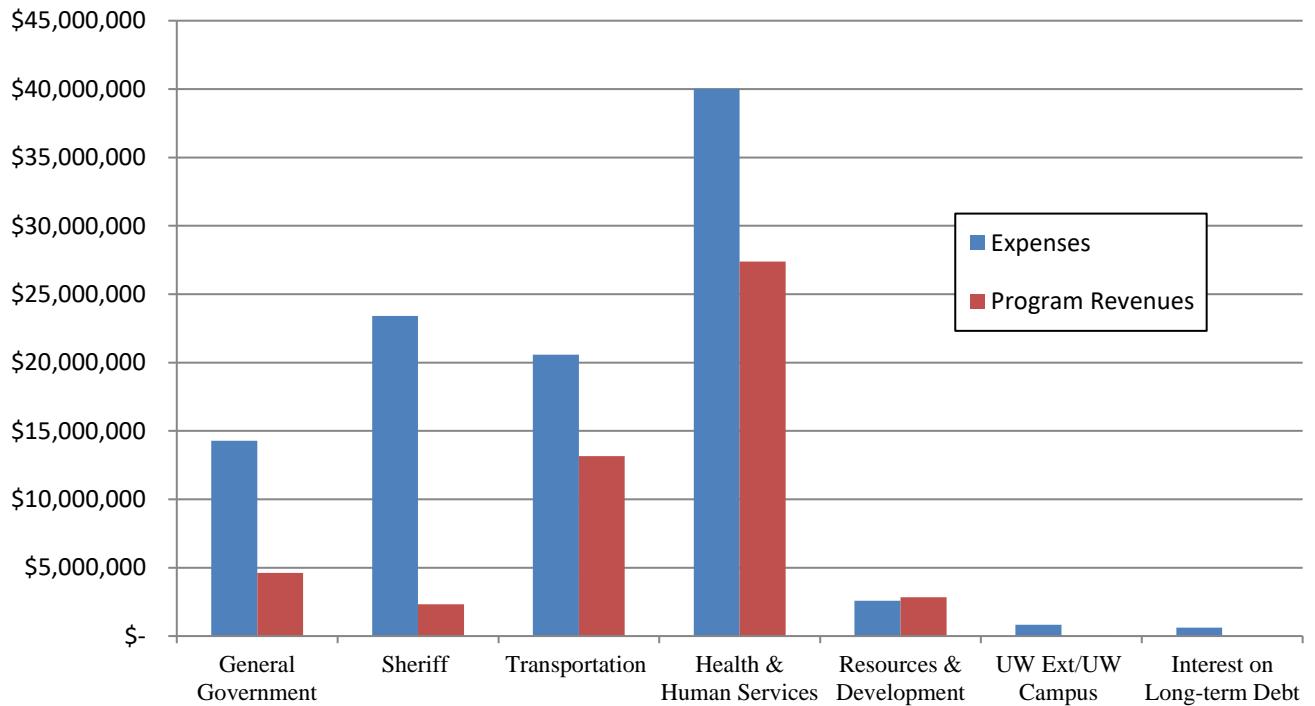
For the Years Ended December 31, 2021 and 2020
(Amounts expressed in \$1,000)

	Governmental Activities		Business-type Activities		Total	
	2021	2020	2021	2020	2021	2020
Revenues						
Program revenues:						
Charges for services	\$ 12,842	\$ 10,197	\$ 9,443	\$ 11,002	\$ 22,285	\$ 21,199
Operating grants & contributions	35,546	36,031	2,622	2,905	38,168	38,936
Capital grants and contributions	1,926	2,065			1,926	2,065
Total program revenues	50,314	48,293	12,065	13,907	62,379	62,200
General revenues:						
Property tax	50,568	49,788	921	826	51,489	50,614
Other taxes	12,542	10,311			12,542	10,311
Nonspecific grants and contributions	3,700	3,701	49	46	3,749	3,747
Investment earnings	1,195	1,474	2		1,197	1,474
Gain on disposal of capital assets	153	367	2	3	155	370
Miscellaneous	1,324	2,198	22	27	1,346	2,225
Total general revenues	69,482	67,839	996	902	70,478	68,741
Total Revenues	119,796	116,132	13,061	14,809	132,857	130,941
Expenses:						
General government	14,511	14,486			14,511	14,486
Sheriff	23,418	24,775			23,418	24,775
Transportation	20,584	22,839			20,584	22,839
Health and Human Services	40,033	38,669			40,033	38,669
Resources and development	2,587	2,547			2,587	2,547
UW Ext/UW Campus	817	964			817	964
Interest on long-term debt	626	1,065			626	1,065
Rocky Knoll			13,448	14,606	13,448	14,606
Total Expenses	102,576	105,345	13,448	14,606	116,024	119,951
Excess(deficiency) before transfers	17,220	10,787	(387)	203	16,833	10,990
Transfers	(691)	(183)	691	183		
Change in net position	16,529	10,604	304	386	16,833	10,990
Net Position - January 1	186,596	175,992	11,138	10,752	197,734	186,744
Net Position - December 31	\$ 203,125	\$ 186,596	\$ 11,442	\$ 11,138	\$ 214,567	\$ 197,734

COUNTY OF SHEBOYGAN, WISCONSIN
Management's Discussion and Analysis
(Unaudited)
December 31, 2021

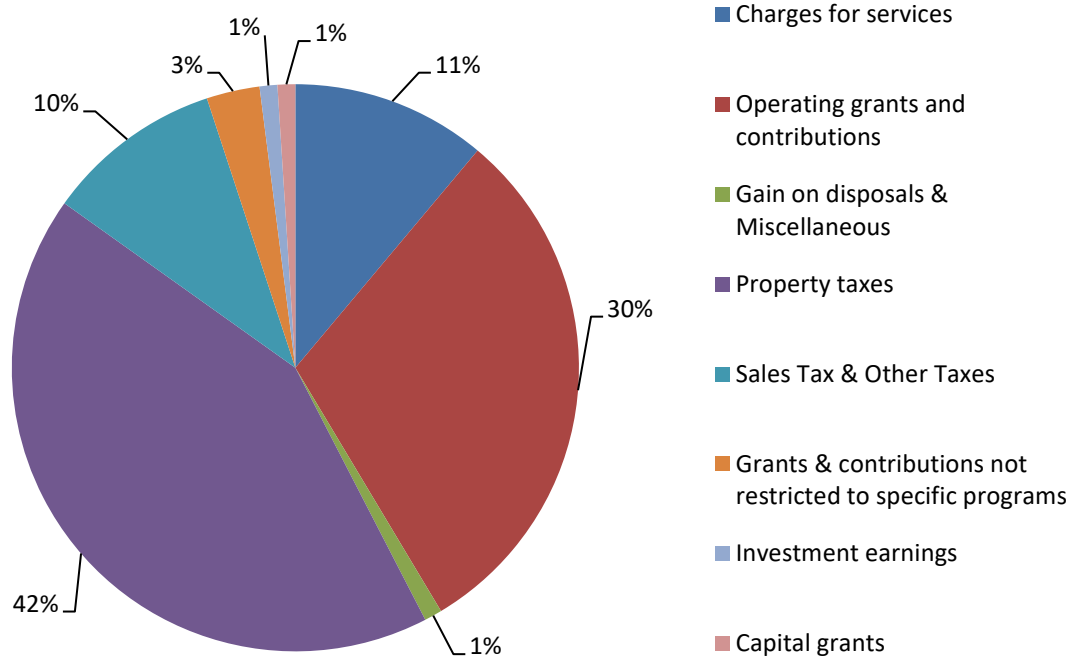
Governmental activities: Governmental activities increased the County's net position by \$16,529,789. Influencing factors to net position by the governmental activities were:

- Projects not completed in 2021 that will carry over to 2022 resulted in less expenses of \$447,600.
- Health and Human Services had a successful response to the pandemic and reported excess revenues over expenses of \$1,697,744. Even while Public Health expenses increased by about \$457,000 along with increased expenses for Community Programs by \$2,220,000.
- The Transportation fund experienced an increase in revenues resulting in an increase in fund balance of \$3,894,595, which also increased net position.



COUNTY OF SHEBOYGAN, WISCONSIN
Management's Discussion and Analysis
(Unaudited)
December 31, 2021

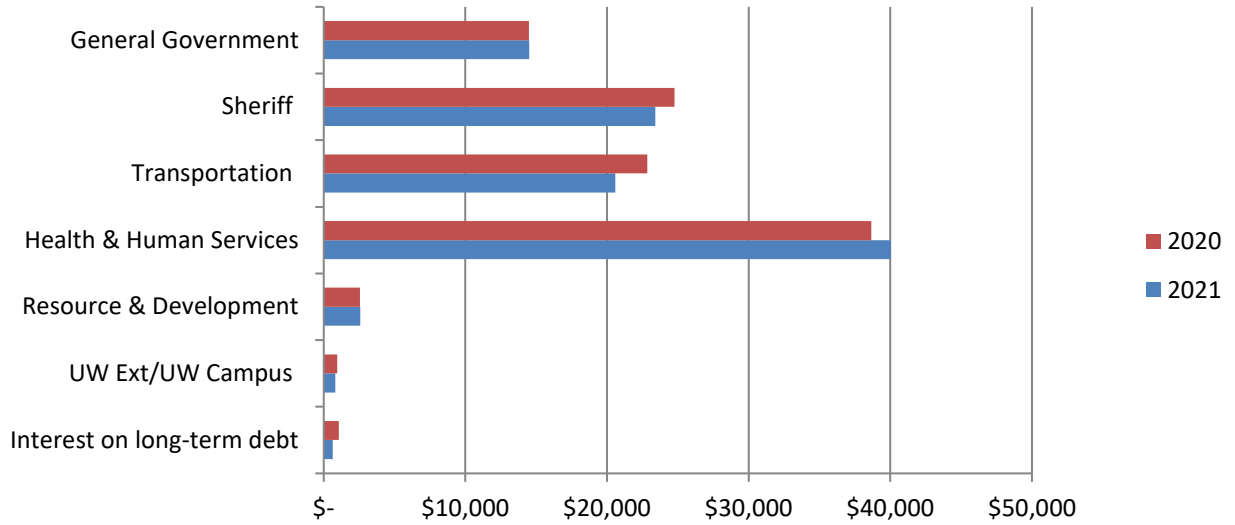
Revenues by Source - Governmental Activities



Governmental Activities compared to 2020 are showing a decrease in net expenses of \$4,790,000. Sheriff decreased net expenses by \$1,244,000 but continues to be challenged with overtime in the correction facilities and inmate populations. Transportation showed decreased net expenses of \$2,725,000.

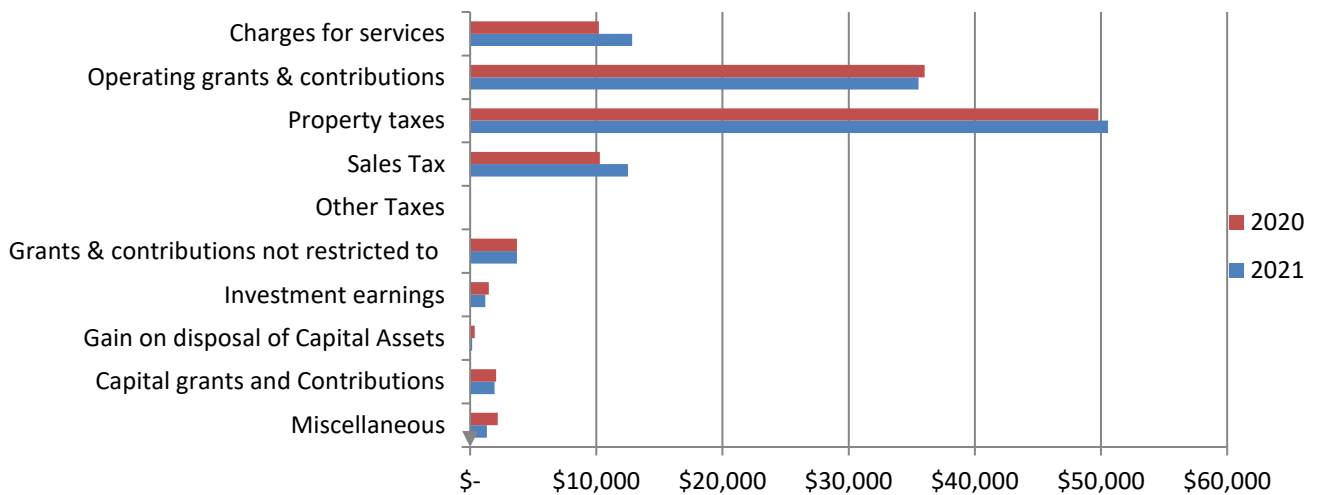
COUNTY OF SHEBOYGAN, WISCONSIN
Management's Discussion and Analysis
(Unaudited)
December 31, 2021

Governmental Activities Functional Expenses for Years 2021 and 2020
(Shown in Thousands of Dollars)



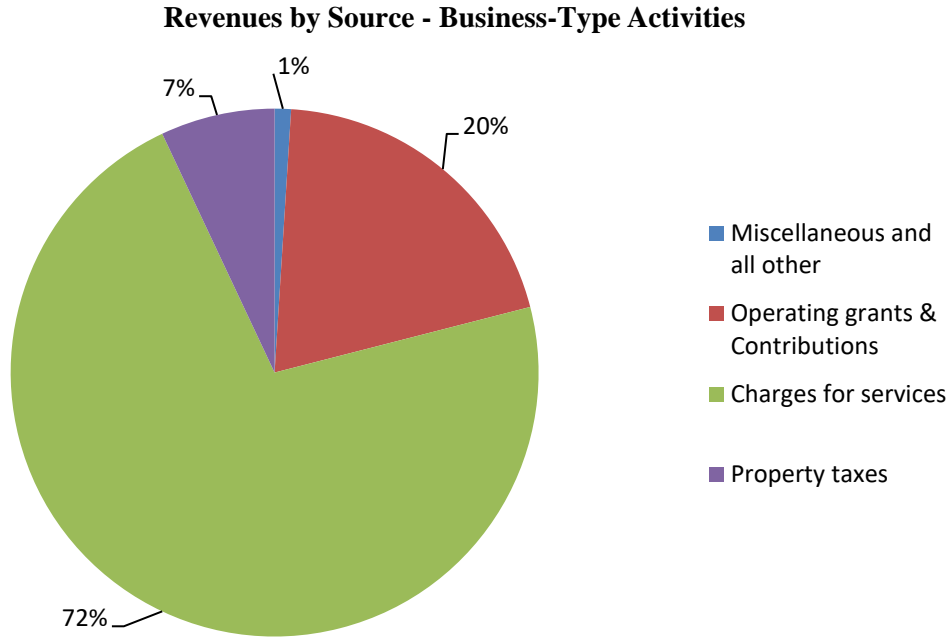
For the Governmental Activities between the 2020 and 2021 fiscal cycle, Health & Human Services increased by \$1,364,000, which reflects increased costs related to the response to the pandemic.

Governmental Activities Revenues by Source for Years 2021 and 2020
(Shown in Thousands of Dollars)



COUNTY OF SHEBOYGAN, WISCONSIN
Management's Discussion and Analysis
(Unaudited)
December 31, 2021

Business-type Activities: Rocky Knoll Health Care Center increased Sheboygan County's net position by \$303,842. The Rocky Knoll Health Care Center has maintained an overall Five-Star Rating recognized by the Center for Medicare and Medicaid Services. Rocky Knoll has been successful in their pandemic response completing our Infection Control Focused audits in 2021 resulting in no substandard care deficiencies.



Financial Analysis of Sheboygan County's Funds

As noted earlier, the County uses fund accounting to ensure and demonstrate compliance with finance-related legal requirements.

Governmental funds: The focus of Sheboygan County's *governmental funds* is to provide information on near-term inflows, outflows, and balances of *spendable* resources. Such information is useful in assessing the County's financing requirements. In particular, *assigned and unassigned fund balance* may serve as a useful measure of the County's net resources available for spending at the end of the fiscal year.

As of December 31, 2021, the County's governmental funds reported combined ending fund balances of \$42,909,148. The net change in fund balances per the statement of revenues, expenditures, and changes in fund balances is \$5,463,754. Of the combined ending fund balances, \$30,948,021 or 72% constitutes *assigned and unassigned fund balance* that is available for spending at the County's discretion. The remainder of fund balance is nonspendable, restricted, or committed to indicate that it is not available for new spending because it has already been committed for the following: 1) delinquent property taxes (\$762,123), 2) prepayments that benefit periods beyond the end of the current year (\$154,417), 3) various

COUNTY OF SHEBOYGAN, WISCONSIN
Management's Discussion and Analysis
(Unaudited)
December 31, 2021

individual fund commitments approved by the County Board (\$10,085,757), and 4) restricted for grant or statutory provisions (\$958,830).

The General Fund is the chief operating fund of the County. At the end of the current year, assigned fund balance was \$4,356,815 and unassigned fund balance was \$25,815,724 while the total fund balance was \$32,038,094. As a measure of the general fund's liquidity, it may be useful to compare both assigned and unassigned fund balance and the total fund balance to total fund expenditures. Assigned and unassigned fund balance of \$30,172,539 represents 72% of total general fund expenditures, while total fund balance represents 76% of that same amount.

During the current year the County's General Fund balance increased by \$3,857,529. Per Fund Balance Policy approved by the Finance Committee, \$1,766,417 was the year-end transfer of fund balance from the Health & Human Services. For a more detailed analysis of budgetary variances, please refer to the "General Fund Budgetary Highlights" discussion below.

Health and Human Services fund revenues exceed expenditures by \$1,697,744 due mainly to receipt of intergovernmental revenue and Public Health's response to the pandemic.

The Debt Service fund has a fund balance of \$269,201 an increase of \$21,886 over the prior year.

The Capital Projects fund has a fund balance of \$(244,822) a decrease of \$2,368,460 due to the bonding for 2021 projects not occurring until 2022. This deficit will be replenished by the bonding that occurred in 2022.

The Transportation Capital Projects fund has a fund balance of \$9,826,371. This is an increase of \$3,894,595 over the prior year due to the uncertainty of the sales tax revenue during 2021 leading to recommitting Transportation Department resources otherwise dedicated to maintaining County roads. The Transportation Capital Projects fund was established by County Ordinance, and is used to record sales tax revenues for the purpose of repairing and reconstructing the County's transportation infrastructure.

Proprietary funds: Sheboygan County's proprietary funds provide the same type of information found in the County's government-wide financial statements but in more detail.

The Rocky Knoll Health Care Center is the only Enterprise Fund of the County. Rocky Knoll had an increase in net position of \$330,431 compared to an increase of \$568,274 experienced in 2020. This decrease from the prior year is due to lower census, COVID-19 has caused a significant decline in short and long-term referrals. This increase in net position is mainly due to the receipt of a Certified Public Expenditure (CPE) from the State of Wisconsin in the amount of \$580,830. This reimbursement occurs when the Federal Medicaid funds received by the State for Direct Care Medicaid losses are higher than what the State of Wisconsin had budgeted for allocation. This increase in net position is also due to the contribution for the capitalization of elevator and network upgrades, \$107,797.

The Internal Service Funds is comprised of the County's Employee Insurances, Information Technology Services and the Highway Department. For 2021, the Internal Service funds increased net position by \$2,457,564 compared to a decrease of \$13,700 experienced in 2020.

COUNTY OF SHEBOYGAN, WISCONSIN
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(Unaudited)
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General Fund Budgetary Highlights

Difference between the original budget and the final amended budget for expenditures was a \$822,208 increase in appropriations or a 1.98% increase over the original budget.

During the year, actual expenditures were \$513,471 under budget, a relatively even year of operations. Sheriff did experience a negative variance to budget of 468,000 which is a result of Correction Officer vacancies which lead to more overtime. Also effecting this negative variance is the inmate population. A negative variance to budget of \$109,000 was also experienced in Resource and Development which was more than planned highway labor for marsh bog removal and ash tree removal. These negative variances were offset by the Building Services positive variance of \$390,000 that resulted from delays in internal repairs and maintenance and structural projects, a positive variance of \$155,000 at the Airport from the delay in purchasing of capital outlay equipment, and a positive variance of over \$379,000 in Clerk of Courts, District Attorney, Finance, and Human Resources due to position vacancies. Both structural projects and capital outlay equipment have been approved to be carried forward for completion in 2022.

Capital Asset and Debt Administration

Capital assets: Sheboygan County's investment in capital assets for its governmental and business-type activities as of December 31, 2021 was \$176,174,114 (net of accumulated depreciation). This investment in capital assets includes land, buildings, improvements, machinery and equipment, infrastructure (highways and bridges), and construction in progress.

Major capital asset investment during the current year included the following:

- Highway construction projects, at a cost of \$5,728,605.
- Building and other improvements, mostly Marsh Multi-purpose Building, ADRC remodel, Old Plank Road Trail, Elevator upgrades, UW-GB – Sheboygan Campus Entrance Road and Green Space, Detention Center Alternatives Expansion, projects at a cost of \$2,862,450
- Office, communication, and computer equipment projects, at a cost of \$2,117,976.
- Vehicles, mostly Sheriff's squads and Highway vehicles, at a cost of \$1,538,870.

COUNTY OF SHEBOYGAN, WISCONSIN
Management's Discussion and Analysis
(Unaudited)
December 31, 2021

Sheboygan County's Capital Assets

(Amounts Expressed in \$1,000)

	Governmental Activities		Business-Type Activities		Total	
	2021	2020	2021	2020	2021	2020
Land	\$ 16,855	\$ 17,170	\$ 32	\$ 32	\$ 16,887	\$ 17,202
Construction in progress	3,423	2,932	48		3,471	2,932
Buildings	94,224	91,823	16,169	16,164	110,393	107,987
Other improvements	14,422	13,960	701	701	15,123	14,661
Infrastructure	159,754	154,244	32	31	159,786	154,275
Machinery and equipment	25,330	24,115	5,218	4,948	30,548	29,063
Office furniture and equipment	24,402	24,183	1,179	1,186	25,581	25,369
Vehicles	16,708	16,227	141	141	16,849	16,368
Less Accumulated depreciation	(186,010)	(174,673)	(16,454)	(15,837)	(202,464)	(190,510)
Total	\$ 169,108	\$ 169,981	\$ 7,066	\$ 7,366	\$ 176,174	\$ 177,347

Additional information on Sheboygan County's capital assets can be found in Note C.5 on pages 67-68.

Long-term debt: At the end of the current fiscal year, Sheboygan County had total debt outstanding of \$23,158,000 backed by the full faith and credit of the County.

Sheboygan County's Outstanding Debt

	2021	2020
General obligation debt:		
Bonds	\$ 4,063,000	\$ 4,163,000
Notes	19,095,000	24,730,000
Total general obligation debt	\$ 23,158,000	\$ 28,893,000

State statutes limit the amount of general obligation debt the County may issue to 5% of its total equalized valuation. The current legal threshold for new debt for the County is \$553,648,941 which is significantly in excess of the County's \$23,158,000 in general obligation debt. The County's debt service fund has a fund balance of \$269,201 at December 31, 2021.

Additional information on Sheboygan County's long-term debt can be found in Note C.7 on page 70-72 of this report.

COUNTY OF SHEBOYGAN, WISCONSIN
Management's Discussion and Analysis
(Unaudited)
December 31, 2021

Economic Factors and Next Year's Budgets and Rates

The unemployment rate for December 2021 was 1.5%. This is a decrease of 2.7% from the prior year. The average unemployment rate for the State of Wisconsin was 2.8%.

The economic condition and outlook mirrors that of the state and region. The County continues to have a diversified mix of manufacturing, service industries, retailers, health services, and dairy farming. However, all of these activities reflect state and national economies and economic conditions.

In prior years, limits have been imposed on the property tax levy rates and actual levies on Wisconsin counties. The baseline for the first imposed tax rate limit is the actual 1992 tax rate adopted for the 1993 budget. The operating levy rate and the debt levy rate cannot exceed the baseline rates unless the County qualifies for one of the exceptions allowed under the statute. The statute establishes specific penalties for failure to meet the levy rate freeze requirements. Among the penalties for exceeding the limits is the reduction of state shared revenues and transportation aids. For the 2021 budget year the County was allowed to increase the levy by net new construction under the actual tax levy freeze formula. Adjustments were also allowed for debt service payments and other specific items.

With the adoption of the budget for 2022, the County's operating rate of \$4.7654 represents a \$0.1989 decrease from the prior year and conforms to the state statute requirements.

Contacting the County's Financial Management

This financial report is designed to provide a general overview of Sheboygan County's finances. Questions concerning any of the information provided in this report or request for additional financial information should be addressed to the Finance Director, County of Sheboygan, 508 New York Avenue, Sheboygan, Wisconsin, 53081.

COUNTY OF SHEBOYGAN, WISCONSIN
Statement of Net Position
December 31, 2021

	Governmental Activities	Business-Type Activities	Total
Assets			
Cash and investments	\$65,877,375	\$3,875,462	\$69,752,837
Receivables			
Taxes	50,967,422	1,004,693	51,972,115
Accounts, net	3,496,234	840,815	4,337,049
Delinquent taxes	1,367,299		1,367,299
Interest	432,298		432,298
Loans	1,544,001		1,544,001
Internal balances	785,931	(785,931)	
Due from other governments	3,547,812	808,522	4,356,334
Prepays and other items	3,478,176	36,926	3,515,102
Intangible Assets	214,239		214,239
Capital assets, nondepreciable			
Land	16,855,098	31,750	16,886,848
Construction in progress	3,422,840	48,540	3,471,380
Capital assets, depreciable			
Buildings	94,223,757	16,168,710	110,392,467
Improvements other than buildings	14,421,707	701,148	15,122,855
Infrastructure	159,754,525	32,540	159,787,065
Machinery and equipment	25,329,974	5,218,230	30,548,204
Office furniture and equipment	24,402,048	1,178,803	25,580,851
Vehicles	16,707,883	140,915	16,848,798
Less: Accumulated depreciation	(186,010,041)	(16,454,313)	(202,464,354)
Other assets			
Net pension asset	15,578,162	2,426,356	18,004,518
Total Assets	316,396,740	15,273,166	331,669,906
Deferred Outflows of Resources			
Deferred outflows related to pension	25,742,283	3,965,815	29,708,098
Other postemployment benefit related amounts	1,677,565	261,288	1,938,853
Total Deferred Outflows of Resources	27,419,848	4,227,103	31,646,951
Liabilities			
Accounts payable	4,011,345	105,562	4,116,907
Accrued compensation	4,028,114	340,603	4,368,717
Accrued and other current liabilities	887,121		887,121
Accrued interest payable	100,217		100,217
Due to other governments	1,087,020		1,087,020
Unearned revenue	11,397,560	15,430	11,412,990
Long-term obligations			
Due within one year	5,923,134	12,732	5,935,866
Due in more than one year			
Other postemployment benefits liability	3,969,482	618,263	4,587,745
Other	23,620,628	556,398	24,177,026
Total Liabilities	55,024,621	1,648,988	56,673,609
Deferred Inflows of Resources			
Property taxes levied for subsequent year	50,967,422	1,004,693	51,972,115
Deferred inflows related to pension	34,126,771	5,315,371	39,442,142
Other postemployment benefit related amounts	571,964	89,086	661,050
Total Deferred Inflows of Resources	85,666,157	6,409,150	92,075,307
Net Position			
Net investment in capital assets	145,150,914	7,066,323	152,217,237
Restricted For:			
Debt service	168,984		168,984
Land records	509,629		509,629
Jail assessment	180,000		180,000
Pension benefits	15,578,162	2,426,356	18,004,518
Unrestricted	41,538,121	1,949,452	43,487,573
Total Net Position	\$203,125,810	\$11,442,131	\$214,567,941

The notes to the basic financial statements are an integral part of this statement.

COUNTY OF SHEBOYGAN, WISCONSIN
Statement of Activities
For the Year Ended December 31, 2021

Expenses	Program Revenues			Net (Expense) Revenue and Change in Net Position		
	Charges for Services	Operating Grants and Contributions	Capital Grants and Contributions	Primary Government		
				Governmental Activities	Business-Type Activities	Total
Primary Government						
Governmental Activities:						
General Government	\$ 14,510,298	\$ 2,688,606	\$ 1,797,708	\$ 126,575	\$ (9,897,409)	\$ (9,897,409)
Sheriff	23,417,611	1,938,770	381,930		(21,096,911)	(21,096,911)
Transportation	20,583,540	304,988	12,843,036		(7,435,516)	(7,435,516)
Health and Human Services	40,033,191	7,610,159	19,780,370		(12,642,662)	(12,642,662)
Resources and Development	2,587,101	287,498	742,792	1,798,845	242,034	242,034
UW Ext/UW Campus	817,154	12,339			(804,815)	(804,815)
Interest on Long-term Debt	626,322				(626,322)	(626,322)
	102,575,217	12,842,360	35,545,836	1,925,420	(52,261,601)	(52,261,601)
Business-Type Activities:						
Rocky Knoll	13,447,860	9,442,950	2,621,760		(1,383,150)	(1,383,150)
Total Primary Government	\$ 116,023,077	\$ 22,285,310	\$ 38,167,596	\$ 1,925,420	(52,261,601)	(1,383,150)
General Revenues						
Taxes:						
Property taxes					50,567,697	921,241
Sales tax					12,505,169	
Other Taxes					36,858	
Grants and Contributions Not Restricted to Specific Functions					3,700,268	48,582
Investment Earnings					1,195,683	2,397
Gain on disposal of capital assets					152,729	1,773
Miscellaneous					1,323,762	22,223
Transfers In (Out)					(690,776)	690,776
Total general revenues and transfers					68,791,390	1,686,992
Change in net position					16,529,789	303,842
Net Position - January 1					186,596,021	11,138,289
Net Position - December 31					\$203,125,810	\$11,442,131
						\$214,567,941

The notes to the basic financial statements are an integral part of this statement.

COUNTY OF SHEBOYGAN, WISCONSIN
Balance Sheet
Governmental Funds
December 31, 2021

	General	Public Health and Human Services	Debt Service	Capital Projects	Transportation	Other Governmental Fund	Total Governmental Funds
Assets							
Cash and investments	\$ 47,624,990		\$ 269,201		\$ 7,861,673	\$ 426,459	\$ 56,182,323
Receivables							
Taxes	29,852,247	14,612,218	5,001,945				49,466,410
Accounts, net	397,542	1,088,480			1,964,698		3,450,720
Delinquent taxes	1,367,299						1,367,299
Interest	432,298						432,298
Loans	852,477					691,524	1,544,001
Due from other funds	399,275						399,275
Due from other governments	708,578	1,805,090					2,513,668
Prepays and other items	154,417						154,417
Total Assets	\$ 81,789,123	\$ 17,505,788	\$ 5,271,146	\$ -	\$ 9,826,371	\$ 1,117,983	\$ 115,510,411
Liabilities, Deferred Inflows of Resources and Fund Balances							
Liabilities							
Accounts payable	\$ 3,126,749	\$ 750,884		\$ 113,519			\$ 3,991,152
Accrued compensation	3,939,913						3,939,913
Accrued and other current liabilities	144,818	2,007					146,825
Due to other funds		267,972		131,303			399,275
Due to other governments	54,067	1,032,953					1,087,020
Unearned revenue	11,151,651	245,909					11,397,560
Total Liabilities	18,417,198	2,299,725		244,822			20,961,745
Deferred Inflows of Resources							
Property taxes levied for subsequent year	29,852,247	14,612,218	5,001,945				49,466,410
County portion of delinquent taxes	629,107						629,107
Loans receivable	852,477					691,524	1,544,001
Total Deferred Inflows of Resources	31,333,831	14,612,218	5,001,945			691,524	51,639,518
Fund Balances							
Nonspendable	916,540						916,540
Restricted	689,629		269,201				958,830
Committed	259,386				9,826,371		10,085,757
Assigned	4,356,815	593,845				426,459	5,377,119
Unassigned	25,815,724			(244,822)			25,570,902
Total Fund Balances	32,038,094	593,845	269,201	(244,822)	9,826,371	426,459	42,909,148
Total Liabilities, Deferred Inflows of Resources and Fund Balances	\$ 81,789,123	\$ 17,505,788	\$ 5,271,146	\$ -	\$ 9,826,371	\$ 1,117,983	\$ 115,510,411

The notes to the basic financial statements are an integral part of this statement.

COUNTY OF SHEBOYGAN, WISCONSIN
Balance Sheet (Continued)
Governmental Funds
December 31, 2021

Reconciliation to the Statement of Net Position

Total Fund Balances as shown on the previous page \$ 42,909,148

Amounts reported for governmental activities in the statement of net position are different because:

Capital assets used in governmental activities are not financial resources and therefore are not reported in the funds 130,582,444

Other assets are not available to pay for current-period expenditures and therefore are deferred in the funds

Delinquent taxes	629,107	
Loans receivable	1,544,001	2,173,108

The County's intangible assets are not an available financial resource and therefore are not reported in the funds 214,239

The County's proportionate share of the Wisconsin Retirement System pension plan is not an available financial resource; therefore, it is not reported in the fund financial statements

Net pension asset	15,578,162	
Deferred outflows of resources	25,742,283	
Deferred inflows of resources	(34,126,771)	7,193,674

The County's proportionate share of the Local Retiree Life Insurance Fund OPEB plan is not an available financial resource; therefore, it is not reported in the fund financial statements

Deferred outflows of resources	1,677,565	
Net OPEB liability	(3,969,482)	
Deferred inflows of resources	(571,964)	(2,863,881)

Some liabilities, including bonds and notes payable, are not due and payable in the current period and therefore are not reported in the funds

Bonds and notes payable	\$ (23,158,000)	
Compensated absences	(4,890,304)	
Bond premiums	(685,357)	
Accrued interest on long-term obligations	(100,217)	(28,833,878)

Receivable or (payable) to a business-type activity due to the lookback adjustment and consolidation of internal service funds 785,931

Internal service fund activities included in governmental activities 50,965,025

Net Position of Governmental Activities as Reported on the Statement of Net Position (see page 27)	\$ 203,125,810

The notes to the basic financial statements are an integral part of the statement.

COUNTY OF SHEBOYGAN, WISCONSIN
Statement of Revenues, Expenditures, and Changes in Fund Balances
Governmental Funds
For the Year Ended December 31, 2021

	General	Public Health and Human Services	Debt Service	Capital Projects	Transportation	Other Governmental Funds	Total Governmental Funds
Revenues							
Property taxes	\$ 28,576,386	\$ 14,398,127	\$ 5,405,086				\$ 48,379,599
Other taxes	36,859				12,505,169		12,542,028
Intergovernmental	6,292,220	19,767,370		232,603			26,292,193
Licenses and permits	435,303	415,187					850,490
Fines, forfeits and penalties	352,653						352,653
Public charges for services	4,650,265	7,194,972					11,845,237
Miscellaneous	3,810,064	91,872		2,847		83,065	3,987,848
Total Revenues	44,153,750	41,867,528	5,405,086	235,450	12,505,169	83,065	104,250,048
Expenditures							
Current:							
General government	14,590,285					35	14,590,320
Sheriff	22,866,444					18,671	22,885,115
Transportation	612,770				7,132,159		7,744,929
Health and human services	318,242	40,169,784					40,488,026
Resources and development	2,430,039						2,430,039
UW Ext/UW Campus	488,933						488,933
Debt Service:							
Principal			5,735,000				5,735,000
Interest and other charges	75		648,200				648,275
Capital Outlay	596,081			2,539,919			3,136,000
Total Expenditures	41,902,869	40,169,784	6,383,200	2,539,919	7,132,159	18,706	98,146,637
Excess (deficiency) of revenues over expenditures	2,250,881	1,697,744	(978,114)	(2,304,469)	5,373,010	64,359	6,103,411
Other Financing Sources (Uses)							
Proceeds from the disposal of capital assets	555,112						555,112
Transfers in	1,766,417	62,518	1,000,000	93,494			2,922,429
Transfers out	(714,881)	(1,766,417)		(157,485)	(1,478,415)		(4,117,198)
Total Other Financing Sources (Uses)	1,606,648	(1,703,899)	1,000,000	(63,991)	(1,478,415)		(639,657)
Net change in fund balances	3,857,529	(6,155)	21,886	(2,368,460)	3,894,595	64,359	5,463,754
Fund balances, January 1, as originally reported	24,357,516	600,000	247,315	2,123,638	5,931,776	362,100	33,622,345
Prior Period Adjustment	3,823,049						3,823,049
Fund balances, January 1, as restated	28,180,565	600,000	247,315	2,123,638	5,931,776	362,100	37,445,394
Fund balances, December 31	\$ 32,038,094	\$ 593,845	\$ 269,201	\$ (244,822)	\$ 9,826,371	\$ 426,459	\$ 42,909,148

The notes to the basic financial statements are an integral part of this statement.

COUNTY OF SHEBOYGAN, WISCONSIN
Statement of Revenues, Expenditures and Changes in Fund Balances (Continued)
Governmental Funds
For the Year Ended December 31, 2021

Reconciliation to the Statement of Activities

Net Change in Fund Balances as show on previous page \$ 5,463,754

Amounts reported for governmental activities in the statement of activities 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 and reported as depreciation expense

Capital assets reported as capital outlay in the governmental fund statements	\$ 10,562,026	
Depreciation expense reported in the statement of activities	<u>(10,360,442)</u>	
Amount by which capital outlays are greater than depreciation in current period		201,584

In governmental funds the entire proceeds, if any, from the disposal of capital assets is reported as an other financing source because they increase the financial resources. In the statement of activities, only the gain (or loss) on the sale of capital assets is reported. (1,095,162)

Governmental funds report delinquent taxes and special assessments as revenue in the year paid. However, delinquent taxes and special assessments are recognized as revenue in the year assessed on the statement of activities. Change in delinquent taxes and special assessments in the current year is: (142,126)

Changes in the net pension liability (asset) and related deferred inflows and outflows of resources as a result of employer contributions, changes in assumptions and proportionate share and the difference between the expected and actual experience of the pension plan. 4,584,454

Changes in the net OPEB liability (asset) and related deferred inflows and outflows of resources as a result of employer contributions, changes in assumptions and proportionate share and the difference between the expected and actual experience of the life insurance plan. (471,525)

Repayment of principal on long-term debt is reported in the governmental funds as expenditure, but is reported as a reduction in long-term debt in the statement of net position and does not affect the statement of activities. The amount of long-term debt principal payments in the current year is:

General obligation and notes payable retired		5,735,000
----------------------------------------------	--	-----------

Some expenses reported in the governmental funds required the use of current financial resources and, therefore, were reported as expenditures in governmental funds. However, the amounts were not included as expenses in the statement of activities since they were expensed in prior years. In addition, some expenses reported in the statement of activities do not require the use of current financial resources and, therefore, are not reported as expenditures in the governmental funds.

Loan repayment/issuance	(325,038)	
Compensated absences	313,147	
Accrued interest	21,878	
Acquisition of intangible assets	214,239	
Amortization of bond premiums	<u>165,714</u>	389,940

Internal service funds are used by management to charge the costs of certain activities, such as insurance and telecommunications, to certain funds. The net revenue of the internal service funds is reported with governmental activities. 2,053,918

Additional (loss) revenue due to internal service fund look-back adjustments must be recognized in the government-wide statements. (190,048)

Change in Net Position of Governmental Activities as reported in the Statement of Activities (see page 28) \$ 16,529,789

The notes to the basic financial statements are an integral part of this statement.

COUNTY OF SHEBOYGAN, WI
Statement of Revenues, Expenditures and Changes in Fund Balance
Budget and Actual
General Fund
For the Year Ended December 31, 2021

	Budgeted Amounts		Actual	Variance With Final Budget Positive (Negative)
	Original	Final		
REVENUES				
Taxes				
Property taxes	\$ 28,474,133	\$ 28,484,183	\$ 28,576,386	\$ 92,203
Other taxes	20,162	20,162	36,859	16,697
	<u>28,494,295</u>	<u>28,504,345</u>	<u>28,613,245</u>	<u>108,900</u>
Intergovernmental				
General Government	4,513,847	4,527,647	5,141,904	614,257
Sheriff	110,070	185,070	381,930	196,860
Health & Human Services	13,000	13,000	13,000	
Resources and Development	582,320	646,194	742,792	96,598
	<u>5,219,237</u>	<u>5,384,504</u>	<u>6,292,220</u>	<u>907,716</u>
Licenses and permits				
General Government	115,450	115,450	92,469	(22,981)
Resources and Development	288,100	288,100	342,834	54,734
	<u>403,550</u>	<u>403,550</u>	<u>435,303</u>	<u>31,753</u>
Fines, Forfeits and Penalties				
General Government	323,000	323,000	347,760	24,760
Sheriff			695	695
Resources and Development	3,000	3,000	4,198	1,198
	<u>326,000</u>	<u>326,000</u>	<u>352,653</u>	<u>26,653</u>
Public Charges for Services				
General Government	1,647,661	1,647,661	2,221,943	574,282
Sheriff	1,788,264	1,788,264	1,936,875	148,611
Transportation	281,833	302,767	273,668	(29,099)
Resources and Development	114,850	114,850	205,440	90,590
UW Ext/UW Campus	22,150	22,150	12,339	(9,811)
	<u>3,854,758</u>	<u>3,875,692</u>	<u>4,650,265</u>	<u>774,573</u>
Miscellaneous				
General Government	3,211,546	3,201,496	3,139,525	(61,971)
Sheriff	357,452	358,452	434,658	76,206
Transportation	7,500	164,154	124,430	(39,724)
Public Health and Human Services			5,163	5,163
Resources and Development	43,449	43,449	94,168	50,719
UW Ext/UW Campus	12,435	12,435	12,120	(315)
	<u>3,632,382</u>	<u>3,779,986</u>	<u>3,810,064</u>	<u>30,078</u>
Total Revenues	<u>41,930,222</u>	<u>42,274,077</u>	<u>44,153,750</u>	<u>1,879,673</u>
EXPENDITURES				
General Government				
Treasurer				
Wages and benefits	420,114	422,317	418,770	3,547
Operating expenses	120,669	120,669	110,093	10,576
Interdepartmental charges	190,284	190,284	179,394	10,890
Capital outlay	18,000	18,000	25,118	(7,118)
	<u>749,067</u>	<u>751,270</u>	<u>733,375</u>	<u>17,895</u>
Register of Deeds				
Wages and benefits	395,189	410,142	390,457	19,685
Operating expenses	109,101	121,101	118,482	2,619
Interdepartmental charges	184,060	184,060	177,868	6,192
	<u>688,350</u>	<u>715,303</u>	<u>686,807</u>	<u>28,496</u>

COUNTY OF SHEBOYGAN, WI
Statement of Revenues, Expenditures and Changes in Fund Balance
Budget and Actual
General Fund
For the Year Ended December 31, 2021

	Budgeted Amounts		Actual	Variance With Final Budget Positive (Negative)
	Original	Final		
Finance				
Wages and benefits	1,452,569	1,388,389	1,317,161	71,228
Operating expenses	54,665	54,665	43,377	11,288
Interdepartmental charges	318,263	388,523	383,348	5,175
	<u>1,825,497</u>	<u>1,831,577</u>	<u>1,743,886</u>	<u>87,691</u>
Medical Examiner				
Wages and benefits	126,816	127,466	135,188	(7,722)
Operating expenses	78,004	78,004	84,769	(6,765)
Interdepartmental charges	26,824	26,824	26,920	(96)
	<u>231,644</u>	<u>232,294</u>	<u>246,877</u>	<u>(14,583)</u>
County Board				
Wages and benefits	145,442	145,442	138,918	6,524
Operating expenses	43,232	51,351	51,878	(527)
Interdepartmental charges	46,078	42,927	33,315	9,612
	<u>234,752</u>	<u>239,720</u>	<u>224,111</u>	<u>15,609</u>
Court Commissioner				
Wages and benefits	262,505	263,183	262,663	520
Operating expenses	36,334	36,334	37,429	(1,095)
Interdepartmental charges	45,848	45,848	44,887	961
	<u>344,687</u>	<u>345,365</u>	<u>344,979</u>	<u>386</u>
Clerk of Courts				
Wages and benefits	1,370,619	1,389,453	1,301,662	87,791
Operating expenses	804,014	827,676	891,319	(63,643)
Interdepartmental charges	600,231	600,231	495,628	104,603
	<u>2,774,864</u>	<u>2,817,360</u>	<u>2,688,609</u>	<u>128,751</u>
District Attorney				
Wages and benefits	737,616	741,414	729,613	11,801
Operating expenses	49,093	54,199	51,366	2,833
Interdepartmental charges	235,936	235,936	197,020	38,916
	<u>1,022,645</u>	<u>1,031,549</u>	<u>977,999</u>	<u>53,550</u>
County Clerk				
Wages and benefits	186,425	187,448	187,505	(57)
Operating expenses	90,110	103,910	96,309	7,601
Interdepartmental charges	95,180	95,180	101,027	(5,847)
	<u>371,715</u>	<u>386,538</u>	<u>384,841</u>	<u>1,697</u>
Building Services				
Wages and benefits	1,558,770	1,568,464	1,535,617	32,847
Operating expenses	1,222,871	1,322,096	1,071,114	250,982
Interdepartmental charges	603,944	603,944	584,661	19,283
Capital outlay	160,850	160,850	73,624	87,226
	<u>3,546,435</u>	<u>3,655,354</u>	<u>3,265,016</u>	<u>390,338</u>
Human Resources				
Wages and benefits	439,944	441,273	414,188	27,085
Operating expenses	167,377	167,377	90,785	76,592
Interdepartmental charges	114,275	114,275	109,114	5,161
	<u>721,596</u>	<u>722,925</u>	<u>614,087</u>	<u>108,838</u>
Non-Departmental				
Operating expenses	1,930,999	1,939,347	1,938,260	1,087
Interdepartmental charges	2,729	2,729	3,186	(457)
Interest and other charges	1,000	1,000	75	925
	<u>1,934,728</u>	<u>1,943,076</u>	<u>1,941,521</u>	<u>1,555</u>

COUNTY OF SHEBOYGAN, WI
Statement of Revenues, Expenditures and Changes in Fund Balance
Budget and Actual
General Fund
For the Year Ended December 31, 2021

	Budgeted Amounts		Actual	Variance With Final Budget Positive (Negative)
	Original	Final		
Corporation Counsel				
Wages and benefits	82,253	82,578	83,722	(1,144)
Operating expenses	393,117	393,117	393,748	(631)
Interdepartmental charges	25,501	25,501	1,675	23,826
	<u>500,871</u>	<u>501,196</u>	<u>479,145</u>	<u>22,051</u>
County Administrator				
Wages and benefits	301,556	302,539	304,967	(2,428)
Operating expenses	8,866	9,041	9,371	(330)
Interdepartmental charges	55,283	55,283	43,511	11,772
	<u>365,705</u>	<u>366,863</u>	<u>357,849</u>	<u>9,014</u>
Total General Government	<u>15,312,556</u>	<u>15,540,390</u>	<u>14,689,102</u>	<u>851,288</u>
Sheriff				
Sheriff				
Wages and benefits	14,481,499	14,590,187	14,969,100	(378,913)
Operating expenses	3,709,000	3,734,318	4,103,790	(369,472)
Interdepartmental charges	4,066,358	4,066,358	3,793,554	272,804
Capital outlay	359,127	359,127	351,304	7,823
Total Sheriff	<u>22,615,984</u>	<u>22,749,990</u>	<u>23,217,748</u>	<u>(467,758)</u>
Transportation				
Airport				
Wages and benefits	221,514	222,653	233,914	(11,261)
Operating expenses	181,166	365,942	272,186	93,756
Interdepartmental charges	97,678	120,637	106,670	13,967
Capital outlay		153,574	94,997	58,577
Total Transportation	<u>500,358</u>	<u>862,806</u>	<u>707,767</u>	<u>155,039</u>
Health and Human Services				
Veterans Services				
Wages and benefits	190,871	191,851	192,724	(873)
Operating expenses	19,428	19,428	15,866	3,562
Interdepartmental charges	93,645	93,645	93,472	173
	<u>303,944</u>	<u>304,924</u>	<u>302,062</u>	<u>2,862</u>
Veterans Commission				
Wages and benefits	2,148	2,148		2,148
Operating expenses	18,041	23,841	15,576	8,265
Interdepartmental charges	608	608	604	4
	<u>20,797</u>	<u>26,597</u>	<u>16,180</u>	<u>10,417</u>
Total Health and Human Services	<u>324,741</u>	<u>331,521</u>	<u>318,242</u>	<u>13,279</u>
Resources and Development				
Planning and Conservation				
Wages and benefits	871,442	929,952	922,214	7,738
Operating expenses	978,620	985,475	1,046,108	(60,633)
Interdepartmental charges	355,787	381,210	461,717	(80,507)
Capital outlay	75,000	75,000	51,038	23,962
Total Resources and Development	<u>2,280,849</u>	<u>2,371,637</u>	<u>2,481,077</u>	<u>(109,440)</u>

COUNTY OF SHEBOYGAN, WI
Statement of Revenues, Expenditures and Changes in Fund Balance
Budget and Actual
General Fund
For the Year Ended December 31, 2021

	Budgeted Amounts		Actual	Variance With Final Budget Positive (Negative)
	Original	Final		
UW Ext/UW Campus				
U.W. Green Bay - Sheboygan Campus				
Operating expenses	82,789	82,789	78,993	3,796
Interdepartmental charges	28,820	28,820	30,136	(1,316)
	<u>111,609</u>	<u>111,609</u>	<u>109,129</u>	<u>2,480</u>
U.W. Extension				
Wages and benefits	97,043	97,395	83,318	14,077
Operating expenses	278,307	278,307	234,751	43,556
Interdepartmental charges	72,685	72,685	61,735	10,950
	<u>448,035</u>	<u>448,387</u>	<u>379,804</u>	<u>68,583</u>
Total UW Ext/UW Campus	<u>559,644</u>	<u>559,996</u>	<u>488,933</u>	<u>71,063</u>
Total Expenditures	41,594,132	42,416,340	41,902,869	513,471
Excess (deficiency) of revenues over expenditures	<u>336,090</u>	<u>(142,263)</u>	<u>2,250,881</u>	<u>2,393,144</u>
Other financing sources (uses)				
Proceeds from the disposal of capital assets			555,112	555,112
Transfers in	198,673	298,764	1,766,417	1,467,653
Transfers out	(224,616)	(455,908)	(714,881)	(258,973)
Total other financing sources (uses)	<u>(25,943)</u>	<u>(157,144)</u>	<u>1,606,648</u>	<u>1,763,792</u>
Net change in fund balance	310,147	(299,407)	3,857,529	4,156,936
Fund balance, January 1, as originally reported	24,357,516	24,357,516	24,357,516	
Prior Period Adjustment	3,823,049	3,823,049	3,823,049	
Fund balance, January 1, as restated	<u>28,180,565</u>	<u>28,180,565</u>	<u>28,180,565</u>	
Fund balance, December 31	<u>\$ 28,490,712</u>	<u>\$ 27,881,158</u>	<u>\$ 32,038,094</u>	<u>\$ 4,156,936</u>

The notes to the basic financial statements are an integral part of this statement.

COUNTY OF SHEBOYGAN, WI
Statement of Revenues, Expenditures and Changes in Fund Balance
Budget and Actual
Public Health and Human Services
For the Year Ended December 31, 2021

	Budgeted Amounts		Actual	Variance With Final Budget Positive (Negative)
	Original	Final		
REVENUES				
Property taxes	\$ 14,398,127	\$ 14,398,127	\$ 14,398,127	\$
Intergovernmental	16,770,381	18,761,444	19,767,370	1,005,926
Licenses and permits	438,482	438,482	415,187	(23,295)
Public charges for services	7,299,561	7,299,561	7,194,972	(104,589)
Miscellaneous	181,150	181,150	91,872	(89,278)
Total Revenues	39,087,701	41,078,764	41,867,528	788,764
EXPENDITURES				
Community Programs				
Wages and benefits	4,417,551	4,439,797	4,447,590	(7,793)
Operating expenses	12,243,738	12,847,715	13,073,934	(226,219)
Interdepartmental charges	2,619,702	2,621,744	2,451,245	170,499
	19,280,991	19,909,256	19,972,769	(63,513)
Elder Services				
Wages and benefits	405,289	404,946	308,137	96,809
Operating expenses	741,038	739,910	710,124	29,786
Interdepartmental charges	305,448	303,406	255,413	47,993
Capital outlay	80,000	80,000	15,397	64,603
	1,531,775	1,528,262	1,289,071	239,191
Public Health				
Wages and benefits	1,719,014	2,828,580	2,558,665	269,915
Operating expenses	98,173	251,541	364,863	(113,322)
Interdepartmental charges	1,032,343	1,212,645	1,080,118	132,527
	2,849,530	4,292,766	4,003,646	289,120
Social Services				
Wages and benefits	3,318,088	3,332,850	3,330,406	2,444
Operating expenses	5,963,242	6,094,565	5,782,034	312,531
Interdepartmental charges	1,985,242	1,985,242	1,977,941	7,301
	11,266,572	11,412,657	11,090,381	322,276
Economic Support				
Wages and benefits	2,333,837	2,275,435	2,193,371	82,064
Operating expenses	295,607	290,958	277,018	13,940
Interdepartmental charges	1,541,978	1,514,182	1,322,834	191,348
	4,171,422	4,080,575	3,793,223	287,352
Administration				
Wages and benefits	1,530,240	1,535,328	1,415,632	119,696
Operating expenses	197,776	223,045	184,497	38,548
Interdepartmental charges	(1,740,605)	(1,740,605)	(1,579,435)	(161,170)
	(12,589)	17,768	20,694	(2,926)
Total Expenditures	39,087,701	41,241,284	40,169,784	1,071,500
Excess (deficiency) of revenues over expenditures		(162,520)	1,697,744	1,860,264
Other financing sources (uses)				
Transfers in		62,520	62,518	(2)
Transfers out			(1,766,417)	(1,766,417)
Net change in fund balance			(6,155)	(6,155)
Fund balance, January 1	600,000	600,000	600,000	
Fund balance, December 31	\$ 600,000	\$ 600,000	\$ 593,845	\$ (6,155)

The notes to the basic financial statements are an integral part of this statement.

COUNTY OF SHEBOYGAN, WISCONSIN
Statement of Net Position
Proprietary Funds
December 31, 2021

	Enterprise Fund Rocky Knoll	Governmental Activities Internal Service Funds
Assets		
Current assets		
Cash and investments	\$ 3,875,462	\$ 9,695,052
Receivables		
Taxes	1,004,693	1,501,012
Accounts (net)	840,815	45,514
Due from other governments	808,522	1,034,144
Prepays and other items	36,926	3,323,759
Total Current Assets	6,566,418	15,599,481
Noncurrent assets		
Capital assets, nondepreciable		
Land	31,750	5,653,790
Construction in progress	48,540	
Capital assets, depreciable		
Buildings	16,168,710	19,419,924
Improvements other than buildings	701,148	1,758,751
Infrastructure	32,540	715,471
Machinery and equipment	5,218,230	18,168,433
Office furniture and equipment	1,178,803	6,120,466
Vehicles	140,915	12,637,809
Less Accumulated depreciation	(16,454,313)	(25,949,297)
Other noncurrent assets		
Net pension asset	2,426,356	2,412,611
Total Noncurrent Assets	9,492,679	40,937,958
Total Assets	16,059,097	56,537,439
Deferred Outflows of Resources		
Deferred outflows related to pension	3,965,815	3,972,452
Other postemployment benefit related amounts	261,288	259,806
Total Deferred Outflows of Resources	4,227,103	4,232,258
Liabilities		
Current liabilities		
Accounts payable	105,562	20,193
Accrued and other current liabilities		740,296
Accrued compensation	340,603	88,201
Unearned revenue	15,430	
Current maturities of long-term obligations	12,732	12,173
Total Current Liabilities	474,327	860,863
Noncurrent liabilities		
Long-term obligations	556,398	797,928
Other postemployment benefits liability	618,263	614,758
Total Noncurrent Liabilities	1,174,661	1,412,686
Total Liabilities	1,648,988	2,273,549
Deferred Inflows of Resources		
Property taxes levied for subsequent year	1,004,693	1,501,012
Deferred inflows related to pension	5,315,371	5,285,260
Other postemployment benefit related amounts	89,086	88,581
Total Deferred Inflows of Resources	6,409,150	6,874,853
Net Position		
Net investment in capital assets	7,066,323	38,525,347
Restricted for		
Pension benefits	2,426,356	2,412,611
Unrestricted	2,735,383	10,683,337
Total Net Position	\$ 12,228,062	\$ 51,621,295

COUNTY OF SHEBOYGAN, WISCONSIN
Statement of Net Position (Continued)
Proprietary Funds
December 31, 2021

Reconciliation of Proprietary Fund Statement of Net Position to the Government-wide Statement of Net Position

Total Net Position as shown on the previous page \$ 12,228,062

Amounts reported for business-type activities in the government-wide statement of net position are different because:

Change in revenue or expense due to the look-back adjustment resulting from consolidation of the internal service funds (785,931)

Net Position of Business-Type Activities as Reported on the Government-wide Statement of Net Position \$ 11,442,131

The notes to the basic financial statements are an integral part of this statement.

COUNTY OF SHEBOYGAN, WISCONSIN
Statement of Revenues, Expenses, and Changes in Net Position
Proprietary Funds
For the Year Ended December 31, 2021

	Enterprise Fund Rocky Knoll	Governmental Activities - Internal Service Funds
Operating Revenues		
Charges for services	\$ 9,442,950	\$ 34,380,645
Miscellaneous operating revenue	22,223	124,633
Total Operating Revenues	9,465,173	34,505,278
Operating Expenses		
Operation and maintenance	12,781,675	36,262,900
Depreciation	639,596	2,402,944
Total Operating Expenses	13,421,271	38,665,844
Operating loss	(3,956,098)	(4,160,566)
Nonoperating revenues		
Intergovernmental revenues	2,621,760	3,522,368
Property tax appropriation	921,241	2,188,098
Investment income	2,397	
Donations	48,582	
Rental income		85,424
Gain on disposal of capital assets	1,773	83,875
Total nonoperating revenues	3,595,753	5,879,765
Income (loss) before contributions and transfers	(360,345)	1,719,199
Capital contributions - County	107,797	126,575
Transfers In	582,979	640,869
Transfers Out		(29,079)
Change in net position	330,431	2,457,564
Net Position - January 1	11,897,631	49,163,731
Net Position - December 31	\$ 12,228,062	\$ 51,621,295

COUNTY OF SHEBOYGAN, WISCONSIN
Statement of Revenues, Expenses and Changes in Net Position (Continued)
Proprietary Funds
For the Year Ended December 31, 2021

Reconciliation of Proprietary Fund Statement of Revenues, Expenses and Changes in Net Position to the Government-wide Statement of Activities

Change in Net Position as shown on previous page	\$	330,431
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Amounts reported for business-type activities in the government-wide statement of activities are different because:

Change in revenue or expenses due to the look-back adjustment resulting from consolidation of the internal service funds		(26,589)
		(26,589)

Change in Net Position of Business-Type Activities as Reported on the Government-wide Statement of Activities	\$	303,842
		303,842

The notes to the basic financial statements are an integral part of this statement.

COUNTY OF SHEBOYGAN, WISCONSIN
Statement of Cash Flows
Proprietary Funds
For the Year Ended December 31, 2021

	Enterprise Fund Rocky Knoll	Governmental Activities - Internal Service Funds
Cash flows from operating activities		
Receipts from customers and users	\$ 8,603,017	\$ 9,373,430
Receipts from interfund services provided	25,892	22,211,512
Other operating cash receipts	(152,721)	2,953,822
Payments to suppliers	(3,743,463)	(11,396,529)
Payments for wages and benefits	(7,275,970)	(23,537,880)
Payments for interfund services used	(2,407,552)	(2,519,335)
Net cash used by operating activities	<u>(4,950,797)</u>	<u>(2,914,980)</u>
Cash flows from noncapital financing activities		
Intergovernmental contracts/grants	2,621,760	3,522,368
Property tax appropriation received	921,241	2,188,098
Donations	48,582	
Rental income		85,424
Transfer in	582,979	640,869
Transfer out		(29,079)
Net cash provided by noncapital financing activities	<u>4,174,562</u>	<u>6,407,680</u>
Cash flows from capital and related financing activities		
Proceeds from sale of equipment	8,916	298,120
Purchases of capital assets	(239,134)	(2,510,822)
Net cash used by capital and related financing activities	<u>(230,218)</u>	<u>(2,212,702)</u>
Cash flows from investing activities		
Investment income	2,397	
Net cash provided by investing activities	<u>2,397</u>	
Net increase (decrease) in cash and cash equivalents	(1,004,056)	1,279,998
Cash and cash equivalents - January 1	4,879,518	8,415,054
Cash and cash equivalents - December 31	<u>\$ 3,875,462</u>	<u>\$ 9,695,052</u>

COUNTY OF SHEBOYGAN, WISCONSIN
Statement of Cash Flows (Continued)
Proprietary Funds
For the Year Ended December 31, 2021

Enterprise Fund Rocky Knoll	Governmental Activities - Internal Service Funds
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Reconciliation of operating loss to net cash used by operating activities:

Operating loss	\$ (3,956,098)	\$ (4,160,566)
Adjustments to reconcile operating loss to net cash used by operating activities:		
Depreciation (net of amortization)	639,596	2,402,944
Change in WRS pension related liabilities (assets)	(1,140,869)	(1,182,766)
Change in WRS pension related deferred outflows	(1,012,905)	(1,111,848)
Change in WRS pension related deferred inflows	1,460,739	1,597,473
Change in other post employment related liabilities (assets)	144,165	161,181
Change in other post employment related deferred outflows	(75,789)	(82,335)
Change in other post employment related deferred inflows	(5,581)	(1,988)
Changes in assets and liabilities:		
Accounts receivable	(7,342)	(6,105)
Due from other governments	(806,783)	38,787
Prepays and other items	5,380	(623,007)
Accounts payable	99,569	188,794
Accrued compensation	(15,366)	(186,837)
Accrued compensated absences	(104,654)	(10,217)
Unearned revenue	(174,859)	
Accrued insurance		61,510
Net cash used by operating activities	\$ (4,950,797)	\$ (2,914,980)

Noncash capital and financing activities

Contribution of capital assets - County	\$ 107,797	\$ 126,575
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The notes to the basic financial statements are an integral part of this statement.

COUNTY OF SHEBOYGAN, WISCONSIN
Statement of Fiduciary Net Position
Fiduciary Funds
December 31, 2021

	Custodial Funds
Assets	
Cash and Investments	\$ 3,205,872
Tax Receivable For Other Governments	108,408
Special certificates	158,320
Total Assets	3,472,600
 Liabilities	
Due to Other Governments	498,063
Total Liabilities	498,063
 Net Position	
Restricted for:	
Individuals, Organizations, and Other Governments	2,974,537
Total Net Position	\$ 2,974,537

The notes to the basic financial statements are an integral part of this statement.

COUNTY OF SHEBOYGAN, WISCONSIN
Statement of Changes in Fiduciary Net Position
Fiduciary Funds
For the year ended December 31, 2021

	Custodial Funds
Additions	
Contributions	
Individuals	\$ 4,818,115
Property Tax Collections for Other Governments	108,408
Special Certificate Collections for Other Governments	126,161
Fee collections and other items	2,060,195
Total Additions	7,112,879
Deductions	
Beneficiary Payments to Individuals	2,329,753
Payments of Property Tax to Other Governments	54,639
Payments of Special Certificates to Other Governments	110,668
Payments to Other Entities	3,620,498
Total Deductions	6,115,558
Change in Net Position	997,321
Fiduciary Net Position - January 1	1,977,216
Fiduciary Net Position - December 31	\$ 2,974,537

The notes to the basic financial statements are an integral part of this statement.

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE A - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

The basic financial statements of Sheboygan County, Wisconsin (“the County”) 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 significant accounting principles and policies utilized by the County are described below:

1. Reporting Entity

Sheboygan County is a municipal corporation governed by an elected 25 member board. In accordance with GAAP, the basic financial statements are required to include the County (the primary government) and any separate component units that have a significant operational or financial relationship with the County. The following circumstances set forth the County’s financial accountability for a legally separate organization:

- a. The County is financially accountable if it appoints a voting majority of the organization’s governing body and (1) it is able to impose its will on that organization or (2) there is a potential for the organization to provide specific financial benefits to or impose specific financial burdens on the County.
- b. The County may be financially accountable if an organization is fiscally dependent on the County regardless of whether the organization has (1) a separately elected governing board, (2) a governing board appointed by a higher level of government, or (3) a jointly appointed board.

The County has identified the following component unit that is required to be included in the basic financial statements in accordance with standards.

Sheboygan County Industrial Development and Revolving Loan Agency, Inc.

The Sheboygan County Industrial Development and Revolving Loan Agency, Inc. of the County of Sheboygan, Wisconsin was formed solely to carry out a revolving loan fund program supporting economic development for Sheboygan County and other purposes approved by the members and directors. The board of the Sheboygan County Industrial Development and Revolving Loan Agency, Inc. is appointed in the Bylaws, and consists of not more than nine members, six of which are County members. Although it is legally separate from the County, the Sheboygan County Industrial Development and Revolving Loan Agency, Inc. is reported as a blended component unit as if it were part of the primary government because its only financial transactions relate to revolving loan funds issued supporting economic development within Sheboygan County. Separate financial statements are not prepared for the Sheboygan County Industrial Development and Revolving Loan Agency, Inc.

2. Related Organization

Sheboygan County is a member of the multicounty federated library system named Monarch Library System. Funding for the Monarch Library System comes primarily from the State of Wisconsin, Sheboygan County, Ozaukee County, Dodge County and Washington County. Since the Monarch Library System is a related party organization of multiple counties and exercises substantial control of its own operations, it is not considered to be a component unit of Sheboygan County.

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE A - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

As a member of the Monarch Library System, Sheboygan County has the authority to appoint members to the Library System Board. The membership of the Library System Board is allocated among the member counties in the same proportion as the county's population is to the total population of all the member counties. Each County appoints a county board member to the Library System board. In addition, one of the members is a member of the Mead Public Library Board, the library system's resource library. The remaining Library System Board members are representatives of the member library boards and public members at large.

Payments to the Monarch Library System represent related party transactions, which are not considered to be "arm's length transactions". In 2021, payments from Sheboygan County to the Library System totaled \$1,550,860. Financial statements of the Monarch Library System can be obtained by contacting the Library System at: 4632 S. Taylor Drive, Sheboygan, WI. 53081.

3. Government-Wide and Fund Financial Statements

The government-wide financial statements (i.e., the statement of net position and the statement of activities) report information on all of the nonfiduciary activities of the County. For the most part, the effect of interfund activity has been removed from these statements. *Governmental activities*, which are primarily supported by taxes and intergovernmental revenues, are reported separately from *business-type activities*, which rely to a significant extent on fees and charges for services.

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

Separate financial statements are provided for governmental funds, proprietary funds, and fiduciary funds, even though the latter are excluded from the government-wide financial statements. Governmental funds include general, special revenue, debt service, and capital project funds. Proprietary funds include enterprise and internal service funds. Major individual governmental funds and major individual enterprise funds are reported as separate columns in the fund financial statements.

The County reports the following major governmental funds:

GENERAL FUND

This is the County's main operating fund. It accounts for all financial resources of the general government, except those accounted for in another fund.

PUBLIC HEALTH AND HUMAN SERVICES

This fund accounts for federal and state grants (other than capital grants) that are legally restricted for the nutritional, physical, social, mental, and economic needs of individual and families. Significant revenues are intergovernmental grants and public charges for services.

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE A - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

DEBT SERVICE FUND

This fund accounts for the resources accumulated and payments made for principal and interest on long-term general obligation debt of governmental funds.

CAPITAL PROJECTS FUND

This fund accounts for the financial resources used for the acquisition or construction of major capital facilities and related assets.

TRANSPORTATION FUND

This fund accounts for the financial resources used for the acquisition or construction of major transportation related capital facilities and related assets.

The County reports the following major enterprise fund:

ROCKY KNOLL HEALTH CARE CENTER

This fund accounts for the operation and maintenance of a long-term skilled care nursing facility.

The County reports the following non-major funds.

SPECIAL REVENUE FUNDS are used to account for the proceeds of specific revenue sources that are legally restricted for specific purposes. Non-major special revenue fund includes the public safety and industrial development and revolving loan agency funds.

Additionally, the County reports the following fund types:

INTERNAL SERVICE FUNDS account for insurance, information technology services, printing, and highway maintenance services provided to other departments or agencies of the County, or to other governments, on a cost reimbursement basis.

FIDUCIARY FUNDS accounts for funds held for the Clerk of Courts, Register of Deeds, taxes for other governments, inmates, and patients, in custodial funds.

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE A - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

4. Measurement Focus and Basis of Accounting

The government-wide financial statements are reported using the *economic resources measurement focus* and the *accrual basis of accounting*, as are the proprietary funds. Revenues are recorded when earned and expenses are recorded when a liability is incurred, regardless of the timing of related cashflows. Property taxes are recognized as revenues in the year for which they are levied. Grants and similar items are recognized as revenues as soon as all eligibility requirements imposed by the provider have been met.

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 with the current period or soon enough thereafter to pay liabilities of the current period. For this purpose, the County considers grant revenues to be available if they are collected within 120 days and all other revenues to be available if they are collected within 60 days of the end of the current fiscal period. Expenditures generally are recorded when a liability is incurred, as under accrual accounting. However, debt service expenditures, as well as expenditures related to compensated absences and claims and judgments, are recorded only when payment is due. Custodial funds have no measurement focus.

Property taxes, sales taxes, public charges for services, licenses and interest associated with the current period are considered susceptible to accrual and so have been recognized as revenues of the current period. Grants are recognized as revenue as soon as all eligibility requirements imposed by the provider have been met. Other revenues such as licenses and permits, fines and forfeits, and miscellaneous revenues are recognized when received in cash or when measurable and available.

As a general rule the effect of interfund activity has been eliminated from the government-wide financial statements. Exceptions to this general rule are internal services between governmental activities and business type activities. Elimination of these charges would distort the direct costs and program revenues reported for the various functions concerned.

Amounts reported as *program revenues* include 1) charges to customers or applicants for goods, services, or privileges provided, and fees and fines, 2) operating grants and contributions, and 3) capital grants and contributions. Internally dedicated resources are reported as *general revenues* rather than as program revenues. Likewise, general revenues include all taxes.

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 revenue of the County's enterprise fund is charges to customers for services. Operating expenses for enterprise funds include the cost of services, administrative expenses, and depreciation on capital assets. All revenues and expenses not meeting this definition are reported as nonoperating revenues and expenses.

When both restricted and unrestricted resources are available for use, it is the County's policy to use restricted resources first, and then unrestricted resources as they are needed.

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE A - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

5. Assets, Liabilities, Deferred Outflows/Inflows of Resources, and Net Position or Fund Balance

a. Cash and Investments

Cash and investments are combined in the financial statements. Cash deposits consist of demand and time deposits with financial institutions and are carried at cost. Investments are stated at fair value. Fair value is the price that would be received to sell an asset in an orderly transaction between market participants at the measurement date. For purposes of the statement of cash flows, all cash deposits and highly liquid investments (including restricted assets) with a maturity of three months or less from date of acquisition are considered to be cash equivalents.

b. Accounts Receivable

Accounts receivable have been shown net of allowance for uncollectible accounts of \$1,214,384.

c. Property Taxes Levied for the 2022 Budget

Property taxes are recorded in the year levied as taxes receivable and as deferred inflow of resources. They are recognized as revenue in full in the succeeding year when services financed by the levy are being provided. The General Fund makes all other funds whole for their tax levies and accounts for any deferred, uncollected, or delinquent amounts.

d. Loans Receivable

The County has established an economic development loan programs and has passed the funds to various businesses in the form of loans. The County records a loan receivable and expenditure when the loan has been made and the funds disbursed. No allowance for uncollectible accounts has been provided since it is believed that the amount of such allowance would not be material to the basic financial statements. In the government funds, the County records a deferred inflow of resources for the net amount of the receivable. As the loans are repaid, revenue is recognized. Any unspent loan proceeds are presented as restricted fund balance in the fund financial statements.

e. Interfund Receivables and Payables

During the course of operations, numerous transactions occur between individual funds for goods provided and services rendered. These receivables and payables are classified as “due from other funds” and “due to other funds” in the fund financial statements. Noncurrent portions of the interfund receivables for governmental funds are reported as “advances to other funds” and are offset by nonspendable fund balance since they do not constitute expendable available financial resources and therefore are not available for appropriation.

The amount reported on the statement of net position for internal balances represents the residual balance outstanding between the governmental activities and business-type activities.

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE A - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

f. Prepaid and Other Items

Payments made to vendors that will benefit periods beyond the end of the current fiscal year are recorded as prepaid items in both the government-wide and fund financial statements and are expensed during the periods benefited.

Other items are recorded at cost, which approximates market, using the first-in, first-out method. Other items consist of expendable supplies held for consumption. The cost is recorded as an expenditure at the time individual other items are consumed rather than when purchased.

Prepaid and other items of governmental funds in the fund financial statements are classified as nonspendable balances in the respective funds to indicate that they do not represent spendable available financial resources.

g. Intangible Asset

The County owns the Amsterdam Dunes Preservation Area (the “Dunes”) located along Lake Michigan, in the Town of Holland in Sheboygan County, Wisconsin within the Lake Michigan Coast watershed. The County intends to preserve the property, open it to the public, and create a wetland mitigation bank. Since 2015, the County has been working towards restoration, protecting, and preserving the Dune’s wetlands through a wetland mitigation bank program administered by the Wisconsin Department of Natural Resources and the U.S. Army Corps of Engineers. As a result of the establishment of the Dune’s wetland mitigation bank, the bank has created economic “credits” which are based on the ecological value associated with the wetlands. These credits can be utilized by the County or sold to developers or other third-parties whose projects may impact various ecosystems.

In December of 2021, the U.S. Army Corps of Engineers released a total of 3 wetland credits to the Dune’s wetland mitigation bank which the County has estimated as having a value of approximately \$100,000 per credit when subsequently sold. As of December, 31, 2021, the County has not yet sold any of the credits.

h. Capital Assets

Capital assets, which include property, plant, equipment, and infrastructure assets, are reported in the applicable governmental or business-type activities columns in the government-wide financial statements. Capital assets are defined by the County as assets with an initial, individual cost of \$5,000 or more except for Rocky Knoll Health Care Center, which must have a unit of cost of \$1,000 or more and an estimated useful life in excess of 1 year. Such assets are recorded at historical cost or estimated historical cost if purchased or constructed. Donated capital assets are recorded at estimated acquisition value at the date of donation. The costs of normal maintenance and repairs that do not add to the value of the asset or materially extend asset lives are not capitalized.

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE A - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

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

Buildings	25 – 40 years
Improvements other than buildings	15 years
Infrastructure	15 – 50 years
Infrastructure improvements	5 – 15 years
Machinery and equipment	5 – 20 years
Office furniture and equipment	5 – 20 years
Vehicles	3 – 4 years

i. Compensated Absences

The County compensates all employees upon termination for unused vacation time. Generally, vacation pay is earned during the same calendar year it is used. Vacation banks are capped at 280 hours and the employee earns no additional vacation until the bank falls below the cap.

During 2020, the County made a temporary change to the vacation banks cap to provide employees, defined as Emergency Responders and Health Care Providers in Policy 704-FMLA Addendum I, the opportunity to continue to accrue vacation during the current health care crisis increasing the current vacation bank cap from 280 hours to 320 hours. This temporary change expired on December 31, 2021.

The County provides a Sick Pay Program to all employees. Beginning 1/1/2013 employees are eligible to receive up to nine (9) days per year. Upon termination of employment employees will be paid out 33 1/3% of their earned but unused sick pay. Prior to January 1, 2013, all County union employees except Local 1749 (Highway Department) who had earned but unused sick leave in the employee’s bank retain the value of that sick leave bank, converted to dollars at the employee’s regular rate of pay as of 12/31/2012. An employee’s “old sick leave” account is available for use by the employee as sick pay if the employee’s regular sick pay account has become exhausted. Upon termination, any balance remaining in the employee’s “old sick leave” account will be paid to the employee at 100% no matter when the termination of employment occurs. As of 12/31/2012, some employees were no longer eligible for the County’s Income Protection Program. Those employees (Public Health and Community Programs Professionals and Highway Department) received nineteen (19) days of sick pay in their accounts as a starting balance as of 1/1/2013. Non-union employees are not eligible to accumulate sick leave. For these employees the County provides an income protection plan. Thus, they receive no sick leave compensation upon termination.

Payments for vacation and sick leave will be made at rates in effect when the benefits are used. Accumulated vacation liabilities at December 31, 2021, are determined on the basis of current salary in the government-wide and proprietary funds. Sick leave liabilities are determined on the basis of the dollar value of the “old sick banks” and pay-out value of the “new sick banks”.

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE A - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

j. Deferred Outflows/Inflows of Resources

Deferred outflows of resources represent a consumption of net position by the government that is applicable to a future reporting period. Deferred inflows of resources represent an acquisition of net position by the government that is applicable to a future reporting period. The recognition of those outflows and inflows as expenses or expenditures and revenues are deferred until the future periods to which the outflows and inflows are applicable.

Governmental funds may report deferred inflows of resources for unavailable revenues. The County reports unavailable revenues for the County portion of delinquent property taxes and loans receivable that will be recognized as inflows of resources in the subsequent year for which it was levied or when the time requirement is met.

k. 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. Debt premiums and discounts are deferred and amortized over the life of the bonds. Bonds and notes payable are reported net of the applicable debt premium or discount. Debt issuance costs are expensed as incurred.

In the fund financial statements, governmental fund types recognize bond premiums and discounts, as well as bond issuance costs, during the current period. The face amount of the 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.

l. Pensions

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

m. Other Postemployment Benefits Other Than Pensions Plan (OPEB)

Local Retiree Life Insurance Fund

The fiduciary net position of the Local Retiree Life Insurance Fund (LRLIF) has been determined using the flow of economic resources measurement focus and the accrual basis of accounting. This includes for purposes of measuring the net OPEB liability, deferred outflows of resources and deferred inflows of resources related to other postemployment benefits, OPEB expense, and information about the fiduciary net position of the LRLIF and additions to/deductions from

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE A - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

LRLIF's fiduciary net position have been determined on the same basis as they are reported by LRLIF. For this purpose, benefit payments (including refunds of employee contributions) are recognized when due and payable in accordance with the benefit terms. Investments are reported at fair value.

n. Fund Equity

GOVERNMENTAL FUND FINANCIAL STATEMENTS

Fund balance of governmental funds is reported in various categories based on the nature of any limitations requiring the use of resources for specific purposes. The following classifications describe the relative strength of the spending constraints placed on the purposes for which resources can be used:

- Nonspendable fund balance – Amounts that are not in spendable form (such as inventory, prepaid items, or long-term receivables) or are legally or contractually required to remain intact.
- Restricted fund balance – Amounts that are constrained for specific purposes by external parties (such as grantor or bondholders), through constitutional provisions, or by enabling legislation.
- Committed fund balance – Amounts that are constrained for specific purposes by action (ordinance) of the County Board. These constraints can only be removed or changed by the County Board using the same action that was used to create them.
- Assigned fund balance – Amounts that are constrained for specific purposes by action of County management. By resolution, the County Board has authorized the County Administrator and the Finance Director to assign fund balance. By practice, the County Administrator and Finance Director recommend assigned fund balances to the Finance Committee for their approval. Requests include: 1) unused funds for projects or programs that span multiple calendar years, 2) donations specifically requested to be used for veterans services, and 3) maintenance of county recreational trails.
- Unassigned fund balance – Amounts that are available for any purpose. Positive unassigned amounts are only reported in the General Fund.

The County considers restricted amounts to be spent first when restricted, committed, assigned, and unassigned fund balances are available unless there are legal documents or contracts that prohibit doing this, such as grant agreements requiring dollar for dollar spending. Additionally, the County will first use committed, then assigned, and lastly unassigned amounts of unrestricted fund balances when expenditures are made.

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE A - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

GOVERNMENT-WIDE AND PROPRIETARY FUND STATEMENTS

Equity is classified as net position and displayed in three components:

- Net investment in capital assets – Amount of capital assets, net of accumulated depreciation, less outstanding balances of any bonds, mortgages, notes, or other borrowings that are attributable to the acquisition, construction, or improvement of those assets. Deferred outflows of resources and deferred inflows of resources that are attributable to the acquisition, construction, or improvement of those assets or related debt are also included.
 - Restricted net position – Amount of net position that is subject to restrictions that are imposed by 1) external groups, such as creditors, grantors, contributors, or laws or regulations of other governments or 2) law through constitutional provisions or enabling legislation.
 - Unrestricted net position – Net position that is neither classified as restricted nor as net investment in capital assets.
- o. Estimates

The preparation of financial statements in conformity with accounting principles generally accepted in the United States of America requires management to make estimates and assumptions that affect the amounts reported in the financial statements and accompanying notes. Actual results could differ from those estimates.

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE B – STEWARDSHIP AND COMPLIANCE

1. Budgets and Budgetary Accounting

The County follows these procedures in establishing the budgetary data reflected in the basic financial statements:

- a. Prior to August 31, County departments, with liaison committee approval, submit their annual budget requests to the Finance Committee of the County Board for the calendar commencing the following January 1. The operating budget includes proposed expenditures and the means of financing them.
- b. After submission to the governing body, public hearings are held to obtain taxpayer comments. Following the public hearings, the proposed budget, including authorized additions and deletions, is legally enacted by County Board action.
- c. Budgets are adopted on a basis consistent with accounting principles generally accepted in the United States of America for the governmental and proprietary funds. Budget is defined as the originally approved budget plus or minus approved amendments. Budget appropriations not expended during the year are closed to fund balance unless authorized by the governing body to be forwarded into the succeeding year's budget.
- d. During the year, formal budgetary integration is employed as a management control device for governmental and proprietary funds. The County did not adopt an annual budget for the Industrial Development and revolving Loan Agency, Inc. and Public Safety Special Revenue Funds.
- e. The budget is prepared by fund and department level. The legal level of budgetary control is by appropriation unit, defined as groups of account classes within a department, including wages and benefits, operating expenses, interdepartmental charges, and capital outlay. Management can make transfers within an appropriation unit without the approval of the County Board. The amounts of the various appropriations and the purposes for such appropriations may not be changed unless authorized by two-thirds (2/3) vote of the Board, in accordance with Wis Stat. 65.90(5)(a), except that the Finance Committee may authorize expenditures, transfers, and variances without Board approval in the following circumstances:
 - Capital Outlay Reprioritizations. Upon request of a liaison committee, the Finance Committee may authorize capital outlay account expenditures for items in substitution for those budgeted, provided the expenditure does not exceed the amount budgeted for the deleted items.
 - Underfunded Appropriation Units. Upon request of a liaison committee, the Finance Committee may transfer funds between appropriation units of a department, so long as such transfers are not in excess of 10% of the funds originally provided for such department in the budget.

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE B – STEWARDSHIP AND COMPLIANCE (Continued)

- Contingency Account Transfers. The Finance Committee may, if approved by two-thirds (2/3) vote of the Committee, transfer funds from the Contingency Fund for underfunded or unbudgeted items of up to the lesser of \$25,000 or 10% of the Contingency Fund appropriation. All other transfers from the Contingency Fund may be made only by a majority vote of the County Board.

The County did not have any material violation of legal or contractual provisions for the fiscal year ended December 31, 2021.

2. Excess of Expenditures Over Budget Appropriations

The following expenditure accounts of the governmental funds had actual expenditures in excess of budget appropriations for the year ended December 31, 2021 as follows:

	Wages & Benefits	Operating Expenses	Interdepartmental Charges	Debt Service Principal	Capital Outlay
General Fund					
General Government					
Treasurer					\$7,118
Medical Examiner	7,722	6,765	96		
County Board		527			
Court Commissioner		1,095			
Clerk of Courts		63,643			
County Clerk	57		5,847		
Non-Departmental		457			
Corporation Counsel	1,144	631			
County Administrator	2,428	330			
Sheriff					
Sheriff	378,913	369,472			
Transportation					
Airport	11,261				
Health and Human Services					
Veterans Services	873				
Resources and Development					
Planning and Conservation		60,633	80,507		
UW Ext/UW Campus					
U.W. Green Bay - Sheboygan Campus			1,316		
Special Revenue Funds					
Health and Human Services					
Community Programs	7,793	226,219			
Public Health		113,322			
Administration			161,170		
Debt Service					
Principal				100,000	

The above excess expenditures were funded using favorable revenue variances and other favorable expenditure variances.

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE B – STEWARDSHIP AND COMPLIANCE (Continued)

3. Deficit Fund Equity

The following fund had deficit fund balance as of December 31, 2021:

Fund	Deficit Fund Balance
Capital Projects	\$ 244,822

The County anticipates funding the above deficit from future revenues from the fund or from resources available in the General Fund.

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE C – DETAILED NOTES ON ALL FUNDS

1. Cash and Investments

The County maintains cash and investment accounts, including pooled funds that are available for use by all funds. Each fund’s portion of these accounts is displayed in the financial statements as “Cash and investments”.

The County maintains its own investment policy which is in accordance with Wisconsin State Statutes. State statutes authorize the County to invest in obligations of the U.S. Treasury, agencies and instrumentalities, obligations of Wisconsin governmental units, time deposits with maturities of less than three years in any financial institution in Wisconsin, the State of Wisconsin Local Government Investment Pool, any security maturing in seven years or less and having the highest or second highest rating category of a nationally recognized rating agency, securities of an open-end management investment company or investment trust subject to various conditions and investment options and repurchase agreements with public depositories, with certain conditions. The County’s adopted investment policy is more restrictive than the state statutes in that it limits money market funds to maturities of less than one year and corporate debt obligations to 20% of total investible assets and/or 5% of total investible assets with any one corporate issuer.

The carrying amount of the County’s cash and investments totaled \$72,958,709 at December 31, 2021 as summarized below:

Petty cash funds	\$ 14,640
Deposits with financial institutions	47,289,949
Investments	
Certificates of deposit	1,265,333
Federal agency securities	18,043,471
Municipal bonds	3,794,748
Wisconsin local government investment pool	<u>2,550,568</u>
Total	<u>\$72,958,709</u>

Reconciliation to the basic financial statements:

Government-wide Statement of Net Position	
Cash and investments	\$69,752,837
Fiduciary Fund Statement of Net Position	
Cash and investments	<u>3,205,872</u>
Total	<u>\$72,958,709</u>

Deposits and investments of the County are subject to various risks. Presented below is a discussion of the specific risks and the County’s policy related to the risk.

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE C – DETAILED NOTES ON ALL FUNDS (Continued)

Custodial Credit Risk

Custodial credit risk for *deposits* is the risk that, in the event of the failure of a depository financial institution, a government will not be able to recover its deposits or will not be able to recover collateral securities that are in the possession of an outside party. The 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. Wisconsin statutes require repurchase agreements to be fully collateralized by bonds or securities issued or guaranteed by the federal government or its instrumentalities. The County does not have an additional custodial credit risk policy.

Deposits with financial institutions within the State of Wisconsin are insured by the Federal Deposit Insurance Corporation (FDIC) in the amount of \$250,000 for the combined amount of all time and savings deposits and \$250,000 for interest-bearing and noninterest-bearing demand deposits per official custodian per insured depository institution. Deposits with financial institutions located outside the State of Wisconsin are insured by the FDIC in the amount of \$250,000 per official custodian per depository institution. Also, the State of Wisconsin has a State Guarantee Fund which provides a maximum of \$400,000 per public depository above the amount provided by an agency of the U.S. Government. However, due to the relatively small size of the State Guarantee Fund in relation to the Fund's total coverage, total recovery of insured losses may not be available.

As of December 31, 2021, \$48,112,333 of the County's deposits with financial institutions were in excess of federal and state depository insurance limits. The entire balance was collateralized with securities held by the same financial institution with which the cash was deposited.

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE C – DETAILED NOTES ON ALL FUNDS (Continued)

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. Wisconsin statutes limit investments in securities to the top two ratings assigned by nationally recognized statistical rating organizations. Presented below is the actual rating as of year-end for each investment type.

Investment Type	Amount	Exempt From Disclosure	Rating as of Year End			
			AAA	AA	A	Not Rated
Federal Ag Mortgage Corp	\$ 486,600	\$	\$	\$	\$	\$ 486,600
Federal Farm Credit Bank	2,461,543		2,461,543			
Federal Home Loan Bank	10,111,675		10,111,675			
Federal Home Loan Mortgage Corp	2,019,937		2,019,937			
Federal National Mortgage Association	2,237,325		2,237,325			
Government National Mortgage Association	726,391					726,391
Certificates of deposit	1,265,333					1,265,333
Municipal bonds	3,794,748		633,555	2,886,009		275,184
Wisconsin Local Government Investment Pool	2,550,568					2,550,568
Totals	\$ 25,654,120	\$	\$ 17,464,035	\$ 2,886,009	\$	\$ 5,304,076

Concentration of Credit Risk

The investment policy of the County contains no limitations on the amount that can be invested in any one issuer. Investments in any one issuer (other than U.S. Treasury securities, mutual funds, and external investment pools) that represent 5% or more of total County investments are as follows:

Issuer	Investment Type	Reported Amount	Percent of Total Investments
Federal Farm Credit Bank	Federal agency securities	\$ 2,461,543	9.6%
Federal Home Loan Mortgage Corp	Federal agency securities	2,019,937	7.9%
Federal Home Loan Bank	Federal agency securities	10,111,675	39.4%
Federal National Mortgage Association	Municipal bond	2,237,325	8.7%
State of Wisconsin	Municipal bond	2,031,544	7.9%

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE C – DETAILED NOTES ON ALL FUNDS (Continued)

Interest Rate Risk

Interest rate risk is the risk that changes in market interest rates will adversely affect the fair value of an investment. Generally, the longer the maturity of an investment, the greater the sensitivity of its fair value to changes in market interest rates. The County’s investment portfolio is structured to provide a high total return giving consideration to risk and necessary availability of funds.

Information about the sensitivity of the fair values of the County’s investments to market interest rate fluctuations is provided by the following table that shows the distribution of the County’s investments by maturity:

Investment Type	Amount	Remaining Maturity (in Months)			
		12 Months or Less	13 to 24 Months	25 to 60 Months	More Than 60 Months
Federal Ag Mortgage Corp	\$ 486,600	\$	\$	\$ 486,600	\$
Federal Farm Credit Bank	2,461,543			2,461,543	
Federal Home Loan Bank	10,111,675		746,955	6,904,682	2,460,038
Federal Home Loan Mortgage Corp	2,019,937		495,270	1,524,667	
Federal National Mortgage Association	2,237,325		746,025	1,491,300	
Government National Mortgage Association	726,391				726,391
Certificates of deposit	1,265,333	250,160	510,983	504,190	
Municipal bonds	3,794,748	275,184	274,162	3,245,402	
Wisconsin Local Government Investment Pool	2,550,568	2,550,568			
Totals	\$ 25,654,120	\$ 3,075,912	\$ 2,773,395	\$ 16,618,384	\$ 3,186,429

Investments with Fair Values Highly Sensitive to Interest Rate Fluctuations

The County’s investments include the following investments that are highly sensitive to interest rate fluctuations (to a greater degree than already indicated in the information provided above):

Highly Sensitive Instruments	Fair Value at Year End
Federal Ag Mortgage Corp	\$ 486,600
Federal Farm Credit Bank	2,461,543
Federal Home Loan Bank	10,111,675
Federal Home Loan Mortgage Corp	2,019,937
Federal National Mortgage Association	2,237,325
Government National Mortgage Association	726,391

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE C – DETAILED NOTES ON ALL FUNDS (Continued)

Investment in Wisconsin Local Government Investment Pool

The County has investments in the Wisconsin local government investment pool of \$2,550,568 at year-end. The Wisconsin local government investment pool (LGIP) is part of the State Investment Fund (SIF), and is managed by the State of Wisconsin Investment Board. The SIF is not registered with the Securities and Exchange Commission, but operates under the statutory authority of Wisconsin Chapter 25. The SIF reports the fair value of its underlying assets annually. Participants in the LGIP have the right to withdraw their funds in total on one day’s notice. At December 31, 2021, the fair value of the County’s share of the LGIP’s assets was substantially equal to the carrying value.

Fair Value Measurements

The County categorizes its fair value measurements within the fair value hierarchy established by generally accepted accounting principles. The hierarchy is based on the valuation inputs used to measure the fair value of the asset. Level 1 inputs are quoted prices in active markets for identical assets; Level 2 inputs are significant observable inputs; Level 3 inputs are significant unobservable inputs.

The County has the following fair value measurements as of December 31, 2021:

Investments	Fair Value Measurements Using :		
	Level 1	Level 2	Level 3
Federal Agency Securities	\$	\$ 18,043,471	\$
Certificates of Deposit		1,265,333	
Municipal Bonds		3,794,748	
Total investments by fair value level	\$	\$ 23,103,552	\$

The valuation methods for recurring fair value measurements are as follows:

Investment Type	Valuation Method
Federal Ag Mortgage Corp	Mortgage backed securities pricing - evaluations based on various market and industry inputs
Federal Farm Credit Bank	Institutional bond quotes - evaluations based on various market and industry inputs
Federal Home Loan Bank	Mortgage backed securities pricing - evaluations based on various market and industry inputs
Federal Home Loan Mortgage Corp	Mortgage backed securities pricing - evaluations based on various market and industry inputs
Federal National Mortgage Association	Mortgage backed securities pricing - evaluations based on various market and industry inputs
Government National Mortgage Association	Mortgage backed securities pricing - evaluations based on various market and industry inputs
Certificates of Deposit	Institutional quotes - evaluations based on various market and industry inputs

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE C – DETAILED NOTES ON ALL FUNDS (Continued)

2. Property Tax Apportionments

Property taxes are apportioned annually in November to local taxing units within the County for financing state charges and the subsequent year's operations of the County. Since the November apportionment is not due from local taxing districts until February of the subsequent year, the County's apportionment is recorded as deferred inflow of resources at year-end. Property tax payments from individual property owners are due in two installments by January 31 and July 31. During the month of February, each local taxing district settles with the County for both collected and unpaid property taxes. At the February settlement, the County becomes responsible for the collection of unpaid property taxes, including unpaid property taxes returned by local taxing districts for financing their individual operations. Property taxes subsequently not paid by property owners by September 1 of the same year are considered delinquent. The delinquent taxes are then acquired by the County's general fund in accordance with state statutes in order to provide the County with a statutory lien.

Property taxes recorded on December 31, 2021 for collection in 2022 are for the following:

County apportionment	\$ 51,972,115
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The above County apportionment of \$51,972,115 is for financing 2022 operations and will be transferred in 2022 from deferred inflows of resources to current revenues of the County's governmental and proprietary funds.

3. Delinquent Property Taxes – General Fund

Delinquent property taxes of the general fund represent unpaid property taxes on real estate, including state and local government equities therein. Under state statutes, the County annually reimburses the state and local governments for their equities in property taxes not collected from the property owner. Unless redeemed by the property owner, the County will eventually obtain tax deed ownership of the properties comprising delinquent taxes. In the past, the County has generally been able to recover its investment in delinquent taxes by sale of the tax deeded properties.

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE C – DETAILED NOTES ON ALL FUNDS (Continued)

On December 31, 2021, the County’s general fund showed an investment of \$1,367,299 in delinquent tax certificates. An aging of the delinquent taxes certificates follows:

Year Acquired	Total	County Share	County Purchased
2021	\$ 776,539	\$ 188,916	\$ 587,623
2020	403,616	99,290	304,326
2019	170,438	42,439	127,999
2018	12,981	3,219	9,762
2017	1,396	349	1,047
2016	958	239	719
2015	959	233	726
2014	404	96	308
2013	2		2
2012	2		2
2011	2		2
2010	2		2
Delinquent property taxes at December 31, 2021	<u>\$ 1,367,299</u>	334,781	1,032,518
Less 60 day collections after December 31, 2021		<u>87,943</u>	<u>270,395</u>
County Share of Taxes		246,838	
Interest accrued		<u>382,269</u>	
Deferred Inflow of Resources		<u>\$ 629,107</u>	
Nonspendable Fund Balance (purchased equities of state and local governments)			<u>\$ 762,123</u>

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE C – DETAILED NOTES ON ALL FUNDS (Continued)

4. Loans Receivable – General Fund

The County’s general fund has the following loans receivable detailed as follows:

\$72,609 issued 12/15/2016 to the Bay-Lake Regional Planning Commission. \$8,311 due annually through 2026, interest 3.0%.	\$	38,061
\$20,125 issued 06/30/2017 to the Village of Howards Grove, Wisconsin. \$4,198 due annually through 2022, interest 1.7%.		4,128
\$1,295,500 issued 12/12/2017 to Tecumseh Products Company. Approximately \$36,044 due quarterly through 2027, interest adjusted quarterly to the Long-Term Applicable Federal Rate		<u>810,288</u>
Total Outstanding Loans Receivable	\$	<u>852,477</u>

Annual principal and interest maturities of the above outstanding loans receivable of \$852,477 are detailed below:

Year Ended December 31	Principal	Interest	Total
2022	\$139,308	\$17,377	\$156,685
2023	138,131	14,356	152,487
2024	141,146	10,635	152,487
2025	144,228	7,782	152,487
2026	147,738	4,867	152,487
2027	142,286	1,890	144,176
	<u>\$852,477</u>	<u>\$58,332</u>	<u>\$910,809</u>

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE C – DETAILED NOTES ON ALL FUNDS (Continued)

5. Capital Assets

Capital asset activity for the year ended December 31, 2021 was as follows:

	Beginning Balance	Increases	Decreases	Ending Balance
Governmental activities:				
Capital assets, not being depreciated				
Land	\$ 17,169,800	\$ 165,333	\$ 480,035	\$ 16,855,098
Construction in progress	2,932,222	9,010,198	8,519,580	3,422,840
Total capital assets, not being depreciated	<u>20,102,022</u>	<u>9,175,531</u>	<u>8,999,615</u>	<u>20,277,938</u>
Capital assets, being depreciated				
Buildings	91,823,408	2,400,349		94,223,757
Improvements other than buildings	13,959,606	462,101		14,421,707
Infrastructure	154,244,189	5,728,605	218,269	159,754,525
Machinery and equipment	24,114,852	1,890,746	675,624	25,329,974
Office furniture and equipment	24,182,773	227,230	7,955	24,402,048
Vehicles	16,227,232	1,538,870	1,058,219	16,707,883
Subtotals	<u>324,552,060</u>	<u>12,247,901</u>	<u>1,960,067</u>	<u>334,839,894</u>
Less accumulated depreciation for:				
Buildings	(53,353,570)	(2,534,417)		(55,887,987)
Improvements other than buildings	(9,673,127)	(351,288)		(10,024,415)
Infrastructure	(73,662,003)	(5,919,930)	215,812	(79,366,121)
Machinery and equipment	(13,134,875)	(1,163,558)	530,695	(13,767,738)
Office furniture and equipment	(15,368,002)	(1,515,241)	7,955	(16,875,288)
Vehicles	(9,481,345)	(1,278,951)	671,804	(10,088,492)
Subtotals	<u>(174,672,922)</u>	<u>(12,763,385)</u>	<u>1,426,266</u>	<u>(186,010,041)</u>
Total capital assets, being depreciated, net	<u>149,879,138</u>	<u>(515,484)</u>	<u>533,801</u>	<u>148,829,853</u>
Governmental activities capital assets, net	<u>\$ 169,981,160</u>	<u>\$ 8,660,047</u>	<u>\$ 9,533,416</u>	<u>169,107,791</u>
Less related long-term debt outstanding				<u>23,956,877</u>
Net investment in capital assets				<u><u>\$ 145,150,914</u></u>

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE C – DETAILED NOTES ON ALL FUNDS (Continued)

	Beginning Balance	Increases	Decreases	Ending Balance
Business-type activities:				
Capital assets, not being depreciated:				
Land	\$ 31,750	\$	\$	\$ 31,750
Construction in progress		48,540		48,540
Total capital assets, not being depreciated	<u>31,750</u>	<u>48,540</u>		<u>80,290</u>
Capital assets, being depreciated:				
Buildings	16,163,565	5,145		16,168,710
Improvements other than buildings	701,148			701,148
Infrastructure	30,877	1,663		32,540
Machinery and equipment	4,948,401	287,163	17,334	5,218,230
Office furniture and equipment	1,185,992	4,502	11,691	1,178,803
Vehicles	140,915			140,915
Subtotals	<u>23,170,898</u>	<u>298,473</u>	<u>29,025</u>	<u>23,440,346</u>
Less accumulated depreciation for:				
Buildings	(10,292,310)	(432,101)		(10,724,411)
Improvements other than buildings	(511,791)	(26,379)		(538,170)
Infrastructure		(2,169)		(2,169)
Machinery and equipment	(4,041,686)	(112,073)	10,110	(4,143,649)
Office furniture and equipment	(861,135)	(57,796)	11,691	(907,240)
Vehicles	(129,595)	(9,079)		(138,674)
Subtotals	<u>(15,836,517)</u>	<u>(639,597)</u>	<u>21,801</u>	<u>(16,454,313)</u>
Total capital assets, being depreciated, net	<u>7,334,381</u>	<u>(341,124)</u>	<u>7,224</u>	<u>6,986,033</u>
Business-type activities capital assets, net	<u>\$ 7,366,131</u>	<u>\$(292,584)</u>	<u>\$ 7,224</u>	<u>7,066,323</u>
Less related long-term debt outstanding				<u> </u>
Investment in capital assets				<u>\$ 7,066,323</u>

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

Governmental activities:	
General government	\$ 1,319,528
Sheriff	2,277,953
Transportation	5,973,907
Public health and human services	205,234
Resources and development	245,557
UW Ext/UW Campus	338,263
Total depreciation expense – governmental activities	10,360,442
Capital assets held by the County’s internal service funds are charged to various functions based on their usage of the assets	2,402,944
Total depreciation expense – governmental activities	<u>\$12,763,386</u>
Business-type activities:	
Rocky Knoll	<u>\$ 639,596</u>

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE C – DETAILED NOTES ON ALL FUNDS (Continued)

Construction Commitment

The County has several unfinished construction projects in progress as of December 31, 2021. Major projects include the Rocky Knoll Renovation project, reconstructing/extending Taxiways A & B at the Sheboygan County Airport, the Alternatives to Incarceration addition to the County Detention Center and the replacement of the County Highway Department’s asphalt plant. A combination of general obligation bonds, Federal and State Agencies, and fund balance are financing these projects.

6. Interfund Receivables, Payables, and Transfers

Interfund receivables and payables between individual funds of the County, as reported in the fund financial statements, as of December 31, 2021 are detailed below:

	Interfund Receivables	Interfund Payables
Temporary Cash Advances to Finance Operating Cash		
Deficits of Other Funds		
General Fund	\$ 399,275	\$
Public Health and Human Services		267,972
Capital Projects		131,303
Totals	\$ 399,275	\$ 399,275

Interfund transfers for the year ended December 31, 2021 were as follows:

	Transfer to:						
	General Fund	Public Health and Human Services	Debt Service	Capital Projects	Enterprise Fund Rocky Knoll		Governmental Activities - Internal Service Funds
Transfers from:							
General Fund	\$	\$ 62,518	\$	\$	\$ 550,367	\$ 101,996	\$ 714,881
Public Health and Human Services	1,766,417						1,766,417
Capital Projects				32,612	124,873		157,485
Transportation Fund			1,000,000	64,415		414,000	1,478,415
Other Governmental Fund							
Governmental Activities - Internal Service Funds				29,079			29,079
	\$ 1,766,417	\$ 62,518	\$ 1,000,000	\$ 93,494	\$ 582,979	\$ 640,869	\$ 4,146,277

Transfers are used to move unrestricted revenues collected to finance various programs accounted for in other funds in accordance with budgetary authorizations.

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE C – DETAILED NOTES ON ALL FUNDS (Continued)

7. Long-term Obligations

The following is a summary of changes in long-term obligations of the County for the year ended December 31, 2021:

	Outstanding 1/1/2021	Issued	Retired	Outstanding 12/31/2021	Due Within One Year
Governmental activities:					
General obligation debt					
Bonds	\$ 4,163,000	\$	\$ 100,000	\$ 4,063,000	\$ 2,023,000
Notes	24,730,000		5,635,000	19,095,000	3,605,000
Total general obligation debt	28,893,000		5,735,000	23,158,000	5,628,000
Bond premiums	851,071		165,714	685,357	132,911
Compensated absences	6,028,635	4,291,560	4,619,790	5,700,405	162,223
Governmental activities long-term obligations	<u>\$ 35,772,706</u>	<u>\$ 4,291,560</u>	<u>\$ 10,520,504</u>	<u>\$ 29,543,762</u>	<u>\$ 5,923,134</u>
Business-type activities:					
Compensated absences	\$ 671,031	\$ 616,219	\$ 718,120	\$ 569,130	\$ 12,732
Business-type activities long-term obligations	<u>\$ 671,031</u>	<u>\$ 616,219</u>	<u>\$ 718,120</u>	<u>\$ 569,130</u>	<u>\$ 12,732</u>

Total interest paid during the year on long-term debt totaled \$647,725.

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE C – DETAILED NOTES ON ALL FUNDS (Continued)

General Obligation Debt

General obligation debt currently outstanding is detailed as follows:

	Amount
Refunding bonds:	
\$4,163,000 - Series 2020, due May 1, 2023; interest 1.02% to 1.11%	\$ 4,063,000
Notes:	
\$9,500,000 - Series 2015, various amounts due through May 1, 2025; interest 2% to 3%	5,025,000
\$10,000,000 - Series 2017, various amounts due through May 1, 2027; interest 2% to 3%	6,225,000
\$6,680,000 - Series 2018, various amounts due through May 1, 2027; interest 3% to 4%	4,095,000
\$4,750,000 - Series 2020, various amounts due through May 1, 2030; interest 2% to 3%	3,750,000
	19,095,000
Total outstanding general obligation debt	\$ 23,158,000

The annual principal and interest payments on general obligation debt as of December 31, 2021, are as follows:

Year Ended December 31	Governmental Activities	
	Principal	Interest
2022	\$ 5,628,000	\$ 519,595
2023	5,300,000	416,101
2024	3,300,000	307,125
2025	3,400,000	203,275
2026	2,155,000	124,000
2027	2,210,000	65,338
2028	375,000	29,325
2029	390,000	17,850
2030	400,000	6,000
	\$ 23,158,000	\$ 1,688,609

For governmental activities, other long-term liabilities are generally funded by the general fund.

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE C – DETAILED NOTES ON ALL FUNDS (Continued)

Legal Margin for New Debt

The County’s legal margin for creation of additional general obligation debt on December 31, 2021 was \$553,648,941 as follows:

Equalized valuation of the County		\$ 11,530,754,800
Statutory limitation percentage		<u>(x) 5%</u>
General obligation debt limitation, per Section 67.03 of the Wisconsin Statutes		576,537,740
Total outstanding general obligation debt applicable to debt limitation	\$ 23,158,000	
Less: Amount available for financing general obligation debt		
Debt service fund	<u>269,201</u>	
Net outstanding general obligation debt applicable to debt limitation		<u>22,888,799</u>
Legal Margin for New Debt		<u>\$ 553,648,941</u>

8. Fund Equity

The County has a formal minimum fund balance policy. That policy is to maintain a general fund unassigned fund balance of 5% to 10% of total county expenditures, less capital project and transportation fund expenditures. The general fund unassigned fund balance at year end was \$25,815,724 or 17.31% of 2022 anticipated expenditures. County policy also indicates that the general fund unassigned fund balance be maintained at a minimum of 15% and a maximum of 30% of total governmental fund expenditures less capital project and transportation fund expenditures. The general fund unassigned fund balance at year end was 29.18% of the total governmental fund expenditures (excluding capital project and transportation fund expenditures).

Fund Statements

In the fund financial statements, portions of governmental fund balances are nonspendable because amounts are not in spendable form (such as inventory, prepaid items, or long-term receivables) or legally or contractually required to remain intact.

General Fund		
Nonspendable		
Prepays and other items		\$154,417
Delinquent property taxes		<u>762,123</u>
Total		<u>\$ 916,540</u>

Also, in the fund financial statements, portions of governmental fund balances are restricted by external parties (such as grantor or bondholders), through constitutional provisions, or by enabling legislation. At December 31, 2021 fund balance was restricted as follows:

General Fund		
Restricted		
Jail assessment fees		\$180,000
Land record fees		<u>509,629</u>
Total		<u>\$ 689,629</u>

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE C – DETAILED NOTES ON ALL FUNDS (Continued)

Debt Service Fund	
Restricted	
Debt Service	<u>\$ 269,201</u>

Also, in the fund financial statements portions of governmental fund balances are committed by County Board action. At December 31, 2021 fund balance was committed as follows:

General Fund	
Committed	
UW Extension funds	\$ 36,813
County airport funds	132,163
Planning and conservation programs	<u>90,410</u>
Total	<u>\$ 259,386</u>
Transportation Fund	
Committed	
Transportation	<u>\$ 9,826,371</u>

Also, in the fund financial statements portions of governmental fund balances are assigned by County Board action. At December 31, 2021 fund balance was assigned as follows:

General Fund	
Assigned	
Subsequent years' expenditures	\$ 330,351
Veterans Services programs	14,575
Planning and conservation programs	173,562
Employee picnic expenditures	15,278
Compensated absences	<u>3,823,049</u>
Total	<u>\$ 4,356,815</u>
Public Health and Human Services –	
Assigned	
Public health and human services programs	<u>\$ 593,845</u>
Public Safety Fund	
Assigned	
Sheriff equipment funds	<u>\$ 97,852</u>
Sheboygan County Industrial Development and Revolving Loan Fund Agency, Inc.	
Assigned	
Community development	<u>\$ 328,607</u>

9. Airport Leases

The County oversees the overall operation of the airport and is lessor of the facility under various operating leases for periods ranging from 2021 through 2064. Although some operating leases extend as far as 2064, rates are re-negotiated annually. The table below represents the current annual negotiated rates by tenant category.

Industrial & commercial	\$ 89,142
Individual	23,009
Agricultural	<u>28,662</u>
	<u>\$140,813</u>

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE C – DETAILED NOTES ON ALL FUNDS (Continued)

10. Pension Plan

Plan Description

The Wisconsin Retirement System (WRS) is a cost-sharing, multiple-employer, defined benefit pension plan. WRS benefits and other plan provisions are established by Chapter 40 of the Wisconsin Statutes. Benefit terms may only be modified by the legislature. The retirement system is administered by the Wisconsin Department of Employee Trust Funds (ETF). The system provides coverage to all eligible State of Wisconsin, local government and other public employees. All employees, initially employed by a participating WRS employer on or after July 1, 2011, expected to work at least 1200 hours a year and expected to be employed for at least one year from employee's date of hire are eligible to participate in the WRS.

ETF issues a standalone Annual Comprehensive Financial Report (ACFR), which can be found at <http://etf.wi.gov/publications/cafr.html>.

For employees beginning participation on or after January 1, 1990, and no longer actively employed on or after April 24, 1998, creditable service in each of five years is required for eligibility for a retirement annuity. Participants employed prior to 1990 and on or after April 24, 1998, and prior to July 1, 2011, are immediately vested. Participants who initially became WRS eligible on or after July 1, 2011, must have five years of creditable service to be vested.

Employees who retire at or after age 65 (54 for protective occupations and 62 for elected officials and executive service retirement plan participants, if hired on or before 12/31/16), are entitled to a retirement benefit based on a formula factor, their final average earnings, and creditable service.

Final average earnings is the average of the participant's three highest annual earnings periods. Creditable service includes current service and prior service for which a participant received earnings and made contributions as required. Creditable service also includes creditable military service. The retirement benefit will be calculated as a money purchase benefit based on the employee's contributions plus matching employer's contributions, with interest, if that benefit is higher than the formula benefit.

Vested participants may retire at or after age 55 (50 for protective occupations) and receive an actuarially-reduced benefit. Participants terminating covered employment prior to eligibility for an annuity may either receive employee-required contributions plus interest as a separation benefit or leave contributions on deposit and defer application until eligible to receive a retirement benefit.

The WRS also provides death and disability benefits for employees.

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE C – DETAILED NOTES ON ALL FUNDS (Continued)

Post-Retirement Adjustments

The Employee Trust Funds Board may periodically adjust annuity payments from the retirement system based on annual investment performance in accordance with s. 40.27, Wis. Stat. An increase (or decrease) in annuity payments may result when investment gains (losses), together with other actuarial experience factors, create a surplus (shortfall) in the reserves, as determined by the system’s consulting actuary. Annuity increases are not based on cost of living or other similar factors. For Core annuities, decreases may be applied only to previously granted increases. By law, Core annuities cannot be reduced to an amount below the original, guaranteed amount (the “floor”) set at retirement. The Core and Variable annuity adjustments granted during recent years are as follows:

<u>Year</u>	<u>Core Fund Adjustment(%)</u>	<u>Variable Fund Adjustment (%)</u>
2011	(1.2)	11
2012	(7.0)	(7)
2013	(9.6)	9
2014	4.7	25
2015	2.9	2
2016	0.5	(5)
2017	2.0	4
2018	2.4	17
2019	0.0	(10)
2020	1.7	21.0

Contributions

Required contributions are determined by an annual actuarial valuation in accordance with Chapter 40 of the Wisconsin Statutes. The employee required contribution is one-half of the actuarially determined contribution rate for general category employees, including Teachers, Executives and Elected Officials. Starting on January 1, 2016, the Executives and Elected Officials category was merged into the General Employee Category. Required contributions for protective employees are the same rate as general employees. Employers are required to contribute the remainder of the actuarially determined contribution rate. The employer may not pay the employee required contribution unless provided for by an existing collective bargaining agreement.

During the year ending December 31, 2021, the WRS recognized \$3,220,199 in contributions from the County.

Contribution rates for the reporting period are:

<u>Employee Category</u>	<u>Employee</u>	<u>Employer</u>
General (including teachers, Executives and elected officials)	6.75%	6.75%
Protective with Social Security	6.75%	11.75%
Protective without Social Security	6.75%	16.35%

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE C – DETAILED NOTES ON ALL FUNDS (Continued)

Pension Assets, Liabilities, Pension Expense (Revenue), and Deferred Outflows of Resources and Deferred Inflows of Resources Related to Pensions

At December 31, 2021, the County reported an asset of \$18,004,518 for its proportionate share of the net pension asset. The net pension asset was measured as of December 31, 2020, and the total pension liability used to calculate the net pension asset was determined by an actuarial valuation as of December 31, 2019 rolled forward to December 31, 2020. No material changes in assumptions or benefit terms occurred between the actuarial valuation date and the measurement date. The County's proportion of the net pension asset was based on the County's share of contributions to the pension plan relative to the contributions of all participating employers. At December 31, 2020, the County's proportion was 0.28838890%, which was a decrease of 0.00032738% from its proportion measured as of December 31, 2019.

For the year ended December 31, 2021, the County recognized pension revenue of \$1,949,020.

At December 31, 2021, the County reported deferred outflows of resources and deferred inflows of resources related to pensions from the following sources:

	Deferred Outflow of Resources	Deferred Inflow of Resources
Differences between expected and actual experience	\$ 26,058,065	\$ 5,612,860
Net differences between projected and actual earnings on pension plan investments		33,802,017
Changes in assumptions	408,377	
Changes in proportion and differences between employer contributions and proportionate share of contributions	21,457	27,265
Employer contributions subsequent to the measurement date	3,220,199	
Total	<u>\$ 29,708,098</u>	<u>\$ 39,442,142</u>

\$3,220,199 reported as deferred outflows related to pension resulting from the County's contributions subsequent to the measurement date will be recognized as a reduction of the net pension liability (asset) in the year ended December 31, 2022. Other amounts reported as deferred outflows of resources and deferred inflows of resources related to pension will be recognized in pension expense as follows:

Year Ended December 31	Expense
2022	\$ 3,335,509
2023	909,963
2024	6,120,285
2025	2,588,486
Total	<u>\$ 12,954,243</u>

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE C – DETAILED NOTES ON ALL FUNDS (Continued)

Actuarial Assumptions

The total pension liability in the December 31, 2019, actuarial valuation was determined using the following actuarial assumptions, applied to all periods included in the measurement:

Actuarial Valuation Date:	December 31, 2019
Measurement Date of Net Pension Liability (Asset)	December 31, 2020
Actuarial Cost Method:	Entry Age Normal
Asset Valuation Method:	Fair Value
Long-Term Expected Rate of Return:	7.0%
Discount Rate:	7.0%
Salary Increases:	
Inflation	3.0%
Seniority/Merit	0.1% - 5.6%
Mortality:	Wisconsin 2018 Mortality Table
Post-retirement Adjustments*	1.9%

* *No post-retirement adjustment is guaranteed. Actual adjustments are based on recognized investment return, actuarial experience and other factors. 1.9% is the assumed annual adjustment based on the investment return assumption and the post-retirement discount rate.*

Actuarial assumptions are based upon an experience study conducted in 2019 that covered a three-year period from January 1, 2015 to December 31, 2017. The Total Pension Liability for December 31, 2020 is based upon a roll-forward of the liability calculated from the December 31, 2019 actuarial valuation.

Long-term expected Return on Plan Assets. The long-term expected rate of return on pension plan investments was determined using a building-block method 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 allocation and best estimates of arithmetic real rates of return for each major asset class are summarized in the following table:

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE C – DETAILED NOTES ON ALL FUNDS (Continued)

<u>Core Fund Asset Class</u>	<u>Current Asset Allocation %</u>	<u>Long-Term Expected Nominal Rate of Return %</u>	<u>Long-Term Expected Real Rate of Return %</u>
Global Equities	51%	7.2%	4.7%
Fixed Income	25%	3.2%	0.8%
Inflation Sensitive Assets	16%	2.0%	(0.4%)
Real Estate	8%	5.6%	3.1%
Private Equity/Debt	11%	10.2%	7.6%
Multi-Asset	4%	5.8%	43.3%
Cash	(15%)	0.9%	N/A
Total Core Fund	100%	6.6%	4.1%
<u>Variable Fund Asset Class</u>			
U.S. Equities	70%	6.6%	4.1%
International Equities	30%	7.4%	4.9%
Total Variable Fund	100%	7.1%	4.6%

New England Pension Consultants Long Term US CPI (Inflation) Forecast: 2.4%
 Asset Allocations are managed within established ranges, target percentages may differ from actual monthly allocations.

Single Discount rate. A single discount rate of 7.00% was used to measure the total pension liability for the current and prior year. This single discount rate is based on the expected rate of return on pension plan investments of 7.00% and a municipal bond rate of 2.00% (Source: Fixed-income municipal bonds with 20 years to maturity that include only federally tax-exempt municipal bonds as reported in Fidelity Index’s “20-year Municipal GO AA Index” as of December 31, 2020. In describing this index, Fidelity notes that the Municipal Curves are constructed using option-adjusted analytics of a diverse population of over 10,000 tax-exempt securities). Because of the unique structure of WRS, the 7.00% expected rate of return implies that a dividend of approximately 1.9% will always be paid. For purposes of the single discount rate, it was assumed that the dividend would always be paid. The projection of cash flows used to determine this single discount rate assumed that plan member contributions will be made at the current contribution rate and that employer contributions will be made at rates equal to the difference between actuarially determined contribution rates and the member rate. Based on these assumptions, the pension plan’s fiduciary net position was projected to be available to make all projected future benefit payments (including expected dividends) of current plan members.

Sensitivity of the County’s proportionate share of the net pension liability (asset) to changes in the discount rate. The following presents the County’s proportionate share of the net pension liability (asset) calculated using the discount rate of 7.00 percent, as well as what the County’s proportionate share of the net pension liability (asset) would be if it were calculated using a discount rate that is 1-percentage-point lower (6.00 percent) or 1-percentage-point higher (8.00 percent) than the current rate:

	1% Decrease to Discount Rate (6.00%)	Current Discount Rate (7.00%)	1% Increase to Discount Rate (8.00%)
County’s proportionate share of the net pension liability (asset)	\$ 17,137,806	\$ (18,004,518)	\$ (43,816,295)

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE C – DETAILED NOTES ON ALL FUNDS (Continued)

Pension plan fiduciary net position. Detailed information about the pension plan’s fiduciary net position is available in separately issued financial statements available at <https://etf.wi.gov/about-etf/reports-and-studies/financial-reports-and-statements>.

Payable to the WRS

At December 31, 2021 the County reported a payable of \$730,313 for the outstanding amount of contribution to the plan required for the year ended December 31, 2021.

11. Other Postemployment Benefits

Local Retiree Life Insurance Fund

Plan Description

The LRLIF is a cost sharing multiple-employer defined benefit OPEB plan. LRLIF benefits and other plan provisions are established by Chapter 40 of the Wisconsin Statutes. The Wisconsin Department of Employee Trust Funds (ETF) and the Group Insurance Board have statutory authority for program administration and oversight. The plan provides postemployment life insurance benefits for all eligible members.

OPEB Plan Fiduciary Net Position

ETF issues a standalone Annual Comprehensive Financial Report (ACFR), which can be found at <https://etf.wi.gov/publications/cafr.htm>.

Additionally, ETF issued a standalone Retiree Life Insurance Financial Report, which can be found at <https://etfonline.wi.gov/ETFGASBPublicWeb/gasb75Local.do>

Benefits Provided

The LRLIF plan provides fully paid up life insurance benefits for post-age 64 retired members and pre-65 retirees who pay for their coverage.

Contributions

The Group Insurance Board approves contribution rates annually, based on recommendations from the insurance carrier. Recommended rates are based on an annual valuation, taking into consideration an estimate of the present value of future benefits and the present value of future contributions. A portion of employer contributions made during a member’s working lifetime funds a post-retirement benefit.

Employers are required to pay the following contributions based on member contributions for active members to provide them with Basic Coverage after age 65. There are no employer contributions required for pre-age 65 annuitant coverage. If a member retires prior to age 65, they must continue paying the member premiums until age 65 in order to be eligible for the benefit after age 65.

Contribution rates as of December 31, 2021 are:

Coverage Type	Employer Contribution
50% Post-retirement coverage	40% of employee contribution
25% Post-retirement coverage	20% of employee contribution

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE C – DETAILED NOTES ON ALL FUNDS (Continued)

Member contributions are based upon nine age bands through age 69 and an additional eight age bands for those age 70 and over. Participating members must pay monthly contribution rates per \$1,000 of coverage until the age of 65 (age 70 if active). The member contribution rates in effect for the year ended December 31, 2020 are listed below:

Life Insurance Member Contribution Rates For the Year Ended December 31, 2020		
Attained Age	Basic	Supplemental
Under 30	\$0.05	\$0.05
30 - 34	0.06	0.06
35 - 39	0.07	0.07
40 - 44	0.08	0.08
45 - 49	0.12	0.12
50 - 54	0.22	0.22
55 - 59	0.39	0.39
60 - 64	0.49	0.49
65 - 69	0.57	0.57

During the year ended December 31, 2021, the LRLIF recognized \$16,631 in contributions from the employer.

OPEB Liabilities, OPEB Expense and Deferred Outflows of Resources and Deferred Inflows of Resources Related to OPEB

At December 31, 2021, the County reported a liability of \$ 4,587,745 for its proportionate share of the net OPEB liability. The net OPEB liability was measured as of December 31, 2020, and the total OPEB liability used to calculate the net OPEB liability was determined by an actuarial valuation as of January 1, 2020 rolled forward to December 31, 2020. No material changes in assumptions or benefits terms occurred between the actuarial valuation date and the measurement date. The County's proportion of the net OPEB liability was based on the County's share of contributions to the OPEB plan relative to the contributions of all participating employers. At December 31, 2020, the County's proportion was 0.83402600%, which was an increase of 0.02771400% from its proportion measured as of December 31, 2019.

For the year ended December 31, 2021, the County recognized OPEB expense of \$550,949.

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE C – DETAILED NOTES ON ALL FUNDS (Continued)

At December 31, 2021, the County reported deferred outflows of resources and deferred inflows of resources related to OPEB from the following sources:

	Deferred Outflow of Resources	Deferred Inflow of Resources
Differences between expected and actual experience	\$	\$ 218,911
Net differences between projected and actual earnings on OPEB plan investments	66,794	
Changes in actuarial assumptions	1,784,697	314,781
Changes in proportion and differences between employer contributions and proportionate share of contributions	87,362	127,358
Total	<u>\$ 1,938,853</u>	<u>\$ 661,050</u>

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

Year Ended December 31,	Expense
2022	\$ 236,237
2023	229,013
2024	221,573
2025	201,774
2026	255,906
Thereafter	133,300
	<u>\$ 1,277,803</u>

Actuarial Assumptions. The total OPEB liability in the January 1, 2020 actuarial valuation was determined using the following actuarial assumptions, applied to all periods included in the measurement, unless otherwise specified:

Actuarial valuation date:	January 1, 2020
Measurement date of net OPEB liability (asset):	December 31, 2020
Actuarial cost method:	Entry age normal
20 year tax-exempt municipal bond yield:	2.12%
Long-term expected rate of return:	4.25%
Discount rate:	2.25%
Salary increases:	
Inflation	3.00%
Seniority/Merit	0.1% - 5.6%
Mortality:	Wisconsin 2018 Mortality Table

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE C – DETAILED NOTES ON ALL FUNDS (Continued)

Actuarial assumptions are based upon an experience study conducted in 2018 that covered a three-year period from January 1, 2015 to December 31, 2017. The Total OPEB Liability for December 31, 2020 is based upon a roll-forward of the liability calculated from the January 1, 2020 actuarial valuation.

Long-term expected return on plan assets. The long-term expected rate of return is determined by adding expected inflation to expected long-term real returns and reflecting expected volatility and correlation. Investments for the LRLIF are held with Securian, the insurance carrier. Interest is calculated and credited to the LRLIF based on the rate of return for a segment of the insurance carriers' general fund, specifically 10-year A- Bonds (as a proxy, and not tied to any specific investments). The overall aggregate interest rate is calculated using a tiered approach based on the year the funds were originally invested and the rate of return for that year. Investment interest is credited based on the aggregate rate of return and assets are not adjusted to fair market value. Furthermore, the insurance carrier guarantees the principal amounts of the reserves, including all interest previously credited thereto.

Asset Class	Index	Target Allocation	Long-Term Expected Geometric Real Rate of Return %
U.S. Credit Bonds	Barclays Credit	50%	1.47%
U.S. Mortgages	Barclays MBS	50%	0.82%
Inflation			2.20%
Long-term expected rate of return			4.25%

The long-term expected rate of return and expected inflation rate remained unchanged from the prior year at 4.25% and 2.20% respectively. The long-term expected rate of return is determined by adding expected inflation to expected long-term real returns and reflecting expected volatility and correlation.

Single discount rate. A single discount rate of 2.25% was used to measure the total OPEB liability for the current year, as opposed to a discount rate of 2.87% for the prior year. The significant change in the discount rate was primarily caused by the decrease in the municipal bond rate from 2.74% as of December 31, 2019 to 2.12% as of December 31, 2020. The Plan's fiduciary net position was projected to be insufficient to make all projected future benefit payments of current active and inactive employees. Therefore, the discount rate for calculating the Total OPEB Liability is equal to the single equivalent rate that results in the same actuarial present value as the long-term expected rate of return applied to benefit payments, to the extent that the plan's fiduciary net position is projected to be sufficient to make projected benefit payments, and the municipal bond rate applied to benefit payment to the extent that the plan's fiduciary net position is projected to be insufficient. The plan's fiduciary net position was projected to be available to make projected future benefit payments of current plan members through December 31, 2036.

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE C – DETAILED NOTES ON ALL FUNDS (Continued)

The projection of cash flows used to determine the single discount rate assumed that employer contributions will be made according to the current employer contribution schedule and that contributions are made by plan members retiring prior to age 65.

Sensitivity of the County's proportionate share of net OPEB liability to changes in the discount rate. The following presents the County's proportionate share of the net OPEB liability calculated using the discount rate of 2.25%, as well as what the County's proportionate share of the net OPEB liability would be if it were calculated using a discount rate that is 1-percentage-point lower (1.25%) or 1-percentage-point higher (3.25%) than the current rate:

	1% Decrease to Discount Rate (1.25%)	Current Discount Rate (2.25%)	1% Increase to Discount Rate (3.25%)
County's proportionate share of the net OPEB liability (asset)	\$ 6,240,645	\$ 4,587,745	\$ 3,337,705

OPEB plan fiduciary net position. Detailed information about the OPEB plan's fiduciary net position is available in separately issued financial statements available at <http://etf.wi.gov/publications/cafr.htm>.

Payable to the OPEB Plan

At December 31, 2021, the County reported no payable for the outstanding amount of contribution to the Plan required for the year ended December 31, 2021.

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE D – OTHER INFORMATION

1. Risk Management

The County maintains an insurance program to safeguard its financial security by protecting its human, financial and property assets from the adverse impact of loss. Various techniques and programs are utilized to reduce the possibility of a loss from occurring and manage the adverse consequences should an event occur resulting in a loss, including safety and loss control practices, contractual risk transfer, self-insurance funding and the purchase of insurance.

Public Entity Risk Pool

During 1987, the County together with other counties in the State of Wisconsin, created the Wisconsin County Municipal Mutual Insurance Company (WCMIC), to provide liability insurance to its members. WCMIC also provides bodily and personal injury, and errors and omissions coverage for the County. WCMIC is governed by one entity-one vote and includes counties of varying size. Only member entities participate in governing WCMIC. The actuary for WCMIC determines the charge per \$1,000 of ratable governmental expenditures required to pay the expected losses and loss adjustment expenses on which premiums are based. A separate financial report is issued by WCMIC. The County's self-insured retention limit is \$250,000 aggregate.

Claims Liability - WCMIC	2020	2021
Liability, beginning of year	\$ 202,651	\$ 157,673
Current year claims and changes in estimates	62,614	154,303
Claim payments	(107,592)	(95,339)
Liability, end of year	<u>\$ 157,673</u>	<u>\$ 216,637</u>

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE D – OTHER INFORMATION (Continued)

Self-Insurance – Worker’s Compensation

The County has also established a program for worker’s compensation. All funds of the County participate in this program. Worker’s Compensation is part of the Insurance Internal Service Fund and is maintained to provide for self-insured worker’s compensation insurance coverage and employee safety and loss control programs. The County contracts with a third party claims administrator for the purpose of adjudicating worker’s compensation claims. The County’s excess insurance policy covers individual claims in excess of \$500,000. Settled claims have not exceeded the \$500,000 in any of the past four years. Costs associated with the worker’s compensation program are billed to other County departments based on actual wages and include amounts necessary to fund current and prior year claims to be paid in the current year and in the future.

A liability for a claim is established if claim information indicates that it is probable that the liability may have future estimable claims at the date of the financial statements. Liabilities include an amount for claims that have been incurred, but not reported.

Claims Liability - Worker's Compensation	2020	2021
Liability, beginning of year	\$ 575,995	\$ 317,117
Current year claims and changes in estimates	(134,384)	345,698
Claim payments	(124,494)	(288,689)
Liability, end of year	\$ 317,117	\$ 374,126

Self-Funded Dental Insurance Program

The County has a self-insured dental benefit plan for its employees. The plan administrator, Delta Dental, is responsible for the approval, processing, and payment of claims, after which they bill the County for reimbursement. The County is also responsible for a monthly administrative fee. The plan reports on a calendar year ending December 31, 2021.

At December 31, 2021, the County has reported a liability of which represents reported and unreported claims which were incurred on or before December 31, 2021, but were not paid by the County as of that date. The amounts not reported to the County were determined by the plan administrator. Changes in the claims liability for the years ended December 31, 2021 and 2020 are as follows:

Claims Liability - Dental	2020	2021
Liability, beginning of year	\$ 50,000	\$ 50,000
Current year claims and changes in estimates	590,910	691,539
Claim payments	(590,910)	(691,539)
Liability, end of year	\$ 50,000	\$ 50,000

COUNTY OF SHEBOYGAN, WISCONSIN
Notes to the Basic Financial Statements
December 31, 2021

NOTE D – OTHER INFORMATION (Continued)

2. Contingencies

- a. The County has received federal and state grants for specific purposes that are subject to review and audit by the grantor agencies. Such audits could lead to requests for reimbursement to the grantor agency for expenditures disallowed under terms of the grants. Management believes such disallowances, if any, would be immaterial.
- b. From time to time, the County is party to other various pending claims and legal proceeding. Although the outcome of such matters cannot be forecast with certainty, it is the opinion of management and legal counsel that the likelihood is remote that any such claims or proceedings will have a material adverse effect on the County's financial position or results of operation.

3. Tax Levy Limit

Wisconsin Act 25 imposed a limit on the property tax levies for all Wisconsin cities, villages, towns and counties for a two-year period effective July 27, 2005. Subsequent legislation has extended the levy limit through 2021. The current law limits the increase in the maximum allowable tax levy to the percentage change in the County's January 1 equalized value as a result of net new construction. The actual limit for the County for the 2022 budget was 1.95%. Debt service for debt authorized after July 1, 2005 is exempt from the levy limit. In addition, the Act allows the limit to be adjusted for the increase in debt service authorized prior to July 1, 2005 and in certain other situations.

4. Subsequent Event

On February 14, 2022, the County Board authorized the issuance of \$7,195,000 of General Obligation Promissory Notes, dated March 8, 2022. The notes will be used to finance part of the cost of capital improvements within the County.

5. Prior Period Adjustment

The County recorded a prior period adjustment to reduce accrued liabilities by \$3,823,049 which resulted in an increase in fund balance. The purpose of the restatement is to remove unmaturing long-term compensated absences from accrued liabilities in the general fund.

**REQUIRED
SUPPLEMENTARY INFORMATION**

COUNTY OF SHEBOYGAN, WISCONSIN
Schedule of Proportionate Share of the Net Pension Liability (Asset)
Wisconsin Retirement System
Last 10 Measurement Periods

Measurement Period ending	Proportion of the net pension liability (asset)	Proportionate share of the net pension liability (asset)	Covered payroll (plan year)	Proportionate share of the net pension liability (asset) as a percentage of covered payroll	Plan fiduciary net position as a percentage of the total pension liability (asset)
12/31/2014	0.292189%	\$ 7,176,953	\$ 38,151,964	18.81%	102.74%
12/31/2015	0.288107%	\$ 4,681,689	\$ 38,308,649	12.22%	98.20%
12/31/2016	0.286855%	\$ 2,364,373	\$ 39,654,337	5.96%	99.12%
12/31/2017	0.288705%	\$ (8,571,981)	\$ 40,662,447	21.08%	102.93%
12/31/2018	0.289871%	\$ 10,312,713	\$ 41,022,625	25.14%	96.45%
12/31/2019	0.288716%	\$ (9,309,530)	\$ 42,469,129	21.92%	102.96%
12/31/2020	0.288389%	\$ (18,004,518)	\$ 44,602,607	40.37%	105.26%

Notes to Required Supplementary Information

Changes of benefit terms. There were no changes of benefit terms for any participating employer in WRS.

Changes of assumptions. The amounts reported for each fiscal year were determined as of the calendar year-end which occurred within the prior fiscal year. The County is required to present the last ten years of financial data; however, accounting standards allow the presentation of as many years as are available until ten years fiscal are presented.

COUNTY OF SHEBOYGAN, WISCONSIN
Schedule of Contributions
Wisconsin Retirement System
Last 10 Fiscal Years*

County Fiscal year ending	Contractually required contributions	Contributions in relation to the contractually required contributions	Contribution deficiency (excess)	Covered payroll (fiscal year)	Contributions as a percentage of covered payroll
12/31/2015	\$ 2,740,719	\$ 2,740,719	\$ -	\$ 38,308,649	7.15%
12/31/2016	\$ 2,756,258	\$ 2,756,258	\$ -	\$ 39,654,337	6.95%
12/31/2017	\$ 2,962,039	\$ 2,962,039	\$ -	\$ 40,662,447	7.28%
12/31/2018	\$ 2,982,459	\$ 2,982,459	\$ -	\$ 41,022,625	7.27%
12/31/2019	\$ 2,994,797	\$ 2,994,797	\$ -	\$ 42,469,129	7.05%
12/31/2020	\$ 3,186,911	\$ 3,186,911	\$ -	\$ 44,602,607	7.15%
12/31/2021	\$ 3,220,199	\$ 3,220,199	\$ -	\$ 43,409,405	7.42%

Notes to Required Supplementary Information

Changes of benefit terms. There were no changes of benefit terms for any participating employer in WRS.

Changes of assumptions. The amounts reported for each fiscal year were determined as of the calendar year-end which occurred within the prior fiscal year. The County is required to present the last ten years of financial data; however, accounting standards allow the presentation of as many years as are available until ten years fiscal are presented.

COUNTY OF SHEBOYGAN, WISCONSIN
Schedule of Proportionate Share of the Net OPEB Liability
Local Retiree Life Insurance Fund
Last 10 Measurement Periods

Measurement Period ending	Proportion of the net OPEB liability	Proportionate share of the net OPEB liability	Covered payroll	Proportionate share of the net OPEB liability as a percentage of covered payroll	Plan fiduciary net position as a percentage of the total OPEB liability
12/31/2017	0.850657%	\$ 2,559,269	\$ 35,772,560	7.15%	44.81%
12/31/2018	0.856778%	\$ 2,210,776	\$ 33,637,000	6.57%	48.69%
12/31/2019	0.806312%	\$ 3,433,433	\$ 34,924,000	9.83%	37.58%
12/31/2020	0.834026%	\$ 4,587,745	\$ 35,334,000	12.98%	31.36%

Notes to Required Supplementary Information

The County implemented GASB Statement 75, Accounting and Financial Reporting for Postemployment Benefits Other than Pensions, for the fiscal year ended December 31, 2018. Information for prior years is not available.

COUNTY OF SHEBOYGAN, WISCONSIN
Schedule of Contributions
Local Retiree Life Insurance Fund
Last 10 Fiscal Years

<u>Fiscal year ending</u>	<u>Contractually required contributions</u>	<u>Contributions in relation to the contractually required contributions</u>	<u>Contribution deficiency (excess)</u>	<u>Covered payroll (fiscal year)</u>	<u>Contributions as a percentage of covered payroll</u>
12/31/2018	\$ 16,351	\$ 16,351	\$ -	\$ 33,637,000	0.05%
12/31/2019	\$ 16,507	\$ 16,507	\$ -	\$ 34,924,000	0.05%
12/31/2020	\$ 14,576	\$ 14,576	\$ -	\$ 35,334,000	0.04%
12/31/2021	\$ 16,631	\$ 16,631	\$ -	\$ 43,409,405	0.04%

Notes to Required Supplementary Information

The County implemented GASB Statement 75, Accounting and Financial Reporting for Postemployment Benefits Other than Pensions, for the fiscal year ended December 31, 2018. Information for prior years is not available.

SUPPLEMENTARY INFORMATION

Nonmajor Governmental Funds

Special Revenue Funds

Special revenue funds are used to account for the proceeds from specific revenue sources that are legally restricted to expenditures for specific purposes.

Public Safety – To account for donation and certain asset sales restricted for public safety improvements.

Sheboygan County Industrial Development and Revolving Loan Fund Agency, Inc. – To carry out a revolving loan fund program supporting economic development for Sheboygan County and other purposes approved by the members and directors.

COUNTY OF SHEBOYGAN, WISCONSIN
Combining Balance Sheet
NonMajor Governmental Funds
December 31, 2021

Special Revenue Funds		Total NonMajor Governmental Funds
Public Safety	Industrial Development and Revolving Loan Agency, Inc.	

Assets

Cash and investments	\$ 97,852	\$ 328,607	\$ 426,459
Receivables			
Loans		691,524	691,524
Total Assets	<u>97,852</u>	<u>1,020,131</u>	<u>1,117,983</u>

Deferred Inflows of Resources and Fund Balances

Deferred Inflows of Resources			
Loans receivable	\$	\$ 691,524	\$ 691,524

Fund Balances			
Assigned	97,852	328,607	426,459

**Total Deferred Inflows of Resources and
Fund Balances**

	\$ 97,852	\$ 1,020,131	\$ 1,117,983
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COUNTY OF SHEBOYGAN, WISCONSIN
Combining Statement of Revenues, Expenditures, and Changes
in Fund Balances - NonMajor Governmental Funds
For the Year Ended December 31, 2021

	Special Revenue Funds		Total NonMajor Governmental Funds
	Public Safety	Industrial Development and Revolving Loan Agency, Inc.	
Revenues			
Miscellaneous	\$ 14,612	\$ 68,453	\$ 83,065
Expenditures			
Current:			
General government		35	35
Sheriff	18,671		18,671
Total Expenditures	18,671	35	18,706
Excess (deficiency) of revenues over expenditures	(4,059)	68,418	64,359
Net change in fund balances	(4,059)	68,418	64,359
Fund balances, January 1	101,911	260,189	362,100
Fund balances, December 31	\$ 97,852	\$ 328,607	\$ 426,459

Debt Service Fund

Debt Service funds account for the accumulation of resources for the payment of general long-term debt principal, interest, and related costs.

COUNTY OF SHEBOYGAN, WI
Schedule of Revenues, Expenditures and Changes in Fund Balance
Budget and Actual
Debt Service
For the Year Ended December 31, 2021

	Budgeted Amounts		Actual	Variance With Final Budget Positive (Negative)
	Original	Final		
Revenues				
Property taxes	\$ 5,405,086	\$ 5,405,086	\$ 5,405,086	\$
Expenditures				
Debt service				
Principal	5,635,000	5,635,000	5,735,000	(100,000)
Interest and other charges	771,750	771,750	648,200	123,550
Total Expenditures	6,406,750	6,406,750	6,383,200	23,550
Deficiency of revenues under expenditures	(1,001,664)	(1,001,664)	(978,114)	23,550
Other Financing Sources				
Transfer in	1,000,000	1,000,000	1,000,000	
Net Change in Fund Balance	(1,664)	(1,664)	21,886	23,550
Fund balance, January 1	247,315	247,315	247,315	
Fund balance, December 31	\$ 245,651	\$ 245,651	\$ 269,201	\$ 23,550

Capital Project Funds

Capital project funds are used to account for financial resources to be used for the acquisition and construction of major capital facilities.

COUNTY OF SHEBOYGAN, WI
Schedule of Revenues, Expenditures and Changes in Fund Balance
Budget and Actual
Capital Projects
For the Year Ended December 31, 2021

	Budgeted Amounts		Actual	Variance With Final Budget Positive (Negative)
	Original	Final		
Revenues				
Intergovernmental	\$ 175,000	\$ 175,000	\$ 232,603	\$ 57,603
Miscellaneous	1,650	1,650	2,847	1,197
Total Revenues	<u>176,650</u>	<u>176,650</u>	<u>235,450</u>	<u>58,800</u>
Expenditures				
Capital outlay	2,541,386	2,633,058	2,539,919	93,139
Deficiency of revenues under expenditures	<u>(2,364,736)</u>	<u>(2,456,408)</u>	<u>(2,304,469)</u>	<u>151,939</u>
Other Financing Sources (Uses)				
General obligation debt issued	1,856,577	1,856,577		(1,856,577)
Transfer in	111,560	198,344	93,494	(104,850)
Transfer out			(157,485)	(157,485)
Total Other Financing Sources (Uses)	<u>1,968,137</u>	<u>2,054,921</u>	<u>(63,991)</u>	<u>(2,118,912)</u>
Net Change in Fund Balance	<u>(396,599)</u>	<u>(401,487)</u>	<u>(2,368,460)</u>	<u>(1,966,973)</u>
Fund balance, January 1	<u>2,123,638</u>	<u>2,123,638</u>	<u>2,123,638</u>	
Fund balance, December 31	<u>\$ 1,727,039</u>	<u>\$ 1,722,151</u>	<u>\$ (244,822)</u>	<u>\$ (1,966,973)</u>

Transportation Fund

The transportation fund is used to account for financial resources to be used for the acquisition or construction of major transportation related capital facilities and related assets.

COUNTY OF SHEBOYGAN, WI
Schedule of Revenues, Expenditures and Changes in Fund Balance
Budget and Actual
Transportation
For the Year Ended December 31, 2021

	Budgeted Amounts		Actual	Variance With Final Budget Positive (Negative)
	Original	Final		
Revenues				
Other taxes	\$ 9,914,000	\$ 9,914,000	\$ 12,505,169	\$ 2,591,169
Expenditures				
Transportation	8,500,000	8,500,000	7,132,159	1,367,841
Excess of revenues over expenditures	1,414,000	1,414,000	5,373,010	3,959,010
Other Financing Uses				
Transfer out	(1,414,000)	(1,414,000)	(1,478,415)	(64,415)
Net Change in Fund Balance			3,894,595	3,894,595
Fund balance, January 1	5,931,776	5,931,776	5,931,776	
Fund balance, December 31	\$ 5,931,776	\$ 5,931,776	\$ 9,826,371	\$ 3,894,595

Internal Service Funds

Internal service funds are used to account for the financing of goods or services provided by one department or agency to other departments or agencies of the County or to other governments on a cost-reimbursement basis.

Employee Benefits & Insurance – To account for costs associated with the County’s self-insured employee benefits and property insurance funds.

Information Technology & Printing – To account for costs associated with providing hardware, software and printing services to other county departments and other governments.

Highway – To account for costs associated with providing street and highway maintenance to other governments and maintenance of county parking lots and recreational trails.

COUNTY OF SHEBOYGAN, WISCONSIN
Combining Statement of Net Position
Internal Service Funds
December 31, 2021

	Governmental Activities - Internal Service Funds			
	Employee Benefits & Insurance	Information Technology & Printing	Highway	Total
Assets				
Current assets				
Cash and investments	\$ 4,875,462	\$ 956,035	\$ 3,863,555	\$ 9,695,052
Receivables				
Taxes			1,501,012	1,501,012
Accounts (net)	9,446	4,566	31,502	45,514
Due from other governments		4,111	1,030,033	1,034,144
Prepays and other items	487,766	250,431	2,585,562	3,323,759
Total Current Assets	5,372,674	1,215,143	9,011,664	15,599,481
Noncurrent assets				
Capital assets, nondepreciable				
Land			5,653,790	5,653,790
Capital assets, depreciable				
Buildings		248,291	19,171,633	19,419,924
Land improvements		35,701	1,723,050	1,758,751
Infrastructure			715,471	715,471
Machinery and equipment	5,700	189,702	17,973,031	18,168,433
Office furniture and equipment		5,778,203	342,263	6,120,466
Vehicles			12,637,809	12,637,809
Less Accumulated depreciation	(5,700)	(4,918,441)	(21,025,156)	(25,949,297)
Other noncurrent assets				
Net pension asset		216,889	2,195,722	2,412,611
Total Noncurrent Assets		1,550,345	39,387,613	40,937,958
Total Assets	5,372,674	2,765,488	48,399,277	56,537,439
Deferred Outflows of Resources				
Deferred outflows related to pension		356,789	3,615,663	3,972,452
Other postemployment benefit related amounts		23,355	236,451	259,806
Total Deferred Outflows of Resources		380,144	3,852,114	4,232,258
Liabilities				
Current liabilities				
Accounts payable	423		19,770	20,193
Accrued and other current liabilities	740,296			740,296
Accrued compensation		27,395	60,806	88,201
Current maturities of long-term obligations			12,173	12,173
Total Current Liabilities	740,719	27,395	92,749	860,863
Noncurrent liabilities				
Long-term obligations		76,646	721,282	797,928
Other postemployment benefits liability		55,264	559,494	614,758
Total Noncurrent Liabilities		131,910	1,280,776	1,412,686
Total Liabilities	740,719	159,305	1,373,525	2,273,549
Deferred Inflows of Resources				
Property taxes levied for subsequent year			1,501,012	1,501,012
Deferred inflows related to pension		475,135	4,810,125	5,285,260
Other postemployment benefit related amounts		7,963	80,618	88,581
Total Deferred Inflows of Resources		483,098	6,391,755	6,874,853
Net Position				
Investment in capital assets		1,333,456	37,191,891	38,525,347
Restricted for				
Pension benefits		216,889	2,195,722	2,412,611
Unrestricted	4,631,955	952,884	5,098,498	10,683,337
Total Net Position	\$ 4,631,955	\$ 2,503,229	\$ 44,486,111	\$ 51,621,295

COUNTY OF SHEBOYGAN, WISCONSIN
Combining Statement of Revenues, Expenses, and Changes in Net Position
Internal Service Funds
For the Year Ended December 31, 2021

	Governmental Activities - Internal Service Funds			
	Employee Benefits & Insurance	Information Technology & Printing	Highway	Total
Operating Revenues				
Charges for services	\$ 16,010,799	\$ 2,451,104	\$ 15,918,742	\$ 34,380,645
Miscellaneous operating revenue	84,120	7,194	33,319	124,633
Total Operating Revenues	16,094,919	2,458,298	15,952,061	34,505,278
Operating Expenses				
Operation and maintenance	16,679,438	2,272,887	17,310,575	36,262,900
Depreciation		248,218	2,154,726	2,402,944
Total Operating Expenses	16,679,438	2,521,105	19,465,301	38,665,844
Operating Loss	(584,519)	(62,807)	(3,513,240)	(4,160,566)
Nonoperating revenues				
Intergovernmental revenues		30,875	3,491,493	3,522,368
Property tax appropriation			2,188,098	2,188,098
Rental income	74,604		10,820	85,424
Gain on disposal of capital assets			83,875	83,875
Total nonoperating revenues	74,604	30,875	5,774,286	5,879,765
Income (loss) before contributions and transfers	(509,915)	(31,932)	2,261,046	1,719,199
Capital contributions - County		126,575		126,575
Transfers In		154,782	486,087	640,869
Transfers Out		(29,079)		(29,079)
Change in net position	(509,915)	220,346	2,747,133	2,457,564
Net Position - January 1	5,141,870	2,282,883	41,738,978	49,163,731
Net Position - December 31	\$ 4,631,955	\$ 2,503,229	\$ 44,486,111	\$ 51,621,295

COUNTY OF SHEBOYGAN, WISCONSIN
Combining Statement of Cash Flows
Internal Service Funds
For the Year Ended December 31, 2021

Governmental Activities - Internal Service Funds				
	Employee Benefits & Insurance	Information Technology & Printing	Highway	Total
Cash flows from operating activities				
Receipts from customers and users	\$	\$	\$ 9,373,430	\$ 9,373,430
Receipts from interfund services provided	13,215,075	2,447,965	6,548,472	22,211,512
Other operating cash receipts	2,881,988	7,194	64,640	2,953,822
Payments to suppliers	(837,886)	(1,538,680)	(9,019,963)	(11,396,529)
Payments for wages and benefits	(15,956,625)	(658,824)	(6,922,431)	(23,537,880)
Payments for interfund services used	(114,789)	(153,215)	(2,251,331)	(2,519,335)
Net cash provided (used) by operating activities	(812,237)	104,440	(2,207,183)	(2,914,980)
Cash flows from noncapital financing activities				
Intergovernmental revenues		30,875	3,491,493	3,522,368
Property tax appropriation received			2,188,098	2,188,098
Rental income	74,604		10,820	85,424
Transfer in		154,782	486,087	640,869
Transfer out		(29,079)		(29,079)
Net cash provided by financing activities	74,604	156,578	6,176,498	6,407,680
Cash flows from capital and related financing activities				
Proceeds from sale of capital assets			298,120	298,120
Purchases of capital assets			(2,510,822)	(2,510,822)
Net cash used by capital and related financing activities			(2,212,702)	(2,212,702)
Net decrease in cash and cash equivalents	(737,633)	261,018	1,756,613	1,279,998
Cash and cash equivalents - January 1	5,613,095	695,017	2,106,942	8,415,054
Cash and cash equivalents - December 31	\$ 4,875,462	\$ 956,035	\$ 3,863,555	\$ 9,695,052

COUNTY OF SHEBOYGAN, WISCONSIN
Combining Statement of Cash Flows (Continued)
Internal Service Funds
For the Year Ended December 31, 2021

Governmental Activities - Internal Service Funds			
Employee Benefits & Insurance	Information Technology & Printing	Highway	Total

**Reconciliation of operating loss
to net cash provided (used)
by operating activities:**

Operating loss	\$	(584,519)	\$	(62,807)	\$	(3,513,240)	\$	(4,160,566)
Adjustments to reconcile operating loss to net cash provided (used) by operating activities:								
Depreciation (net of amortization)				248,218		2,154,726		2,402,944
Change in WRS pension related liabilities (assets)				(105,376)		(1,077,390)		(1,182,766)
Change in WRS pension related deferred outflows				(98,294)		(1,013,554)		(1,111,848)
Change in WRS pension related deferred inflows				140,754		1,456,719		1,597,473
Change in other post employment benefit related liabilities (assets)				14,137		147,044		161,181
Change in other post employment benefit related deferred outflows				(7,263)		(75,072)		(82,335)
Change in other post employment benefit related deferred inflows				(249)		(1,739)		(1,988)
Changes in assets and liabilities:								
Accounts receivable		2,144		(1,283)		(6,966)		(6,105)
Due from other governments				(2,659)		41,446		38,787
Prepays and other items		(476,385)		11,988		(158,610)		(623,007)
Accounts payable and accrued expenses		185,013		(5,852)		9,633		188,794
Accrued compensation				2,726		(189,563)		(186,837)
Accrued compensated absences				(29,600)		19,383		(10,217)
Accrued insurance				61,510				61,510
Net cash provided (used) by operating activities	\$	(812,237)	\$	104,440	\$	(2,207,183)	\$	(2,914,980)

Noncash investing, capital and financing activities

Contribution of capital assets - County	\$	126,575	\$	126,575	\$	126,575	\$	126,575
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Fiduciary Funds

Clerk of Courts – To account for the receipt and disbursement of court-ordered payments to third parties.

Register of Deeds – To account for the receipt and disbursement of state mandated fees.

Rocky Knoll Patient – To account for funds deposited by patients and disbursed on their behalf at the Rocky Knoll Health Care Center.

Sheriff General - To account for the receipt and disbursement of fees collected for third parties.

Sheriff Inmate – To account for the receipt and disbursement of funds for persons incarcerated in the County jail and eligible for the Huber Law program.

Taxes – To account for collection and payment of funds deposited with the County Treasurer for payment of taxes and special assessments to other governmental units.

COUNTY OF SHEBOYGAN, WISCONSIN
Combining Statement of Fiduciary Net Position
Fiduciary Funds - Custodial Funds
December 31, 2021

	Taxes, Specials, & Misc	Sheriff General	Sheriff Inmate	Clerk of Court	Rocky Knoll Patient	Register of Deeds	Total Custodial Funds
Assets							
Cash and Investments	\$ 20,617	\$ 557	\$ 90,673	\$ 2,866,337	\$ 35,536	\$ 192,152	\$ 3,205,872
Tax Receivable For Other Governments	108,408						108,408
Special certificates	158,320						158,320
Total Assets	287,345	557	90,673	2,866,337	35,536	192,152	3,472,600
Liabilities							
Due to Other Governments	72,350			233,561		192,152	498,063
Total Liabilities	72,350			233,561		192,152	498,063
Net Position							
Restricted for:							
Individuals, Organizations, and Other Governments	214,995	557	90,673	2,632,776	35,536		2,974,537
Total Net Position	\$ 214,995	\$ 557	\$ 90,673	\$ 2,632,776	\$ 35,536		\$ 2,974,537

The notes to the basic financial statements are an integral part of this statement.

COUNTY OF SHEBOYGAN, WISCONSIN
Combining Statement of Changes in Fiduciary Net Position
Fiduciary Funds - Custodial Funds
For the year ended December 31, 2021

	Taxes, Specials, & Misc	Sheriff General	Sheriff Inmate	Clerk of Court	Rocky Knoll Patient	Register of Deeds	Total Custodial Funds
Additions							
Contributions							
Individuals	\$ 600		\$ 1,984,267	\$ 2,478,839	\$ 354,409		\$ 4,818,115
Property Tax Collections for Other Governments	108,408						108,408
Special Certificate Collections for Other Governments	126,161						126,161
Fee collections and other items		234,078				1,826,117	2,060,195
Total Additions	235,169	234,078	1,984,267	2,478,839	354,409	1,826,117	7,112,879
Deductions							
Beneficiary Payments to Individuals			1,966,526		363,227		2,329,753
Payments of Property Tax to Other Governments	54,639						54,639
Payments of Special Certificates to Other Governments	110,668						110,668
Payments to Other Entities		234,318		1,560,063		1,826,117	3,620,498
Total Deductions	165,307	234,318	1,966,526	1,560,063	363,227	1,826,117	6,115,558
Change in Net Position	69,862	(240)	17,741	918,776	(8,818)		997,321
Fiduciary Net Position - January 1	145,133	797	72,932	1,714,000	44,354		1,977,216
Fiduciary Net Position - December 31	\$ 214,995	\$ 557	\$ 90,673	\$ 2,632,776	\$ 35,536	\$	\$ 2,974,537

The notes to the basic financial statements are an integral part of this statement.

STATISTICAL SECTION

Statistical Section

This part of Sheboygan County's comprehensive annual financial report presents detailed information as a context for understanding what the information in the financial statements, note disclosures, and supplementary information says about the overall financial well-being of the county.

Contents

Tables

Financial Trends

I-IV

These schedules contain trend information to help the reader understand how the county's financial performance and well-being have changed over time.

Revenue Capacity

V-VIII

These schedules contain information to help the reader access the county's most significant local revenue source, the property tax.

Debt Capacity

IX-XI

These schedules present information to help the reader assess the affordability of the county's current levels of outstanding debt and the county's ability to issue new debt in the future.

Demographic and Economic Information

XII-XIII

These schedules offer demographic and economic indicators to help the reader understand the environment within which the county's financial activities take place.

Operating Information

XIV-XVI

These schedules contain service and infrastructure data to help the reader understand how the information in the county's financial report relates to the services the county provides and the activities it performs.

Sources: Unless otherwise noted, the information in these schedules is derived from the comprehensive annual financial reports for the relevant year.

COUNTY OF SHEBOYGAN, WISCONSIN

Table I

Net Position by Component

Last Ten Fiscal Years

(Accrual Basis of Accounting)

(000's)

	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Governmental Activities										
Net investment in capital assets	\$ 94,537	\$ 97,989	\$ 108,499	\$ 113,184	\$ 113,937	\$ 121,726	\$ 129,443	\$ 136,151	\$ 142,240	\$ 145,151
Restricted	3,802	2,904	3,215	9,892	3,974	2,777	9,998	702	8,685	16,437
Unrestricted	23,610	28,243	26,174	37,668	42,546	42,699	34,290	39,139	35,671	41,538
Total Governmental Activities Net Position	\$ 121,949	\$ 129,136	\$ 137,888	\$ 160,744	\$ 160,457	\$ 167,202	\$ 173,731	\$ 175,992	\$ 186,596	\$ 203,126
Business-type Activities										
Net investment in capital assets	\$ 8,380	\$ 7,899	\$ 7,738	\$ 7,352	\$ 7,483	\$ 7,598	\$ 7,280	\$ 7,332	\$ 7,366	\$ 7,066
Restricted				1,088			1,234		1,285	2,426
Unrestricted (Deficit)	(714)	(14)		1,523	3,008	2,875	1,822	3,420	2,487	1,950
Total Business-type Activities Net Position	\$ 7,666	\$ 7,885	\$ 7,738	\$ 9,963	\$ 10,491	\$ 10,473	\$ 10,336	\$ 10,752	\$ 11,138	\$ 11,442
Total Primary Government										
Net investment in capital assets	\$ 102,917	\$ 105,888	\$ 116,237	\$ 120,536	\$ 121,420	\$ 129,324	\$ 136,723	\$ 143,483	\$ 149,606	\$ 152,217
Restricted	3,802	2,904	3,215	10,980	3,974	2,777	11,232	702	9,970	18,863
Unrestricted	22,896	28,229	26,174	39,191	45,554	45,574	36,112	42,559	38,158	43,488
Total Primary Government Net Position	\$ 129,615	\$ 137,021	\$ 145,626	\$ 170,707	\$ 170,948	\$ 177,675	\$ 184,067	\$ 186,744	\$ 197,734	\$ 214,568

COUNTY OF SHEBOYGAN, WISCONSIN

**Table II
Changes in Net Position
Last Ten Fiscal Years
(Accrual Basis of Accounting)
(000's)**

	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Expenses										
Governmental activities:										
General government	\$ 13,271	\$ 12,876	\$ 12,042	\$ 14,113	\$ 16,506	\$ 15,380	\$ 14,092	\$ 16,715	\$ 14,486	\$ 14,511
Sheriff	18,742	18,387	18,372	18,541	21,007	22,182	23,689	25,787	24,775	23,418
Transportation	18,678	14,104	15,319	15,972	16,022	17,144	18,630	22,375	22,839	20,584
Public health and human services	30,664	29,859	31,397	31,210	33,763	32,864	34,126	37,969	38,669	40,033
Resources and development	6,384	2,314	4,035	2,913	2,339	3,089	1,972	2,704	2,547	2,587
UW Ext/UW Campus	1,220	1,211	1,267	1,213	1,182	1,101	1,103	1,071	964	817
Interest on long term debt	877	934	1,382	1,106	1,089	1,121	1,223	963	1,065	626
Total governmental activities expenses	89,836	79,685	83,814	85,068	91,908	92,881	94,835	107,584	105,345	102,576
Business-type activities:										
Rocky Knoll	14,363	13,620	13,671	13,377	13,572	13,815	13,792	14,457	14,606	13,448
Total business-type activities expenses	14,363	13,620	13,671	13,377	13,572	13,815	13,792	14,457	14,606	13,448
Total primary government expenses	\$ 104,199	\$ 93,305	\$ 97,485	\$ 98,445	\$ 105,480	\$ 106,696	\$ 108,627	\$ 122,041	\$ 119,951	\$ 116,024
Program Revenues										
Governmental activities:										
Charges for Services:										
General government	\$ 1,154	\$ 1,616	\$ 1,298	\$ 1,961	\$ 1,914	\$ 2,245	\$ 1,815	\$ 2,261	\$ 2,065	\$ 2,689
Sheriff	1,159	1,147	1,258	1,334	1,337	1,775	1,660	1,770	1,704	1,939
Transportation	5,995	268	252	349	104	275	279	487	257	305
Public health and human services	2,259	3,645	3,374	4,063	4,235	4,181	4,285	4,516	5,769	7,610
Resources and development	2,118	588	1,312	666	472	519	491	482	389	287
UW Ext/UW Campus	28	26	26	32	21	20	21	19	13	12
Interest on long term debt	515	512	516	518	519	517	514	515		
Operating grants and contributions	29,448	24,233	30,474	30,226	28,141	26,095	27,498	29,979	36,031	35,546
Capital grants and contributions	515	2,239	741	223	198	384	302	2,430	2,065	1,926
Total governmental activities program revenues	\$ 43,191	\$ 34,274	\$ 39,251	\$ 39,372	\$ 36,941	\$ 36,011	\$ 36,865	\$ 42,459	\$ 48,293	\$ 50,314
Business-type activities:										
Charges for Services:										
Rocky Knoll	11,573	11,334	11,096	11,306	11,481	11,052	11,158	11,494	11,002	9,443
Operating grants and contributions	1,711	1,194	1,100	1,226	1,142	1,315	2,233	2,268	2,905	2,622
Capital grants and contributions		57	191		522					
Total business-type activities program revenues	\$ 13,284	\$ 12,585	\$ 12,387	\$ 12,532	\$ 13,145	\$ 12,367	\$ 13,391	\$ 13,762	\$ 13,907	\$ 12,065
Net (expense) revenue										
Governmental activities	(46,645)	(45,411)	(44,563)	(45,696)	(54,967)	(56,870)	(57,970)	(65,126)	(57,052)	(52,262)
Business-type activities	(1,079)	(1,035)	(1,284)	(845)	(427)	(1,448)	(401)	(695)	(699)	(1,383)
Total primary government net expense	\$ (47,724)	\$ (46,446)	\$ (45,847)	\$ (46,541)	\$ (55,394)	\$ (58,318)	\$ (58,371)	\$ (65,821)	\$ (57,751)	\$ (53,645)

COUNTY OF SHEBOYGAN, WISCONSIN

**Table II
Changes in Net Position
Last Ten Fiscal Years
(Accrual Basis of Accounting)
(000's)**

	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
General Revenues and Other Changes in Net Position										
Governmental activities:										
Property taxes	\$ 44,308	\$ 45,126	\$ 45,155	\$ 46,233	\$ 47,548	\$ 47,059	\$ 47,855	\$ 48,684	\$ 49,788	\$ 50,568
Sales tax						9,391	10,030	10,821	10,273	12,505
Other taxes	13	8	4	11	25	21	29	32	37	37
Grants and contributions	3,558	3,572	3,862	4,416	3,938	3,901	3,765	3,828	3,701	3,700
Investment earnings	1,886	704	2,380	1,971	1,987	1,848	2,188	2,289	1,475	1,195
Gain on disposal of capital assets										153
Miscellaneous	1,518	1,679	1,915	3,603	1,181	1,972	2,294	1,704	2,565	1,324
Special item - Other Post Employment Benefit Adjustment		1,062								
Transfers		(11)		(1)		(576)	95	(374)	(183)	(691)
Total governmental activities	51,283	52,140	53,316	56,233	54,679	63,616	66,256	66,984	67,656	68,791
Business-type activities:										
Property taxes	687	802	846	835	885	845	671	717	826	921
Grants and contributions	1	12	262	1	5	1	1		46	49
Investment earnings			1		2	1	1	1		2
Gain on disposal of capital assets										2
Miscellaneous	34	10	28	35	64	6	36	20	30	22
Special item - Other Post Employment Benefit Adjustment		419								
Transfers		11		1		576	(95)	373	183	691
Total business-type activities	722	1,254	1,137	872	956	1,429	614	1,111	1,085	1,687
Total primary government	\$ 52,005	\$ 53,394	\$ 54,453	\$ 57,105	\$ 55,635	\$ 65,045	\$ 66,870	\$ 68,095	\$ 68,741	\$ 70,478
Change in Net Position										
Governmental activities	\$ 4,638	\$ 6,729	\$ 8,753	\$ 10,537	\$ (288)	\$ 6,746	\$ 8,287	\$ 1,858	\$ 10,604	\$ 16,529
Cumulative effect of change in accounting principle	(308)			12,318			(1,758)			
Prior period adjustment	7,426	457						403		
Business-type activities	(357)	219	(147)	27	529	(19)	212	416	386	304
Cumulative effect of change in accounting principle				2,199			(350)			
Total primary government	\$ 11,399	\$ 7,405	\$ 8,606	\$ 25,081	\$ 241	\$ 6,727	\$ 6,391	\$ 2,677	\$ 10,990	\$ 16,833

COUNTY OF SHEBOYGAN, WISCONSIN

Table III

Fund Balances, Governmental Funds

Last Ten Fiscal Years

(Modified Accrual Basis of Accounting)

	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
General Fund										
Nonspendable	\$ 3,264,149	\$ 2,390,304	\$ 1,610,939	\$ 1,428,033	\$ 1,154,224	\$ 1,005,183	\$ 1,041,275	\$ 1,075,244	\$ 1,096,779	\$ 916,540
Restricted	575,873	696,990	798,783	880,688	858,852	791,242	861,662	694,557	535,513	689,629
Committed	193,156	130,075	153,424	172,780	153,973	160,012	224,737	182,469	211,250	259,386
Assigned	296,114	884,861	524,183	2,643,631	3,767,583	3,344,874	882,577	1,425,764	578,127	4,356,815
Unassigned	12,503,137	13,837,437	15,592,319	18,633,273	17,828,037	16,185,605	18,476,704	17,922,130	21,935,847	25,815,724
Total General Fund	16,832,429	17,939,667	18,679,648	23,758,405	23,762,669	21,486,916	21,486,955	21,300,164	24,357,516	32,038,094
All Other Governmental Funds										
Nonspendable	3,386	3,239	4,446							
Restricted	1,220,854	3,529,076	13,136,812	13,017,557	8,069,238	1,530,317	3,171,362	1,016,397	2,370,953	269,201
Committed						3,140,569	3,578,678	3,479,767	5,931,776	9,826,371
Assigned	1,997,444	3,309,914	564,878	726,904	579,835	719,717	552,641	323,491	962,100	1,020,304
Unassigned (Deficit)	(341,591)	(192,432)				(1,129,592)				(244,822)
Total All Other Governmental Funds	2,880,093	6,649,797	13,706,136	13,744,461	8,649,073	4,261,011	7,302,681	4,819,655	9,264,829	10,871,054
Total Governmental Funds	\$ 19,712,522	\$ 24,589,464	\$ 32,385,784	\$ 37,502,866	\$ 32,411,742	\$ 25,747,927	\$ 28,789,636	\$ 26,119,819	\$ 33,622,345	\$ 42,909,148

* 2017 change in All Other Governmental Funds Committed fund balance is due to the implementation of a 5% sales tax in 2017 maintained in the County's Transportation Fund.

COUNTY OF SHEBOYGAN, WISCONSIN
Table IV
Changes in Fund Balances, Governmental Funds
Last Ten Fiscal Years
(Modified Accrual Basis of Accounting)

	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
REVENUES										
Property taxes	\$ 39,860,037	\$ 40,732,916	\$ 41,090,607	\$ 41,792,813	\$ 43,135,516	\$ 43,237,800	\$ 44,883,901	\$ 45,807,258	\$ 46,976,784	\$ 48,379,599
Other taxes	13,456	45,326	3,967	11,496	24,726	941204500%	10,058,722	10,853,301	10,310,627	12,542,028
Intergovernmental	26,595,361	20,115,255	25,930,635	24,779,280	22,159,823	20,718,403	21,002,275	22,180,829	27,217,759	26,292,193
Licenses and permits	684,457	638,499	660,638	667,105	675,737	701,477	748,798	782,043	779,901	850,490
Fines, forfeits and penalties	321,971	298,137	293,855	318,962	330,169	336,949	340,618	308,711	291,990	352,653
Public charges for services	5,949,188	6,725,264	6,342,810	7,327,394	7,356,665	7,910,938	7,846,079	8,245,930	9,521,027	11,845,237
Capital contributions		1,657,631								
Miscellaneous	5,262,851	3,569,390	6,281,723	7,949,315	5,523,990	5,147,588	5,579,336	6,433,529	5,061,764	3,987,848
Total revenues	78,687,321	73,782,418	80,604,235	82,846,365	79,206,626	87,465,200	90,459,729	94,611,601	100,159,852	104,250,048
EXPENDITURES										
Current:										
General government	12,631,381	12,047,936	11,995,998	13,404,576	14,110,906	14,332,710	13,339,756	15,361,497	14,353,372	14,590,320
Sheriff (formerly Public safety)	17,124,160	17,173,428	17,004,800	17,575,231	19,103,312	20,271,273	21,039,840	21,749,165	22,050,579	22,885,115
Transportation (formerly Public works)	417,404	401,438	415,655	528,951	476,568	4,420,486	8,422,206	9,339,204	6,993,805	7,744,929
Public health and human services	31,280,061	30,034,786	31,053,474	31,030,377	33,030,480	32,650,434	33,396,735	36,211,861	37,854,502	40,488,026
Resources and development	6,519,403	2,038,584	3,727,078	2,750,605	2,224,613	2,240,090	3,184,194	2,412,130	2,311,133	2,430,039
UW Ext/UW Campus (formerly Education)	575,560	574,150	617,580	602,949	565,076	538,075	558,053	613,443	533,930	488,933
Debt Service										
Principal	5,425,000	5,630,000	6,134,147	6,285,614	5,896,149	5,951,546	6,649,548	6,655,000	6,165,000	5,735,000
Interest and other charges	904,219	932,073	1,328,558	1,129,015	1,079,250	1,103,209	1,216,590	990,043	1,012,473	648,275
Capital Outlay	8,686,049	8,614,575	16,462,407	14,458,933	8,456,722	24,932,423	8,006,959	2,991,058	7,001,210	3,136,000
Total expenditures	83,563,237	77,446,970	88,739,697	87,766,251	84,943,076	106,440,246	95,813,881	96,323,401	98,276,004	98,146,637
Excess (deficiency) of revenues over expenditures	(4,875,916)	(3,664,552)	(8,135,462)	(4,919,886)	(5,736,450)	(18,975,046)	(5,354,152)	(1,711,800)	1,883,848	6,103,411
OTHER FINANCING SOURCES (USES)										
Premium on long term debt issued		245,928	979,694	453,755	72,745	281,725	292,211		245,972	
Long-term debt issued		9,590,000	16,962,040	9,500,000	3,265,000	10,000,000	6,680,000		8,913,000	
Capital leases			26,512		(3,280,000)					
Payment to current noteholder		(1,731,522)	(2,280,000)						(4,098,390)	
Proceeds from the disposal of capital assets										555,112
Transfers in	151,656	938,764	4,724,711	2,873,441	1,800,002	7,828,064	6,966,578	2,153,575	4,195,758	2,922,429
Transfers out	(114,769)	(958,669)	(4,481,175)	(2,790,228)	(1,212,421)	(5,798,558)	(5,542,928)	(3,111,592)	(3,637,662)	(4,117,198)
Total other financing sources (uses)	36,887	8,084,501	15,931,782	10,036,968	645,326	12,311,231	8,395,861	(958,017)	5,618,678	(639,657)
Net change in fund balances	\$ (4,839,029)	\$ 4,419,949	\$ 7,796,320	\$ 5,117,082	\$ (5,091,124)	\$ (6,663,815)	\$ 3,041,709	\$ (2,669,817)	\$ 7,502,526	\$ 5,463,754
Debt service as a percentage of noncapital expenditures	8.6%	9.8%	10.3%	10.1%	9.1%	8.8%	9.8%	9.0%	8.5%	7.3%

COUNTY OF SHEBOYGAN, WISCONSIN
Table V
Equalized Value of Taxable Property (1)
Last Ten Fiscal Years

Tax Year Ended December 31	Budget Year Ended December 31	Real Estate				Personal Property	Less: Tax Incremental Districts (2)	Total	General County Tax Rate (3)
		Residential	Commercial	Manufacturing	All Other				
2012	2013	6,356,373,400	1,361,176,300	406,929,800	264,626,700	262,221,600	221,203,100	8,430,124,700	5.4105
2013	2014	6,162,019,800	1,407,669,500	416,568,200	270,640,300	269,803,300	228,800,800	8,297,900,300	5.5971
2014	2015	6,220,495,100	1,398,486,000	447,610,000	269,485,700	268,686,100	272,900,200	8,331,862,700	5.6423
2015	2016	6,226,857,900	1,404,001,900	457,888,400	284,921,900	271,416,100	264,542,500	8,380,543,700	5.7705
2016	2017	6,303,790,800	1,426,483,400	464,712,800	286,486,200	273,644,300	290,216,200	8,464,901,300	5.6541
2017	2018	6,620,945,700	1,540,226,300	485,009,400	295,514,100	287,150,600	329,522,100	8,899,324,000	5.4522
2018	2019	7,004,274,000	1,641,736,100	500,307,000	301,156,300	258,753,800	384,910,200	9,321,317,000	5.3005
2019	2020	7,381,855,600	1,689,012,100	517,894,300	307,365,600	246,834,700	458,533,700	9,684,428,600	5.2200
2020	2021	7,847,487,800	1,892,325,500	547,378,500	310,774,300	277,293,700	524,061,500	10,351,198,300	4.9600
2021	2022	8,363,156,800	2,023,578,300	556,705,000	318,430,600	268,884,100	624,538,200	10,906,216,600	4.7700

Source: Bureau of Property Tax, Wisconsin Department of Revenue

- (1) Equalized value is actual value determined by the State of Wisconsin Department of Revenue, Bureau of Property Tax
- (2) Equalized values are reduced by tax increment district value increments for apportioning County taxes.
- (3) Per \$1,000 value

COUNTY OF SHEBOYGAN, WISCONSIN
Table VI
Direct and Aggregated Overlapping Tax Rates
Last Ten Fiscal Years

MUNICIPALITIES	2012 TAX RATE FOR YEAR 2013	2013 TAX RATE FOR YEAR 2014	2014 TAX RATE FOR YEAR 2015	2015 TAX RATE FOR YEAR 2016	2016 TAX RATE FOR YEAR 2017	2017 TAX RATE FOR YEAR 2018	2018 TAX RATE FOR YEAR 2019	2019 TAX RATE FOR YEAR 2020	2020 TAX RATE FOR YEAR 2021
Direct Sheboygan County Tax Rate	\$ 5.41	\$ 5.60	\$ 5.64	\$ 5.77	\$ 5.65	\$ 5.45	\$ 5.30	\$ 5.22	\$ 4.96
TOWNSHIPS									
Greenbush	14.02 - 16.39	15.22 - 17.95	14.55-17.12	14.76-17.12	14.62-17.18	14.08-16.80	13.05-16.18	13.54-16.03	13.05-14.80
Herman	14.94 - 17.98	15.72 - 18.52	15.11-17.48	15.28-17.15	15.52-17.51	15.08-17.13	14.53-16.89	15.62-17.20	15.10-16.88
Holland	16.79 - 17.05	17.54 - 17.97	17.35-17.74	17.57-18.15	16.44-17.88	16.02-17.20	16.31-16.70	16.18-16.43	15.09-15.76
Lima	16.27 - 16.89	17.72 - 18.78	15.85-17.71	15.52-17.38	15.28-17.26	14.42-16.24	14.38-15.66	14.70-15.40	13.99-15.09
Lyndon	17.67 - 18.67	18.46 - 19.78	17.05-18.79	16.86-18.73	16.83-18.81	16.21-18.04	16.17-17.45	16.46-17.16	15.61-17.02
Mitchell	16.61 - 17.45	17.30 - 18.33	15.51-17.55	15.23-17.59	15.13-17.67	14.72-17.44	15.17-17.21	15.84-17.72	14.58-16.46
Mosel	17.77 - 18.52	18.24 - 18.78	16.75-18.55	16.20-18.14	15.52-17.06	15.45-16.16	14.84-15.55	15.01-15.49	15.14-15.31
Plymouth	14.61 -16.08	15.13 - 16.54	13.88-14.60	14.41-14.44	14.28-14.30	13.57-13.79	12.87-13.95	13.37-14.26	12.89-13.57
Rhine	15.23 - 18.18	15.91 - 18.70	15.29-17.13	15.49-17.02	15.25-16.45	14.39-15.87	13.56-15.84	14.09-15.44	13.61-15.12
Russell	15.78 -18.20	16.47 - 18.07	16.03-17.61	16.21-17.73	15.90-17.10	14.99-16.47	14.09-15.87	14.48-15.82	14.00-15.51
Scott	16.85 -18.22	17.44 - 18.21	15.93-17.45	15.71-17.01	15.43-16.20	14.88-15.73	14.88-15.62	14.94-15.77	13.69-15.42
Sheboygan	17.84 -20.13	18.72 - 19.94	17.88-19.55	17.63-19.23	17.42-18.16	16.83-17.37	14.46-16.44	14.97-16.52	14.34-15.89
Sheboygan Falls	16.09 -17.26	16.50 - 17.60	15.50-17.37	15.14-17.03	14.79-16.74	14.21-16.03	14.38-15.64	14.88-15.56	14.35-15.50
Sherman	16.91 - 17.24	17.89 - 18.33	16.32-17.85	15.91-17.78	15.65-17.35	15.19-16.88	15.33-16.46	15.66-16.22	14.86-15.79
Wilson	16.39 - 18.75	17.05 - 18.89	16.56-18.61	16.58-18.48	16.28-17.36	15.87-16.71	14.19-16.17	14.37-15.92	13.71-15.25
VILLAGE									
Adell	21.33	21.72	21.47	21.03	20.36	19.71	20.04	19.56	19.51
Cascade	19.45	20.02	18.07	17.87	17.62	16.92	16.90	17.11	16.44
Cedar Grove	21.95	22.80	22.62	22.95	22.68	21.95	21.29	20.31	20.02
Elkhart Lake	17.7	18.53	17.99	18.2	17.86	17.4	16.34	16.87	16.22
Glenbeulah	19.12	19.71	18.93	19.27	19.44	18.33	17.55	18.09	18.1
Howards Grove	19.415	20.09	18.66	18.14	17.5	17.34	16.73	16.57	16.25
Kohler	19.74 - 20.41	21.00 - 22.08	19.14-20.98	19.72-20.46	20.09-20.52	19.10-20.00	17.49-19.10	17.83-19.03	17.36-18.91
Oostburg	21.36	22.44	21.51	21.6	21.4	20.64	20.31	20.12	19.06
Random Lake	20.51	21.06	21.16	20.58	19.17	19.13	19.43	19.56	18.98
Waldo	22.53	23.68	22.49	21.91	21.77	20.85	20.40	19.71	19.45
CITY									
Plymouth	22.19	22.72	20.73	20.28	20.22	19.68	19.65	19.78	19.01
Sheboygan	24.86 - 25.84	25.24 - 26.48	23.62-26.15	24.45-25.85	24.13-24.89	23.51-23.86	21.11-23.08	21.21-22.75	20.15-21.75
Sheboygan Falls	20.98	22.01	21.79	21.46	21.18	20.25	19.75	19.46	19.15

Source: Sheboygan County Treasurer's Office (Tax rate sheet)

COUNTY OF SHEBOYGAN, WISCONSIN
Table VII
Principal Property Taxpayers
Current Year and Nine Years Ago

Company	2012			2021		
	Equalized Value	Rank	Percentage of Total County Equalized Value	Equalized Value	Rank	Percentage of Total County Equalized Value
Acuity Insurance Co	39,844,200	2	0.4606%	191,065,200	1	1.7519%
Kohler Co	148,775,100	1	1.7197%	191,028,700	2	1.7516%
Sargento Foods Inc	31,689,900	4	0.3663%	42,439,000	3	0.3891%
Wal-Mart Stores Inc	38,237,800	3	0.4420%	39,061,300	4	0.3582%
Johnsonville Sausage	17,216,700	7	0.1990%	36,255,200	5	0.3324%
Meijer Stores LP				33,293,800	6	0.3053%
Masters Gallery Foods Inc				32,593,600	7	0.2989%
OCS Plymouth LLC				31,240,700	8	0.2864%
SNH Medical Office	18,787,200	6	0.2172%	27,571,800	9	0.2528%
Morrelle Warehousing LLC	14,986,400	9	0.1732%	25,815,800	10	0.2367%
Nemak (JL French)	15,521,900	8	0.1794%			
Bemis Manufacturing Co	23,543,000	5	0.2721%			
St Nicholas Hospital	13,639,900	10	0.1577%			
JHK Company (Great Lakes Cheese)						
	\$ 362,242,100		4.1871%	\$ 650,365,100		5.9633%
Total Equalized Value Sheboygan County	\$ 8,651,327,800			\$ 10,906,216,600		

Source: Sheboygan County Treasurer's Office for 2012 and 2021

COUNTY OF SHEBOYGAN, WISCONSIN
Table VIII
Property Tax Levied and Collections
Last Ten Fiscal Years

Tax Roll Year	For Fiscal Year Ended December 31	Taxes Levied for Fiscal Year	Collections within the Fiscal Year of the Levy		Collections in Subsequent Years	Total Collected To Date	
			Amount	Percentage of Levy		Amount	Percentage of Levy
2011	2012	195,917,128	193,671,580	98.85%	2,245,546	195,917,126	100.00%
2012	2013	194,572,586	192,894,815	99.14%	1,677,769	194,572,584	100.00%
2013	2014	197,644,230	196,326,845	99.33%	1,316,982	197,643,827	100.00%
2014	2015	193,689,789	192,549,556	99.41%	1,139,274	193,688,830	100.00%
2015	2016	194,144,196	193,200,662	99.51%	942,576	194,143,238	100.00%
2016	2017	191,324,730	190,404,311	99.52%	919,023	191,323,334	100.00%
2017	2018	195,371,642	194,514,150	99.56%	844,511	195,358,661	99.99%
2018	2019	198,283,746	197,382,206	99.55%	731,102	198,113,308	99.91%
2019	2020	205,805,229	204,851,590	99.54%	550,022	205,401,613	99.80%
2020	2021	211,225,241	210,448,702	99.63%	-	210,448,702	99.63%

Source: Sheboygan County Treasurer's Office - Delinquent Certificate Balances Report

COUNTY OF SHEBOYGAN, WISCONSIN
Table IX
Ratio of Debt by Type Outstanding and General Bonded Debt
Last Ten Fiscal Years

YEAR	Governmental Activities					TOTAL ALL DEBT	EQUALIZED VALUE (000's) (2)	RATIO OF DEBT TO TOTAL EQUALIZED VALUE	ESTIMATED POPULATION	PER CAPITA INCOME \$	PERCENTAGE OF PERSONAL INCOME (1)	DEBT PER CAPITA
	GENERAL OBLIGATION BONDS	GENERAL OBLIGATION NOTES	CAPITAL LEASES	NOTE PAYABLE	BOND PREMIUM							
2012	6,370,000	18,015,000	377,178		221,292	24,983,470	8,430,125	0.30%	114,973	44,779	0.49%	217.30
2013	5,540,000	21,100,000	223,452		375,028	27,238,480	8,297,900	0.33%	114,922	46,508	0.51%	237.02
2014	4,670,000	30,510,000	135,817	122,040	1,161,656	36,599,513	8,331,863	0.44%	115,290	46,328	0.69%	317.46
2015	3,785,000	34,850,000	17,243		1,434,422	40,086,665	8,380,544	0.48%	115,569	45,896	0.76%	346.86
2016	6,130,000	26,600,000	11,094		1,225,483	33,966,577	8,464,901	0.40%	115,427	47,930	0.61%	294.27
2017	3,895,000	32,890,000	4,548		1,257,294	38,046,842	8,899,324	0.43%	115,344	50,081	0.66%	329.86
2018	1,630,000	35,190,000			1,260,171	38,080,171	9,321,317	0.41%	115,456	52,851	0.62%	329.82
2019		30,165,000			1,027,720	31,192,720	9,684,429	0.32%	115,340	54,703	0.49%	270.44
2020	4,163,000	24,730,000			851,069	29,744,069	10,351,198	0.29%	115,447	55,616	0.46%	257.64
2021	4,063,000	19,095,000			685,357	23,843,357	10,906,217	0.22%	115,554	*	*	206.34

YEAR	TOTAL GROSS BONDED DEBT	LESS DEBT SERVICE FUND @	TOTAL NET BONDED DEBT	NET DEBT		
				TO TOTAL EQUALIZED VALUE	PERCENTAGE OF PERSONAL INCOME	PER CAPITA
2012	24,606,292	45,249	24,561,043	0.29%	0.48%	213.62
2013	27,015,028	-	27,015,028	0.33%	0.51%	235.07
2014	36,341,656	184,989	36,156,667	0.43%	0.68%	313.61
2015	40,069,422	651,997	39,417,425	0.47%	0.74%	341.07
2016	33,955,483	813,902	33,141,581	0.39%	0.60%	287.12
2017	38,042,294	377,452	37,664,842	0.42%	0.65%	326.54
2018	38,080,171	157,590	37,922,581	0.41%	0.62%	328.46
2019	31,192,720	7,100	31,185,620	0.32%	0.49%	270.38
2020	29,744,069	125,220	29,618,849	0.29%	0.46%	256.56
2021	23,843,357	168,984	23,674,373	0.22%	*	204.88

Sources:

(1) - See Table XII - Demographic and Economic Statistics

(2) - Equalized values are reduced by tax increment district value increments for apportioning County taxes.

* Information not available

@ Amount available for repayment of governmental general obligation bonds

COUNTY OF SHEBOYGAN, WISCONSIN

Table X

Legal Debt Margin Information

Last Ten Fiscal Years

	2012	2013	2014	2015	2016
Equalized Value	\$ 8,651,327,800	\$ 8,526,701,100	\$ 8,604,762,900	\$ 8,645,086,200	\$ 8,755,117,500
Debt Limit - 5% of Equalized Value (Wisconsin Statutory Limitation)	432,566,390	426,335,055	430,238,145	432,254,310	437,755,875
Amount of Debt Applicable to Debt Limitation	24,762,178	26,863,452	35,180,000	38,635,000	32,730,000
Less: Amount Available in Debt Service Funds	45,249		184,989	651,997	961,740
Net Debt Applicable to the Debt Margin	24,716,929	26,863,452	34,995,011	37,983,003	31,768,260
Legal Debt Margin (Debt Capacity)	\$ 407,849,461	\$ 399,471,603	\$ 395,243,134	\$ 394,271,307	\$ 405,987,615
Percent of Debt Capacity Used	5.71%	6.30%	8.13%	8.79%	7.26%
	2017	2018	2019	2020	2021
Equalized Value	\$ 9,228,846,100	\$ 9,706,227,200	\$ 10,142,962,300	\$ 10,875,259,800	\$ 11,530,754,800
Debt Limit - 5% of Equalized Value (Wisconsin Statutory Limitation)	461,442,305	485,311,360	507,148,115	543,762,990	576,537,740
Amount of Debt Applicable to Debt Limitation	36,785,000	36,820,000	30,165,000	28,893,000	23,158,000
Less: Amount Available in Debt Service Funds	544,083	331,606	155,131	247,315	269,201
Net Debt Applicable to the Debt Margin	36,240,917	36,488,394	30,009,869	28,645,685	22,888,799
Legal Debt Margin (Debt Capacity)	\$ 425,201,388	\$ 448,822,966	\$ 477,138,246	\$ 515,117,305	\$ 553,648,941
Percent of Debt Capacity Used	7.85%	7.52%	5.92%	5.27%	3.97%

COUNTY OF SHEBOYGAN, WISCONSIN
Table XI
Computation of Direct, Overlapping and Underlying Debt
December 31, 2021

	Number of Entities	Amount of Debt	Applicable to Sheboygan County	
			Percent*	Amount
Sheboygan County				
General obligation debt				\$ 23,158,000
Bond premium				<u>685,359</u>
Total Direct Debt				<u>23,843,359</u>
OVERLAPPING DEBT:				
Lakeshore VTAE District	1	\$ 26,400,000	55.38%	14,620,320
Moraine Park Technical College District	1	<u>28,780,000</u>	0.03%	<u>8,634</u>
Total Overlapping Debt	2	<u>55,180,000</u>	26.51%	<u>14,628,954</u>
UNDERLYING DEBT:				
Cities	3	\$ 72,544,822	100%	72,544,822
Villages	10	41,284,553	100%	41,284,553
Townships	15	3,633,381	100%	3,633,381
School Districts	13	213,052,973	varies	143,025,105
Sanitary Districts	4	<u>574,936</u>	100%	<u>574,936</u>
Total Underlying Debt	45	<u>\$ 331,090,665</u>	varies	<u>261,062,797</u>
TOTAL DIRECT, OVERLAPPING AND UNDERLYING DEBT				<u>\$ 299,535,110</u>

Source: Baird

Note: This summary may not reflect all of the County's outstanding overlapping and underlying indebtedness

*Sheboygan County - Overlap percentage is based upon the number of Sheboygan County residents served as a percentage of total population served.

COUNTY OF SHEBOYGAN, WISCONSIN
Table XII
Demographic and Economic Statistics
Last Ten Fiscal Years

Fiscal Year	Population	Personal Income in 000's	Per Capita Personal Income	Unemployment Rate
2012	114,973	5,148,376	44,779	6.10%
2013	114,922	5,344,757	46,508	5.00%
2014	115,290	5,341,196	46,328	3.80%
2015	115,569	5,304,168	45,896	3.40%
2016	115,427	5,532,445	47,930	3.10%
2017	115,344	5,776,492	50,081	2.30%
2018	115,456	6,101,981	53,263	2.30%
2019	115,340	6,309,435	54,703	2.60%
2020	115,447	6,409,222	55,616	4.20%
2021	115,554	*	*	1.50%

Source: Population - US Census Bureau (estimate) 2012-2020, World Population Review (estimate) for 2021
Personal Income - U.S Bureau of Economic Analysis per ALFRED
Unemployment Rate - Bureau of Labor Statistics for Sheboygan County, WI extracted February 22, 2022 for
December 2021

* Information not available

COUNTY OF SHEBOYGAN, WISCONSIN

Table XIII

Principal Employers

Current Year and Nine Years Ago

	2021			2012	
	<u>Estimated Employment</u>	<u>Rank</u>	<u>Percentage of Total County Employment</u>	<u>Estimated Employment</u>	<u>Rank</u>
Kohler Co	6,586	1	10.5%	5,000	1
Bemis Manufacturing	2,200	2	3.5%	1,800	2
Johnsonville Sausage LLC	2,000	3	3.2%	933	5
Sargento Foods	1,300	4	2.1%		
Sheboygan Area School District	1,279	5	2.0%	1,279	4
Vollrath Co LLC	850	6	1.4%		
Aurora Medical Group	850	7	1.4%		
County of Sheboygan	842	8	1.3%	853	7
Lakeland University	700	9	1.1%		
St Nicholas Hospital	700	10	1.1%	848	9
Acuity Mutual Insurance CO.				850	8
Nemak (JL French)				1,325	3
Piggly Wiggly				900	6
Sheboygan Clinic (Aurora)				750	10
Total Estimated County Workforce	62,931				

Source: Robert W. Baird for 2021 & 2012. Estimated County Workforce from Department of Workforce Development website data search for December 2021.

COUNTY OF SHEBOYGAN, WISCONSIN

Table XIV

**Full-time Equivalent County Employees ⁽¹⁾
Last Ten Fiscal Years**

	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
General Government	127	122	119	123	124	125	125	120	125	123
County Treasurer	6	6	5	7	7	7	7	7	7	7
Register of Deeds	7	7	7	7	7	7	7	7	7	7
Finance	15	15	17	15	15	18	17	17	17	18
Medical Examiner	4	4	1	2	2	2	1	1	1	1
County Board	5	4	3	3	3	3	3	3	3	3
Court Commissioner	3	4	5	3	3	3	3	3	3	3
Clerk of Courts	24	22	23	24	24	23	24	23	25	23
District Attorney	13	13	13	13	14	14	14	13	13	13
County Clerk	4	4	4	4	4	4	3	3	3	3
Building Services	30	29	29	30	30	29	30	29	30	29
Human Resources	4	4	4	5	5	5	5	4	4	5
Corporation Counsel	1	1	1	1	1	1	1	1	1	1
County Administrator	2	2	2	2	2	2	2	2	3	3
Information Technology	9	7	5	7	7	7	8	7	8	7
Public Safety	166	168	170	179	186	191	186	199	196	187
Public Works	90	86	82	86	93	93	94	99	95	98
Public Health and Human Services	189	198	198	195	195	194	185	195	210	221
Resources and Development	15	15	14	14	14	15	13	16	14	14
Education	3	3	3	4	4	3	3	3	3	2
Health Care Center	170	158	146	145	137	141	140	138	137	104
Total	760	750	732	746	753	762	746	770	780	749

Source: Sheboygan County Payroll Records

(1) Data shown for 2012 - 2021 represents full-time equivalent (FTE).

COUNTY OF SHEBOYGAN, WISCONSIN
Table XV
Operating Indicators by Program/Function
Last Ten Fiscal Years

	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Police										
Prisoners bookings - Adult	4,591	3,706	3,742	3,424	3,335	3,411	3,466	3,514	2,277	2,367
Prisoners bookings - Juvenile	318	351	274	430	392	455	400	318	251	245
Total complaints (1)	33,221	40,292	39,426	42,814	46,523	31,428	78,113	87,680	146,274	116,755
Courts										
Case filings	14,060	13,312	13,180	13,638	15,389	15,395	14,388	13,547	11,561	12,186
Criminal cases	2,303	2,371	2,330	2,270	2,217	2,190	2,205	2,308	2,212	2,033
Non-criminal cases	5,646	4,848	5,589	6,579	7,823	7,703	6,821	5,717	5,473	6,078
Jury trials	37	29	38	42	33	45	39	42	13	30
Family Court Commissioner hearings	920	989	984	874	835	881	879	692	725	878
Mediation referrals	262	272	252	207	228	232	203	193	166	159
Medical Examiner										
Death Investigations	568	543	262	265	282	266	261	326	348	379
Cremations Permits Issued	502	539	540	577	625	628	673	702	844	799
Register of Deeds										
Real estate documents processed	29,308	27,819	19,056	21,030	22,399	21,609	20,792	21,060	25,739	27,462
Vital records filed	3,255	3,385	3,016	3,329	3,269	3,141	3,215	3,169	3,023	3,183
Military discharge records	150	122	94	83	42	35	45	49	5	7
Genealogical searches	735	717	437	326	363	379	378	353	108	229
Planning and Conservation										
Sanitary permits	137	161	183	180	170	167	152	168	182	209
Shoreland permits	68	87	88	94	106	91	134	138	214	135
Certified Survey Maps Reviewed	45	38	46	46	48	46	51	42	57	57
County Clerk										
Marriage Licenses/Domestic Partnerships	664	669	670	667	631	642	621	601	498	564
Passport Applications	827	844	876	973	844	1,311	1,154	1,028	542	556
Public Health & Human Services										
Senior Meals Provided	57,146	53,232	53,358	51,083	48,046	46,533	47,391	41,531	35,450	30,402
Health Inspections	934	846	959	909	718	1,000	1,053	1,098	1,098	960
Child Abuse and Neglect Referrals	1,196	1,243	1,092	1,172	1,071	1,268	1,204	1,272	1,063	969
Average WIC Participants per Month	2,197	2,127	1,952	1,887	1,823	1,771	1,719	1,616	1,677	1,657
Communicable Disease Cases (Confirmed)	616	638	596	550	707	903	818	909	11,194	11,643
Immunizations Given (2) (3)	5,047	2,194	1,418	508	73	10	-	-	-	9,668
Health Care Centers										
Total Patient Days	52,233	48,815	47,081	47,162	49,166	48,715	46,204	47,109	43,142	36,516
Patient Meals Served	151,710	131,982	140,361	141,006	146,531	145,635	138,612	141,327	129,426	109,548
Highway										
Miles of roads resurfaced	25	20	18	11	13	32	30	30	15	26
Miles of roads seal coated	11	13	-	14	14	13	15	15	19	8
Asphalt Produced (tons)	76,737	68,336	38,479	64,558	62,848	135,791	143,713	133,875	121,134	175,250
Gravel Production (tons)	168,889	150,514	168,668	163,289	207,076	210,040	294,535	341,032	254,639	226,261

(1) In 2011, crime record software was replaced with new system and were unable to retrieve information.

(2) Reduction in immunizations reflects revised program eligibility rules

(3) Due to changes in health care and funding rules, immunizations are now expected to be provided by primary care physicians.

The Lakeshore Community Health Center provides backup for families who do not have a medical home or health insurance.

Source: Sheboygan County Department Annual Reports and Sheboygan County Department Internal Reports

COUNTY OF SHEBOYGAN, WISCONSIN
Table XVI
Capital Assets by Functional Area
Last Ten Fiscal Years

	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
General Government										
Buildings (excludes Public Safety and Business-type operations)	5	5	5	5	5	5	5	5	5	5
Public Safety										
Facilities	2	2	2	2	2	2	2	2	2	2
Jail Capacity	314	314	314	314	314	314	314	314	314	314
Squads (includes marked and unmarked)	42	42	42	45	45	45	45	38	53	53
Health Care Centers										
Facilities	1	1	1	1	1	1	1	1	1	1
Number of Beds	165	157	155	154	149	149	149	149	149	149
Highway										
County lane miles	451	451	451	451	451	451	451	451	451	451
Garages/Shops	6	6	6	6	6	4	4	4	4	4
County bridges	76	76	75	75	75	75	77	77	77	77

Source: Sheboygan County Department Annual Reports and Sheboygan County Department Internal Reports