



**STATE AND LOCAL GOVERNMENT FINANCE DIVISION
AND THE LOCAL GOVERNMENT COMMISSION**

SHARON EDMUNDSON
DEPUTY TREASURER

Memorandum #2022-03

TO: County Officials and Certified Public Accountants

FROM: Susan McCullen, Director, Fiscal Management Section

SUBJECT: Management of Cash and Taxes and Fund Balance Available - Counties - for the Fiscal Year ended June 30, 2020

DATE: August 11, 2021

This publication provides comparative cash and investment, fund balance available, and tax levy information of county governments for the fiscal year ended June 30, 2020. As in the past, we have added the county assessment-to-sales ratios and have calculated effective tax rates. (Note: the effective tax rate is calculated by multiplying the county-wide tax rate by the assessment-to-sales ratio.) Providing the effective tax rates should result in a better comparison of tax rates between counties, given those counties are at different points on their revaluation cycles. In addition, the average unit-wide effective tax rates for the last five fiscal years are presented. The statistics provide a range of highest and lowest items within a grouping and the mathematical average. Tax collection percentages and average tax collection percentages are presented for all property, all property other than motor vehicles, and for motor vehicles only. This analysis presents information for the State as a whole and the following population groupings: 100,000 and above; 50,000 to 99,999; 25,000 to 49,999; and 24,999 and below. Please note that both Cleveland and Moore counties moved into the 100,000 and above population group from the 50,000 to 99,999 population group, and Anson County moved from the 25,000 to 49,999 group to the under 25,000 group.

County officials are encouraged to compare their own performances to similar counties and to statewide averages. Such comparisons may identify opportunities for improvement or may indicate improved performances from previous fiscal years. For those counties with below average tax collection rates, collection procedures should be reviewed to determine if more effective means of collection are available. An improvement in tax collection rates provides numerous benefits to counties. It provides more revenues to finance programs, generates additional funds for the investment program, and allows the property tax rate to be lower than would otherwise be necessary. The School of Government at the University of North Carolina at Chapel Hill offers courses in tax collection that may benefit tax collectors in carrying out their statutory responsibilities.

We encourage local officials to consider consolidating the property tax functions of counties and municipalities. Memorandum #692, *Consolidating County and Municipal Property Tax Functions* and Memorandum #929, *Results of Municipal and County Survey on Consolidating and Billing of Tax Functions*, which discuss joint arrangements utilized by many counties and municipalities, are available on our website. Consolidating the

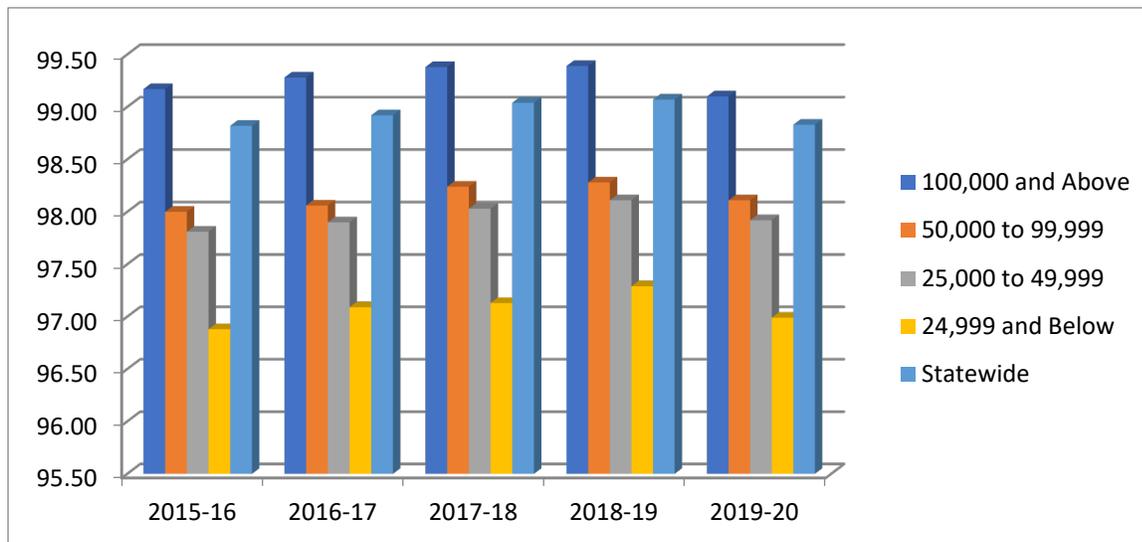
property tax functions should provide more economical use of equipment, office personnel, supplies, and postage. A single tax billing and collection office would simplify taxpayers' efforts to pay and inquire about the status of their taxes. Also, especially for smaller units, a consolidated office should be able to enforce tax collections (attachment and garnishment, levy and foreclosure) at a lower cost. In a cooperative relationship, municipal officials may be able to provide information on delinquent taxpayers that may help facilitate collection of county taxes due.

The statewide and population grouping tax collection percentages over the last five fiscal years are as follows:

Average Current Year Tax Collection Percentages

Population Grouping	<u>2015-16</u>	<u>2016-17</u>	<u>2017-18</u>	<u>2018-19</u>	<u>2019-20</u>
Statewide	98.82%	98.92%	99.04%	99.07%	98.83%
100,000 and above	99.17%	99.28%	99.38%	99.39%	99.10%
50,000 to 99,999	98.00%	98.06%	98.24%	98.28%	98.11%
25,000 to 49,999	97.81%	97.90%	98.03%	98.11%	97.96%
24,999 and below	96.88%	97.09%	97.13%	97.29%	96.99%

Average Tax Collection Percentages By Year



The average statewide tax collection percentage for 2019-20 decreased slightly across all population groups, with the largest drop coming in the smallest population group. Overall, the tax collection percentages for most units in the State remain high, but there is room for improvement in some instances.

An overall trend shows that tax collection percentages for counties vary according to population, with the largest counties having the highest tax collection percentages. This trend is consistent for the four preceding years. Within each population grouping, there may be substantial variation in collection rates, meaning that not all small counties have lower tax collection rates and vice versa. Again, our overall collection rates remain high, regardless of population group.

Average 2019-20 Tax Collection Percentages

<u>Population Grouping</u>	<u>Excluding Motor Vehicles</u>	<u>Motor Vehicles</u>
Statewide	98.74%	99.82%
100,000 and above	99.04%	99.81%
50,000 to 99,999	97.93%	99.77%
25,000 to 49,999	97.79%	99.95%
24,999 and below	96.72%	99.91%

These above figures are included in the report because the methods of billing and collecting taxes differ between motor vehicles and other classes of property. In September 2013, motor vehicle tax collections transitioned to being collected by the State on behalf of counties and municipalities through the “Tag and Tax Together” program. The program requires taxpayers to pay their motor vehicle taxes at the same time they pay their vehicle registration fees. As a result, we have seen an increase in motor vehicle tax collection percentages and are beginning to see an overall improvement in the amount of motor vehicle taxes collected. Motor vehicle tax receipts in 2020 exceeded receipts in 2013 by over \$241 million. Of the \$241 million, \$76 million is primarily due to the change in the collection method. This calculation is based on the motor vehicle tax receipts reported on the audit reports received by June 30, 2020. Because of the manner in which the taxes are levied and collected, motor vehicle tax collection rates should now be at 100% or just under 100%.

The statewide and population grouping statistics on the unit-wide property tax rates over the last five fiscal years are as follows:

Average Unit-Wide Tax Rates (per \$100)

<u>Population Grouping</u>	<u>2015-16</u>	<u>2016-17</u>	<u>2017-18</u>	<u>2018-2019</u>	<u>2019-20</u>
Statewide	\$0.6617	\$0.6631	\$0.6652	\$0.6707	\$0.6574
100,000 and above	0.6890	0.6864	0.6909	0.6934	0.6662
50,000 to 99,999	0.6302	0.6271	0.6213	0.6232	0.6457
25,000 to 49,999	0.5413	0.5648	0.5580	0.5765	0.5889
24,999 and below	0.6031	0.6216	0.6171	0.6537	0.6732

The averages shown above for all five fiscal years are calculated on a dollar-weighted basis. Historically rates have been lower in the fiscal years immediately following revaluation, and rates increase as a county progresses through the revaluation cycle, reaching a peak immediately before revaluation. Overall, property values increased across all population groups as of January 1, 2019, the assessed values on which taxes were levied for the 2019-2020 fiscal year. However, 6 counties lost valuation: Madison, Washington, Macon, Person, Scotland, and Columbus. Of the twenty-six counties that revalued property, five calculated revenue neutral rates that were higher than their adopted tax rate in the prior year, twenty calculated revenue neutral rates that were lower than the adopted tax rate in the prior year and one current year neutral rate is not available for this comparison. Of the twenty-six counties that revalued property, four adopted rates that were below revenue neutral, one adopted a rate that equaled the revenue neutral rate, and twenty adopted rates that were higher than the revenue neutral rate; one current year neutral rate is not available for this comparison. Of the seventy-four counties that did not revalue property, forty-eight did not change their tax rates, twenty-four increased their tax rates, and two reduced their rates.

Average Unit-Wide Effective Tax Rates (per \$100)

<u>Population Grouping</u>	<u>2015-16</u>	<u>2016-17</u>	<u>2017-18</u>	<u>2018-19</u>	<u>2019-20</u>
Statewide	\$0.6528	\$0.6402	\$0.6242	\$0.6018	\$0.6090
100,000 and above	0.6700	0.6554	0.6382	0.6083	0.6146
50,000 to 99,999	0.6297	0.6153	0.6045	0.5887	0.6092
25,000 to 49,999	0.5696	0.5643	0.5445	0.5514	0.5449
24,999 and below	0.6269	0.6364	0.6211	0.6501	0.6355

The above table shows the effective tax rates. The effective tax rate equals the property tax levy divided by the estimated market value of assessed property. The averages in the above table also are dollar weighted.

Fund Balance Available

“Fund balance available” is the statutory concept that describes the amount of funds local governments have available at the end of a fiscal year to be appropriated in the next fiscal year. The calculation was introduced as a way to prevent units of government from appropriating funds that they have not yet received in cash form. It is essential that ad valorem tax-levying units, such as municipalities and counties, maintain an adequate amount of fund balance available to meet their cash flow needs during the months in their revenue cycles when outflows exceed inflows. Property tax revenues are a major source of revenue in the General Fund and are typically not received until the latter months of the calendar year. Therefore, a unit must maintain reserves on hand in the form of fund balance available for appropriation at June 30th to prevent the unit from experiencing cash flow difficulties during the first two quarters of the next fiscal year. As a benchmark, we use the population group averages that can be found in the attached report; if units fall significantly below their group average they may experience cash flow issues during periods of declining inflows.

While the population group average is a reasonable target for most units within the group, some units find they need to maintain more or less than the group average. Units that may want to maintain higher percentages include those with large fluctuations in cash flow, units with significant capital needs, or those that are geographically prone to natural disasters, such as the units on the coast. Units with more stable cash flows or those that have fewer capital needs may find they can operate successfully with lower fund balance available percentages. In any case we encourage units to examine their needs closely and develop at least an informal fund balance policy that sets their expectations for the appropriate amount of fund balance available to be maintained.

It is important to distinguish between the statutory calculation of fund balance available for appropriation and the fund balance that is reported on a unit’s General Fund Balance Sheet. Fund balance available for appropriation represents the maximum amount that is legally available for appropriation in the next year per NCGS 159-8(a). This amount includes funds that are restricted in nature and funds that the unit has already committed to spend in subsequent years for various purposes. For example, fund balance

available for appropriation would include any sales tax moneys on hand at June 30th that are restricted for use for school capital needs. Those funds will be recorded as restricted fund balance on the Balance Sheet because the North Carolina General Statutes restrict how the funds are to be spent.

The categories of fund balance that one may see on the Balance Sheet are:

- Non-spendable: fund balance that is not spendable by its nature; created by long-term receivables, inventory, or the non-spendable corpus of a trust;
- Restricted: funds on which constraints are placed externally by creditors, grantors, contributors, or laws of other governments or imposed by law through enabling legislation or constitutional provisions. Restricted fund balance includes the amount restricted by North Carolina General Statutes as unavailable for appropriation in the next budget year. As a result, the reader of the financial statements cannot make a direct connection between the fund balance that appears on the financial statements and the fund balance available calculation that appears in this report;
- Committed: funds to be used for specific purposes as dictated by formal action of the unit's governing body;
- Assigned: amounts that are constrained by the government's intent but are neither restricted or committed; and
- Unassigned: funds that do not fall into any of the other spendable categories.

The amount calculated (and shown in this report) as fund balance available may be comprised of amounts shown as restricted, committed, assigned or unassigned. While legally available to be appropriated, 100% of fund balance available may not be available to support all operations of a local government or may have already been committed by the governing board.

Using the 8% fund balance metric, which represents only one month's worth of expenditures on hand, as a target, rather than an absolute minimum, may have devastating effects on the fiscal health of North Carolina local governments. Across the state, the average fund balance amounts for counties increased by 5% (from 29% for Fiscal Year Ended June 30, 2019 to 34% for Fiscal Year Ended June 30, 2020). Of the 94 counties reporting, 81 reported an increase in fund balance available, while 13 reported a decrease. The increases may have been the result of counties being very conservative with their spending because the impact of the pandemic was wholly unknown at that time. They may also have been the result of the receipt of pandemic relief funds that were unspent at fiscal year end. (If these funds were accounted for in the General Fund, they would have been included in the fund balance available calculation because, while restricted as to use, they were expendable.) We will continue to analyze this data for fiscal year 2021 and beyond to see further impacts of the pandemic. We believe that maintaining fund balance at or close to the current average level is the prudent course for counties.

Each year the staff of the Local Government Commission analyzes the financial statements of cities and counties to determine the amount of fund balance available for appropriation in the General Fund, and the amount of fund balance available for appropriation as a percentage of that fund's expenditures. The staff sends letters to units if the amount of fund balance available for appropriation as a percentage of expenditures in the General Fund falls below 8%. The staff also compares the percentage of fund balance available for appropriation to the prior year percentages for similar units, as well as noting the trend in the percentage of fund balance available for that particular unit. If that percentage is materially below the average of similar units, and the trend for fund balance available is declining, the staff will send a letter to alert the unit of this fact. Units are encouraged to evaluate the amounts in reserves and determine if their level is adequate.

The table below shows the average percentage of fund balance available for appropriation for similarly grouped counties for the fiscal year ended June 30, 2020. Officials should use these figures to compare their unit to similar units and evaluate the adequacy of their unit's current reserves.

Average Available Fund Balance and Median of North Carolina Counties

Population Grouping	Number of Units	Average 2019-2020 Fund Balance Available	Average 2019-2020 Expenditures	Average FBA as a Percentage of Average Expenditures	Median 2019-2020 Fund Balance Available	Median FBA as a Percentage of Average Expenditures
Counties						
All	94	45,522,668	131,975,930	34.49%	25,258,795	35.76%
100,000 and above more	29	104,072,024	313,536,172	33.19%	73,364,968	30.16%
50,000 to 99,999	23	30,804,633	78,887,341	39.05%	32,834,551	41.27%
25,000 to 49,999	19	18,781,165	53,581,144	35.05%	17,894,151	35.68%
24,999 and below	23	8,508,409	20,901,644	40.71%	8,087,362	40.39%

*As of June 30, 2021, we had not received the 2020 audit reports for Anson, Bertie, Cherokee, Edgecombe, Hyde and Pender Counties; therefore, the fund balance available, cash and investments, uncollected property taxes figures and tax collection percentage for that county is not included. Beginning with year ended June 30, 2013, fiduciary funds are not included the cash and investments figures.

The statistics presented in this report were gathered from various sources. The fund balance, cash, and investment earnings data were obtained from the audit review process. The assessed valuation, tax rate, and last year of revaluation for each county were compiled from the Department of Revenue. The N.C. Department of Revenue calculates the assessment-to-sales ratios annually for each county. This ratio is based on a sample of selected real estate transactions within a county and equals the assessed valuation divided by the actual sales price. The county populations were provided by the Office of State Budget and Management and are estimates as of July 1, 2019. The tax rate equivalents and effective tax rates were calculated by the staff of the Department of State Treasurer. The average tax rates in this year's report are calculated on a dollar-weighted average basis. All data included in this report are the most recently available information. If you have any questions concerning this memorandum, please contact Susan McCullen at (919) 814-4302 or via email at susan.mccullen@nctreasurer.com.

**New Threshold for Fund Balance Available as a Percentage of Expenditures
 Performance Indicator - Beginning in Fiscal Year 2021**

In prior years, and again in this report, units of government have been grouped by population to evaluate various ratios and benchmarking. However, we are moving to a different basis of comparison starting with the 2021 fiscal year. After much evaluation, a unit's General Fund expenditures proved to be a better correlation to the amount of fund balance needed to operate than population, especially for units with large higher education and resort community populations. This change is being implemented in our (1) predictive model; (2) our annual evaluation of fiscal health through the review of a local government's audited financial statements beginning with the 2021 fiscal year; and (3) in assessing water and sewer systems in distress. Going forward, units of government will be grouped by general fund expenditures for purposes of evaluating available fund balance as a percentage of expenditures (GF FBA%). Each grouping category will have its own minimum threshold. The thresholds will be monitored and updated when applicable. To illustrate and to provide a starting point for this evaluation, we have grouped units by General Fund expenditures for purposes of evaluating the minimum amount of fund balance a unit needs to operate using June 30, 2020 data. The below table provides the minimum threshold for FBA as a % of Expenditures by General Fund Expenditures Grouping. This table will be included on the Performance Indicator Print tab in the 2021 Data Input Workbook.

Counties			
General Fund Expenditures	Median FBA as a % of Expenditures	Minimum Thresholds FBA as a % of Expenditures	Number of Month FBA using Annualized Expenditures
Below \$100,000,000	39%	20%	2.40
\$100,000,000 and above	31%	16%	1.92

County Governments in North Carolina
 Summary of Cash and Investments, Property Tax Levies and General Fund Balance Available
 For the Fiscal Year Ended June 30, 2020

County	Population	General Fund		Unit Wide											
		Fund Balance Available	FBA as % Percent GF Exp	Cash and Investment (1)	Latest Yr/ Next Yr of Reval (2)	January 1, 2019 Assesed Valuation (3)	Tax Rate	Assess-to-Sales Ratio	2019-20 Tax Rate Adjusted	Percent Collected			2019-20 Amount Uncollected	Tax Rate Equiv	
										2019-20 All Property	Excluding Motor Vehicles	Motor Vehicles Only			
Total		\$ 4,279,130,822		\$ 9,031,041,819		\$ 1,227,619,609,049								\$ 95,573,391	
Group Statistics:															
Statewide															
Range:															
Lowest		334,410	4.24				.3100	77.29	.2817	94.62	93.70	94.76			
Highest		602,876,237	81.65				1.0000	103.80	1.0061	99.80	99.84	100.00			
Average		45,522,668	34.49				.6574	92.63	.6090	98.83	98.74	99.82			
Median		25,258,795	35.76												

Explanation of Column Headings:

- (1) Amounts reported are net of unexpended debt proceeds and interest earned on proceeds. Beginning with the year ended June 30, 2013, fiduciary funds are also excluded.
- (2) Last year in which all real property was appraised; revaluation was effective on January 1 of that year. Counties are required to revalue property at a minimum of every eight years. Except for revaluations made in year 2019, the year shown for next scheduled general revaluation is the year reported by the county in July, 2019.
- (3) Assessed valuation is based on real property values that were determined as of January 1 in the year of revaluation. This number is adjusted annually for discoveries, abatements, improvements, and any other changes that materially affect real property values. Assessed valuation also includes personal property, which is valued annually on a calendar year basis and titled motor vehicles which are valued as of January 1 preceding the date a new vehicle registration is applied for or a current vehicle registration is renewed. Amounts per the year end financial statements may differ because of timing of various adjustments.

"NR" Audited financial statements not received as of 6/30/2021