Utah County

Utah

2013 Tentative Budget

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Budget Officer Message

To the Honorable Board of Utah County Commissioners and Citizens of Utah County:

Pursuant to Utah Code Annotated §17-36-10, the following tentative budget for 2013 has been prepared for Utah County using budgetary practices required by the Utah State Auditor.

As noted on the tentative budget, the 2011 amounts shown on the budget have been restated in accordance with the following changes in fund assignments:

- 1. The Community Development fund, formerly a separate special revenue fund, is now accounted for in the general fund of the County.
- 2. The Wildland Fire fund, formerly a separate special revenue fund, is now accounted for in the general fund of the County.
- 3. The Senior Services fund, formerly a separate special revenue fund, is now accounted for in the same special revenue fund as the Health Department (Senior Services is managed by the Health Department).
- 4. To help taxpayers better understand what their general property and sales taxes are funding, the general fund was standardized so that grants, dedicated property taxes, and revenue-funded projects are now budgeted in special revenue funds. Law enforcement services provided to cities or towns pursuant to interlocal agreements with the County were previously budgeted in the general fund and are now accounted for in Fund 274 – Law Enforcement. Grants and revenue-funded projects previously accounted for in the general fund were moved to Fund 248 – Grants/Outside Projects. Class "B" Road Funds previously accounted for in the general fund were moved to Fund 247 – Road Projects. Departments that are fully or almost fully funded by assessing and collecting property taxes were previously budgeted in the general fund and are now budgeted in Fund 290 – Assessing & Collecting. The departments affected by this change are the Assessor, Recorder, Treasurer, and the Clerk/Auditor's Tax Administration division. The Mosquito Abatement division of the Health Department, which is funded solely by general property and sales taxes, was moved from Fund 230 – Health Department to the general fund.
- 5. The Healthy Lifestyles fund, previously presented as an internal service fund, is now treated as a trust fund and is, therefore, not part of the tentative budget.

Estimated Revenue Calculations

Revenue from property taxes is estimated based upon the calculation used by the Utah State Tax Commission. Anticipating a projected collection rate of 88 percent and a reduction for redemptions, the property tax revenue is budgeted at \$35.5 million for 2013. Of the \$35.5 million budgeted for property taxes, \$30.0 million is for general property taxes that are unrestricted in their use and \$5.5 million is for property taxes that are restricted to assessing and collecting activities.

The local sales tax, which represents sales tax collected in the unincorporated area, has been budgeted at \$1.8 million for 2013, which is a negligible decrease from the 2012 budgeted amount.

The County option sales tax, which represents the 0.25-percent levy the County has opted to collect, is budgeted at \$18.5 million for 2013, which is a one-percent increase from the 2012 budgeted amount.

Revenues for licenses, grants, fees, and fines were estimated by the respective departments. The amounts are included in the 2013 budget as submitted by the departments.

Requested Appropriations

The 2013 tentative budget is presented as a balanced budget for all funds with the exception of the special revenue fund for the Department of Drug and Alcohol Prevention and Treatment ("aDDAPT"). This fund is out of balance by \$858,493. The Board of County Commissioners will make final adjustments to the tentative budget before the budget is officially adopted. The public hearing on the final budget will be held Tuesday, December 4, 2012.

This tentative budget includes no extraordinary budget increases.

The tentative 2013 budget includes a one-step increase for employees upon successful completion of their review dates. One step approximately represents a 2.35-percent salary increase. Because employees' review dates are spread throughout the year, the overall salary increase is approximately 1 percent.

In addition to salary increases, the tentative budget includes full funding of the projected increases in the State retirement contribution rates. The tentative budget includes full funding of the increase in health insurance, which is approximately 8.5 percent, or \$619,000. Currently full-time County employees with benefits pay nothing toward the cost of their health insurance. The County will also be making changes to its wellness program whereby employees who do not participate will either forfeit contributions to their health savings accounts or will have to pay a portion of their health insurance premiums.

Tax Increase Projections

This tentative budget does not present an increase in the property tax rate. A budgetary procedure allowed to the Board of County Commissioners is the adoption of a property tax budget that would generate a tax increase in 2013. However, it is not expected that the Board of County Commissioners will increase property taxes.

Budget Integrity

The basic concept of Utah County's 2013 budget process for departments funded either in the general fund or with funds transferred from the general fund is to balance the expenses to the 2013 projected revenue without using fund balance to bridge the gap between revenue and expenses. Budgetary requests from department heads with budgets not funded by the general fund were limited to revenue generated by their departments. Department heads made an extra effort to maintain services within the limitation given. However, the tentative budget still had to be balanced using "one-time" funding:

	"One-Time"
<u>Fund</u>	Funding Amount
aDDAPT	\$281,000
Health Department	\$1,859,929
Inmate Benefit	\$66,159
Assessing & Collecting	\$2,570,431

"One-time" funding is so named because the funding is available only once. Accordingly, budgets in future years will need to replace the one-time funding with additional revenue (such as a property tax increase, growth in sales tax collections, fee increases, etc.) or by cutting expenditures. Due to the County's fiscal conservatism, the County has been able to set aside fund balances to capitalize large equipment purchases and building construction projects. Bond rating agencies look favorably on these fund balances and diminishing them in any manner may negatively affect the County's bond rating. In addition, utilizing fund balances also affects the County's cash reserves. Over the past several years, the County has had sufficient cash to operate without using tax anticipation notes, which is extremely helpful as tax anticipation notes are expensive due to issuance costs and interest expenses.

Staffing Plan Change Requests

Several departments have submitted staffing plan change requests. The tentative budget does not include funding for new positions, but does include funding for promotions in several departments.

Sincerely,

Byn E Thampen

Bryan E. Thompson

Utah County Clerk-Auditor

Debt Service

The County carries debt from two types of bonds: General Obligation and Revenue. General Obligation bonds are backed in full by the good faith and credit of the County and its residents. Revenue bonds are backed by an underlying revenue or tax that is applicable to the financing.

Administration Building

The Municipal Building Authority of the County issued \$5.385 million in Lease Revenue bonds during 1986 for the purpose of constructing an office complex and parking area used jointly by the State of Utah and the County. The County issued \$10.875 million in General Obligation Refunding bonds on September 8, 1993 to defease the 1986 bonds. On November 1, 2002, the County issued \$6.645 million in General Obligation Refunding bonds to defease the 1993 bonds.

Security Center

The County issued \$22 million in General Obligation bonds on September 8, 1993 to finance the costs of acquisition, construction, and improvements related to the Security Center and related facilities. On February 1, 2001, the County issued \$14.485 million in General Obligation Refunding bonds to defease the 1993 bonds. On January 19, 2011, the County issued \$3.320 million in General Obligation Refunding bonds to defease the 2001 bonds.

Health & Justice Building / Animal Shelter

The Municipal Building Authority of the County issued \$23.16 million in Lease Revenue bonds on December 27, 2001 to finance the costs of constructing the Health & Justice building in Provo and the Animal Shelter in Spanish Fork. On August 4, 2005, the County issued \$20.975 million in Sales Tax Refunding bonds to defease the 2001 bonds. These Sales Tax Refunding bonds are backed by the County option sales tax.

Security Center Expansion

On August 4, 2005, the County issued \$15.165 million in Sales Tax Revenue bonds to finance the costs of expansion and improvements related to the Security Center.

On August 1, 2006, the County issued \$7.615 million in Sales Tax Revenue bonds to finance the costs of expansion and improvements related to the Security Center.

Transportation Projects

The County issued \$102.73 million in Sales Tax Revenue bonds on August 27, 2009 and \$27.715 million in Fee Revenue bonds on September 3, 2009 to finance the costs of transportation projects within the County.

The County issued \$51.675 million in Sales Tax Revenue bonds on January 31, 2012 for the purpose of financing transportation projects within the County. Previous to the issuance of these bonds, the County had an interlocal agreement with Utah Transit Authority ("UTA") whereby the County borrowed \$55.2 million from UTA's portion of the fixed guideway (or "Section 2216") sales tax to fund transportation projects such as Pioneer Crossing and North County Boulevard. The interlocal agreement stipulated that the County would repay interest to UTA at a rate of five percent. The issuance of these bonds not only reduces the interest payments due, but also provides immediate operational funding for FrontRunner South, which is expected to begin service in Utah County by 2013.

Convention Center

On January 20, 2010, the County issued \$40.15 million in Excise Tax Revenue bonds to finance the costs of constructing the Convention Center being built in downtown Provo.

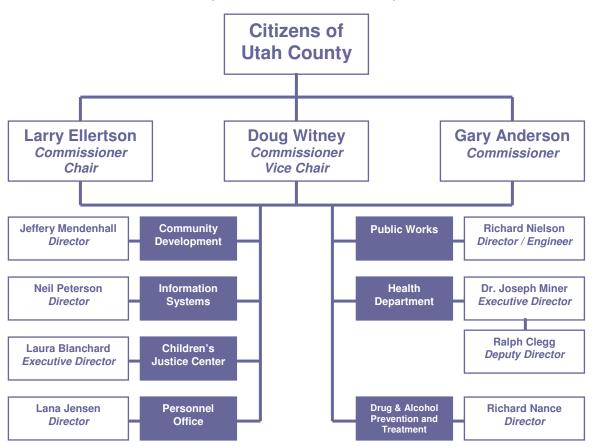
Energy Improvements

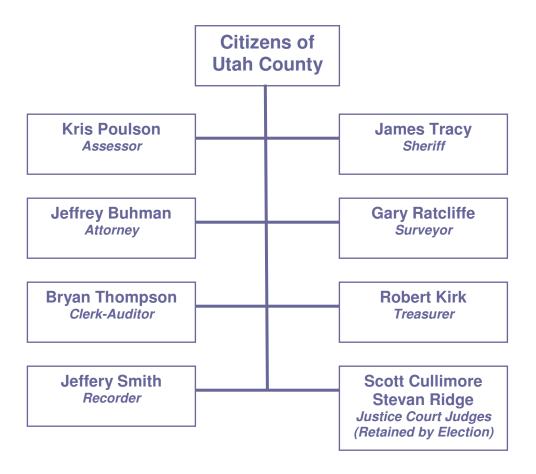
On October 22, 2010, the County issued \$4.94 million in Sales Tax Revenue bonds to finance the costs of energy improvements to County facilities.

	Date of Issuance	Total Principal	Balance as of 12/31/2012	2013 Principal Payments Due	Payoff Date
General Obligation Bonds					
Security Center	1/19/2011	\$ 3,320,000	\$ 1,680,000	\$1,680,000	2/15/2013
Revenue Bonds					
Health & Justice Building / Animal Shelter	8/4/2005	\$ 20,975,000	\$ 10,050,000	\$1,825,000	11/1/2017
Security Center Expansion	8/4/2005	\$ 15,165,000	\$ 9,350,000	\$ 980,000	11/1/2020
Security Center Expansion	8/1/2006	\$ 7,615,000	\$ 5,175,000	\$ 475,000	11/1/2021
Transportation Projects (Sales Tax)	8/27/2009	\$102,730,000	\$ 95,805,000	\$2,455,000	12/1/2034
Transportation Projects (Fee)	9/3/2009	\$ 27,715,000	\$ 25,835,000	\$ 675,000	12/1/2034
Transportation Projects (UTA)	1/31/2012	\$ 51,675,000	\$ 50,450,000	\$ 885,000	12/1/2039
Convention Center	1/20/2010	\$ 40,150,000	\$ 37,875,000	\$ 710,000	12/1/2039
Energy Improvements	10/22/2010	\$ 4,940,000	\$ 4,790,000	\$ 160,000	2/1/2027
TOTAL		\$ 274,285,000	\$241,010,000	\$ 9,845,000	

Organizational Charts

(As of October 30, 2012)

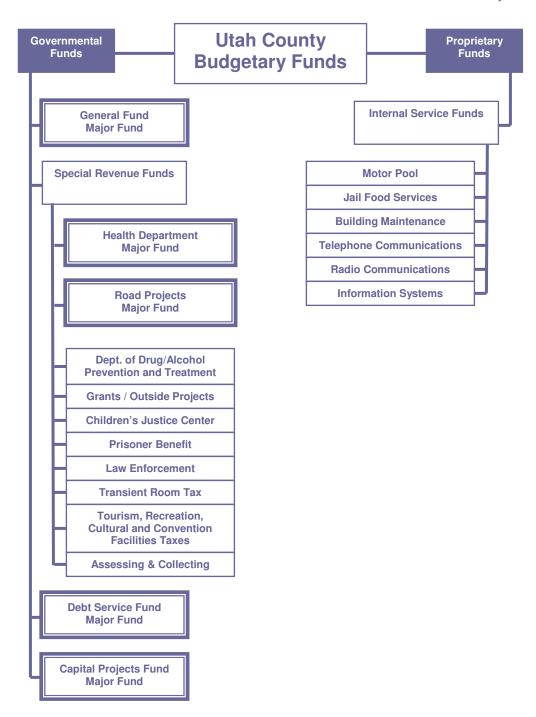




Summary of Funds

A fund is a grouping of related accounts that is used to maintain control over resources that have been segregated for specific activities or objectives. The County, like other state and local governments, uses fund accounting to ensure and demonstrate compliance with finance-related legal requirements.

Major funds represent the significant activities of the County and basically include any fund whose revenues or expenditures, excluding other financing sources and uses, constitute more than 10 percent of the revenues or expenditures of the appropriated budget. The County has five major funds: the general fund, the health department fund, the road projects fund, the debt service fund, and the capital projects fund.



General Fund

The general fund is the chief operating fund of the County and is used to account for all transactions that pertain to the general administration of the County and the services traditionally provided to its citizens. This includes law enforcement services, legal services, park maintenance and improvements, and other general governmental services.

Health Department Fund

The health department fund is a special revenue fund used to account for the activities of the Utah County Health Department. The Health Department fund includes six main divisions: Administration, Environmental Health, Community Health/Nursing, Health Promotion, WIC (Women, Infants, and Children), and Senior Services. A large portion of the Health Department's revenues come from federal grants passed through the Utah Department of Health.

Road Projects Fund

The road projects fund is a special revenue fund used to account for transportation projects of the County. On April 1, 2007, the County enacted a 0.25-percent sales tax known as the Mass Transit Fixed Guideway sales tax. The results of an opinion question included on the ballot during the 2006 general election indicated that voters approved of this sales tax (69 percent for the tax and 31 percent against the tax). On January 1, 2008, the tax for this sales tax increased to 0.30 percent.

On January 1, 2009, the County enacted a 0.25-percent sales tax known as the County Airport, Highway, and Public Transit sales tax.

In addition to these two sales taxes, the County signed an interlocal agreement with the Utah Department of Transportation ("UDOT") to receive the motor vehicle registration fee collected by the Utah State Tax Commission until the County's debt service requirements are paid.

This fund also includes projects funded with Class "B" Road Funds the County receives from UDOT.

Debt Service Fund

The debt service fund is used to account for the accumulation of resources for, and the repayment of, general long-term debt principal and interest, and related costs.

Capital Projects Fund

The capital projects fund is used to account for financial resources to be used for the acquisition or construction of major capital facilities.

In addition to these five major funds, the County maintains non-major special revenue funds and non-major proprietary funds.

Non-major Special Revenue Funds

Special revenue funds are used to account for the proceeds of specific revenue sources that are legally restricted to expenditure for specified purposes. The County utilizes eight non-major special revenue funds: aDDAPT (Department of Drug and Alcohol Prevention and Treatment) fund; Grants/Outside Projects fund; Children's Justice Center fund; Prisoner Benefit fund; Law Enforcement fund; Transient Room Tax fund; Tourism, Recreation, Cultural and Convention Facilities Taxes fund; and Assessing and Collecting fund.

Non-major Proprietary Funds

The County's non-major proprietary funds are all internal services funds. Internal services funds are used to report activities that provide goods or services to other funds, departments, and agencies of the County and its component units, or to other governments, on a cost-reimbursement basis. The County utilizes six non-major proprietary funds: Motor Pool fund; Jail Food Services fund; Building Maintenance fund; Telephone Communications fund; Radio Communications fund; and Information Systems fund.

Fiduciary Funds

The County has additional fiduciary funds that are audited, but not included in the budget.

General Fund Highlights

The 2013 general fund is tentatively budgeted at \$71.8 million. This represents an increase of \$1.0 million from the current 2012 budget.

Revenue Comparisons

The following chart shows summarizes the revenue in the general fund by category:

Category	2011 Actual		2012 Budget		2013 Tentative		∆ 11-12	∆ 12-13
Property Taxes	\$ 30,092,456	43.0%	\$ 28,196,827	39.8%	\$ 30,004,000	41.7%	-0.3%	6.4%
Sales Taxes	19,630,753	28.0%	20,130,574	28.4%	20,325,000	28.3%	3.5%	1.0%
Licenses and Permits	295,914	0.4%	242,938	0.3%	247,000	0.3%	-16.5%	1.7%
Intergovernmental Revenue	1,237,890	1.8%	783,502	1.1%	781,54	1.1%	-36.9%	-0.2%
Charges for Services	11,881,042	17.0%	13,003,954	18.3%	12,741,799	17.7%	7.2%	-2.0%
Fines and Forfeitures	3,224,826	4.6%	3,555,383	5.0%	3,438,54	4.8%	6.6%	-3.3%
Miscellaneous Revenue	350,123	0.5%	296,364	0.4%	232,123	0.3%	-33.7%	-21.7%
Outside Donations	1,081	0.0%	1,000	0.0%	2,500	0.0%	131.3%	150.0%
Transfers In	3,274,768	4.7%	4,658,369	6.6%	4,110,96	5.7%	25.5%	-11.8%
Appropriated Fund Balance	-	0.0%	-	0.0%		- 0.0%	na	na
Totals	\$ 69,988,853	100.0%	\$ 70,868,911	100.0%	\$ 71,883,472	2 100.0%	2.7%	1.4%

Utilization of General Property and Sales Taxes

The following chart shows the amount of general property and/or sales taxes utilized by department:

		Budgeted		General Use roperty and/or	% Total	% Exp
Department		Expense		Sales Tax	Taxes	Budget
Commission	\$	997,200	\$	888,006	1.8%	89.0%
Justice Court		1,195,846		-	0.0%	0.0%
Personnel		1,021,093		877,394	1.7%	85.9%
GIS		605,391		513,127	1.0%	84.8%
Records Management		418,438		397,938	0.8%	95.1%
Auditor		783,527		589,444	1.2%	75.2%
Clerk		238,705		44,073	0.1%	18.5%
Attorney		6,315,659		4,195,153	8.3%	66.4%
Elections		657,040		557,040	1.1%	84.8%
Community Development		701,764		-	0.0%	0.0%
Sheriff - Enforcement		15,278,383		11,188,170	22.2%	73.2%
Sheriff - Wildland Fire		2,300,745		832,331	1.7%	36.2%
Sheriff - Corrections		24,248,705		15,330,623	30.5%	63.2%
Mosquito Abatement		705,158		705,158	1.4%	100.0%
Public Works		577,141		569,841	1.1%	98.7%
Surveyor		536,411		535,211	1.1%	99.8%
Parks		1,111,500		-	0.0%	0.0%
Extension		307,470		304,926	0.6%	99.2%
Agriculture		71,188		71,188	0.1%	100.0%
Non-Dept / Debt Serv		4,750,246		3,732,515	7.4%	78.6%
Utah County Fair		155,000		155,000	0.3%	100.0%
aDDAPT		221,230		221,230	0.4%	100.0%
Health Dept		2,430,313		2,430,313	4.8%	100.0%
Children's Justice Center		96,905		96,905	0.2%	100.0%
Foster Grandparents		66,844		66,844	0.1%	100.0%
Senior Companions		61,852		61,852	0.1%	100.0%
Restricted		1,352,158		1,302,158	2.6%	96.3%
Provo/Orem Chamber		850		850	0.0%	100.0%
Public Defender		3,298,449		3,283,449	6.5%	99.5%
Wasatch Mental Health		950,000		950,000	1.9%	100.0%
Mountainland Assoc Govt		43,010		43,010	0.1%	100.0%
Utah Valley Dispatch SSD		316,251		316,251	0.6%	100.0%
North Valley Animal SSD		5,000		5,000	0.0%	100.0%
South Valley Animal SSD		30,000		30,000	0.1%	100.0%
Utah Lake Commission		34,000		34,000	0.1%	100.0%
Totals	\$	71,883,472	\$	50,329,000	100.0%	70.0%

Capital Projects

The capital projects fund is used to account for financial resources to be used for the acquisition or construction of major capital facilities. The following schedule shows the County's funding for capital facilities over the next three years:

	Capital	Proj	ect	Fun	ding:
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\$19,878,575
\$6,540,645
\$1,200,000
\$600,000
\$600,000
\$600,000

Total Capital Projects Funding Available \$29,419,220

Planned Capital Project Expenditures:

2012:	Mosquito Abatement Building	\$79,790
	Convention Center	\$14,502,911
	Eagle Mountain Communications Site	\$292,000
	Energy Improvements	\$547,274

2013:	Jail Exterior Stucco	\$150,000
	North County Foothill Treatment Center	\$2,000,000
	Courthouse Exterior Restoration	\$600,000
	Courthouse Stair Replacement	\$500,000
	Courthouse Staefa Control System Upgrade	\$50,000
	Sewer Connection	\$100,000
	Mosquito Abatement Building	\$600,000
	Convention Center	\$2,577,412
	Energy Improvements	\$429,031

2014:	Courthouse Exterior Restoration	\$600,000
	Satellite Health Building	\$3,000,000

2015:	Courthouse Exterior Restoration	\$600,000

2016: Courthouse Exterior Restoration \$600,000

Total Capital Projects Funding Needed \$27,228,418

Funding Excess / (Shortfall) \$2,190,802

Other Statistical Information

The following chart summarizes the number of full-time equivalents (FTEs) in the County's budgeted staffing plan as of October 30, 2012. Except for time-limited positions, no person is placed or retained on a department payroll unless the person occupies a position listed in the approved staffing plan. An FTE is the decimal equivalent of a part-time position converted to a full-time basis (e.g. one person working half time would equate to 0.5 FTE).

		Noi	n-Public Sa	fety	Р	ublic Safe	ty		
Department	Elected Official [*]	FLSA Exempt	FLSA Non- Exempt	Grant- Funded	FLSA Exempt	Sgt.	Deputy	Total FTEs	% Total
Sheriff - Corrections		24.00	41.00	2.00	5.00	17.00	124.00	213.00	24.1%
Health Department		68.75	69.00	16.00				153.75	17.4%
Sheriff - Enforcement	1.00		25.50	1.50	10.00	21.00	83.00	142.00	16.1%
Public Works		8.00	59.00					67.00	7.6%
Attorney	1.00	28.00	25.25	1.00	1.00	4.00		60.25	6.8%
Drug/Alcohol Prevention		24.00	26.00	12.00				62.00	7.0%
Assessor	1.00	3.00	44.50					48.50	5.5%
Information Systems		16.00	13.00					29.00	3.3%
Recorder	1.00	1.00	25.50					27.50	3.1%
Clerk-Auditor	1.00	6.00	11.00					18.00	2.0%
Justice Court	2.00	1.00	11.00					14.00	1.6%
Children's Justice Center		3.50	3.00	3.00				9.50	1.1%
Community Development		4.00	4.00					8.00	0.9%
Personnel		6.00	3.00					9.00	1.0%
Treasurer	1.00	1.00	5.00					7.00	0.8%
Commission	3.00	1.00	3.00					7.00	0.8%
Surveyor	1.00	1.00	3.00					5.00	0.6%
Extension			3.00					3.00	0.3%
Totals	12.00	196.25	374.75	35.50	16.00	42.00	207.00	883.50	100.0%
	1.4%	22.2%	42.4%	4.0%	1.8%	4.8%	23.4%		

*Note: Elected officials include Justice Court judges who are appointed but retained by election.

The following chart summarizes the salaries of the elected officials of the County:

	Annual Salary					
Elected Official	2007	2008	2009 2010	2011	2012	2013
Commissioner	\$ 89,544	\$ 94,692	\$ 99,294 ² \$ 103,896	\$ 103,896	\$ 103,896	\$ 103,896 ¹¹
Attorney	\$ 105,378	\$ 111,410	\$ 116,818 ³ \$ 122,226	\$ 122,226	\$ 122,226	\$ 122,226 ¹¹
Sheriff	\$ 96,018	\$ 101,530	\$ 105,196 ⁴ \$ 108,862	\$ 108,862	\$ 108,862	\$ 108,862 ¹¹
Assessor	\$ 85,488	\$ 90,402	\$ 93,652 ⁵ \$ 96,902	\$ 96,902	\$ 96,902	\$ 96,902 ¹¹
Clerk-Auditor	\$ 81,588	\$ 86,294	\$ 90,493 ⁶ \$ 94,692	\$ 94,692	\$ 94,692	\$ 94,692 ¹¹
Recorder	\$ 81,588	\$ 86,294	\$ 90,493 ⁶ \$ 94,692	\$ 94,692	\$ 94,692	\$ 94,692 ¹¹
Treasurer	\$ 81,588	\$ 86,294	\$ 90,493 ⁶ \$ 94,692	\$ 94,692	\$ 94,692	\$ 94,692 ¹¹
Surveyor	\$ - 7	7 \$ -	\$ - \$ -	\$ 74,230	\$ 74,230	\$ 74,230 11
Retained by Election						
Justice Court Judge	\$ 81,146 ⁸	⁸ \$ 96,018 ⁹	\$ 96,018 \$ 96,018	\$ 96,018	\$ 98,280 10	⁰ \$ 100,594 ¹²

¹ For comparison purposes, the annual salaries shown are calculated using 26 pay periods even though in a particular year more than 26 pay periods may be paid.

² The biweekly salary was increased from \$3642 to \$3996 effective June 14, 2008.

³ The biweekly salary was increased from \$4285 to \$4701 effective June 14, 2008.

⁴ The biweekly salary was increased from \$3905 to \$4187 effective June 14, 2008.

⁵ The biweekly salary was increased from \$3477 to \$3727 effective June 14, 2008.

⁶ The biweekly salary was increased from \$3319 to \$3642 effective June 14, 2008.

⁷ Surveyor combined with Recorder beginning January 1, 2007 with no increase in salary.

 $^{^{\}rm 8}$ The biweekly salary was increased from \$3034 to \$3208 effective June 16, 2007.

⁹ The biweekly salary was increased from \$3208 to \$3693 effective December 29, 2007.

¹⁰ The biweekly salary was increased from \$3693 to \$3780 effective December 24, 2011.

¹¹ It is not anticipated that salaries for elected officials will increase during 2013.

¹² It is anticipated that the biweekly salary will increased from \$3780 to \$3869 effective December 22, 2012.