



# POPULAR ANNUAL FINANCIAL REPORT



Photo Courtesy of Jason Walkowiak

**FOR THE FISCAL YEAR ENDED  
DECEMBER 31, 2022**

**Our Vision: Being Minnesota's favorite place.**

**Our Mission: Serve well. Deliver value. Drive results.**

**Our Values: Be responsible. Treat people right. Build a better future.**

The Government Finance Officers Association of the United States and Canada (GFOA) has given an Award for Outstanding Achievement in Popular Annual Financial Reporting to Crow Wing County for its Popular Annual Financial Report for the fiscal year ended December 31, 2022. The Award for Outstanding Achievement in Popular Annual Financial Reporting is a prestigious national award recognizing conformance with the highest standards for preparation of state and local government popular reports.

In order to receive an Award for Outstanding Achievement in Popular Annual Financial Reporting, a government unit must publish a Popular Annual Financial Report, whose contents conform to program standards of creativity, presentation, understandability and reader appeal. An Award for Outstanding Achievement in Popular Annual Financial Reporting is valid for a period of one year only. Crow Wing County has received a Popular Award for the last nine consecutive years (fiscal years ended 2013-2021). We believe our current report continues to conform to the Popular Annual Financial Reporting requirements, and we are submitting it to the GFOA.



Government Finance Officers Association

Award for  
Outstanding  
Achievement in  
Popular Annual  
Financial Reporting

Presented to

**Crow Wing County  
Minnesota**

For its Annual Financial Report  
For the Fiscal Year Ended

December 31, 2021

*Christopher P. Morill*  
Executive Director/CEO

## Financial Report Message

We are pleased to present Crow Wing County's ninth Popular Annual Financial Report (PAFR). The PAFR is a condensed version of the 2022 Annual Comprehensive Financial Report (ACFR).

The ACFR is a more inclusive document, detailing the County's financial statements, notes, schedules, and statistics. The ACFR was prepared in conformance with Generally Accepted Accounting Principles (GAAP). The ACFR received an unmodified (clean) opinion.

This report provides a summary of the financial position of the County in a simple, easy-to-read format for the fiscal year ending December 31, 2022. The PAFR also provides information on the property tax levy and other noteworthy activities. The PAFR is consistent with GAAP, and is unaudited.

Thank you for your interest in Crow Wing County. For a complete review of the County's financial position, please consult the 2022 ACFR available on the County's website at [www.crowwing.gov](http://www.crowwing.gov), or contact Finance at 218-824-1047 or [Finance.Dept@crowwing.us](mailto:Finance.Dept@crowwing.us).

Respectfully submitted,

*Deborah A. Erickson*

Deborah A. Erickson  
Administrative Services Director



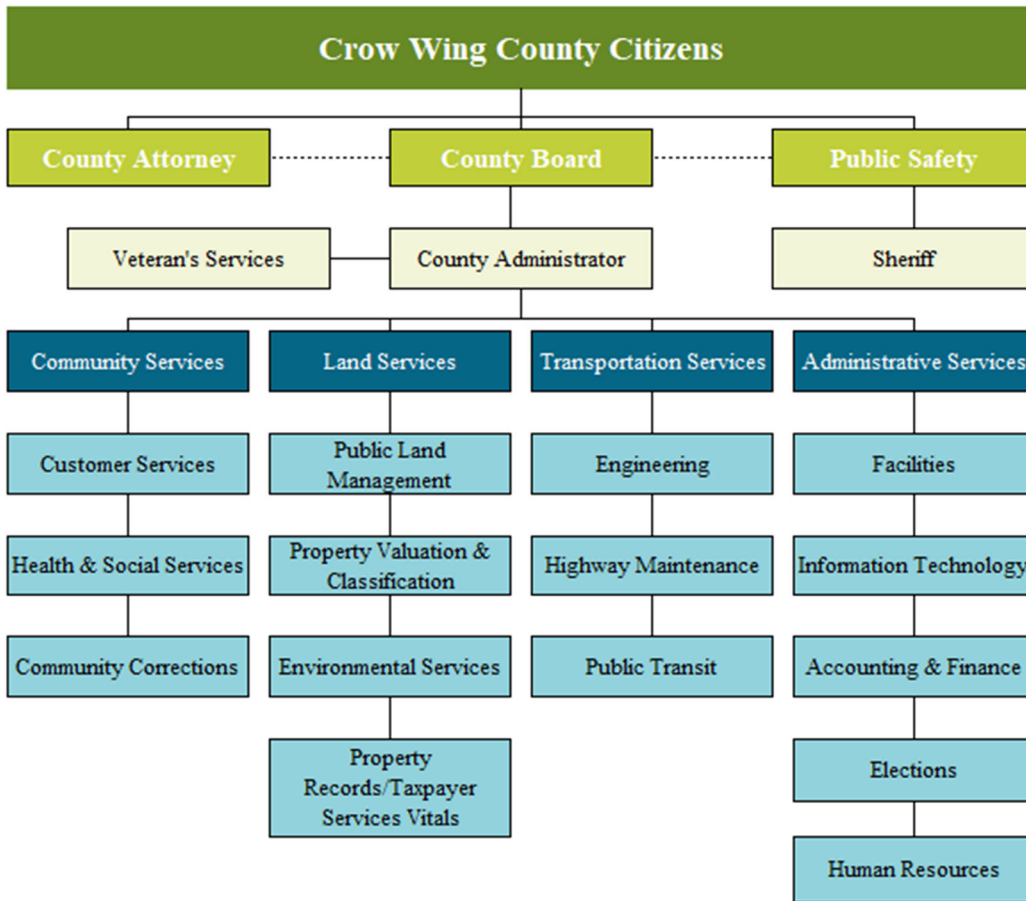
## About Crow Wing County

Crow Wing County was established in 1857 and formally organized in 1870. It is located in north-central Minnesota, about 125 miles northwest of the Minneapolis/St. Paul metropolitan area, and covers 999 square miles. The County seat is the City of Brainerd, which is the largest community in the County with a population of 14,256 residents in 2021.

The original County Courthouse was built in Brainerd in 1872; it was replaced in 1920 by the building now known as the Historic Courthouse. Other County structures include the Sheriff's Office, Jail, Judicial Center, Community Services, Central Services, and Land Services buildings. The Highway Department is located off-site near the Brainerd Lakes Regional Airport, and the Solid Waste offices are on the County Landfill property.

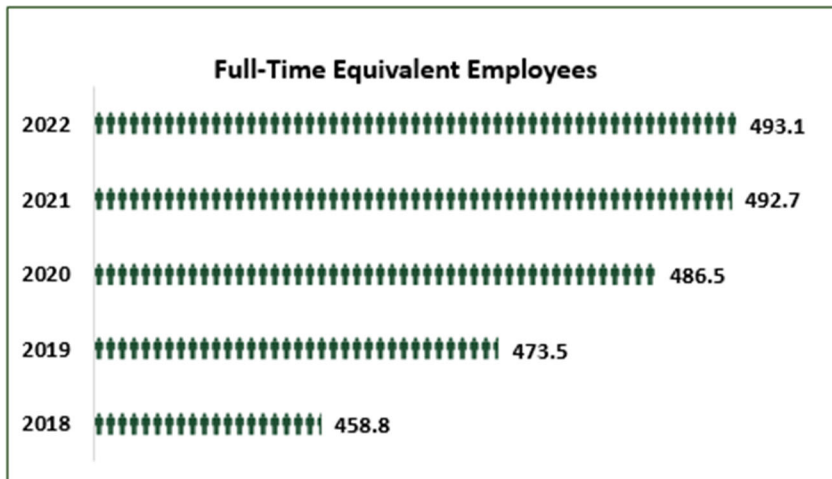


# Crow Wing County



Crow Wing County is governed by the Board of Commissioners. There are five members of the County Board, each representing one of five Districts, elected to four-year overlapping terms. The County Board appoints a County Administrator who is the chief appointed administrative officer of the County. The Administrator is responsible for the administration of Board policy and for the management of various County divisions and departments. The Attorney and Sheriff are elected officials.

The County provides a full range of services contemplated by statute. These services include public safety, highway, health, attorney, human services, recreational, maintenance of property records, vital statistics, issuance of various permits and licenses, administration of property tax assessment and collection, and the distribution of local governments' property taxes within the County.



## Service Areas

While the County presents the Annual Comprehensive Financial Report in accordance with Generally Accepted Accounting Principles in regards to fund structure, internally the County operates under a different organizational structure. Offices and departments of the County are grouped under different service areas. The County reports six different service areas: Governance, Public Safety, Community, Land, Transportation, and Administrative Services.

Each service area is a broad grouping of similar customer deliverables, with comparable expectations and focuses. Most service areas are managed by a department head who oversees the various departments or offices within the area.

Grouping various functions under a single service area allows the County to streamline operations, promote efficiencies, enhance communication within and across departments, and overall provide a better customer experience overall.

## Did you know?

The 2023 budget, which was approved and adopted by the County Board in December 2022, was only the fifth year of the past twelve years that the County had an increased tax levy. For the years of 2010 to 2018, there was a zero or negative levy. The 2023 budget was approved for a 2.89 percent increase over 2022, which is 1.09 percent lower than 2022's levy increase.

In a 2023 comparison of four nearby counties, Crow Wing County had the second lowest County tax levy per capita at \$649.73. The chart to the right shows the trend of the County's property tax levy per capita over the past ten years.

## Dividing Up Your Tax Dollar

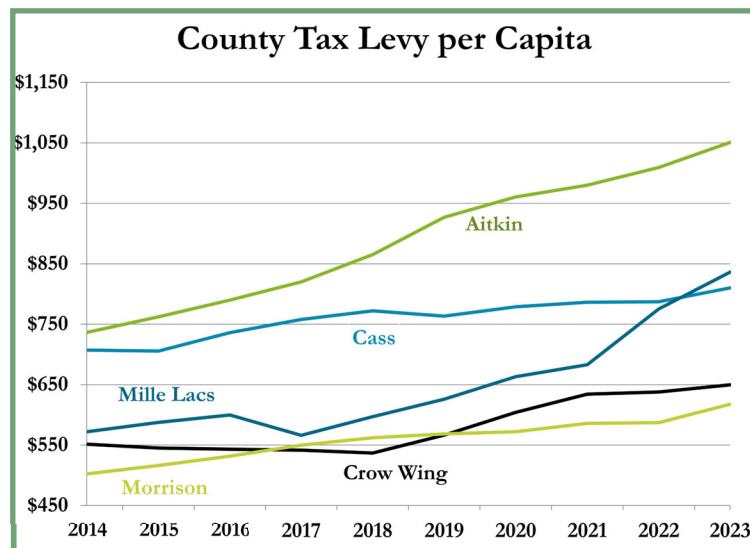
What happens when you pay your property taxes?

Although you make your property tax payments to Crow Wing County, not all of those funds are kept by the County. The County essentially acts as an "in-between", and collects funds levied by your city or township, school district, and other special districts.



These funds are then later distributed to these other districts. On average, for all property taxes collected, the County keeps 32¢ of every dollar to provide services. The remaining 68¢ is distributed to cities, townships, school districts, and special districts such as hospitals, HRAs, or sewer districts.

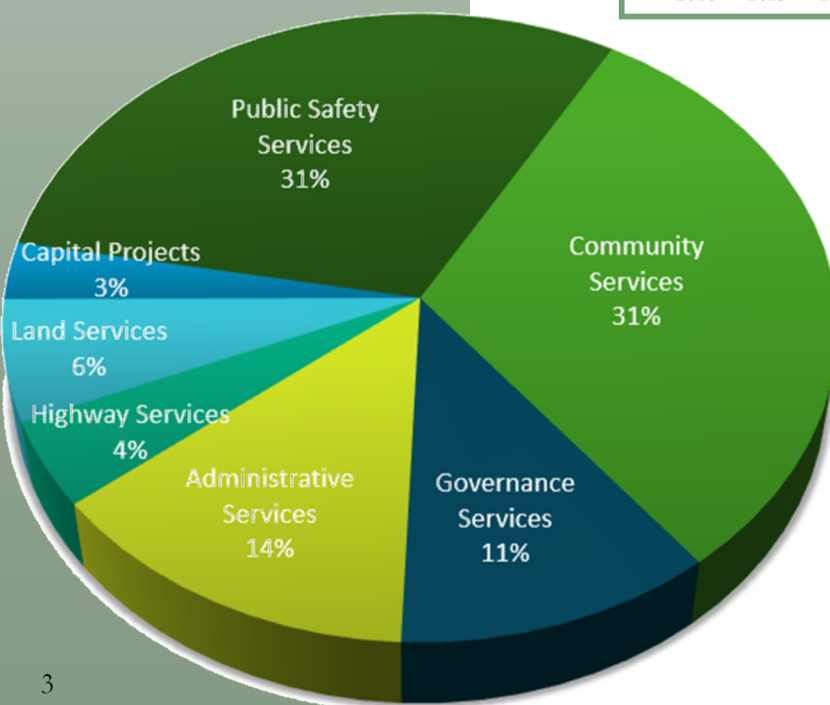
\*In most instances, commercial and seasonal recreational properties will pay state general tax in addition to a portion of the school district tax.



## Crow Wing County

How we allocate resources.

The pie chart to the left shows where your County property tax dollars go. This does not include the portion of your taxes that go to the city/township, school, or special taxing district. For 2023 the County property tax levy was \$44,148,151.

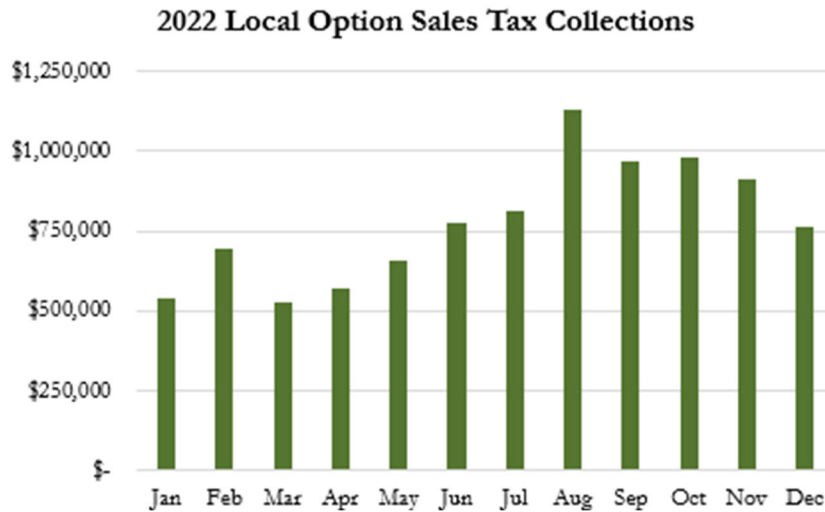


Department	Levy
Community Services	\$ 13,691,675
Governance Services	\$ 4,996,809
Administrative Services	\$ 6,018,829
Highway Services	\$ 1,956,770
Land Services	\$ 2,744,592
Capital Projects	\$ 1,300,655
Public Safety Services	\$ 13,438,821

# Local Option Sales Tax

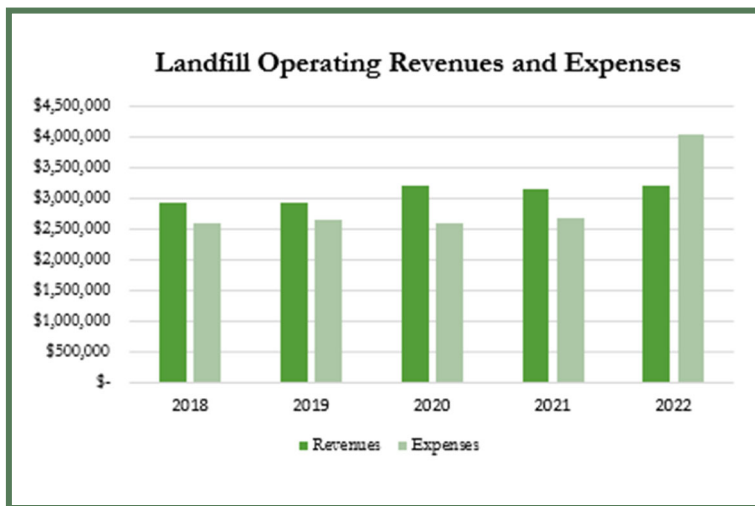
Improving your transportation experience.

The Crow Wing County Board of Commissioners approved a 0.5 percent sales tax effective April 1, 2016. The local option sales tax allows the County to generate additional revenues not only from those who live in our County, but also those who visit. These sales tax funds are dedicated to County road system improvements and maintenance. Sales tax collections in 2022 totaled \$9,335,938. Initial estimates at the time of adoption anticipated annual collections of approximately \$4 million per year.



# Landfill Enterprise Fund

Keeping our lakes and forests clean.



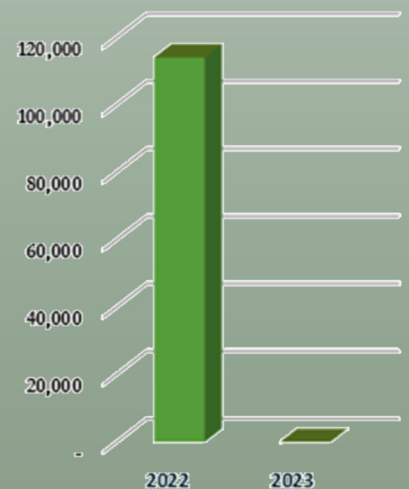
The County's Landfill Fund operates like a business, supporting itself with user fees and charges. For 2022, the Landfill Fund reported an operating income loss of (\$835,514). Operating revenues and expenses are those that occur in the normal course of business. The principal

operating revenues are charges to customers for services provided and for the issuance of licenses and permits. Operating expenses include the cost of services, administrative expenses, depreciation, and costs relating to landfill closure and post closure. All revenues and expenses not meeting this definition are reported as non-operating revenues and expenses. During 2022 the Landfill accepted 45,646 tons of municipal solid waste; a decrease of 0.97 percent from 2021. Since 2013, municipal solid waste brought to the Landfill has increased 19.22 percent.

# Debt Refunding

On July 10, 2013, the County issued \$29,520,000 of General Obligation Refunding Bonds and contributed \$4,943,100 to advance refund \$37,105,000 of outstanding General Obligation bonds. Refunding a bond is comparable to refinancing your mortgage for a lower interest rate. The County reduced its total debt service payments by \$12,022,858 and obtained an economic gain of \$5,022,710. Economic gain is the difference between the present value of the debt service payments on the old and new debt. The new debt was paid off in 2020. During the refunding, Standard & Poor's reaffirmed the County's AA bond rating. The table below shows a side-by-side comparison of outstanding principal on the old and new debt as of the end of each year. The 2013 G.O. bonds were paid off in 2020 and the 2010 G.O. bonds were paid off in 2022.

## Debt Principal Outstanding



2012 City of Crosslake Public Works Facility 53% County portion



## Fund Types

The County maintains five types of governmental funds: general, special revenue, debt service, capital projects, and permanent; an enterprise fund, the Landfill Fund; and many fiduciary funds.

The **General Fund** is the primary fund for the County. It accounts for all revenues and expenditures associated with the general operations of the County not required to be accounted for in separate funds.

**Special Revenue Funds** account for proceeds of specific revenue sources that are restricted or committed for specific purposes. The County maintains seven Special Revenue Funds: Highway, Community Services, Public Land Management, Solid Waste (Non-Landfill), Unorganized Townships, Small Cities Development Program, and Ditch.

The **Debt Service Fund** is used to account for financial resources used for the repayment of debt.

The **Capital Projects Fund** is used to account for the financial resources used for the acquisition or construction of capital facilities and other capital assets.

The County maintains one **Permanent Fund**, the Environmental Trust, to account for resources that are non-spendable or restricted for environmental purposes pursuant to Minn. Stat. § 373.475.

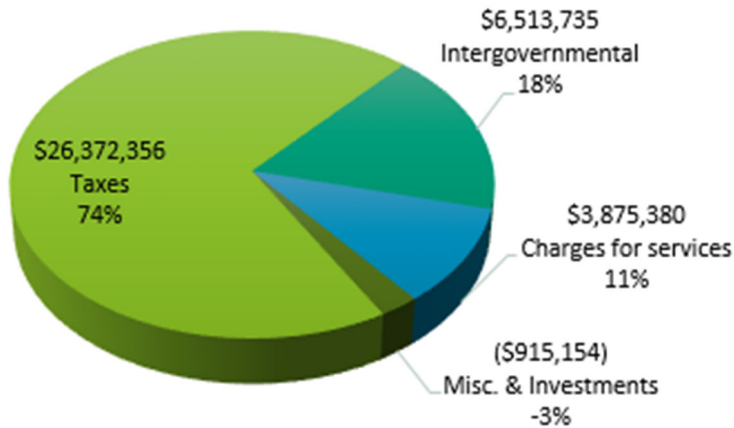
The County reports one **Enterprise Fund**, the Landfill Fund, which is operated and accounted for much like a business.

**Fiduciary Funds** are used to account for resources held for the benefit of parties outside the government. Fiduciary funds are not included in the government-wide financial statements because the resources of these funds are not available to support the County's own programs.

## General Fund Revenues

The General Fund is the primary fund used for County operations. It accounts for revenues and expenditures associated with the general operations of the County that are not required to be accounted for in separate funds.

### Where does the money come from?



The General Fund accounts for services such as attorney; public safety, including dispatch, bomb squad, the County Jail, and boat and water; maintenance of property records; vital statistics; elections; administration of property tax assessment and collection; and the distribution of local governments' property taxes within the County.

The General Fund also accounts for internal services such as human resources, payroll and finance, information technology, and facility services.

Revenues for the General Fund totaled \$35,846,317 for 2022, a increase of \$2,969,317 or 9 percent, from 2021. Property taxes were the largest revenue of the General Fund, at \$26,372,356.

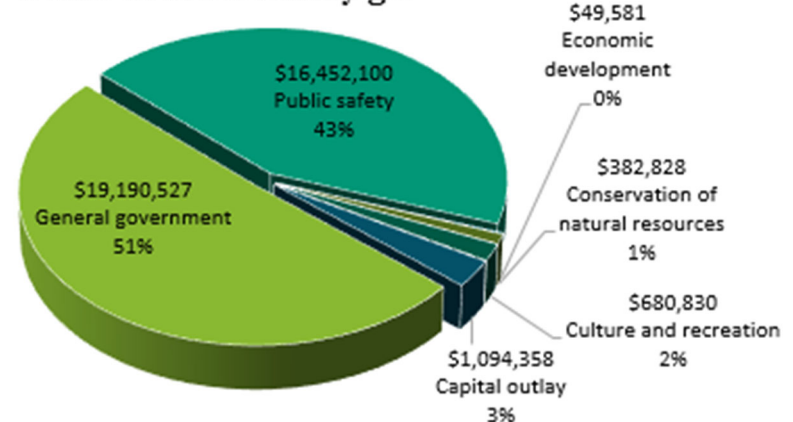
## General Fund Expenditures

General Fund expenditures for 2022 were \$37,850,224, a increase of \$3,027,631, or 8 percent, from 2021. The largest increase was in general government in the amount of \$3,433,305. This is due to American Rescue Plan Act (ARPA) expenditures approved by the County Board of Commissioners. The General Fund had expenditures in excess of revenues in the amount of \$2,003,907.

The General Fund reported a negative variance of \$2,510,054 against the budgeted revenues and expenditures for 2022.

The General Fund continues to maintain a healthy fund balance level, reporting an unrestricted fund balance of \$11,338,395 as of December 31, 2022, which is 30.0 percent of General Fund expenditures.

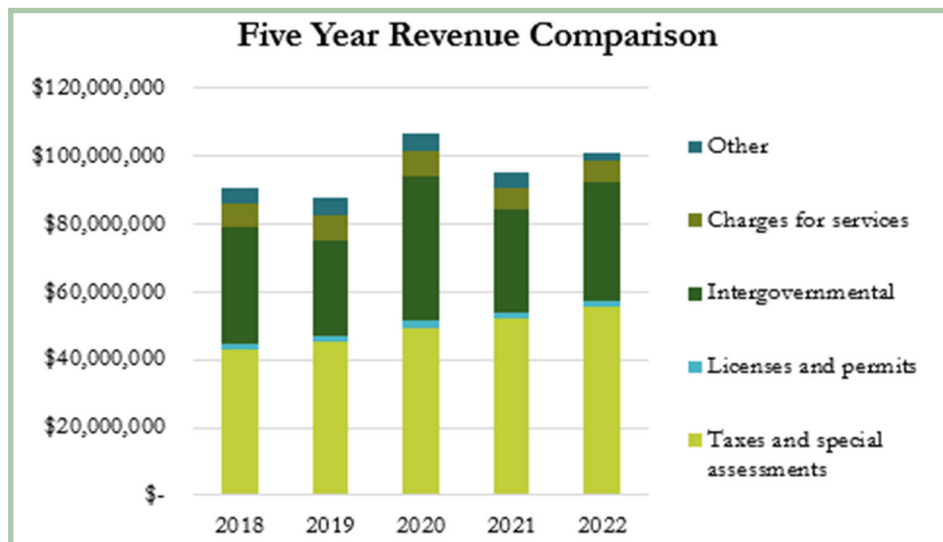
### Where does the money go?



# Governmental Funds Revenues and Expenditures

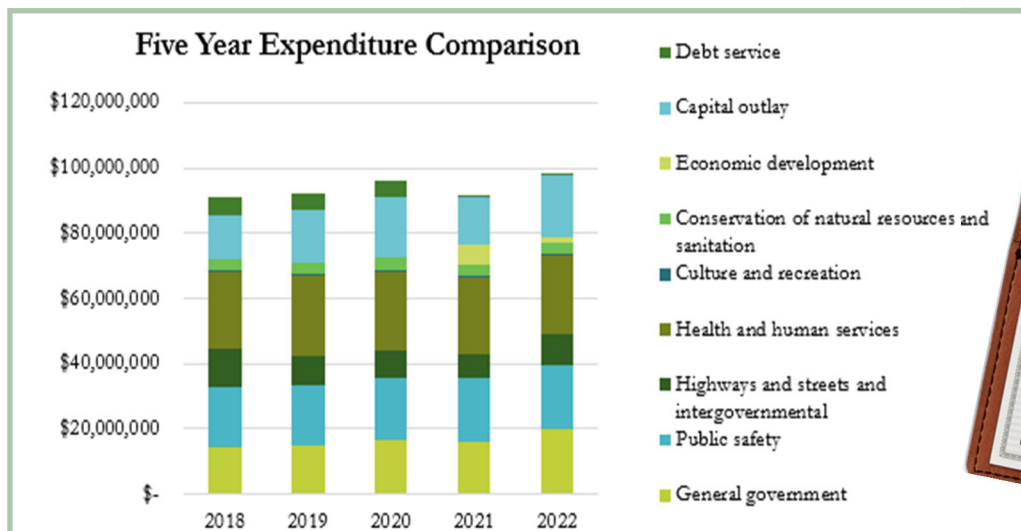
The County's revenues for 2022 (for all funds except the Landfill) were \$100,983,596 an increase of \$5,844,938 over the prior year. Intergovernmental revenues had the largest increase of \$34,793,361 due to American Rescue Plan Act (ARPA) funding. Both General Fund and Community Services Fund also saw increases in intergovernmental with a combined total \$4,552,235, or 25.31 percent.

The graph below provides a five-year comparison of governmental revenues. Governmental revenues have grown 11.45 percent, or \$10,370,864, since 2018.



The County's expenditures for 2022 (for all funds except the Landfill) were \$97,004,604, an increase of \$10,229,130, or 11.79 percent, over the prior year. Expenditures for capital outlay increased \$4,547,938 or 30.59 percent due to highway related projects. Expenditures for general government also increased \$3,459,223 or 21.22 percent, primarily due approved American Rescue Plan Act (ARPA) expenditures.

At the end of the fiscal year, governmental funds reported combined ending fund balances of \$58,798,818, an increase of \$4,211,705 or 7.72 percent in comparison to the prior year. Of this total amount, \$38,987,545 constitutes unrestricted fund balance.



## How Your Tax Dollars Buy County Services

Residents receive a variety of County services at an affordable price. The cost of County services in 2022 for a homeowner in Crow Wing County with an assessor's market value of \$211,700 (the County's average market value) is \$55.83 per month. The value received from County services compares favorably to charges for other monthly bills.

The checkbook below shows how the monthly cost of property tax-supported services is divided among County service areas. Public Safety Services include sheriff and 911 dispatch, as well as the operation of the County Jail. Land Services includes services such as property tax assessment and collection, environmental services, and the recorder. Administrative Services includes internal support departments such as Finance, IT, Facilities, and also Elections. Transportation Services support road maintenance and improvements within the County. Governance Services provides for County Administrator, County Board, and Attorney.



# Fund Balances

## General Fund

2022	\$14,803,239
2021	\$16,008,088
Change	\$ (1,204,849) ↓

## Highway Fund

2022	\$16,112,164
2021	\$17,864,941
Change	\$ (1,752,777) ↓

## Community Services Fund

2022	\$12,468,416
2021	\$ 7,276,332
Change	\$ 5,192,084 ↑

## Public Land Management

2022	\$ 99,668
2021	\$ 554,690
Change	\$ (455,022) ↓

## Debt Service Fund

2022	\$ 264,251
2021	\$ 334,759
Change	\$ (70,508) ↓

## Capital Projects Fund

2022	\$ 8,861,136
2021	\$ 6,337,495
Change	\$ 2,523,641 ↑

# Government-wide Financial Activity

## Condensed Statement of Net Position

The Statement of Net Position presents information on all of the County's assets and deferred outflows of resources and 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.

	2022	2021	Change
<b>Governmental Activities</b>			
Total Assets	\$ 326,864,250	\$ 303,268,239	\$ 23,596,011
Total Deferred Outflows	28,789,795	26,906,499	1,883,296
Total Liabilities	105,768,880	75,268,881	30,499,999
Total Deferred Inflows	4,241,607	23,502,919	(19,261,312)
Total Net Position	\$ 245,643,558	\$ 231,402,938	\$ 14,240,620
<b>Business-type Activities</b>			
Total Assets	\$ 20,333,971	\$ 20,476,038	\$ (142,067)
Total Deferred Outflows	50,782	90,998	(40,216)
Total Liabilities	5,675,041	5,114,304	560,737
Total Deferred Inflows	12,793	56,220	(43,427)
Total Net Position	\$ 14,696,919	\$ 15,396,512	\$ (699,593)

## Condensed Statement of Activities

The Statement of Activities presents information showing how the County's net position changed during the most recent fiscal year.

	2022	2021	Change
<b>Governmental Activities</b>			
Revenues	\$ 103,554,183	\$ 93,879,340	\$ 9,674,843
Expenses	89,313,563	77,703,213	11,610,350
Change in net position	14,240,620	16,176,127	(1,935,507)
Net position, January 1	231,402,938	215,226,811	16,176,127
Net position, December 31	\$ 245,643,558	\$ 231,402,938	\$ 14,240,620
<b>Business-type Activities</b>			
Revenues	\$ 3,341,150	\$ 3,279,140	\$ 62,010
Expenses	4,040,743	2,666,038	1,374,705
Change in net position	(699,593)	613,102	(1,312,695)
Net position, January 1	15,396,512	14,783,410	613,102
Net position, December 31	\$ 14,696,919	\$ 15,396,512	\$ (699,593)

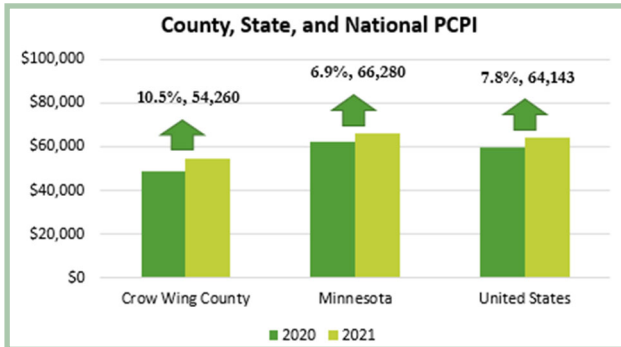
Access to the Annual Comprehensive Financial Report (ACFR) at:  
[www.crowwing.gov](http://www.crowwing.gov)



# Population, Labor Force and Employment Trends

The State Demographic Center estimated the 2022 population of Crow Wing County at 67,270, an increase of 6.65 percent since 2013. The annual average labor force has been estimated at 31,834 for 2022, an increase of 1.39 percent since 2013. Additional Crow Wing County facts are listed in the table to the right.

Crow Wing County Fast Facts	
Population	67,270
Annual Labor Force	31,834
Median Age	44.6
Mean travel time to work (minutes)	22.3
Number of Households	21,096
Median Household Income	\$ 60,810
Median Family Income	\$ 75,549
Median Household Value	\$ 215,400

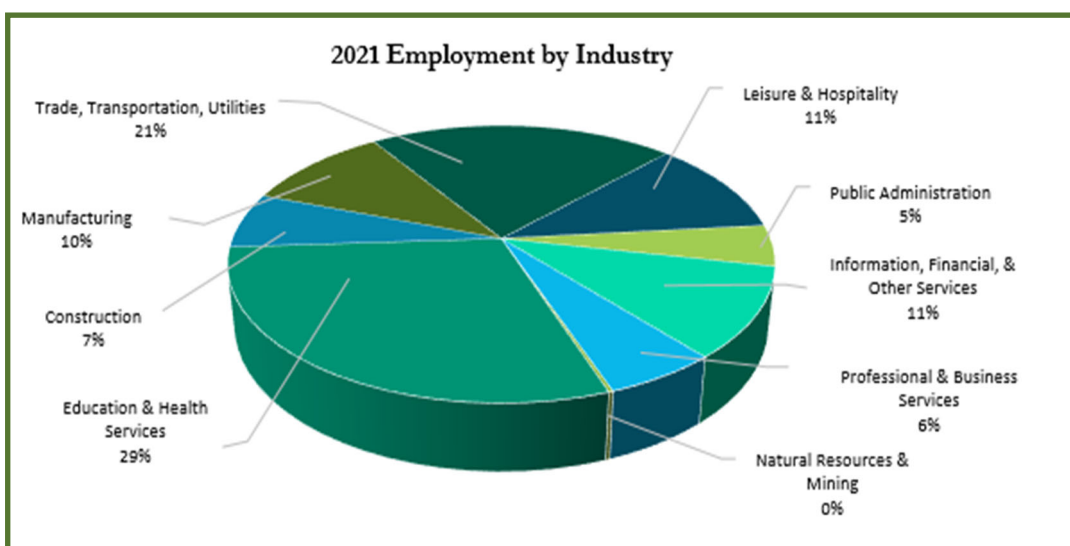


The County's per capita personal income (PCPI) increased 10.5% from 2020 to 2021. However, the increase for the State of Minnesota was 6.9 percent. The chart to the left compares the PCPI for the County, State, and the United States.

## Top 10 Tax Payers

The table to the right lists the top 10 taxpayers by rank and the net tax capacity value.

Rank	Taxpayer	Net Tax Capacity Value
1	Burlington Northern Santa Fe Railroad	\$ 885,040
2	Minnesota Power and Light	\$ 788,854
3	Northern States Power	\$ 787,400
4	Brainerd Lakes Integrated Health	\$ 621,946
5	Mills Property Investments LLC	\$ 575,901
6	SUSO 2 Brainerd LP	\$ 433,881
7	Etoc Co. Inc.	\$ 410,976
8	Great River Energy	\$ 311,461
9	Crow Wing Coop Power & Light	\$ 294,829
10	T & E Properties	\$ 286,527



## Economic Condition and Outlook

The County contains a variety of commercial and industrial businesses in areas such as retail and wholesale; health care; education; manufacturing and construction; and financial and information services. Tourism is an important facet of the local economy. During the height of tourism season the County's population swells to an estimated 300,000 when tourists and seasonal residents are taken into consideration. Leisure and hospitality industries brought in nearly \$256 million in gross sales in 2019 (the most recent data available). The leisure and hospitality industry is a large industry in the County, with 274 leisure and hospitality businesses with an annual average of 20,446 employed in 2020.

The single largest employer in the County is Essentia Health, with 1,496 employees, followed by Grand View Lodge Resort & Spa with 997, and Cuyuna Regional Medical Center with 973 employees. The chart below shows the breakout of employment by industry for the County for 2021. Industry information for 2022 was not available.

Follow Crow Wing County on social media!

