

Kitsap County, Washington

Popular Annual Financial Report

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QUICK FACTS

The Popular Annual Financial Report (PAFR) is an important part of Kitsap County's continuing efforts to inform citizens about our community and county government. This report provides brief, descriptive information about the County's organizational structure and financial position. The information in this report summarizes the County's financial position and is based on the detailed financial statements found within the 2024 Annual Comprehensive Financial Report (ACFR). The financial statements were prepared in conformance with Generally Accepted Accounting Principles (GAAP) and audited by independent auditors from Office of the Washington State Auditor. The County received an unmodified (clean) opinion for its 2024 ACFR.

This PAFR is unaudited and does not include many important disclosures and other financial information that is required by Generally Accepted Accounting Principles (GAAP). All amounts, unless otherwise indicated, are expressed in millions of dollars. As this report is only a summary of the County's financial information, users who desire additional information should refer to the County's audited ACFR.



Government Finance Officers Association

Award for Outstanding Achievement in Popular Annual Financial Reporting

Presented to

County of Kitsap Washington

For its Annual Financial Report For the Fiscal Year Ended

December 31, 2023

Christopher P. Morrill

Executive Director/CEO

GFOA AWARD

The Government Finance
Officers Association of the
United States and Canada
(GFOA) granted an Award for
Outstanding Achievement in
Popular Annual Financial
Reporting to Kitsap County for
its Popular Annual Financial
Report for the fiscal year ended
December 31, 2023.

To receive an Award for
Outstanding Achievement in
Popular Annual Financial
Reporting, a government must
publish a Popular Annual
Financial Report that conforms
to program standards of
creativity, presentation,
understandability, and reader
appeal.

An Award of Outstanding
Achievement in Popular Annual
Financial Reporting is valid for a
period of one year only. Kitsap
County began publishing and
submitting its PAFR in fiscal year
2012 and has received an Award
every year since then.

We believe our current report continues to conform to the Popular Annual Financial Reporting requirements and we are submitting it to GFOA for consideration.

A Message from the Kitsap County Auditor



To the Citizens of Kitsap County, Washington:

At the Kitsap County Auditor's Office, our mission is to provide clear, accessible information about your county government. With that goal in mind, I am pleased to share the eleventh edition of the Popular Annual Financial Report (PAFR), highlighting Kitsap County's financial results for the year ended December 31, 2024.

The PAFR is designed to make complex financial data easier to understand. Inside, you will find a summary of the County's revenues, expenses, organizational structure, and other key information. Our 2023 PAFR was honored with the *Outstanding Achievement in Popular Annual Financial Reporting* award from the *Government Finance Officers Association (GFOA)*, and we continue that tradition of excellence with this year's report.

The information presented here is drawn directly from the County's *Annual Comprehensive Financial Report (ACFR)* for 2024. The ACFR is prepared in accordance with *Generally Accepted Accounting Principles (GAAP)* and audited by the Washington State Auditor's Office. Once again, the County's ACFR received an "unmodified opinion," representing the highest level of assurance available.

Kitsap County has consistently demonstrated its commitment to strong financial stewardship. Since our Annual Financial Statement submission in 1997, the County has earned the GFOA's *Certificate of Achievement for Excellence in Financial Reporting* every year. This recognition reflects the County's dedication to accountability and transparency in public finance.

Both the PAFR and the full ACFR are available on our website or by request from the Auditor's Office. We welcome your questions, comments, or suggestions at any time.

I hope you find this year's report both useful and informative, and I thank you for your continued interest in Kitsap County's financial health.

Sincerely,

Paul Andrews

Profile of Kitsap County

Kitsap County lies in a distinctive location between the urban centers of Seattle and Tacoma and the wilderness of the Olympic Mountains. It is bordered by Hood Canal to the west, Puget Sound to the east, and Mason and Pierce Counties to the south.

The County's terrain is characterized by rolling hills, valleys, and bays, with elevations ranging from sea level to 600 feet, except for the Green and Gold Mountains, which rise to 1,761 feet. The climate is moderate, with mild, wet winters and cool, dry summers. Annual rainfall varies widely—from about 26 inches in the north to nearly 80 inches in the mountains.

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Established in 1857, Kitsap County is governed by a three-member Board of County Commissioners elected at large. The Board sets policy and appoints a County Administrator, who provides leadership and oversight for County departments. Other locally elected officials include the Assessor, Auditor, Clerk, Prosecuting Attorney, Sheriff, Treasurer, eight Superior Court Judges, and four District Court Judges.

Kitsap County delivers a full range of services required by statute, including public safety, road construction and maintenance, judicial administration, planning and development, parks and recreation, public health and social services, sewer utility services, and the preservation of vital public records such as elections, property, and marriage documents.

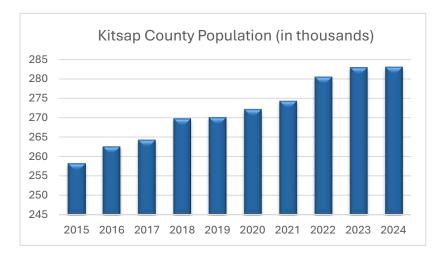
With an estimated population of 283,073 in 2024, Kitsap County is the seventh most populous of Washington's 39 counties. Despite its scenic, rural appearance, it ranks third in population density, surpassed only by King and Clark Counties.

The County's 2024 civilian labor force numbered 129,097, with an unemployment rate of 4.4%. A strong workforce, shaped in part by a significant military presence, continues to be an asset in attracting and retaining national employers.

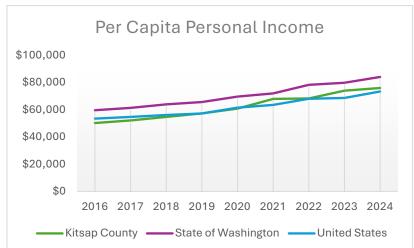
Kitsap offers both community and natural appeal. Scenic shorelines, forested trails, and mountain views combine with the County's naval bases, ferry connections to Seattle, and vibrant small towns to create a setting that is both economically strong and uniquely livable.

Demographic Statistics

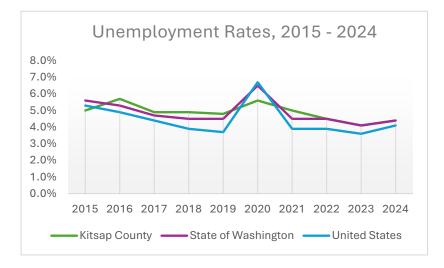
The statistics below illustrate some key economic indicators that impact the finances of the County's residents, business, and the County itself.



The population of Kitsap County was **283,073** in **2024**, a modest increase of 0.04% compared to 2023. By contrast, the U.S. population grew by 1.6%, and the State of Washington's population increased by 1.3% over the same period.



Per capita personal income is calculated by dividing the total personal income of a given area by its population. In 2024, Kitsap County's per capita personal income was \$75,835, which was 10.69% lower than Washington state but 3.38% higher than the United States.



As of December 2024, the unemployment rate in Kitsap County, Washington was 4.40%. This is lower than the 10-year average of 4.90%.

Governmental Functions

General Government Services are the general operations of the County and include *Commissioners'*, *Assessor's*, *Auditor's*, *Prosecutor's* and *Treasurer's* office operations as well as Budget, Facilities, Human Resources and other general operations.



Judicial Services include operations of the Clerk's office as well as District, Juvenile and Superior Court operations.

Public Safety Services are law enforcement, corrections, detention, emergency services, Juvenile Services, Medical Examiner operations and boating safety.

Physical Environment Services includes a portion of the operation of the Community Development Department as well as Noxious Weed Control.

Transportation Services consist of the operation and maintenance of countywide road and transit systems, including construction and maintenance of roads and streets to ensure safe and proper movement of traffic.

Health & Human Services provide for the care, treatment, and control of human illness, injury, or disability. The County's Human Services department provides for mental health, development disabilities, substance abuse treatment, aging services, employment training, recovery center operations, and veterans' relief services for the residents of Kitsap County.

Economic Environment Services includes the Department of Community Development, Community Development Block Grant program (CDBG), and the HOME Entitlement program.

Culture and Recreation Services

consist of programs provided by the County's Parks department, including the annual Kitsap County Fair and Stampede, Parks facilities, and capital projects related to Parks.



Elected Officials



KITSAP COUNTY BOARD OF COMMISSIONERS

Christine Rolfes, Charlotte Garrido, and Katherine T. Walters, Kitsap County Commissioners

The Board of County Commissioners governs and legislates Kitsap County. Each of its three members is elected on a countywide basis for a four-year term. The Board of County Commissioners provides budget and funding for the various County departments and Offices of the other elected officials.

Phil Cook, Assessor

The primary role of the Assessor is to establish an assessed valuation of all real and personal property in Kitsap County for tax purposes. The values are used to calculate and set levy rates for the various taxing districts. The Assessor's office appraises property and assesses valuation both by physical inspection and by market activity.

Paul Andrews, Auditor

The Auditor has several functions to perform. The first is to conduct all elections in Kitsap County, whether national, state, or local. The Auditor is also the recorder of deeds and other instruments in writing which by law are to be filed and recorded in and for the county for which he is elected. The Auditor prepares and files annual financial statements with the state auditor and oversees the payroll and accounts payable functions of the County.

David T. Lewis III, Clerk

The Clerk serves as the official record keeper for Superior Court. The Clerk also manages the jury system as well as public defenders and passport services.



Elected Officials

Chad M. Enright, Prosecutor

The Prosecutor is responsible for trying all felonies and misdemeanors in Kitsap County and advising and representing all County elected officials and departments heads. In addition, the Prosecutor provides legal advice to all county law enforcement agencies, establishes and enforces child support obligations, and provides witness assistance services.

John Gese, Sheriff

The Sheriff provides a full range of law enforcement services including uniformed police response service, a correctional facility, a work release facility, traffic enforcement and collision investigation, criminal records and civil service processing, property and evidence security, criminal investigations, court security, and special enforcement programs.

Peter J. Boissonneau, Treasurer

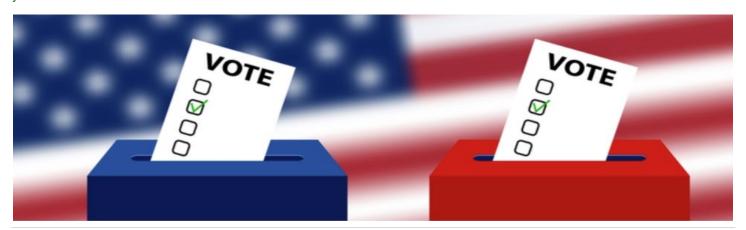
The Treasurer acts as the bank for the county, school districts, fire districts, water districts, and other local governments. The Treasurer receipts, disburses, invests, and accounts for the funds of each entity within the county's jurisdiction.

Claire A. Bradley, Jeffrey J. Jahns, Shane R. Seaman and Kevin P. Kelly, District Court Judges

The District Court judges oversee the district court system which has long been called the "peoples' court." The District Court's jurisdiction extends over a wide variety of matters, including misdemeanors and gross misdemeanor crimes. The most common criminal charges include domestic violence, assault, theft, DUIs, and driving without a license. Traffic infractions include speeding, license tab, and equipment violations. The District Court also oversees probation services. The Civil division processes small claims not exceeding \$5,000 and civil actions not exceeding \$75,000.

Tina Robinson, Michelle Adams, Melissa A. Hemstreet, William C. Houser, Jeffrey P. Bassett, Kevin D. Hull, Jennifer A. Forbes, Cadine Ferguson-Brown, Superior Court Judges

Superior Court has general jurisdiction as authorized by the constitution and laws of the State of Washington. This means that there is no limit on the types of civil and criminal cases heard. The Court resolves felony matters, civil matters, juvenile matters, domestic relations cases, adoptions, guardianship and probate matters, domestic violence, mental health cases, and appeals from courts of limited jurisdiction.



Fiscal Responsibility

Kitsap County's annual budget serves as the foundation for its financial planning and control. The budget process is governed by state law (RCW 36.40), which outlines the general requirements for county budget preparation and adoption.

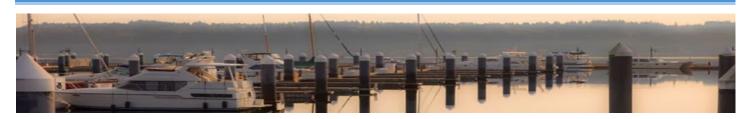
In accordance with state law, the Board of County Commissioners is required to adopt a final budget no later than the close of the fiscal year. The budget is adopted and systematically monitored at the fund level for special revenue and capital project funds, and at the departmental level for the general fund.

Personnel service costs within each fund are managed by position control, while capital acquisitions are authorized on an item-by-item basis in alignment with the County's long-term capital acquisition plan.

The Annual Comprehensive Financial Report (ACFR) includes budget-to-actual comparisons, providing insight into variances between planned and actual revenues and expenditures to ensure compliance with state law and adherence to Generally Accepted Accounting Principles (GAAP).

Kitsap County - Ac							
		(in millions)					
Fund or Activity (Function)	FY 2024	FY 2023	¹ Special Revenue Grants budget				
General Fund	\$ 126.52	\$ 117.70	saw a significant decrease,				
Special Revenue Funds (by Activity)			primarily due to a \$15.51 million				
Transportation	48.58	49.34	(28.60%) reduction in the				
Emergency Services	16.70	16.00	COVID-19 Response Fund				
Special Revenue Grants ¹	94.63	108.75	compared to the prior year.				
Community Development	16.31	14.97					
Public Safety	15.93	12.93					
Real Estate Excise Tax	12.16	12.48	² Solid Waste fund's budget				
Impact Fees	0.64	1.60	increased because of the				
Other	15.35	12.99	Silverdale RAGF North-End				
Debt Service	10.77	10.80	Household Hazardous Waste				
Capital Projects	10.56	6.86	(HHW) Facility project and the				
Business-Type Activities			purchase of the OVTS SSI Pre-				
Solid Waste ²	51.83	44.62	Load Compactor equipped with				
Sewer Utility	61.29	58.97	high compaction cylinders.				
Surface Water	12.88	19.41					
Internal Service Funds	62.67	60.63					
Totals	\$ 556.81	\$ 548.07					

Summary of Financial Information



Condensed Statement of Net Position

This statement includes information about all assets and deferred outflows, and liabilities and deferred inflows of the County, with the difference between assets and deferred outflows, and liabilities and deferred inflows reported as Net Position.

Condensed Statement of Net Position (in millions)	Governmental Activities 2024		Business- Type Activities 2024		Total 2024	Total 2023*	
Assets							
Cash and investments	\$	255.98	\$	135.59	\$ 391.56	\$	417.52
Receivables, net		22.99		7.39	30.38		26.19
Capital assets, net		469.13		213.99	683.12		621.07
Other assets		71.81		3.49	75.29		76.08
Total Assets	\$	819.91	\$	360.45	\$ 1,180.36	\$	1,140.86
Deferred Outflows		31.24		3.98	 35.21		26.02
Total Assets and Deferred Outflows	\$	851.15	\$	364.43	\$ 1,215.57	\$	1,166.88
Liabilities							
Short-Term Liabilities	\$	67.10	\$	12.39	\$ 79.49	\$	91.51
Long-term Liabilities		83.51		81.55	165.06		174.89
Total Liabilities	\$	150.61	\$	93.94	\$ 244.55	\$	266.40
Deferred Inflows		10.77		1.21	11.98		18.54
Total Liabilities and Deferred Inflows	\$	161.37	\$	95.15	\$ 256.53	\$	284.94
Net Position							
Net Investment in Capital Assets	\$	423.95	\$	140.08	\$ 564.03	\$	512.55
Restricted		172.63		7.32	179.95		161.12
Unrestricted		93.19		121.88	215.07		208.27
Total Net Position	\$	689.77	\$	269.27	\$ 959.05	\$	881.94

^{*}Balances are restated due to the implementation of GASB 101, Compensated Absences. See ACFR for more information.

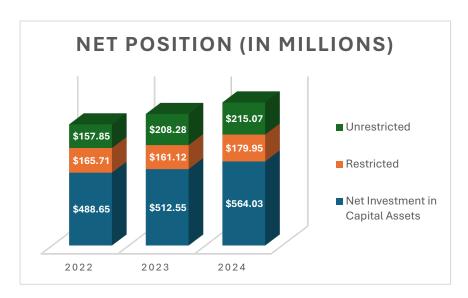
Summary of Financial Information

The government's total net position increased by \$77.10, reflecting a net increase of \$54.23 in governmental activities and \$22.88 in business-type activities. The overall change in net position was an increase of \$7.36, or 10.55%, compared to the prior year.

This increase was primarily driven by:

- A \$11.85 increase in operating and capital grant revenue, and a \$5.37 increase in property taxes, local retail sales and use taxes, and other taxes collected during the year.
- The Sanitary Sewer fund and Solid Waste fund increased utilities rates.





Condensed Statement of Activities

The Condensed Statement of Activities below presents information about all revenues and expenses of the county and the change in Net Position.

Condensed Statement of Activities (in millions)	ernmental ctivities 2024	Ac	siness- Type tivities 2024	Total 2024	Total 2023*
Revenues	\$ 342.23	\$	86.98	\$ 429.21	\$ 396.40
Expenses	(287.01)		(65.10)	(352.11)	(326.65)
Change in Net Position	55. 22		21.88	77.10	69.75
Transfer in (out)	(0.99)		0.99		-
Total Change in Net Position	\$ 54.23	\$	22.87	\$ 77.10	\$ 69.75

^{*}Balances are restated due to the implementation of GASB 101, Compensated Absences. See ACFR for more information.

Governmental Activities

Governmental Revenues & Expenditures

Kitsap County's operations are divided into two categories for reporting purposes: Governmental and Business Type. Governmental functions include general government, judicial services, public safety, physical environment, transportation, health & human services, economic environment, and culture & recreation. Business Type functions (utilities) are fully supported by user fees. The fund financial statements in the ACFR present financial information for the County's various funds.

Governmental Revenues

For the Year Ended December 31, 2024

(in millions)

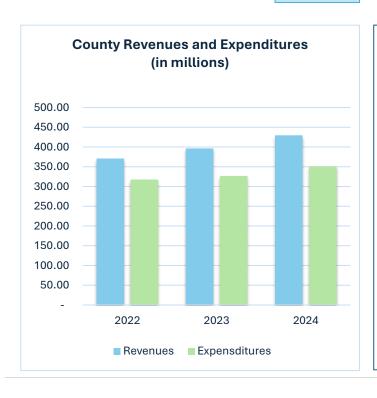
Revenue Source	
Intergovernmental	\$ 141.82
Property Taxes	72.95
Retail Sales Taxes	83.77
Other Taxes	11.42
Investment Earnings	17.33
Opioid Settlement Proceeds	10.40
Return of Milestone payment	1.50
Miscellaneous	3.04
Transfers	(0.99)
Total	\$ 341.24

Governmental Expenditures

For the Year Ended December 31, 2024

(in millions)

(11111111111111111111111111111111111111
\$ 85.50
51.92
40.57
53.64
21.88
16.77
9.41
5.84
1.46
\$ 287.01



Revenues

Total revenues, net of transfers out increased by \$32.39, or 10.49%, primarily due to higher operating and capital grant funding. Key contributors include:

- A \$5.90 increase in Health & Human Services
- A \$8.81 increase from a land donation by Department of Natural Resources
- A \$4.91 increase in the Roads Fund

Expenditures

Total expenditures increased by \$30.01, or 11.68%, mainly due to a \$12.05 (16.41%) increase in the Public Safety program. Sheriff's department salaries and benefits rose by \$6.58 (18.04%) due to pay rate increases, retroactive pay and high vacancy rate in 2023. Additionally, the Economic Environment program saw an increase of \$6.21 (58.85%), primarily due to a \$3.42 grant to the Bremerton Housing Authority for the acquisition of a 30-unit building in Bremerton.

Business Type Operations

Kitsap County Public Works department provides solid waste, sewer and surface and stormwater services to unincorporated areas of the County. These services are paid for entirely by user fees and the activity of the department is known as Business-Type Operations.

Solid Waste

The Solid Waste Division plans, develops and implements solid waste management programs which conserve natural resources and minimize impacts to land, water, air, and climate.

Sanitary Sewer

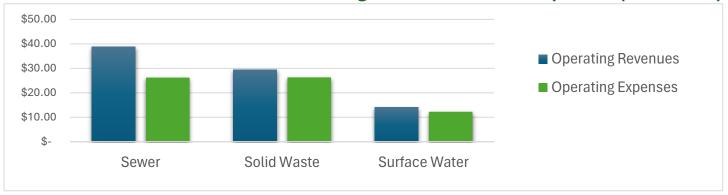
The Sewer Utility Division provides sanitary sewer service for various unincorporated areas of the county as well as the City of Poulsbo, the Suquamish Tribe and the Bangor and Keyport Naval facilities. The Sewer Utility is supported by user fees.

Surface & Stormwater Management

The Surface & Stormwater Management Division of Kitsap County promotes public health, safety, and welfare by establishing a comprehensive, sustainable approach to surface and stormwater management.

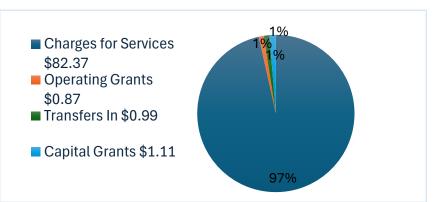


Program Revenues and Expenses (in millions)



Revenues (in millions)





Investment Policy

Kitsap County's deposits and certificates of deposit are entirely covered by federal depository insurance (FDIC) or by collateral held in a multiple financial institution collateral pool. This pool is administered by the Washington Public Deposit Protection Commission (PDPC).

As allowed by the state statute, all investments of the County's funds are obligations of the U.S. Government, U.S. agency issues, the Washington State Local Government Investment Pool (LGIP), certificates of deposit, municipal obligations or money market deposits with Washington State banks and savings and loan institutions.

At year-end, Kitsap held the following investment balances. These balances include investments held by the county as agent for other local governments:

Investment Portfolio as of December 31 (in millions)											
Securities		2024		2023							
US Treasury Securities	\$	257.00	\$	307.44							
Federal Agency Obligations		563.86		429.16							
US Government Sponsored Enterprise		30.61		12.03							
SupraNational		57.80		22.73							
Local Government Investment Pool		218.33		208.15							
Total	\$	1,127.61	\$	979.50							



Capital Asset Activity

The County's total investment in capital assets as of December 31, 2024, amounted to \$1.39 billion, and \$683.12 million net of accumulated depreciation. This investment includes land, infrastructure, buildings and improvements, machinery and equipment, construction in progress and right-to-use assets.









\$85.97 in major additions for the year:

- Capitalized 15 road construction projects to infrastructure with a total cost of \$36.02.
- The County received 5 parcels of Eglon Forest land as a donation from the Department of Natural Resources (DNR) for \$8.81.
- North Kitsap Service Center CRP project, \$33.94; project costs were \$10.64 during the year.
- Housing and Homeless Shelter at Mile Hill, \$8.69; project costs were \$6.69 during the year.
- HVAC Replacement at Kitsap County Jail, \$7.07; project costs were \$6.64 during the year.
- CKTP Solids and Liquids Hauled Waste Upgrades, \$12.15; project costs were \$6.43 during the year.

Long-Term Liabilities

There are numerous types of long-term liabilities – or debts – the county is required to pay. The County acquires debt as part of its regular operations. These long-term liabilities are paid over a period of one year or more.

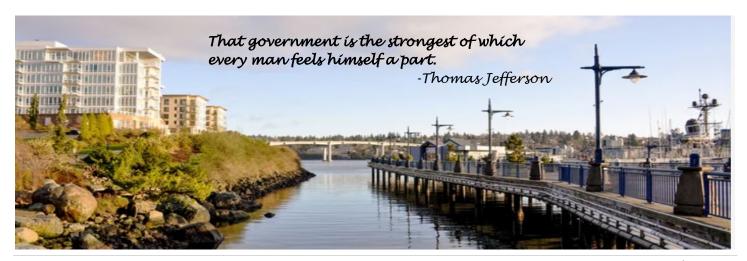
As of December 31, 2024, the County had \$181.27 million in outstanding debt of which \$16.22 million will mature during fiscal year 2024.

Long-Term Liabilities

											(in	millions)
	Go	vernment	ernmental Activities Business-Type Activities					tivities	Total			
	2024		2023*		2	2024 2023*		023*		2024	2	2023*
Bonds payable	\$	48.13	\$	55.21	\$	63.73	\$	66.56	\$	111.86	\$	121.77
Notes Payable		1.15		1.25		-		-		1.15		1.25
Pension Liability ¹		6.96		9.50		0.90		1.27		7.86		10.77
OPEB Liability ²		13.66		13.98		-		-		13.66		13.98
Other Liabilities		25.00		18.90		21.74		22.58		46.74		41.48
Total	\$	94.91	\$	98.84	\$	86.37	\$	90.40	\$	181.27	\$	189.24

¹Pension Liability represents Kitsap County's share of the State of Washington's Retirement Plan liability. The State is responsible for providing retirement benefits for participating County employees.

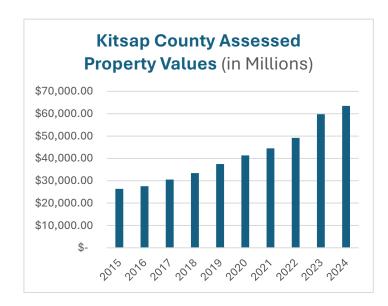
^{*}Balances are restated due to the implementation of GASB 101, Compensated Absences. See ACFR for more information.

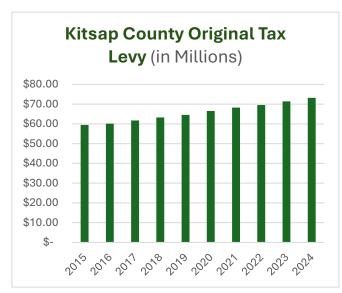


²Other Post Employment Benefits (OPEB) Liability is the estimated future cost to the County, to provide health care to members of the Law Enforcement and Firefighters Retirement System (LEOFF) as established by RCW 41.26. The OPEB Plan is closed to new members.

Kitsap County's Property Taxes

The Kitsap County Assessor's Office establishes the assessed value of all real and personal property for tax purposes. The values are used to calculate and set levy rates for the various taxing districts. The Assessor's Office appraises property both by physical inspection and by market activity. Property values have been increasing at a much faster rate than tax levies due to the 1% cap imposed by state law.





Your Property Tax Dollar - 2024



Kitsap County Auditor's Office - Financial Services

619 Division Street Port Orchard, WA 98366

auditor@kitsap.gov

https://www.kitsap.gov/

Facebook: <u>Kitsap County - Government</u>

Instagram: <u>kitsapcountywa</u>

X: Kitsap County

