SALEM TOWNSHIP MEIGS COUNTY REGULAR AUDIT FOR THE YEARS ENDED DECEMBER 31, 2021 AND 2020

Millhuff-Stang

CERTIFIED PUBLIC ACCOUNTANT

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Board of Trustees Salem Township 28560 State Route 124 Langsville, Ohio 45741

We have reviewed the *Independent Auditor's Report* of Salem Township, Meigs County, prepared by Millhuff-Stang, CPA, Inc., for the audit period January 1, 2020 through December 31, 2021. Based upon this review, we have accepted these reports in lieu of the audit required by Section 117.11, Revised Code. The Auditor of State did not audit the accompanying financial statements and, accordingly, we are unable to express, and do not express an opinion on them.

Our review was made in reference to the applicable sections of legislative criteria, as reflected by the Ohio Constitution, and the Revised Code, policies, procedures and guidelines of the Auditor of State, regulations and grant requirements. Salem Township is responsible for compliance with these laws and regulations.

Keith Faber Auditor of State Columbus, Ohio

December 19, 2023

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Independent Auditor's Report

Board of Trustees Salem Township Meigs County 28560 State Route 124 Langsville, Ohio 45741

Report on the Audit of the Financial Statements

Unmodified and Adverse Opinions

We have audited the financial statements of Salem Township, Meigs County, Ohio (the Township) which comprises the cash balances, receipts and disbursements for each governmental fund type and the fiduciary fund type combined total as of and for the years ended December 31, 2021 and 2020, and the related notes to the financial statements.

Unmodified Opinion on Regulatory Basis of Accounting

In our opinion, the accompanying financial statements referred to above present fairly, in all material respects, the cash balances, receipts and disbursements for each governmental fund type and the fiduciary fund type combined total as of and for the years ended December 31, 2021 and 2020, and the related notes to the financial statements, in accordance with the financial reporting provisions Ohio Revised Code Section 117.38 and Ohio Administrative Code Section 117-2-03(C) permit, described in note 2.

Adverse Opinion on U.S. Generally Accepted Accounting Principles

In our opinion, because of the significance of the matter discussed in the *Basis for Adverse Opinion on U.S. Generally Accepted Accounting Principles* section of our report, the accompanying financial statements do not present fairly, in accordance with accounting principles generally accepted in the United States of America, the financial position of the Township, as of December 31, 2021 and 2020, or the changes in financial position thereof for the years then ended.

Basis for Opinions

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

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Basis for Adverse Opinion on U.S. Generally Accepted Accounting Principles

As described in note 2 of the financial statements, the financial statements are prepared by the Township on the basis of the financial reporting provisions of Ohio Revised Code Section 117.38 and Ohio Administrative Code Section 117-2-03(C), which is an accounting basis other than accounting principles generally accepted in the United States of America (GAAP), to satisfy these requirements. The effects on the financial statements of the variances between the regulatory basis of accounting described in note 2 and accounting principles generally accepted in the United States of America, although not reasonably determinable, are presumed to be material and pervasive.

Emphasis of Matters

As discussed in note 13 to the financial statements, the financial impact of COVID-19 and the continuing emergency measures may impact subsequent periods of the Township. We did not modify our opinion regarding this matter.

Responsibilities of Management for the Financial Statements

Management is responsible for the preparation and fair presentation of the financial statements in accordance with the financial reporting provisions Ohio Revised Code Section 117.38 and Ohio Administrative Code Section 117-2-03(C) permit. Management is also responsible for the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of financial statements that are free from material misstatement, whether due to fraud or error.

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

Auditor's Responsibilities for the Audit of the Financial Statements

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

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

- exercise professional judgment and maintain professional skepticism throughout the audit.
- identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, and design and perform audit procedures responsive to those risks. Such procedures include examining, on a test basis, evidence regarding the amounts and disclosures in the financial statements.
- obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the Township's internal control. Accordingly, no such opinion is expressed.
- evaluate the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluate the overall presentation of the financial statements.

Salem Township Meigs County Independent Auditor's Report Page 3

• conclude whether, in our judgment, there are conditions or events, considered in the aggregate, that raise substantial doubt about the Township's ability to continue as a going concern for a reasonable period of time.

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

Other Reporting Required by Government Auditing Standards

In accordance with *Government Auditing Standards*, we have also issued our report dated October 24, 2023, on our consideration of the Township's internal control over financial reporting and our tests of its compliance with certain provisions of laws, regulations, contracts and grant agreements and other matters. The purpose of that report is solely to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the Township's internal control over financial reporting or on compliance That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the Township's internal control over financial reporting and compliance.

Milleff-Stoy CPA/re.

Millhuff-Stang, CPA, Inc. Wheelersburg, Ohio

October 24, 2023

Salem Township Meigs County

Combined Statement of Receipts, Disbursements and Changes in Fund Balances (Regulatory Cash Basis) All Governmental Fund Types For the Year Ended December 31, 2021

	Governmental Fund Types		
	General	Special Revenue	Totals (Memorandum Only)
Cash Receipts:			
Property and Other Local Taxes	\$11,081	\$116,144	\$127,225
Intergovernmental	27,775	234,079	261,854
Earnings on Investments	616	605	1,221
Miscellaneous	1,286	700	1,986
Total Cash Receipts	40,758	351,528	392,286
Cash Disbursements:			
Current:			
General Government	45,084	49,500	94,584
Public Safety	0	20,424	20,424
Public Works	0	288,184	288,184
Health	0	13,543	13,543
Capital Outlay	0	13,646	13,646
Debt Service:			
Redemption of Principal	0	13,258	13,258
Interest and Other Fiscal Charges	0	1,009	1,009
Total Cash Disbursements	45,084	399,564	444,648
Net Change in Fund Cash Balances	(4,326)	(48,036)	(52,362)
Fund Cash Balances, January 1	33,193	224,284	257,477
Fund Cash Balances, December 31	\$28,867	\$176,248	\$205,115

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

Salem Township Meigs County

Statement of Receipts, Disbursements and Changes in Fund Balances (Regulatory Cash Basis) Fiduciary Fund Type For the Year Ended December 31, 2021

	Private Purpose Trust
Fund Cash Balances, January 1	\$5,060
Fund Cash Balances, December 31	\$5,060

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

Note 1 - Reporting Entity

The constitution and laws of the State of Ohio establish the rights and privileges of Salem Township, Meigs County, Ohio (the Township), as a body corporate and politic. A publicly elected three-member Board of Trustees directs the Township. The Township provides road and bridge maintenance and cemetery maintenance services. The Township contracts with the Village of Racine to provide fire protection services.

Public Entity Risk Pool

The Township participates in the Ohio Township Association Risk Management Authority (OTARMA), a public entity risk pool. Note 9 to the financial statements provides additional information for this entity.

The Township's management believes these financial statements present all activities for which the Township is financially accountable.

Note 2 - Summary of Significant Accounting Policies

Basis of Presentation

The Township's financial statements consist of a combined statement of receipts, disbursements and changes in fund balances (regulatory cash basis) for all governmental fund types and a statement of receipts, disbursements and changes in fund balances (regulatory cash basis) for the fiduciary fund type.

Fund Accounting

The Township uses funds to maintain its financial records during the year. A fund is defined as a fiscal and accounting entity with a self-balancing set of accounts. The funds of the Township are presented below:

General Fund – The general fund accounts for and reports all financial resources not accounted for and reported in another fund. The general fund balance is available to the Township for any purpose provided it is expended or transferred according to the general laws of Ohio.

Special Revenue Funds – These funds account for and report the proceeds of specific revenue sources that are restricted or committed to expenditure for specified purposes other than debt service or capital projects. The Township had the following significant Special Revenue Funds:

<u>Gasoline Tax Fund</u> – This fund accounts for and reports that portion of the State gasoline tax restricted for maintenance and repair of roads within the Township.

<u>Road Levy</u> – This fund receives property tax money for constructing, maintaining, and repairing Township roads and bridges.

Fire District Fund – This fund receives property tax money for fire protection services for the Township.

Fiduciary Funds – Fiduciary funds include private purpose trust funds and agency funds. Trust funds account for assets held under a trust agreement for individuals, private organizations, or other governments which are not available to support the Township's own programs. The Township's private purpose trust fund is for the benefit of certain individuals for the care and upkeep of their graves.

Basis of Accounting

These financial statements follow the accounting basis permitted by the financial reporting provisions of Ohio Revised Code Section 117.38 and Ohio Administrative Code Section 117-2-03 (C). This basis is similar to the cash receipts and disbursements accounting basis. The Board recognizes receipts when received in cash rather than when earned, and recognizes disbursements when paid rather than when a liability is incurred. Budgetary presentations report budgetary expenditures when a commitment is made (i.e., when an encumbrance is approved).

These statements include adequate disclosure of material matters, as the financial reporting provisions of Ohio Revised Code Section 117.38 and Ohio Administrative Code Section 117-2-03 (C) permit.

Budgetary Process

The Ohio Revised Code requires that each fund be budgeted annually.

Appropriations – Budgetary expenditures (that is, disbursements and encumbrances) may not exceed appropriations at the fund, function or object level of control, and appropriations may not exceed estimated resources. The Board of Trustees must annually approve appropriation measures and subsequent amendments. Appropriations lapse at year-end.

Estimated Resources – Estimated resources include estimates of cash to be received (budgeted receipts) plus cash as of January 1. The County Budget Commission must approve estimated resources.

Encumbrances – The Ohio Revised Code requires the Township to reserve (encumber) appropriations when individual commitments are made. Encumbrances outstanding at year-end are cancelled and reappropriated in the subsequent year.

A summary of 2021 budgetary activity appears in Note 4.

Deposits and Investments

The Township had one primary interest-bearing checking account during the year.

Capital Assets

The Township records disbursements for acquisitions of property, plant, and equipment when paid. The accompanying financial statements do not report these items as assets.

Accumulated Leave

In certain circumstances, such as upon leaving employment, employees are entitled to cash payments for unused leave. The financial statements do not include a liability for unpaid leave.

Fund Balance

Fund balance is divided into five classifications based primarily on the extent to which the Township must observe constraints imposed upon the use of its governmental-fund resources. The classifications are as follows:

Nonspendable – The Township classifies assets as *nonspendable* when legally or contractually required to maintain the amounts intact.

Restricted – Fund balance is *restricted* when constraints placed on the use of resources are either externally imposed by creditors (such as through debt covenants), grantors, contributors, or laws or regulations of other governments; or is imposed by law through constitutional provisions.

Committed – Trustees can *commit* amounts via formal action (resolution). The Township must adhere to these commitments unless the Trustees amend the resolution. Committed fund balance also incorporates contractual obligations to the extent that existing resources in the fund have been specifically committed to satisfy contractual requirements.

Assigned – Assigned fund balances are intended for specific purposes but do not meet the criteria to be classified as *restricted* or *committed*. For regulatory purposes, assigned fund balance in the general fund is limited to encumbrances outstanding at year end.

Unassigned – Unassigned fund balance is the residual classification for the general fund and includes amounts not included in the other classifications. In other governmental funds, the unassigned classification is used only to report a deficit balance.

The Township applies restricted resources first when expenditures are incurred for purposes for which either restricted or unrestricted (committed, assigned, and unassigned) amounts are available. Similarly, within unrestricted fund balance, committed amounts are reduced first followed by assigned, and then unassigned amounts when expenditures are incurred for purposes for which amounts in any of the unrestricted fund balance classifications could be used.

For regulatory purposes, limited disclosure related to fund balance is included in Note 11.

Note 3 - Compliance

Contrary to Ohio law, the Township did not always certify the availability of funds prior to the commitment being incurred. Contrary to Ohio law, the Township entered into a promissory note without statutory provision authorizing the method of incurring the debt. Contrary to Ohio law, the Township entered into a contract without evidence of proper prevailing wage language, nor documentation of monitoring of payment of prevailing wages by contractor. Contrary to Ohio law, the Township did not maintain copies of minutes for some of the months' meetings.

Note 4 - Budgetary Activity

Budgetary activity for the year ending December 31, 2021 as follows:

Budgeted vs. Actual Receipts			
	Budgeted	Actual	
Fund Type	Receipts	Receipts	Variance
General	\$37,005	\$40,758	\$3,753
Special Revenue	336,190	351,528	15,338
Total	\$373,195	\$392,286	\$19,091
Budgeted v	s. Actual Budgeta	ry Basis Expendit	tures
	Appropriation	Budgetary	
	Authority	Expenditures	Variance
General	\$70,198	\$45,084	\$25,114
Special Revenue	480,390	399,564	80,826
Total	\$550,588	\$444,648	\$105,940

Note 5 - Deposits and Investments

To improve cash management, cash received by the Township is pooled. Monies for all fund are maintained in this pool. The Ohio Revised Code prescribes allowable deposits and investments. A summary of the Township's deposits as of December 31, 2021 is as follows:

Demand Deposits \$210,175

Deposits are insured by the Federal Depository Insurance Corporation.

Note 6 - Property Taxes

Real property taxes become a lien on January 1 preceding the October 1 date for which the Trustees adopted tax rates. The State Board of Tax Equalization adjusts these rates for inflation. Property taxes are also reduced for applicable non-business, owner occupancy, and homestead exemption credits and/or homestead and rollback deductions. The financial statements include these credits and/or deduction amounts the State pays as intergovernmental receipts. Payments are due to the County by December 31. If the property owner elects to pay semiannually, the first half is due December 31. The second half payment is due the following June 20.

Public utilities are also taxed on personal and real property located within the Township.

The County is responsible for assessing property and for billing, collecting, and distributing all property taxes on behalf of the Township.

Note 7 - Defined Benefit Pension Plans

Ohio Public Employees Retirement System

Township officials and employees belong to the Ohio Public Employees Retirement System (OPERS). OPERS is a cost-sharing, multiple-employer plan. The Ohio Revised Code prescribes this plan's benefits, which include postretirement healthcare and survivor and disability benefits.

The Ohio Revised Code also prescribes contribution rates. OPERS members contributed 10 percent of their gross salaries and the Township contributed an amount equaling 14 percent of participants' gross salaries. The Township has paid all contributions required through December 31, 2021.

Note 8 - Postemployment Benefits

OPERS offers a cost-sharing, multiple-employer defined benefit postemployment plan, which includes multiple health care plans including medical coverage, prescription drug coverage, deposits to a Health Reimbursement Arrangement and Medicare Part B premium reimbursements, to qualifying benefit recipients. The portion of employer contributions allocated to health care for OPERS members in Traditional Pension Plan and Combined Plan was 0 percent during the calendar year 2021.

Note 9 - Risk Management

The Township is exposed to various risks of property and casualty losses, and injuries to employees.

The Township insures against injuries to employees through the Ohio Bureau of Worker's Compensation.

The Township is a member of the Ohio Township Association Risk Management Authority (The Pool). The Pool assumes the risk of loss up to the limits of the (local entity's) policy. The Pool covers the following risks:

- General liability and casualty
- Public official's liability
- Cyber
- Law enforcement liability
- Automobile liability
- Vehicles
- Property
- Equipment breakdown

The Pool reported the following summary of assets and actuarially-measured liabilities available to pay those liabilities as of December 31, 2021:

Cash and investments	\$34,880,599
Actuarial liabilities	10,601,444

Note 10 - Debt

Debt outstanding at December 31, 2021 was as follow:

		Interest
	Principal	Rate
Backhoe Loader	\$11,511	3.00%
Genesis E-Force Tool	2,241	4.00%
Total	\$13,752	

The Township obtained a loan through KS State Bank to finance the purchase of a new backhoe loader for township road maintenance. The purchased equipment collateralized the loan. Additionally, the Township obtained a loan through Farmers Bank to finance the purchase of a Jaws of Life tool. The tool collateralized the loan.

Amortization

Amortization of the above debt, including interest, is scheduled as follows:

Year Ending	Backhoe	Jaws of
December 31:	Loader Loan	Life Loan
2022	\$11,874	\$0
2023	0	2,394
Total	\$11,874	\$2,394

Note 11 – Fund Balances

Encumbrances are commitments related to unperformed contracts for goods or services. Encumbrance accounting is utilized to the extent necessary to assure effective budgetary control and accountability and to facilities effective cash planning and control.

The fund balance of special revenue funds is either restricted or committed. These restricted and committed amounts would including the outstanding encumbrances. In the general fund, outstanding encumbrances are considered assigned. The Township did not have any outstanding encumbrances as of December 31, 2021.

<u>Note 12 – Contingent Liabilities</u>

The Township is not currently party to litigation.

Amounts grantor agencies pay to the township are subject to audit and adjustment by the grantor, principally the federal government. The grantor may require refunding any disallowed costs. Management cannot presently determine amounts grantors may disallow. However, based on prior experience, management believes any refunds would be immaterial.

<u>Note 13 – COVID-19</u>

The United States and the State of Ohio declared a state of emergency in March of 2020 due to the COVID-19 pandemic. Ohio's state of emergency ended in June, 2021 while the national state ended in April 2023. During 2021, the Township received COVID-19 funding. The financial impact of COVID-19 and the continuing emergency measures may impact subsequent periods of the Township. The impact on the Township's future operating costs, revenues, and additional recovery from emergency funding, either federal or state, cannot be estimated.

Salem Township Meigs County

Combined Statement of Receipts, Disbursements and Changes in Fund Balances (Regulatory Cash Basis) All Governmental Fund Types For the Year Ended December 31, 2020

	Governmental Fund Types		
	General	Special Revenue	Totals (Memorandum Only)
Cash Receipts:			
Property and Other Local Taxes	\$11,087	\$104,195	\$115,282
Intergovernmental	27,869	300,808	328,677
Earnings on Investments	360	522	882
Miscellaneous	7,059	4,897	11,956
Total Cash Receipts	46,375	410,422	456,797
Cash Disbursements:			
Current:			
General Government	41,276	46,674	87,950
Public Safety	0	9,558	9,558
Public Works	0	149,504	149,504
Health	0	13,654	13,654
Human Services	0	68,485	68,485
Debt Service:			
Redemption of Principal	0	12,784	12,784
Interest and Other Fiscal Charges	0	1,484	1,484
Total Cash Disbursements	41,276	302,143	343,419
Total Cash Receipts Over Cash Disbursements	5,099	108,279	113,378
Other Financing Receipts and Disbursements:			
Transfers Out	(2,500)	0	(2,500)
Transfers In	0	2,500	2,500
Total Other Financing Receipts and Disbursements	(2,500)	2,500	0
Net Change in Fund Cash Balances	2,599	110,779	113,378
Fund Cash Balances, January 1	30,594	113,505	144,099
Fund Cash Balances, December 31	\$33,193	\$224,284	\$257,477

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

Salem Township Meigs County

Statement of Receipts, Disbursements and Changes in Fund Balances (Regulatory Cash Basis) Fiduciary Fund Type For the Year Ended December 31, 2020

	Private Purpose Trust
Fund Cash Balances, January 1	\$5,060
Fund Cash Balances, December 31	\$5,060

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

Note 1 - Reporting Entity

The constitution and laws of the State of Ohio establish the rights and privileges of Salem Township, Meigs County, Ohio (the Township), as a body corporate and politic. A publicly elected three-member Board of Trustees directs the Township. The Township provides road and bridge maintenance and cemetery maintenance services. The Township contracts with the Village of Racine to provide fire protection services.

Public Entity Risk Pool

The Township participates in the Ohio Township Association Risk Management Authority (OTARMA), a public entity risk pool. Note 9 to the financial statements provides additional information for this entity.

The Township's management believes these financial statements present all activities for which the Township is financially accountable.

Note 2 - Summary of Significant Accounting Policies

Basis of Presentation

The Township's financial statements consist of a combined statement of receipts, disbursements and changes in fund balances (regulatory cash basis) for all governmental fund types and a statement of receipts, disbursements and changes in fund balances (regulatory cash basis) for the fiduciary fund type.

Fund Accounting

The Township uses funds to maintain its financial records during the year. A fund is defined as a fiscal and accounting entity with a self-balancing set of accounts. The funds of the Township are presented below:

General Fund – The general fund accounts for and reports all financial resources not accounted for and reported in another fund. The general fund balance is available to the Township for any purpose provided it is expended or transferred according to the general laws of Ohio.

Special Revenue Funds – These funds account for and report the proceeds of specific revenue sources that are restricted or committed to expenditure for specified purposes other than debt service or capital projects. The Township had the following significant Special Revenue Funds:

<u>Gasoline Tax Fund</u> – This fund accounts for and reports that portion of the State gasoline tax restricted for maintenance and repair of roads within the Township.

<u>Road Levy</u> – This fund receives property tax money for constructing, maintaining, and repairing Township roads and bridges.

<u>Fire District Fund</u> – This fund receives property tax money for fire protection services for the Township.

<u>Coronavirus Relief Fund</u> – This fund accounts for and reports financial resources that are restricted to expenditures for COVID-19 transactions.

Fiduciary Funds – Fiduciary funds include private purpose trust funds and agency funds. Trust funds account for assets held under a trust agreement for individuals, private organizations, or other governments which are not available to support the Township's own programs. The Township's private purpose trust fund is for the benefit of certain individuals for the care and upkeep of their graves.

Basis of Accounting

These financial statements follow the accounting basis permitted by the financial reporting provisions of Ohio Revised Code Section 117.38 and Ohio Administrative Code Section 117-2-03 (C). This basis is similar to the cash receipts and disbursements accounting basis. The Board recognizes receipts when received in cash rather than when earned, and recognizes disbursements when paid rather than when a liability is incurred. Budgetary presentations report budgetary expenditures when a commitment is made (i.e., when an encumbrance is approved).

These statements include adequate disclosure of material matters, as the financial reporting provisions of Ohio Revised Code Section 117.38 and Ohio Administrative Code Section 117-2-03 (C) permit.

Budgetary Process

The Ohio Revised Code requires that each fund be budgeted annually.

Appropriations – Budgetary expenditures (that is, disbursements and encumbrances) may not exceed appropriations at the fund, function or object level of control, and appropriations may not exceed estimated resources. The Board of Trustees must annually approve appropriation measures and subsequent amendments. Appropriations lapse at year-end.

Estimated Resources – Estimated resources include estimates of cash to be received (budgeted receipts) plus cash as of January 1. The County Budget Commission must approve estimated resources.

Encumbrances – The Ohio Revised Code requires the Township to reserve (encumber) appropriations when individual commitments are made. Encumbrances outstanding at year-end are cancelled and reappropriated in the subsequent year.

A summary of 2020 budgetary activity appears in Note 4.

Deposits and Investments

The Township had one primary interest-bearing checking account during the year.

Capital Assets

The Township records disbursements for acquisitions of property, plant, and equipment when paid. The accompanying financial statements do not report these items as assets.

Accumulated Leave

In certain circumstances, such as upon leaving employment, employees are entitled to cash payments for unused leave. The financial statements do not include a liability for unpaid leave.

Fund Balance

Fund balance is divided into five classifications based primarily on the extent to which the Township must observe constraints imposed upon the use of its governmental-fund resources. The classifications are as follows:

Nonspendable – The Township classifies assets as *nonspendable* when legally or contractually required to maintain the amounts intact.

Restricted – Fund balance is *restricted* when constraints placed on the use of resources are either externally imposed by creditors (such as through debt covenants), grantors, contributors, or laws or regulations of other governments; or is imposed by law through constitutional provisions.

Committed – Trustees can *commit* amounts via formal action (resolution). The Township must adhere to these commitments unless the Trustees amend the resolution. Committed fund balance also incorporates contractual obligations to the extent that existing resources in the fund have been specifically committed to satisfy contractual requirements.

Assigned – Assigned fund balances are intended for specific purposes but do not meet the criteria to be classified as *restricted* or *committed*. For regulatory purposes, assigned fund balance in the general fund is limited to encumbrances outstanding at year end.

Unassigned – Unassigned fund balance is the residual classification for the general fund and includes amounts not included in the other classifications. In other governmental funds, the unassigned classification is used only to report a deficit balance.

The Township applies restricted resources first when expenditures are incurred for purposes for which either restricted or unrestricted (committed, assigned, and unassigned) amounts are available. Similarly, within unrestricted fund balance, committed amounts are reduced first followed by assigned, and then unassigned amounts when expenditures are incurred for purposes for which amounts in any of the unrestricted fund balance classifications could be used.

For regulatory purposes, limited disclosure related to fund balance is included in Note 11.

Note 3 - Compliance

Contrary to Ohio law, the Township did not file with the County Auditor appropriations for the fiscal year until after fiscal year end. Consequently, also contrary to Ohio law, the Township had expenditures in excess of appropriations in all funds. Contrary to Ohio law, the Township did not always certify the availability of funds prior to the commitment being incurred. Contrary to Ohio law, the Township entered into a promissory note without statutory provision authorizing the method of incurring the debt. Contrary to Ohio law, the Township entered into a contract without evidence of proper prevailing wage language, nor documentation of monitoring of payment of prevailing wages by the contractor. Contrary to Ohio law, the Township did not maintain copies of minutes for some months' meetings.

Note 4 - Budgetary Activity

Budgetary activity for the year ending December 31, 2020 as follows:

Budgeted vs. Actual Receipts			
Budgeted Actual			
Fund Type	Receipts	Receipts	Variance
General	\$32,842	\$46,375	\$13,533
Special Revenue	336,429	412,922	76,493
Total	\$369,271	\$459,297	\$90,026

Salem Township Meigs County Notes to the Financial Statements For the Year Ended December 31, 2020

Budgeted vs. Actual Budgetary Basis Expenditures			
Appropriation Budgetary			
	Authority	Expenditures	Variance
General	\$0	\$43,776	(\$43,776)
Special Revenue	0	302,143	(302,143)
Total	\$0	\$345,919	(\$345,919)

Note 5 - Deposits and Investments

To improve cash management, cash received by the Township is pooled. Monies for all fund are maintained in this pool. The Ohio Revised Code prescribes allowable deposits and investments. A summary of the Township's deposits as of December 31, 2020 is as follows:

Demand Deposits \$262,537

Deposits are insured by the Federal Deposit Insurance Corporation or collateralized through the Ohio Pooled Collateral System (OPCS), a collateral pool of eligible securities deposited with a qualified trustee and pledged to the Treasurer of State to secure the repayment of all public monies deposited in the financial institution.

<u>Note 6 - Property Taxes</u>

Real property taxes become a lien on January 1 preceding the October 1 date for which the Trustees adopted tax rates. The State Board of Tax Equalization adjusts these rates for inflation. Property taxes are also reduced for applicable non-business, owner occupancy, and homestead exemption credits and/or homestead and rollback deductions. The financial statements include these credits and/or deduction amounts the State pays as intergovernmental receipts. Payments are due to the County by December 31. If the property owner elects to pay semiannually, the first half is due December 31. The second half payment is due the following June 20.

Public utilities are also taxed on personal and real property located within the Township.

The County is responsible for assessing property and for billing, collecting, and distributing all property taxes on behalf of the Township.

Note 7 - Defined Benefit Pension Plans

Ohio Public Employees Retirement System

Township officials and employees belong to the Ohio Public Employees Retirement System (OPERS). OPERS is a cost-sharing, multiple-employer plan. The Ohio Revised Code prescribes this plan's benefits, which include postretirement healthcare and survivor and disability benefits.

The Ohio Revised Code also prescribes contribution rates. OPERS members contributed 10 percent of their gross salaries and the Township contributed an amount equaling 14 percent of participants' gross salaries. The Township has paid all contributions required through December 31, 2020.

Note 8 - Postemployment Benefits

OPERS offers a cost-sharing, multiple-employer defined benefit postemployment plan, which includes multiple health care plans including medical coverage, prescription drug coverage, deposits to a Health Reimbursement Arrangement and Medicare Part B premium reimbursements, to qualifying benefit recipients. The portion of employer contributions

allocated to health care for OPERS members in Traditional Pension Plan and Combined Plan was 0 percent during the calendar year 2020.

Note 9 - Risk Management

The Township is exposed to various risks of property and casualty losses, and injuries to employees.

The Township insures against injuries to employees through the Ohio Bureau of Worker's Compensation.

The Township is a member of the Ohio Township Association Risk Management Authority (The Pool). The Pool assumes the risk of loss up to the limits of the (local entity's) policy. The Pool covers the following risks:

- General liability and casualty
- Public official's liability
- Cyber
- Law enforcement liability
- Automobile liability
- Vehicles
- Property
- Equipment breakdown

The Pool reported the following summary of assets and actuarially-measured liabilities available to pay those liabilities as of December 31, 2020:

Cash and investments	\$36,348,066
Actuarial liabilities	10,894,146

Note 10 - Debt

Debt outstanding at December 31, 2020 was as follow:

		Interest
	Principal	Rate
Backhoe Loader	\$22,668	3.00%
Genesis E-Force Tool	4,342	4.00%
Total	\$27,010	

The Township obtained a loan through KS State Bank to finance the purchase of a new backhoe loader for township road maintenance. The purchased equipment collateralized the loan. Additionally, the Township obtained a loan through Farmers Bank to finance the purchase of a Jaws of Life tool. The tool collateralized the loan.

Amortization

Amortization of the above debt, including interest, is scheduled as follows:

Year End	ding	Backhoe	Jaws of
Decembe	r 31: L	oader Loan	Life Loan
2021		\$11,874	\$0
2022		11,874	2,394
2023		0	2,394
Total	l	\$23,748	\$4,788

<u>Note 11 – Fund Balances</u>

Encumbrances are commitments related to unperformed contracts for goods or services. Encumbrance accounting is utilized to the extent necessary to assure effective budgetary control and accountability and to facilities effective cash planning and control.

The fund balance of special revenue funds is either restricted or committed. These restricted and committed amounts would including the outstanding encumbrances. In the general fund, outstanding encumbrances are considered assigned. The Township did not have any outstanding encumbrances as of December 31, 2020.

<u>Note 12 – Contingent Liabilities</u>

The Township is not currently party to litigation.

Amounts grantor agencies pay to the township are subject to audit and adjustment by the grantor, principally the federal government. The grantor may require refunding any disallowed costs. Management cannot presently determine amounts grantors may disallow. However, based on prior experience, management believes any refunds would be immaterial.

<u>Note 13 – COVID-19</u>

The United States and the State of Ohio declared a state of emergency in March of 2020 due to the COVID-19 pandemic. The financial impact of COVID-19 and the continuing emergency measures may impact subsequent periods of the Township. The impact on the Township's future operating costs, revenues, and additional recovery from emergency funding, either federal or state, cannot be estimated.

During 2020, the Township received CARES Act funding.

<u>Note 14 – Related Party Transaction</u>

A Township Trustee's nephew was hired under contract to mow the Township's cemeteries for the contracted amount of \$11,000. The Township paid \$16,994 to the Trustee's nephew for mowing services during the year which was \$5,994 more than the original contracted amount due to approved modifications for additional mowings and other provided services.



Report on Internal Control Over Financial Reporting and on Compliance and Other Matters Based on an Audit of Financial Statements Performed in Accordance With *Government Auditing Standards*

Independent Auditor's Report

Board of Trustees Salem Township Meigs County 28560 State Route 124 Langsville, Ohio 45741

We have audited, in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States (*Government Auditing Standards*), the financial statements of Salem Township, Meigs County (the Township) as of and for the years ended December 31, 2021 and 2020, and the related notes to the financial statements and have issued our report thereon dated October 24, 2023, wherein we noted the Township followed financial reporting provisions Ohio Revised Code Section 117.38 and Ohio Administrative Code 117-2-03(C) permit. We also noted that the financial impact of COVID-19 and the ensuing emergency measures may impact subsequent periods of the Township.

Report on Internal Control Over Financial Reporting

In planning and performing our audit of the financial statements, we considered the Township's internal control over financial reporting (internal control) as a basis for designing audit procedures that are appropriate in the circumstances for the purpose of expressing our opinions on the financial statements, but not for the purpose of expressing an opinion on the effectiveness of the Township's internal control. Accordingly, we do not express an opinion on the effectiveness of the Township's internal control.

A deficiency in internal control exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct, misstatements on a timely basis. A material weakness is a deficiency, or a combination of deficiencies, in internal control such that there is a reasonable possibility that a material misstatement of the entity's financial statements will not be prevented, or detected and corrected on a timely basis. A significant deficiency is a deficiency, or a combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance.

Our consideration of internal control was for the limited purpose described in the first paragraph of this section and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies and therefore, material weaknesses or significant deficiencies may exist that were not identified. We identified certain deficiencies in internal control, described in the accompanying schedule of findings and responses as items 2021-001 and 2021-002 that we consider to be material weaknesses.

Millhuff-Stang, CPA, Inc. 8841 Ohio River Road / Wheelersburg, Ohio 45694 / Phone: 740.876.8548 45 West Second Street, Suite D / Chillicothe, Ohio 45601 / Phone: 740.851.4978 Fax: 888.876.8549 <u>natalie@millhuffstangcpa.com</u> / <u>roush@millhuffstangcpa.com</u> <u>www.millhuffstangcpa.com</u> Salem Township Meigs County Report on Internal Control Over Financial Reporting and on Compliance and Other Matters Based on an Audit of Financial Statements Performed in Accordance With *Government Auditing Standards* Page 2

Report on Compliance and Other Matters

As part of obtaining reasonable assurance about whether the Township's financial statements are free from material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements, noncompliance with which could have a direct and material effect on the financial statements. However, providing an opinion on compliance with those provisions was not an objective of our audit, and accordingly, we do not express such an opinion. The results of our tests disclosed instances of noncompliance or other matters that are required to be reported under *Government Auditing Standards* and which are described in the accompanying schedule of findings and responses as items 2021-003 through 2021-008.

Township's Responses to Findings

Government Auditing Standards requires the auditor to perform limited procedures on the Township's responses to the findings identified in our audit and described in the accompanying schedule of findings and responses. The Township's responses were not subjected to the other auditing procedures applied in the audit of the financial statements and, accordingly, we express no opinion on the responses.

Purpose of This Report

The purpose of this report is solely to describe the scope of our testing of internal control and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the entity's internal control or on compliance. This report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the entity's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.

Milleff-Stay CPA/re.

Millhuff-Stang, CPA, Inc. Wheelersburg, Ohio

October 24, 2023

FINDINGS RELATED TO THE FINANCIAL STATEMENTS REQUIRED TO BE REPORTED IN ACCORDANCE WITH GAGAS

Finding Number 2021-001

Material Weakness - Financial Reporting

A monitoring system by the Township should be in place to prevent or detect misstatements for the accurate presentation of the Township's financial statements. During the audit period, we noted the following errors in the financial statements: BWC rebates were misclassified as intergovernmental revenue, local government revenue was recorded as property taxes, manufactured home revenues were recorded as intergovernmental revenue, homestead and rollback receipts were recorded as property taxes, grant revenues were recorded as miscellaneous revenues, certain property tax revenues were posted to incorrect funds, principal and interest expenses were recorded as capital outlay, FEMA reimbursements were not properly allocated to funds, and reimbursements of current year expenses between funds were reported as revenues instead of reductions of expenditures. These errors were corrected within the financial statements. We also noted that the Township did not properly record interest to the cemetery bequest fund. Unadjusted differences were computed for these errors. We also noted various corrections required for the note disclosures.

We recommend the Township implement additional control procedures related to financial reporting that enable management to identify, prevent, detect, and correct potential misstatements and misclassifications in the financial statements and note disclosures.

Township Response: Township officials chose not to respond.

Finding Number 2021-002

Material Weakness – Budgetary Information Within Accounting System

Accurate budgetary information within the Township's accounting system is pertinent to ensure that the Township has accurate and complete information for decision-making processes. During testing of budgetary information within the system, for both years of the audit period we noted that the amounts within the system did not agree to amounts on file with the County Auditor, including differences in estimated resources and appropriations as well as differences in beginning balances due to prior year audit adjustments that were not reflected in amended certificates of estimated resources. In addition, the Township received federal funding that was "deemed appropriated" in accordance with Ohio laws, but these amounts were not incorporated into filings with the County Auditor. The Township should review budgeting and accounting processes and implement the appropriate steps to ensure that budgeted information within the accounting system is in agreement with formal approved documents. Additionally, we recommend that amounts "deemed appropriated" as still handled consistently with other funds in order to allow for proper monitoring by management and the board.

Finding Number 2021-003

Noncompliance Citation – Ohio Revised Code Section 5705.41(B)

Ohio Revised Code Section 5705.41(B) states that no subdivision or taxing unit is to expend money unless it has been appropriated. As stated in Ohio Revised Code Section 5705.39, no appropriation measure is effective until the county auditor files a certificate that the total appropriations from each fund do not exceed the total official estimate or amended certificate. For 2020, appropriations were not filed with the Meigs County Auditor until February 8, 2021. Therefore, the Township had expenditures in excess of appropriations in all funds during 2020. The Township should adopt additional procedures to ensure that appropriations are timely filed with the County.

Township Response: Township officials chose not to respond.

Finding Number 2021-004

Noncompliance Citation – Ohio Revised Code Section 5705.41(D)

Ohio Revised Code Section 5705.41(D)(1) prohibits a subdivision or taxing entity from making any contract or ordering any expenditure of money unless a certificate signed by the Fiscal Officer is attached thereto. The Fiscal Officer must certify that the amount required to meet any such contract or expenditure has been lawfully appropriated and is in the treasury, or is in the process of collection to the credit of an appropriate fund free from any previous encumbrances. Further, contracts and orders for expenditures lacking prior certification shall be null and void. There are several exceptions to the standard requirement stated above that a Fiscal Officer's certificate must be obtained prior to a subdivision or taxing authority entering into a contract or order involving the expenditure of money. The main exceptions are: "then and now" certificates, blanket certificates, and super blanket certificates, which are provided for in Sections 5705.41(D)(1) and 5705.41(D)(3), respectively, of the Ohio Revised Code.

- 1. "Then and Now" Certificate If the Fiscal Officer can certify that both at the time that the contract or order was made ("then"), and at the time that the Fiscal Officer is completing the certification ("now"), that sufficient funds were available or in the process of collection, to the credit of a proper fund, properly appropriated and free from any previous encumbrance, the organization can authorize the drawing of a warrant for the payment of the amount due. The organization has thirty days from the receipt of the "then and now" certificate to approve payment by ordinance or resolution, amounts of less than \$3,000 may be paid by the Fiscal Officer without a resolution or ordinance upon completion of the "then and now" certificate, provided that the expenditure is otherwise lawful. This does not eliminate any otherwise applicable requirement for approval of expenditures by the organization.
- 2. Blanket Certificate Fiscal Officers may prepare "blanket" certificates for a certain sum of money not in excess of an amount established by resolution or ordinance adopted by a majority of the members of the legislative authority against any specific line item account over a period not running beyond the end of the current fiscal year. The blanket certificates may, but need not, be limited to a specific vendor. Only one blanket certificate may be outstanding at one particular time for any one particular line item appropriation.

Finding Number 2021-004 (Continued)

Noncompliance Citation – Ohio Revised Code Section 5705.41(D) (Continued)

3. Super Blanket Certificate – The Board may also make expenditures and contracts for any amount from a specific line-item appropriation account in a specified fund upon certification of the Fiscal Officer for most professional services, fuel, oil, food items, and any other specific recurring and reasonably predictable operating expense. This certification is not to extend beyond the current year. More than one super blanket certificate may be outstanding at a particular time for any line item appropriation.

During testing we noted instances in which the Fiscal Officer failed to certify availability of funds before ordering the expenditure of money. Additionally, we found instances where super blanket certificates were issued for commitments for which regular purchase orders or blanket certificates should have been issued. Failure to certify the availability of funds properly can result in overspending funds and negative cash balances.

We recommend the Fiscal Officer obtain the certification of the availability of funds prior to the commitment being incurred. The Township should also review requirements for use of different types of certificates and utilize only the appropriate certificate for each commitment.

Township Response: Township officials chose not to respond.

Finding Number 2021-005

Noncompliance Citation – Ohio Revised Code Section 133

Ohio Revised Code Chapter 133 provides for various allowable methods for subdivisions to incur debt. Ohio Revised Code Section 133.22 states that a subdivision may issue anticipatory securities if it meets the requirements outlined in the statute. Ohio Revised Code Section 133.10 allows anticipation securities in anticipation of current property tax revenues or in anticipation of current revenues in and for any fiscal year from any source or combination of sources, including distributions of any federal or state monies, other than the proceeds of property taxes levied by the subdivision.

Ohio Revised Code Section 133.15 states that a subdivision is authorized to issue securities for the purpose of paying all or any portion of the costs of any permanent improvement that the subdivision is authorized, alone or in cooperation with other persons, to acquire, improve, or construct. Ohio Revised Code Section 133.18 states that the taxing authority of a subdivision, may by legislation submit to the electors of the subdivision the question of issuing any general obligation bonds, for one purpose, that the subdivision has power or authority to issue.

During 2021 and 2020, the Township made principal and interest payments on promissory notes in the amounts of \$14,267 and \$14,267, respectively. The promissory notes were used by the Township to finance the purchase of a backhoe loader and Jaws of Life tool. This type of debt is not authorized in Ohio Revised Code Chapter 133. Without a statutory provision authorizing this method for incurring debt, the Township was not permitted to use such a method. The Township had no statutory authority to incur through either installment loans or promissory notes with any banking institutions. The Township should consult with legal counsel before incurring debt to determine if the debt is authorized by statute.

Finding Number 2021-006

Noncompliance Citation – Ohio Revised Code Section 4115

Per the Ohio Compliance Supplement, the prevailing wage laws essentially require an entity to obtain the prevailing wages in their area for the types of labor required to complete the project, prior to bidding and again when the contract is awarded, if the award is made more than 90 days after the original prevailing wage is determined. They then need to make sure that the contractors who are awarded the contracts agree, in the contract, to pay the prevailing wage.

Pursuant to Ohio Revised Code Section 4115.03(B)(4), "Construction" includes: Any reconstruction, enlargement, alteration, repair, remodeling, renovation, or painting of a public improvement that involves roads, streets, alleys, sewers, ditches, and other works connected to road or bridge construction, the total overall project cost of which is fairly estimated to be more than twenty-three thousand four hundred forty-seven dollars adjusted biennially by the director of commerce pursuant to Ohio Revised Code Section 4115.034 and performed by other than full-time employees who have completed their probationary periods in the classified service of a public authority.

The State prevailing wage requirements (Ohio Revised Code Sections 4115.03 through 4115.16) do not apply to, among others, public improvements partially or wholly funded by the Federal government or any of its agencies (whether by grant or loan), if Federal minimum wage requirements (i.e. Davis Bacon) apply to mechanics or laborers.

During 2020 and 2021, the Township entered into contracts for road work with costs that exceeded thresholds identified in Ohio Revised Code Section 4115.03(B)(4). These projects were to be funded through FEMA federal grant monies, which indicates that federal Davis Bacon laws could be applicable. Per inquiry of the Fiscal Officer, these contracts were subject to prevailing wage requirements, but contracts provided did not include such requirements. We did note references in these contracts to other documentation which may have included prevailing wage language, but such documentation could not be provided for audit. Further, no information could be provided to evidence that prevailing wages were actually utilized by the contractor nor monitored by the Township.

The Township should ensure that sufficient bidding and contracting documentation is prepared and maintained for all contracts. Further, when prevailing wage requirements are deemed applicable, the Township should ensure that proper policies and procedures are in place to ensure that proper monitoring occurs and that sufficient documentation to evidence compliance activities is maintained.

Township Response: Township officials chose not to respond.

Finding Number 2021-007

Noncompliance Citation – Ohio Revised Code Section 122.22(C)

Ohio Revised Code Section 121.22(C) states, in part, that the minutes of a regular or special meeting of any public body shall be promptly prepared, filed, and maintained and shall be open to public inspection.

We noted that the Township did not maintain the original, signed copies of the minutes for various meetings in 2021 and 2020. The Township should implement the appropriate procedures to ensure that original, signed copies of the minutes are maintained for every meeting held by the Trustees.

Finding Number 2021-008

Noncompliance Citation – Ohio Revised Code Sections 5705.38(A)

Ohio Revised Code Section 5705.38(A) requires that on or about the first day of each fiscal year, an appropriation measure is to be passed. If the taxing authority wants to postpone the passage of the annual appropriation measure until an amended certificate is received from the county budget commission based upon the actual year end balances, it may pass a temporary appropriation measure for meeting the ordinary expenses until no later than April 1.

The Township Trustees adopted appropriations for 2020, but the measure was not filed with the County Auditor until February 2021. The Township should implement procedures to ensure appropriation measures are filed with the County Auditor in a timely manner.

Salem Township Meigs County Schedule of Prior Audit Findings For the Years Ended December 31, 2021 and 2020

Finding Number	Finding Summary	Fully Corrected?	Not Corrected, Partially Corrected; Significantly Different Corrective Action Taken; or Finding No Longer Valid; <i>Explain</i>
Finding 2019-001	Material Weakness – Financial Reporting	No	Reissued as Finding 2021-001
Finding 2019-002	Material Weakness – Budgetary Information Within Accounting System	No	Reissued as Finding 2021-002
Finding 2019-003	Noncompliance Citation – Ohio Revised Code Section 5705.41(B)	No	Reissued as Finding 2021-003
Finding 2019-004	Noncompliance Citation – Ohio Revised Code Section 5705.41(D)	No	Reissued as Finding 2021-004
Finding 2019-005	Noncompliance Citation – Ohio Revised Code Section 133	No	Reissued as Finding 2021-005
Finding 2019-006	Noncompliance Citation – Ohio Revised Code Section 5705.38(A)	No	Reissued as Finding 2021-008
Finding 2019-007	Noncompliance Citation – Ohio Revised Code Section 5705.39	Yes	
Finding 2019-008	Noncompliance Citation – Ohio Revised Code Section 122.22(C)	No	Reissued as Finding 2021-007

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SALEM TOWNSHIP

MEIGS COUNTY

AUDITOR OF STATE OF OHIO CERTIFICATION

This is a true and correct copy of the report, which is required to be filed pursuant to Section 117.26, Revised Code, and which is filed in the Office of the Ohio Auditor of State in Columbus, Ohio.



Certified for Release 1/2/2024

88 East Broad Street, Columbus, Ohio 43215 Phone: 614-466-4514 or 800-282-0370