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Steubenville Township Jefferson County P.O. Box 178 25 Smithfield Street Mingo Junction, Ohio 43938

To the Board of Trustees:

As you are aware, the Auditor of State's Office (AOS) must modify the *Independent Accountants' Report* we provide on your financial statements due to a February 2, 2005 interpretation from the American Institute of Certified Public Accountants (AICPA). While AOS does not legally require your government to prepare financial statements pursuant to Generally Accepted Accounting Principles (GAAP), the AICPA interpretation requires auditors to formally acknowledge that you did not prepare your financial statements in accordance with GAAP. Our Report includes an opinion relating to GAAP presentation and measurement requirements, but does not imply the amounts the statements present are misstated under the non-GAAP basis you follow. The AOS report also includes an opinion on the financial statements you prepared using the cash basis and financial statement format the AOS permits.

Betty Montgomeny

Betty Montgomery Auditor of State

July 10, 2006

Voinovich Government Center / 242 Federal Plaza W. / Suite 302 / Youngstown, OH 44503 Telephone: (330) 797-9900 (800) 443-9271 Fax: (330) 797-9949 www.auditor.state.oh.us This page intentionally left blank.



# INDEPENDENT ACCOUNTANTS' REPORT

Steubenville Township Jefferson County P.O. Box 178 25 Smithfield Street Mingo Junction, Ohio 53938

To the Board of Trustees:

We have audited the accompanying financial statements of Steubenville Township, Jefferson County, (the Township) as of and for the years ended December 31, 2005 and 2004. These financial statements are the responsibility of the Township's management. Our responsibility is to express an opinion on these financial statements based on our audit.

We conducted our audit in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in the Comptroller General of the United States' *Government Auditing Standards*. Those standards require that we plan and perform the audit to reasonably assure whether the financial statements are free of material misstatement. An audit includes examining, on a test basis, evidence supporting the amounts and disclosures in the financial statements. An audit also includes assessing the accounting principles used and significant estimates made by management, as well as evaluating the overall financial statement presentation. The Township processes its financial transactions with the Auditor of State's Uniform Accounting Network (UAN). *Government Auditing Standards* considers this service to impair the independence of the Auditor of State to audit the Township because the Auditor of State designed, developed, implemented, and as requested, operates UAN. However, *Government Auditing Standards* permits the Auditor of State to audit and opine on this entity, because Ohio Revised Code § 117.101 requires the Auditor of State to audit Ohio governments. We believe our audit provides a reasonable basis for our opinion.

As described more fully in Note 1, the Township has prepared these financial statements using accounting practices the Auditor of State prescribes or permits. These practices differ from accounting principles generally accepted in the United States of America (GAAP). Although we cannot reasonably determine the effects on the financial statements of the variances between these regulatory accounting practices and GAAP, we presume they are material.

Revisions to GAAP would require the Township to reformat its financial statement presentation and make other changes effective for the years ended December 31, 2005 and 2004. Instead of the combined funds the accompanying financial statements present for 2005 and 2004, the revisions require presenting entity wide statements and also to present its larger (i.e. major) funds separately for 2005 and 2004. While the Township does not follow GAAP, generally accepted auditing standards requires us to include the following paragraph if the statements do not substantially conform to the new GAAP presentation requirements. The Auditor of State permits, but does not require governments to reformat their statements. The Township has elected not to reformat its statements. Since this Township does not use GAAP to measure financial statement amounts, the following paragraph does not imply the amounts reported are materially misstated under the accounting basis the Auditor of State permits. Our opinion on the fair presentation of the amounts reported pursuant to its non-GAAP basis is in the second following paragraph.

Voinovich Government Center / 242 Federal Plaza W. / Suite 302 / Youngstown, OH 44503 Telephone: (330) 797-9900 (800) 443-9271 Fax: (330) 797-9949 www.auditor.state.oh.us Steubenville Township Jefferson County Independent Accountants' Report Page 2

In our opinion, because of the effects of the matter discussed in the preceding two paragraphs, the financial statements referred to above for the years ended December 31, 2005 and 2004 do not present fairly, in conformity with accounting principles generally accepted in the United States of America, the financial position of the Township as of December 31, 2005 and 2004, or its changes in financial position for the years then ended.

Also, in our opinion, the financial statements referred to above present fairly, in all material respects, the combined fund cash balances of Steubenville Township, Jefferson County, as of December 31, 2005 and 2004, and its combined cash receipts and disbursements for the years then ended on the accounting basis Note 1 describes.

The aforementioned revision to generally accepted accounting principles also requires the Township to include Management's Discussion and Analysis for the years ended December 31, 2005 and 2004. The Township has not presented Management's Discussion and Analysis, which accounting principles generally accepted in the United States of America has determined is necessary to supplement, although not required to be part of, the financial statements.

In accordance with *Government Auditing Standards*, we have also issued our report dated July 10, 2006, 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. While we did not opine on the internal control over financial reporting or on compliance, that report describes the scope of our testing of internal control over financial reporting and compliance, and the results of that testing. That report is an integral part of an audit performed in accordance with *Government Auditing Standards*. You should read it in conjunction with this report in assessing the results of our audit.

Betty Montgomeny

Betty Montgomery Auditor of State

July 10, 2006

#### COMBINED STATEMENT OF CASH RECEIPTS, CASH DISBURSEMENTS, AND CHANGES IN FUND CASH BALANCES ALL GOVERNMENTAL FUND TYPES FOR THE YEAR ENDED DECEMBER 31, 2005

	Governmental Fund Types		
	General	Special Revenue	Totals (Memorandum Only)
Cash Receipts:			
Local Taxes	\$8,114	\$41,540	\$49,654
Intergovernmental	29,351	130,738	160,089
Licenses, Permits, and Fees	3,696		3,696
Other Revenue	196	34	230
Total Cash Receipts	41,357	172,312	213,669
Cash Disbursements:			
Current:			
General Government	38,280		38,280
Public Safety		23,451	23,451
Public Works	3,950	129,226	133,176
Debt Service:		o 101	o 101
Redemption of Principal		2,124	2,124
Interest and Fiscal Charges		258	258
Capital Outlay		49,330	49,330
Total Cash Disbursements	42,230	204,389	246,619
Total Receipts Over/(Under) Disbursements	(873)	(32,077)	(32,950)
Other Financing Receipts and (Disbursements): Proceeds from Sale of Public Debt:			
Sale of Notes		43,000	43,000
Total Other Financing Receipts/(Disbursements)	0	43,000	43,000
Excess of Cash Receipts and Other Financing Receipts Over/(Under) Cash Disbursements			
and Other Financing Disbursements	(873)	10,923	10,050
Fund Cash Balances, January 1	10,089	49,527	59,616
Fund Cash Balances, December 31	\$9,216	\$60,450	\$69,666

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

#### COMBINED STATEMENT OF CASH RECEIPTS, CASH DISBURSEMENTS, AND CHANGES IN FUND CASH BALANCES ALL GOVERNMENTAL FUND TYPES FOR THE YEAR ENDED DECEMBER 31, 2004

	Governmental Fund Types		
	General	Special Revenue	Totals (Memorandum Only)
Cash Receipts:			
Local Taxes	\$7,996	\$35,046	\$43,042
Intergovernmental	30,637	75,614	106,251
Licenses, Permits, and Fees	3,396		3,396
Other Revenue	24		24
Total Cash Receipts	42,053	110,660	152,713
Cash Disbursements:			
Current:			
General Government	42,966		42,966
Public Safety		11,974	11,974
Public Works	3,628	79,829	83,457
Total Cash Disbursements	46,594	91,803	138,397
Total Receipts Over/(Under) Disbursements	(4,541)	18,857	14,316
Fund Cash Balances, January 1	14,630	30,670	45,300
Fund Cash Balances, December 31	\$10,089	\$49,527	\$59,616

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

#### NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2005 AND 2004

# 1. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

#### A. Description of the Entity

The constitution and laws of the State of Ohio establish the rights and privileges of the Steubenville Township, Jefferson County, (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, fire protection and emergency medical services. The Township contracts with the Brilliant and Hillndale Volunteer Fire Departments to provide fire services and ambulance services.

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

#### B. Basis of Accounting

These financial statements follow the basis of accounting the Auditor of State prescribes or permits. This basis is similar to the cash receipts and disbursements accounting basis. The Township 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 Auditor of State prescribes or permits.

# C. Fund Accounting

The Township uses fund accounting to segregate cash that is restricted as to use. The Township classifies its funds into the following types:

#### 1. General Fund

The General Fund reports all financial resources except those required to be accounted for in another fund.

# 2. Special Revenue Funds

These funds account for proceeds from specific sources (other than from trusts or for capital projects) that are restricted to expenditure for specific purposes. The Township had the following significant Special Revenue Funds:

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

<u>Gasoline Tax Fund</u> - This fund receives gasoline tax money to pay for constructing, maintaining, and repairing Township roads.

#### NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2005 AND 2004 (Continued) FICANT ACCOUNTING POLICIES (Continued)

# 1. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

#### D. Budgetary Process

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

# 1. 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. The County Budget Commission must also approve the annual appropriation measure. Appropriations lapse at year end.

# 2. Estimated Resources

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

# 3. Encumbrances

The Ohio Revised Code requires the Township to reserve (encumber) appropriations when individual commitments are made. Encumbrances outstanding at year end are canceled, and reappropriated in the subsequent year. The Township did not encumber all commitments required by Ohio law.

A summary of 2005 and 2004 budgetary activity appears in Note 3.

# E. Property, Plant, and Equipment

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

# F. 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.

# 2. EQUITY IN POOLED CASH

The Township maintains a cash pool all funds use. The Ohio Revised Code prescribes allowable deposits. The carrying amount of cash at December 31 was as follows:

	2005	2004
Demand deposits	\$69,666	\$59,616

**Deposits:** Deposits are insured by the Federal Depository Insurance Corporation.

#### NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2005 AND 2004 (Continued)

#### 3. BUDGETARY ACTIVITY

Budgetary activity for the years ending follows:

2005 Budgeted vs. Actual Receipts			
	Budgeted	Actual	
Fund Type	Receipts	Receipts	Variance
General	\$41,743	\$41,357	(\$386)
Special Revenue	206,519	215,312	8,793
Total	\$248,262	\$256,669	\$8,407
2005 Budgeted vs.	Actual Budgetary		S
	Appropriation	Budgetary	
Fund Type	Authority	Expenditures	Variance
General	\$51,832	\$42,230	\$9,602
Special Revenue	197,108	204,389	(7,281)
Total	\$248,940	\$246,619	\$2,321
2004 Budgeted vs. Actual Receipts			
	Budgeted	Actual	
Fund Type	Receipts	Receipts	
General			Variance
	\$42,853	\$42,053	Variance (\$800)
Special Revenue	\$42,853 88,908	\$42,053 110,660	
Special Revenue Total	. ,		(\$800)
-	88,908 \$131,761 Actual Budgetary	110,660 \$152,713 Basis Expenditure	(\$800) 21,752 \$20,952
Total 2004 Budgeted vs.	88,908 \$131,761 Actual Budgetary Appropriation	110,660 \$152,713 Basis Expenditure Budgetary	(\$800) 21,752 \$20,952 es
Total 2004 Budgeted vs. Fund Type	88,908 \$131,761 Actual Budgetary Appropriation Authority	110,660 \$152,713 Basis Expenditure Budgetary Expenditures	(\$800) 21,752 \$20,952 es Variance
Total 2004 Budgeted vs. Fund Type General	88,908 \$131,761 Actual Budgetary Appropriation Authority \$57,483	110,660 \$152,713 Basis Expenditure Budgetary Expenditures \$46,594	(\$800) 21,752 \$20,952 es Variance \$10,889
Total 2004 Budgeted vs. Fund Type	88,908 \$131,761 Actual Budgetary Appropriation Authority	110,660 \$152,713 Basis Expenditure Budgetary Expenditures	(\$800) 21,752 \$20,952 es Variance

Contrary to Ohio law, budgetary expenditures exceeded appropriation authority in the Gas Tax Fund by \$33,565 for the year ended December 31, 2005.

# 4. PROPERTY TAX

Real property taxes become a lien on January 1 preceding the October 1 date for which the Trustees adopt rates. The State Board of Tax Equalization adjusts these rates for inflation. Property taxes are also reduced for applicable homestead and rollback deductions. The financial statements include homestead and rollback 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.

Tangible personal property tax is assessed by the property owners, who must file a list of such property to the County by each April 30.

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

#### NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2005 AND 2004 (Continued)

# 5. DEBT

Debt outstanding at December 31, 2005 was as follows:

	Principal	Interest Rate
Dump Truck Loan	\$40,876	3.8%

The Township issued a note to finance the purchase of a new dump truck and plowing equipment for Township road maintenance. The note is collateralized by the Township's taxing authority.

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

Year ending December 31:	Truck Loan
2006	\$9,526
2007	9,526
2008	9,526
2009	9,526
2010	7,144
Total	\$45,248

# 6. RETIREMENT SYSTEMS

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

The Ohio Revised Code also prescribes contribution rates. For 2005 and 2004, members of OPERS contributed 8.5 percent of their gross salaries. The Township contributed an amount equaling 13.55 percent of participants' gross salaries. The Township has paid all contributions required through December 31, 2005

# 7. 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 Government belongs to the Ohio Township Association Risk Management Authority (OTARMA), a risk-sharing pool available to Ohio townships. OTARMA provides property and casualty coverage for its members. OTARMA is a member of the American Public Entity Excess Pool (APEEP). Member townships pay annual contributions to fund OTARMA. OTARMA pays judgments, settlements and other expenses resulting from covered claims that exceed the members' deductibles.

#### NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2005 AND 2004 (Continued)

# 7. RISK MANAGEMENT – (Continued)

#### Casualty Coverage

OTARMA retains casualty risks up to \$250,000 per occurrence, including claim adjustment expenses. OTARMA pays a percentage of its contributions to APEEP. APEEP reinsures claims exceeding \$250,000, up to \$1,750,000 per claim and \$10,000,000 in the aggregate per year. Townships can elect additional coverage, from \$2,000,000 to \$12,000,000 with the General Reinsurance Corporation, through contracts with OTARMA.

If losses exhaust OTARMA's retained earnings, APEEP provides excess of funds available coverage up to \$5,000,000 per year, subject to a per-claim limit of \$2,000,000.

#### Property Coverage

Through 2004, OTARMA retained property risks, including automobile physical damage, up to \$100,000 on any specific loss in any one occurrence. The Travelers Indemnity Company reinsured losses exceeding \$100,000 up to \$500 million per occurrence. APEEP's Guarantee Fund was responsible for losses and loss adjustment expenses exceeding operating contributions.

Beginning in 2005, Travelers reinsures specific losses exceeding \$250,000 up to \$600 million per occurrence. APEEP reinsures members for specific losses exceeding \$100,000 up to \$250,000 per occurrence, subject to an annual aggregate loss payment. Travelers provides aggregate stop-loss coverage based upon the combined members' total insurable value. If the stop loss is reached by payment of losses between \$100,000 and \$250,000, Travelers will reinsure specific losses exceeding \$100,000 up to their \$600 million per occurrence limit. The aggregate stop-loss limit for 2005 was \$1,682,589.

The aforementioned casualty and property reinsurance agreements do not discharge OTARMA's primary liability for claims payments on covered losses. Claims exceeding coverage limits are the obligation of the respective township.

Property and casualty settlements did not exceed insurance coverage for the past three fiscal years.

Members may withdraw on each anniversary of the date they joined OTARMA. They must provide written notice to OTARMA 60 days in advance of the anniversary date. Upon withdrawal, members are eligible for a full or partial refund of their capital contribution, minus the subsequent year's premium. Also upon withdrawal, payments for all property and casualty claims and claim expenses become the sole responsibility of the withdrawing member, regardless of whether a claim was incurred or reported prior to the withdrawal.

#### Financial Position

OTARMA's financial statements (audited by other accountants) conform with generally accepted accounting principles, and reported the following assets, liabilities and retained earnings at December 31, 2005 and 2004.

#### NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2005 AND 2004 (Continued)

# 7. RISK MANAGEMENT – (Continued)

Casualty Coverage	<u>2005</u>	<u>2004</u>
Assets	\$30,485,638	\$28,132,620
Liabilities	<u>(12,344,576)</u>	<u>(11,086,379)</u>
Retained earnings	<u>\$18,141,062</u>	<u>\$17,046,241</u>

Property Coverage	<u>2005</u>	<u>2004</u>
Assets	\$9,177,796	\$7,588,343
Liabilities	<u>(1,406,031)</u>	<u>(543,176)</u>
Retained earnings	<u>\$7,771,765</u>	<u>\$7,045,167</u>

The Casualty Coverage assets and retained earnings above include approximately \$11.6 million and \$10.3 million of unpaid claims to be billed to approximately 950 member townships in the future, as of December 31, 2005 and 2004, respectively. OTARMA will collect these amounts in future annual premium billings when OTARMA's related liabilities are due for payment. The Township's share of these unpaid claims is approximately \$7,900.



# INDEPENDENT ACCOUNTANTS' REPORT ON INTERNAL CONTROL OVER FINANCIAL REPORTING AND ON COMPLIANCE AND OTHER MATTERS REQUIRED BY *GOVERNMENT AUDITING STANDARDS*

Steubenville Township Jefferson County P.O. Box 178 25 Smithfield Street Mingo Junction, Ohio 43938

To the Board of Trustees:

We have audited the financial statements of the Steubenville Township (the Township) as of and for the years ended December 31 2005 and 2004, and have issued our report thereon dated July 10, 2006, wherein we noted the Township followed accounting practices the Auditor of State prescribes rather than accounting principles generally accepted in the United States of America. We also noted that the Township uses the Auditor of State's Uniform Accounting Network (UAN) to process its financial transactions. *Government Auditing Standards* considers this service to impair the Auditor of State's independence to audit the Township because the Auditor of State designed, developed, implemented, and, as requested, operates UAN. We conducted our audit in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in the Comptroller General of the United States' *Government Auditing Standards*.

# Internal Control Over Financial Reporting

In planning and performing our audit, we considered the Township's internal control over financial reporting to determine our auditing procedures to express our opinion on the financial statements and not to opine on the internal control over financial reporting. Our consideration of the internal control would not necessarily disclose all matters in the internal control over financial reporting that might be material weaknesses. A material weakness is a reportable condition in which the design or operation of one or more of the internal control components does not reduce to a relatively low level the risk that misstatements caused by error or fraud in amounts material to the financial statements we audited may occur and not be timely detected by employees when performing their assigned functions. We noted no matters involving the internal control over financial reporting and its operation that we consider material weaknesses. In a separate letter to the Township's management dated July 10, 2006, we reported other matters involving internal control over financial reporting we did not deem reportable conditions.

# **Compliance and Other Matters**

As part of reasonably assuring whether the Township's financial statements are free of material misstatement, we tested its compliance with certain provisions of laws, regulations, contracts, and grant agreements, noncompliance with which could directly and materially affect the determination of financial statement amounts. However, providing an opinion on compliance with those provisions was not an objective of our audit and, accordingly, we do not express an opinion.

Voinovich Government Center / 242 Federal Plaza W. / Suite 302 / Youngstown, OH 44503 Telephone: (330) 797-9900 (800) 443-9271 Fax: (330) 797-9949 www.auditor.state.oh.us Steubenville Township Jefferson County Independent Accountants' Report on Internal Control Over Financial Reporting and on Compliance and Other Matters Required by *Government Auditing Standards* Page 2

The results of our tests disclosed an instance of noncompliance or other matters that we must report under *Government Auditing Standards*, which is described in the accompanying schedule of findings as item 2005-001. In a separate letter to the Township's management dated July 10, 2006, we reported other matters related to noncompliance we deemed immaterial.

We intend this report solely for the information and use of management, and the Board of Trustees It is not intended for anyone other than these specified parties.

Betty Montgomeny

Betty Montgomery Auditor of State

July 10, 2006

#### SCHEDULE OF FINDINGS DECEMBER 31, 2005 AND 2004

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

#### FINDING NUMBER 2005-001

#### **Noncompliance Citation**

Ohio Revised Code § 5705.41 (B) states that no subdivision or taxing authority unit is to expend money unless it has been appropriated.

Expenditures plus encumbrances exceeded appropriations by \$33,565 in the Gasoline Tax Fund.

The negative variance in this fund was due to the receipt of note proceeds, which were expended but were not appropriated. The Clerk should not certify the availability of funds and should deny payment requests exceeding appropriations. The Clerk may request the Board of Trustees to approve increased expenditure levels by increasing appropriations and amending estimated resources, if necessary.

#### Officials' Response

We did not receive a response from Officials to the finding reported above.



88 East Broad Street P.O. Box 1140 Columbus, Ohio 43216-1140

Telephone 614-466-4514 800-282-0370 Facsimile 614-466-4490

# STEUBENVILLE TOWNSHIP

# JEFFERSON COUNTY

# **CLERK'S CERTIFICATION**

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

Susan Babbitt

CLERK OF THE BUREAU

CERTIFIED SEPTEMBER 12, 2006