



# PERRY

& Associates CPAs

**PASSION** *Beyond the Numbers*

**MADISON COUNTY FAMILY AND CHILDREN FIRST COUNCIL**

**MADSION COUNTY**

**REGULAR AUDIT**

**FOR THE YEARS ENDED DECEMBER 31, 2024 - 2023**





65 East State Street  
Columbus, Ohio 43215  
[ContactUs@ohioauditor.gov](mailto:ContactUs@ohioauditor.gov)  
800-282-0370

Members of Council  
Madison County Family and Children First Council  
200 Midway Street  
P.O. Box 624  
London, Ohio 43140

We have reviewed the *Independent Auditor's Report* of the Madison County Family and Children First Council, Madison County, prepared by Perry & Associates, Certified Public Accountants, A.C., for the audit period January 1, 2023 through December 31, 2024. 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. The Madison County Family and Children First Council is responsible for compliance with these laws and regulations.

KEITH FABER  
Ohio Auditor of State

A handwritten signature in black ink that reads "Tiffany L. Ridenbaugh".

Tiffany L. Ridenbaugh, CPA, CFE, CGFM  
Chief Deputy Auditor

December 18, 2025

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**MADSION COUNTY FAMILY AND CHILDREN FIRST COUNCIL  
MADISON COUNTY**

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## INDEPENDENT AUDITOR'S REPORT

Madison County Family and Children First Council  
Madison County  
200 Midway Street P.O Box 624  
London, Ohio 43140

To the Members of Council:

### ***Report on the Audit of the Financial Statements***

#### ***Unmodified and Adverse Opinions***

We have audited the financial statements of the Madison County Family and Children First Council, Madison County, Ohio (the Council), which comprises the cash balances, receipts and disbursements for each governmental fund type as of and for the years ended December 31, 2024 and 2023, 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 as of and for the years ended December 31, 2024 and 2023, and the related notes to the financial statements, in accordance with the financial reporting provisions which 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 Council, as of December 31, 2024 and 2023, 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. 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 Council, 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.

[Marietta, OH](#)

[St. Clairsville, OH](#)

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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 Council 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.

***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 Council'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 Council'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.
- conclude whether, in our judgment, there are conditions or events, considered in the aggregate, that raise substantial doubt about the Council'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 July 24, 2025, on our consideration of the Council'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 Council'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 Council's internal control over financial reporting and compliance.



**Perry & Associates**  
Certified Public Accountants, A.C.  
*Marietta, Ohio*

July 24, 2025

**MADISON COUNTY FAMILY AND CHILDREN FIRST COUNCIL  
MADISON COUNTY**

**COMBINED STATEMENT OF RECEIPTS, DISBURSEMENTS  
AND CHANGES IN FUND BALANCES (REGULATORY CASH BASIS)  
ALL GOVERNMENTAL FUND TYPES  
FOR THE YEAR ENDED DECEMBER 31, 2024**

	General	Special Revenue	Totals (Memorandum Only)
<b>Cash Receipts</b>			
Intergovernmental - Local	\$ 154,170	\$ -	\$ 154,170
Intergovernmental - State	39,094	47,278	86,372
Intergovernmental - Federal	1,050	225,570	226,620
<i>Total Cash Receipts</i>	<u>194,314</u>	<u>272,848</u>	<u>467,162</u>
<b>Cash Disbursements</b>			
Contractual Services	194,314	266,522	460,836
<i>Total Cash Disbursements</i>	<u>194,314</u>	<u>266,522</u>	<u>460,836</u>
<i>Net Change in Fund Cash Balances</i>	-	6,326	6,326
<i>Fund Cash Balances, January 1</i>	-	-	-
<i>Fund Cash Balances, December 31</i>	<u>\$ -</u>	<u>\$ 6,326</u>	<u>\$ 6,326</u>

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

**Madison County Family and Children First Council**

*Madison County*

*Notes to the Financial Statements*

*For the Year Ended December 31, 2024*

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**Note 1 – Reporting Entity**

Ohio Revised Code Section 121.37 created the Ohio Family and Children First Cabinet Council and required each Board of County Commissioners to establish a County Family and Children First Council. Statutory membership of County Council consists of the following individuals:

1. At least three individuals who are not employed by an agency represented on the Council and whose families are or have received services from an agency represented on the Council or another County's Council. These individuals serve to represent the interest of families in the County. Where possible, the number of members representing families shall be equal to twenty percent of the Council's remaining membership;
2. The Director of the Board of Alcohol, Drug Addiction, and Mental Health Services that serves the County, or, in the case of a County that has a Board of Alcohol and Drug Addiction Services and a Community Mental Health Board, the Directors of both Boards. If a Board of Alcohol, Drug Addiction, and Mental Health Services covers more than one County, the Director may designate a person to participate on the County's Council;
3. The Health Commissioner, or the Commissioner's designee, of the Board of Health of each City or General Health District in the County. If the County has two or more health districts, the Health Commissioner membership may be limited to the Commissioners of the two districts with the largest populations;
4. The Director of the County Department of Job and Family Services;
5. The Executive Director of the public children services agency or the County agency responsible for the administration of children services pursuant to the Ohio Revised Code Section 5153.15;
6. The Superintendent of the County Board of Developmental Disabilities or if the Superintendent serves as Superintendent as more than one County Board of Developmental Disabilities, the Superintendent's designee;
7. The Superintendent of the city, exempted village, or local school district with the largest number of pupils residing in the County, as determined by the Ohio Department of Education, which shall notify each County of its determination at least biennially;
8. A School Superintendent representing all other school districts with territory in the County, as designated at a biennial meeting of the superintendents of those districts;
9. A representative of the municipal corporation with the largest population in the County;
10. The President of the Board of County Commissioners or an individual designated by the Board;
11. A representative of the regional office of the Ohio Department of Youth Services;
12. A representative of the County's Head Start agencies, as defined in Ohio Revised Code Section 3301.32;
13. A representative of the County's Early Intervention collaborative established pursuant to the federal early intervention program operated under the "Individuals with Disabilities Education Act of 2004"; and
14. A representative of a local nonprofit entity that funds, advocates, or provides services to children and families.

**Madison County Family and Children First Council**

*Madison County*

*Notes to the Financial Statements*

*For the Year Ended December 31, 2024*

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**Note 1 – Reporting Entity (continued)**

A County Family and Children First Council may invite any other local public or private agency or group that funds, advocates, or provides services to children to have a representative become a permanent or temporary member of the Council.

The purpose of the County Council is to streamline and coordinate existing government services for families seeking services for their children. In seeking to fulfill its purpose, a County Council shall provide for the following:

1. Referrals to the Cabinet Council of those children for whom the County Council cannot provide adequate services;
2. Development and implementation of a process that annually evaluates and prioritizes services, fills service gaps where possible, and invents new approaches to achieve better results for families and children;
3. Participation in the development of a countywide, comprehensive, coordinated, multi-disciplinary interagency system for infants and toddlers with developmental disabilities or delays and their families, as established pursuant to federal grants received and administered by the Department of Health for early intervention services under the “Individuals with Disabilities Education Act of 2004”;
4. Maintenance of an accountability system to monitor the County Council’s progress in achieving results for families and children; and
5. Establishment of a mechanism to ensure ongoing input from a broad representation of families who are receiving services within the County system.

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

**Note 2 – Summary of Significant Accounting Policies**

***Basis of Presentation***

The Council’s financial statements consist of a combined statement of receipts, disbursements and changes in fund balances (regulatory cash basis).

***Fund Accounting***

The Council 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 Council 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 Council for any purpose provided it is expended or transferred according to the general laws of Ohio.

**Madison County Family and Children First Council**

*Madison County*

*Notes to the Financial Statements*

*For the Year Ended December 31, 2024*

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**Note 2 – Summary of Significant Accounting Policies (Continued)**

**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 Council had the following significant Special Revenue Funds:

**Help Me Grow Grant Fund** This fund receives state and federal grant monies restricted for the purpose of the grant provisions. These funds are used to provide outreach/child find and service coordination to families with children who need Early Intervention and other Early Childhood Services.

**Special Education Grant - Infants and Families (Early intervention-Part C)** This fund receives federal grant monies restricted for expectant parents; newborns and their families; and infants and toddlers at risk for or with developmental delays and disabilities and their families. These funds are used in accordance with specified program rules and guidelines.

**Special Education Grant-Infants and Families (Early Intervention- GRFPart C)** This fund receives state grant monies restricted for expectant parents; newborns and their families; and infants and toddlers at risk for or with developmental delays and disabilities and their families. These funds are used in accordance with specified program rules and guidelines.

**Family and Youth Voice Fund** This fund receives a one time state grant awarded by the newly founded Department of Children and Youth and restricted for the development of a local parent led committee to identify and find solutions for service needs in the county. Funds are used to support parent attendance and to promote the growth of the committee.

**Family-Centered Services and Supports Fund** This fund receives grant monies restricted for maintaining children and youth in their homes and communities by meeting the multi-systemic needs of children receiving service coordination.

**Strong Families Safe Communities (SFSC) Fund** This fund receives grant monies restricted for the support youth through services; such as High Fidelity Wraparound. Funds from the SFSC grant support a full-time Wraparound Coordinator, part-time System of Care Coordinator, Youth Move Coordinator, and programming, training opportunities to increase quality of services delivered, and the addition of contract providers to implement programs for multi-system youth and create sustainability. This grant expired in FY 2023 and was not reissued for FY2024, therefore no funding was received in CY 2024. We hope to reapply in the future so the fund will be maintained until the opportunity to reapply is available. We anticipate that grant applications will be available for 2025.

**Multi-System Youth Funding** This federal Medicaid funding is restricted to maintaining children and youth in their home or providing support, which will return children and youth to their homes. These funds may be used to provide temporary placement while family strengthening supports are established; for services which assist in providing a stable home environment to which children may return; and for staff providing the Wraparound Coordination required for this process to be successful.

**Ohio Children's Trust Funding** This fund receives state grant monies restricted for the purpose of providing families with concrete safety items to assure the health and safety of children. These items include but are not limited to car seats, safety gates, cribs, play yards, and baby monitors. This grant was not operational for SFY 2023 but was reissued for SFY2024. Reimbursement funding was received in CY 2024.

**Madison County Family and Children First Council**

*Madison County*

*Notes to the Financial Statements*

*For the Year Ended December 31, 2024*

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**Note 2 – Summary of Significant Accounting Policies (Continued)**

***Administrative/Fiscal Agent***

Ohio Revised Code Section 121.37(B)(5)(a) requires the Council to select an administrative agent to provide fiscal and administrative services to the Council. The Council Selected Madison County Commissioners as Administrative Agent. The Madison County Commissioners authorizes the Madison County Auditor as fiscal agent. The Commissioners are authorized to subcontract with, designate, and/or seek assistance from any agencies and/or organizations that it deems necessary in order to complete the obligations set forth in the agreement. The Madison County Commissioners agree to be ultimately responsible for fulfilling the fiscal and administrative obligations of the agreement.

***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***

A Family and Children First Council established under Ohio Revised Code Section 121.37 is not a taxing authority and is not subject to Ohio Revised Code Chapter 5705. As of October 1, 1997, all Family and Children First Councils are required to file an annual budget with its administrative agent. The Council filed an estimate of financial resources and an appropriation measure with Madison County Commissioners and the Madison County Auditor as required by Ohio law. The Council follows budgetary guidelines established by the Madison County Auditor. Annual budgets are prepared and submitted to County Auditor for approval prior to the beginning of the calendar year. Any budget modification requests must be submitted jointly to the Madison County Auditor and the Madison County Commissioners for review and approval.

A summary of 2024 budgetary activity appears in Note 3.

***Deposits and Investments***

The Council designated the Madison County Auditor as the fiscal agent for all funds received in the name of the Council. Deposits of monies are made with the Madison County Treasurer and fund expenditures and balances are reported through the Madison County Auditor. Deposits and investments are made in accordance with the Ohio Revised Code and are valued at the fiscal agent's carrying amount.

***Capital Assets***

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

## **Madison County Family and Children First Council**

*Madison County*

*Notes to the Financial Statements*

*For the Year Ended December 31, 2024*

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### **Note 2 – Summary of Significant Accounting Policies (Continued)**

#### **Accumulated Leave**

The Madison County Family and Children First Council does not have employees. The Madison County Commissioners have established a Department of Family and Children, which receives funding from the Council through a Memorandum of Understanding. This Department is responsible for providing all Council related services. This Department also receives other grant funding which supports additional services for families and children not funded through Council. All staff providing services are employees of the Department and as such are considered employees of the Madison County Commissioners, and not of the Council. In certain circumstances, such as upon leaving employment, these employees are entitled to cash payments for unused leave. The financial statements included with this report 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 Council must observe constraints imposed upon the use of its governmental-fund resources. The classifications are as follows:

**Nonspendable** The Council classifies assets as *nonspendable* when legally or contractually required to maintain the amounts intact. For regulatory purposes, nonspendable fund balance includes unclaimed monies that are required to be held for five years before they may be utilized by the Council.

**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** The Council can *commit* amounts via formal action (resolution). The Council must adhere to these commitments unless the Council amends 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 only used to report a deficit fund balance.

The Council 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 9

**Madison County Family and Children First Council**

*Madison County*

*Notes to the Financial Statements*

*For the Year Ended December 31, 2024*

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**Note 3 – Budgetary Activity**

Budgetary activity for the years ending December 31, 2024, follows:

2024 Budgeted vs. Actual Receipts			
Fund Type	Budgeted Receipts	Actual Receipts	Variance
General	\$ 194,498	\$ 194,314	\$ (184)
Special Revenue	736,628	272,848	(463,780)
Total	<u>\$ 931,126</u>	<u>\$ 467,162</u>	<u>\$ (463,964)</u>

2024 Budgeted vs. Actual Budgetary Basis Expenditures			
Fund Type	Appropriation Authority	Budgetary Expenditures	Variance
General	\$ 194,498	\$ 194,314	\$ 184
Special Revenue	736,628	266,522	470,106
Total	<u>\$ 931,126</u>	<u>\$ 460,836</u>	<u>\$ 470,290</u>

**Note 4 – Deposits and Investments**

The Madison County Auditor, as fiscal agent for the Council, maintains a cash and investments pool used by all of the Madison County Auditor funds, including those of the Council. The Ohio Revised Code prescribes allowable deposits and investments and the Madison County Auditor is responsible for compliance.

The Council's carrying amount of deposits at December 31, 2024 was \$6,326.

This fiscal agent is responsible for maintaining adequate depository collateral for all funds in the fiscal agent's pooled and deposit accounts. All risks associated with the above deposits are the responsibility of the fiscal agent.

**Note 5 – Risk Management**

***Commercial Insurance***

The Council is insured through the Madison County Commissioners for the following risks:

- Comprehensive property and general liability;
- Vehicles; and
- Errors and omissions.

**Madison County Family and Children First Council**

*Madison County*

*Notes to the Financial Statements*

*For the Year Ended December 31, 2024*

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**Note 5 – Risk Management (continued)**

***Risk Pool Membership***

The Madison County Commissioners, as Administrative Agent for Council is a member of the County Risk Sharing Authority, (the Pool). The Pool assumes the risk of loss up to the limits of the Madison County Commissioners policy. The Pool may make supplemental assessments if the experience of the overall pool is unfavorable. The Pool covers the following risks to the assigned limits:

General Liability--\$1,000,000

Errors and Omissions--\$1,000,000

Auto Liability including: owned, non-owned and hired automobiles--\$1,000,000

Property including all real and personal property, automobiles, and equipment \$94,828,981

Excess Liability--\$8,000,000

Crime: Employee Dishonesty/Faithful Performance--\$1,000,000

**Note 6 – Defined Benefit Pension Plans**

The Madison County Family and Children First Council does not have employees. The Madison County Commissioners have established a Department of Family and Children, which receives funding from the Council through a Memorandum of Understanding. This Department is responsible for providing all Council related services. This Department also receives other grant funding which supports additional services for families and children not funded through Council. All staff providing services are employees of the Department and as such are considered employees of the Madison County Commissioners, and not of the Council. Therefore, Defined Benefit Pension Plan information is not applicable to the Madison County Family and Children First Council.

**Note 7 – Postemployment Benefits**

The Madison County Family and Children First Council does not have employees. The Madison County Commissioners have established a Department of Family and Children, which receives funding from the Council through a Memorandum of Understanding. This Department is responsible for providing all Council related services. This Department also receives other grant funding which supports additional services for families and children not funded through Council. All staff providing services are employees of the Department and as such are considered employees of the Madison County Commissioners, and not of the Council. Therefore, Postemployment Benefits information is not applicable to the Madison County Family and Children First Council.

**Note 8 – Contingent Liabilities**

Amounts grantor agencies pay to the Council 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.

**Madison County Family and Children First Council**

*Madison County*

*Notes to the Financial Statements*

*For the Year Ended December 31, 2024*

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**Note 9 – Fund Balances**

Included in fund balance are amounts the Council cannot spend, including the balance of unclaimed monies, which cannot be spent for five years. 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 facilitate effective cash planning and control. At year end the Council had no unclaimed monies or outstanding encumbrances.

The fund balance of special revenue funds is either restricted or committed. These restricted or committed amounts in the special revenue funds would include the outstanding encumbrances. In the general fund, outstanding encumbrances are considered assigned.

**MADISON COUNTY FAMILY AND CHILDREN FIRST COUNCIL  
MADISON COUNTY**

**COMBINED STATEMENT OF RECEIPTS, DISBURSEMENTS  
AND CHANGES IN FUND BALANCES (REGULATORY CASH BASIS)  
ALL GOVERNMENTAL FUND TYPES  
FOR THE YEAR ENDED DECEMBER 31, 2023**

	General	Special Revenue	Totals (Memorandum Only)
<b>Cash Receipts</b>			
Intergovernmental - Local	\$ 148,865	\$ -	\$ 148,865
Intergovernmental - State	46,760	88,385	135,145
Intergovernmental - Federal	1,050	379,544	380,594
<i>Total Cash Receipts</i>	<u>196,675</u>	<u>467,929</u>	<u>664,604</u>
<b>Cash Disbursements</b>			
Contractual Services	196,675	474,966	671,641
<i>Total Cash Disbursements</i>	<u>196,675</u>	<u>474,966</u>	<u>671,641</u>
<i>Net Change in Fund Cash Balances</i>	-	(7,037)	(7,037)
<i>Fund Cash Balances, January 1</i>	-	7,037	7,037
<i>Fund Cash Balances, December 31</i>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>

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

**Madison County Family and Children First Council**

*Madison County*

*Notes to the Financial Statements*

*For the Year Ended December 31, 2023*

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**Note 1 – Reporting Entity**

Ohio Revised Code Section 121.37 created the Ohio Family and Children First Cabinet Council and required each Board of County Commissioners to establish a County Family and Children First Council. Statutory membership of County Council consists of the following individuals:

1. At least three individuals who are not employed by an agency represented on the Council and whose families are or have received services from an agency represented on the Council or another County's Council. These individuals serve to represent the interest of families in the County. Where possible, the number of members representing families shall be equal to twenty percent of the Council's remaining membership;
2. The Director of the Board of Alcohol, Drug Addiction, and Mental Health Services that serves the County, or, in the case of a County that has a Board of Alcohol and Drug Addiction Services and a Community Mental Health Board, the Directors of both Boards. If a Board of Alcohol, Drug Addiction, and Mental Health Services covers more than one County, the Director may designate a person to participate on the County's Council;
3. The Health Commissioner, or the Commissioner's designee, of the Board of Health of each City or General Health District in the County. If the County has two or more health districts, the Health Commissioner membership may be limited to the Commissioners of the two districts with the largest populations;
4. The Director of the County Department of Job and Family Services;
5. The Executive Director of the public children services agency or the County agency responsible for the administration of children services pursuant to the Ohio Revised Code Section 5153.15;
6. The Superintendent of the County Board of Developmental Disabilities or if the Superintendent serves as Superintendent as more than one County Board of Developmental Disabilities, the Superintendent's designee;
7. The Superintendent of the city, exempted village, or local school district with the largest number of pupils residing in the County, as determined by the Ohio Department of Education, which shall notify each County of its determination at least biennially;
8. A School Superintendent representing all other school districts with territory in the County, as designated at a biennial meeting of the superintendents of those districts;
9. A representative of the municipal corporation with the largest population in the County;
10. The President of the Board of County Commissioners or an individual designated by the Board;
11. A representative of the regional office of the Ohio Department of Youth Services;
12. A representative of the County's Head Start agencies, as defined in Ohio Revised Code Section 3301.32;
13. A representative of the County's Early Intervention collaborative established pursuant to the federal early intervention program operated under the "Individuals with Disabilities Education Act of 2004"; and
14. A representative of a local nonprofit entity that funds, advocates, or provides services to children and families.

**Madison County Family and Children First Council**

*Madison County*

*Notes to the Financial Statements*

*For the Year Ended December 31, 2023*

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**Note 1 – Reporting Entity (continued)**

A County Family and Children First Council may invite any other local public or private agency or group that funds, advocates, or provides services to children to have a representative become a permanent or temporary member of the Council.

The purpose of the County Council is to streamline and coordinate existing government services for families seeking services for their children. In seeking to fulfill its purpose, a County Council shall provide for the following:

1. Referrals to the Cabinet Council of those children for whom the County Council cannot provide adequate services;
2. Development and implementation of a process that annually evaluates and prioritizes services, fills service gaps where possible, and invents new approaches to achieve better results for families and children;
3. Participation in the development of a countywide, comprehensive, coordinated, multi-disciplinary interagency system for infants and toddlers with developmental disabilities or delays and their families, as established pursuant to federal grants received and administered by the Department of Health for early intervention services under the “Individuals with Disabilities Education Act of 2004”;
4. Maintenance of an accountability system to monitor the County Council’s progress in achieving results for families and children; and
5. Establishment of a mechanism to ensure ongoing input from a broad representation of families who are receiving services within the County system.

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

**Note 2 – Summary of Significant Accounting Policies**

***Basis of Presentation***

The Council’s financial statements consist of a combined statement of receipts, disbursements and changes in fund balances (regulatory cash basis).

***Fund Accounting***

The Council 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 Council 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 Council for any purpose provided it is expended or transferred according to the general laws of Ohio.

**Madison County Family and Children First Council**

*Madison County*

*Notes to the Financial Statements*

*For the Year Ended December 31, 2023*

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**Note 2 – Summary of Significant Accounting Policies (Continued)**

**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 Council had the following significant Special Revenue Funds:

**Help Me Grow Grant Fund** This fund receives state and federal grant monies restricted for the purpose of the grant provisions. These funds are used to provide outreach/child find and service coordination to families with children who need Early Intervention and other Early Childhood Services.

**Special Education Grant - Infants and Families (Early intervention-Part C)** This fund receives federal grant monies restricted for expectant parents; newborns and their families; and infants and toddlers at risk for or with developmental delays and disabilities and their families. These funds are used in accordance with specified program rules and guidelines.

**Special Education Grant-Infants and Families (Early Intervention- GRFPart C)** This fund receives state grant monies restricted for expectant parents; newborns and their families; and infants and toddlers at risk for or with developmental delays and disabilities and their families. These funds are used in accordance with specified program rules and guidelines.

**Special Education Grant - Infants and Families (ARPA Early Intervention)** This fund receives federal grant allocation which is restricted for professional development of Early Intervention Service Providers as well as technology support to enhance service provision to EI families. This grant ended in FY 2023 and was not renewed for FY 2024.

**Family-Centered Services and Supports Fund** This fund receives grant monies restricted for maintaining children and youth in their homes and communities by meeting the multi-systemic needs of children receiving service coordination.

**Strong Families Safe Communities (SFSC) Fund** This fund receives grant monies restricted for the support youth through services; such as High Fidelity Wraparound. Funds from the SFSC grant support a full-time Wraparound Coordinator, part-time System of Care Coordinator, Youth Move Coordinator, and programming, training opportunities to increase quality of services delivered, and the addition of contract providers to implement programs for multi-system youth and create sustainability. This grant expired in FY 2023 and was not reissued for FY2024. We hope to reapply in the future so the fund will be maintained for CY 2024.

**Multi-System Youth Funding** This federal Medicaid funding is restricted to maintaining children and youth in their home or providing support, which will return children and youth to their homes. These funds may be used to provide temporary placement while family strengthening supports are established; for services which assist in providing a stable home environment to which children may return; and for staff providing the Wraparound Coordination required for this process to be successful.

**Ohio Children's Trust Funding** This fund receives state grant monies restricted for the purpose of providing families with concrete safety items to assure the health and safety of children. These items include but are not limited to car seats, safety gates, cribs, play yards, and baby monitors. This grant was not operational for SFY 2023 but was reissued for SFY2024. Reimbursement funding has not yet been received to date.

**Madison County Family and Children First Council**

*Madison County*

*Notes to the Financial Statements*

*For the Year Ended December 31, 2023*

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**Note 2 – Summary of Significant Accounting Policies (Continued)**

***Administrative/Fiscal Agent***

Ohio Revised Code Section 121.37(B)(5)(a) requires the Council to select an administrative agent to provide fiscal and administrative services to the Council. The Council Selected Madison County Commissioners as Administrative Agent. The Madison County Commissioners authorizes the Madison County Auditor as fiscal agent. The Commissioners are authorized to subcontract with, designate, and/or seek assistance from any agencies and/or organizations that it deems necessary in order to complete the obligations set forth in the agreement. The Madison County Commissioners agree to be ultimately responsible for fulfilling the fiscal and administrative obligations of the agreement.

***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***

A Family and Children First Council established under Ohio Revised Code Section 121.37 is not a taxing authority and is not subject to Ohio Revised Code Chapter 5705. As of October 1, 1997, all Family and Children First Councils are required to file an annual budget with its administrative agent. The Council filed an estimate of financial resources and an appropriation measure with Madison County Commissioners and the Madison County Auditor as required by Ohio law. The Council follows budgetary guidelines established by the Madison County Auditor. Annual budgets are prepared and submitted to County Auditor for approval prior to the beginning of the calendar year. Any budget modification requests must be submitted jointly to the Madison County Auditor and the Madison County Commissioners for review and approval.

A summary of 2023 budgetary activity appears in Note 3.

***Deposits and Investments***

The Council designated the Madison County Auditor as the fiscal agent for all funds received in the name of the Council. Deposits of monies are made with the Madison County Treasurer and fund expenditures and balances are reported through the Madison County Auditor. Deposits and investments are made in accordance with the Ohio Revised Code and are valued at the fiscal agent's carrying amount.

***Capital Assets***

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

## **Madison County Family and Children First Council**

*Madison County*

*Notes to the Financial Statements*

*For the Year Ended December 31, 2023*

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### **Note 2 – Summary of Significant Accounting Policies (Continued)**

#### **Accumulated Leave**

The Madison County Family and Children First Council does not have employees. The Madison County Commissioners have established a Department of Family and Children, which receives funding from the Council through a Memorandum of Understanding. This Department is responsible for providing all Council related services. This Department also receives other grant funding which supports additional services for families and children not funded through Council. All staff providing services are employees of the Department and as such are considered employees of the Madison County Commissioners, and not of the Council. In certain circumstances, such as upon leaving employment, these employees are entitled to cash payments for unused leave. The financial statements included with this report 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 Council must observe constraints imposed upon the use of its governmental-fund resources. The classifications are as follows:

**Nonspendable** The Council classifies assets as *nonspendable* when legally or contractually required to maintain the amounts intact. For regulatory purposes, nonspendable fund balance includes unclaimed monies that are required to be held for five years before they may be utilized by the Council.

**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** The Council can *commit* amounts via formal action (resolution). The Council must adhere to these commitments unless the Council amends 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 only used to report a deficit fund balance.

The Council 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 9

**Madison County Family and Children First Council**

*Madison County*

*Notes to the Financial Statements*

*For the Year Ended December 31, 2023*

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**Note 3 – Budgetary Activity**

Budgetary activity for the years ending December 31, 2023, follows:

2023 Budgeted vs. Actual Receipts			
Fund Type	Budgeted Receipts	Actual Receipts	Variance
General	\$ 196,800	\$ 196,675	\$ (125)
Special Revenue	854,302	467,929	(386,373)
Total	<u>\$ 1,051,102</u>	<u>\$ 664,604</u>	<u>\$ (386,498)</u>

2023 Budgeted vs. Actual Budgetary Basis Expenditures			
Fund Type	Appropriation Authority	Budgetary Expenditures	Variance
General	\$ 196,800	\$ 196,675	\$ 125
Special Revenue	854,302	474,966	379,336
Total	<u>\$ 1,051,102</u>	<u>\$ 671,641</u>	<u>\$ 379,461</u>

**Note 4 – Deposits and Investments**

The Madison County Auditor, as fiscal agent for the Council, maintains a cash and investments pool used by all of the Madison County Auditor funds, including those of the Council. The Ohio Revised Code prescribes allowable deposits and investments and the Madison County Auditor is responsible for compliance.

The Council's carrying amount of deposits at December 31, 2023 was \$0.

This fiscal agent is responsible for maintaining adequate depository collateral for all funds in the fiscal agent's pooled and deposit accounts. All risks associated with the above deposits are the responsibility of the fiscal agent.

**Note 5 – Risk Management**

***Commercial Insurance***

The Council is insured through the Madison County Commissioners for the following risks:

- Comprehensive property and general liability;
- Vehicles; and
- Errors and omissions.

**Madison County Family and Children First Council**

*Madison County*

*Notes to the Financial Statements*

*For the Year Ended December 31, 2023*

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**Note 5 – Risk Management (continued)**

***Risk Pool Membership***

The Madison County Commissioners, as Administrative Agent for Council is a member of the County Risk Sharing Authority, (the Pool). The Pool assumes the risk of loss up to the limits of the Madison County Commissioners policy. The Pool may make supplemental assessments if the experience of the overall pool is unfavorable. The Pool covers the following risks to the assigned limits:

General Liability--\$1,000,000

Errors and Omissions--\$1,000,000

Auto Liability including: owned, non-owned and hired automobiles--\$1,000,000

Property including all real and personal property, automobiles, and equipment \$94,828,981

Excess Liability--\$8,000,000

Crime: Employee Dishonesty/Faithful Performance--\$1,000,000

**Note 6 – Defined Benefit Pension Plans**

The Madison County Family and Children First Council does not have employees. The Madison County Commissioners have established a Department of Family and Children, which receives funding from the Council through a Memorandum of Understanding. This Department is responsible for providing all Council related services. This Department also receives other grant funding which supports additional services for families and children not funded through Council. All staff providing services are employees of the Department and as such are considered employees of the Madison County Commissioners, and not of the Council. Therefore, Defined Benefit Pension Plan information is not applicable to the Madison County Family and Children First Council.

**Note 7 – Postemployment Benefits**

The Madison County Family and Children First Council does not have employees. The Madison County Commissioners have established a Department of Family and Children, which receives funding from the Council through a Memorandum of Understanding. This Department is responsible for providing all Council related services. This Department also receives other grant funding which supports additional services for families and children not funded through Council. All staff providing services are employees of the Department and as such are considered employees of the Madison County Commissioners, and not of the Council. Therefore, Postemployment Benefits information is not applicable to the Madison County Family and Children First Council.

**Note 8 – Contingent Liabilities**

Amounts grantor agencies pay to the Council 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.

**Madison County Family and Children First Council**

*Madison County*

*Notes to the Financial Statements*

*For the Year Ended December 31, 2023*

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**Note 9 – Fund Balances**

Included in fund balance are amounts the Council cannot spend, including the balance of unclaimed monies, which cannot be spent for five years. 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 facilitate effective cash planning and control. At year end the Council had no unclaimed monies or outstanding encumbrances.

The fund balance of special revenue funds is either restricted or committed. These restricted or committed amounts in the special revenue funds would include the outstanding encumbrances. In the general fund, outstanding encumbrances are considered assigned.



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

Madison County Family and Children First Council  
Madison County  
200 Midway Street P.O. Box 624  
London, Ohio 43140

To the Members of Council:

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*, the financial statements of the cash balances, receipts, and disbursements for each governmental fund type as of and for the years ended December 31, 2024 and 2023 and the related notes to the financial statements of the Madison County Family and Children First Council, Madison County, (the Council) and have issued our report thereon dated July 24, 2025, wherein we noted the Council followed financial reporting provisions Ohio Rev. Code § 117.38 and Ohio Admin. Code §117-2-03(C) permit.

***Report on Internal Control Over Financial Reporting***

In planning and performing our audit of the financial statements, we considered the Council'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 Council's internal control. Accordingly, we do not express an opinion on the effectiveness of the Council'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 Council'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. Given these limitations, during our audit we did not identify any deficiencies in internal control that we consider to be material weaknesses. However, material weaknesses or significant deficiencies may exist that were not identified.

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Madison County Family and Children First Council  
Madison County  
Independent Auditor's Report on Internal Control Over  
Financial Reporting and on Compliance and Other Matters  
Required by *Government Auditing Standards*  
Page 2

***Report on Compliance and Other Matters***

As part of obtaining reasonable assurance about whether the Council'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 no instances of noncompliance or other matters that are required to be reported under *Government Auditing Standards*.

***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 Council'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 Council's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.



**Perry and Associates**  
Certified Public Accountants, A.C.  
Marietta, Ohio

July 24, 2025

**MADISON COUNTY FAMILY AND CHILDREN FIRST COUNCIL  
MADISON COUNTY**

**SCHEDULE OF PRIOR AUDIT FINDINGS  
FOR THE YEARS ENDED DECEMBER 31, 2023 AND 2024**

Finding Number	Finding Summary	Status	Additional Information
2022-001	Financial Reporting	Corrected	

# OHIO AUDITOR OF STATE KEITH FABER



MADISON COUNTY FAMILY AND CHILDREN FIRST COUNCIL

MADISON 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 12/30/2025

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

This report is a matter of public record and is available online at  
[www.ohioauditor.gov](http://www.ohioauditor.gov)