# VILLAGE OF CLARINGTON

# AUDIT REPORT

JANUARY 1, 2018 - DECEMBER 31, 2019

Wilson, Phillips & Agin, CPA's, Inc. 1100 Brandywine Blvd. Building G Zanesville, Ohio 43701



88 East Broad Street Columbus, Ohio 43215 IPAReport@ohioauditor.gov (800) 282-0370

Village Council Village of Clarington PO Box 215 Clarington, Ohio 43915

We have reviewed the *Independent Auditor's Report* of the Village of Clarington, Monroe County, prepared by Wilson, Phillips & Agin, CPA's, Inc., for the audit period January 1, 2018 through December 31, 2019. 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 Village of Clarington is responsible for compliance with these laws and regulations.

Keith Faber Auditor of State Columbus, Ohio

August 20, 2020

# VILLAGE OF CLARINGTON MONROE COUNTY JANUARY 1, 2018 - DECEMBER 31, 2019

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## WILSON, PHILLIPS & AGIN, CPA'S, INC. 1100 BRANDYWINE BLVD. BUILDING G ZANESVILLE, OHIO 43701

## **INDEPENDENT AUDITORS' REPORT**

Village of Clarington Monroe County P.O. Box 215 Clarington, Ohio 43915-0215

To the Village Council:

## **Report on the Financial Statements**

We have audited the accompanying financial statements of the cash balances, receipts and disbursements by fund type and related notes of the Village of Clarington, Monroe County, as of and for the years ended December 31, 2019 and 2018.

## Management's Responsibility for the Financial Statements

Management is responsible for preparing and fairly presenting these financial statements in accordance with the financial provisions of Ohio Revised Code Section 117.38 and Ohio Administrative Code Section 117-2-03(D) permit; this responsibility includes designing, implementing and maintaining internal control relevant to preparing and fairly presenting financial statements free from material misstatement, whether due to fraud or error.

#### Auditor's Responsibility

Our responsibility is to opine on these financial statements based on our audit. We audited in accordance with auditing standards generally accepted in the United States of America and the financial audit standards in the Comptroller General of the United States' *Government Auditing Standards*. Those standards require us to plan and perform the audit to reasonably assure the financial statements are free from material misstatement.

An audit requires obtaining evidence about financial statement amounts and disclosures. The procedures selected depend on our judgment, including assessing the risks of material financial statement misstatement, whether due to fraud or error. In assessing those risks, we consider internal control relevant to the Village's preparation and fair presentation of the financial statements in order to design audit procedures that are appropriate in the circumstances, but not to the extent needed to opine on the effectiveness of the Village's internal control. Accordingly, we express no opinion. An audit also includes evaluating the appropriateness of management's accounting policies and the reasonableness of their significant accounting estimates, as well as our evaluation of the overall financial statement presentation.

We believe the audit evidence we obtained is sufficient and appropriate to support our audit opinions.

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

As described in Note 2 of the financial statements, the Village prepared these financial statements using the accounting basis permitted by the financial reporting provisions of Ohio Revised Code Section 117.38 and Ohio Administrative Code Section 117-2-03(D), which is an accounting basis other than accounting principles generally accepted in the United States, to satisfy these requirements.

Independent Auditors' Report Page Two

Although the effects on the financial statements of the variances between the regulatory basis of accounting and GAAP are not reasonably determinable, are presumed to be material.

Though the Village does not intend these statements to conform to GAAP, auditing standards generally accepted in the United States of America require us to include an adverse opinion on GAAP. However, the adverse opinion does not imply the amounts reported are materially misstated under the accounting basis Ohio Revised Code Section 117.38 and Ohio Administrative Code Section 117-2-03(D) permit. Our opinion on this accounting basis permitted is in the *Opinion on Regulatory Basis* of Accounting paragraph below.

## 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* paragraph, the financial statements referred to above do not present fairly, in accordance with accounting principles generally accepted in the United States of America, the financial position of the Village of Clarington as of December 31, 2019 and 2018, or changes in financial position or cash flows thereof for the years then ended.

#### **Opinion on Regulatory Basis of Accounting**

In our opinion, the financial statements referred to above present fairly, in all material respects, the cash balances, receipts and disbursements by fund type and the related notes of Village of Clarington, Monroe County as of December 31, 2019 and 2018, for the years then ended in accordance with the financial reporting provisions Ohio Revised Code Section 117.38 and Ohio Administrative Code Section 117-2-03(D) permit, described in Note 2.

## **Emphasis of Matter**

As discussed in Note 11 to the 2019 financial statements, during 2020, the impact of COVID-19 and the ensuing emergency measures will impact subsequent periods of the Village. We did not modify our opinion regarding this matter.

## Other Reporting Required by Government Auditing Standards

In accordance with *Government Auditing Standards*, we have also issued a report dated July 8, 2020, on our consideration of the Village of Clarington'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. That report describes the scope of our internal control testing over financial reporting and compliance and the results of that testing, and does not opine on 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 Village's internal control over financial reporting and compliance.

Wilson, Phillips & Agin, CPA's, Inc. Zanesville, Ohio July 8, 2020

# COMBINED STATEMENT OF CASH RECEIPTS, CASH DISBURSEMENTS, AND CHANGES IN FUND CASH BALANCES - ALL GOVERNMENTAL FUND TYPES FOR THE YEAR ENDED DECEMBER 31, 2019

	Governmental Fund Types							
	General		Special Revenue		Permanent		(M	Totals emorandum Only)
Cash Receipts:	*		÷					
Property Taxes	\$	10,612	\$	-	\$	-	\$	10,612
Intergovernmental		20,130		44,330		-		64,460
Charges for Services		75		7,564		-		7,639
Fines, Licenses, Permits		1,303		-		-		1,303
Earnings on Investments		3,766		975		-		4,741
Miscellaneous		462,611		21,067		-		483,678
Total Cash Receipts		498,497		73,936		-		572,433
Cash Disbursements:								
Current:								
Public Health		-		7,401		-		7,401
Transportation		-		41,053		-		41,053
General Government		49,626		-		-		49,626
Capital Outlay		49,500		43,450		-		92,950
Total Cash Disbursements		99,126		91,904		-		191,030
Excess of Receipts Over (Under) Disbursements		399,371		(17,968)		-		381,403
Other Financing Receipts (Disbursements)								
Sale of Capital Assets		-		250		-		250
Total Other Financing Receipts (Disbursements)		-		250		-		250
Net Change in Fund Cash Balance		399,371		(17,718)		-		381,653
Fund Cash Balances, January 1, restated		584,238		104,030		90,059		778,327
Fund Cash Balances, December 31								
Nonspendable		-		-		90,059		90,059
Restricted		-		86,312		-		86,312
Unassigned (Deficit)		983,609		-		-		983,609
Fund Cash Balances, December 31	\$	983,609	\$	86,312	\$	90,059	\$	1,159,980
,		<i>.</i>				<u> </u>		<u> </u>

See notes to financial statements.

# COMBINED STATEMENT OF CASH RECEIPTS, CASH DISBURSEMENTS, AND CHANGES IN FUND CASH BALANCES - PROPRIETARY FUND TYPE FOR THE YEARS ENDED DECEMBER 31, 2019

	E	Enterprise			
Operating Cash Receipts:					
Charges for Services	\$	339,910			
Total Operating Cash Receipts:		339,910			
Operating Cash Disbursements:					
Personal Services		119,875			
Employees Benefits		20,552			
Contractual Services		32,389			
Supplies and Materials		70,551			
Other		-			
Total Operating Cash Disbursements		243,367			
Operating Income		96,543			
Non-Operating Receipts/(Disbursements)					
Miscellaneous		5,744			
Capital Outlay		(165,645)			
Principal Retirement		(18,483)			
Interest and Other Fiscal Charges		(709)			
Total Non-Operating Receipts/(Disbursements)		(179,093)			
Net Change in Cash Fund Balance		(82,550)			
Fund Cash Balances, January 1, restated		944,080			
Fund Cash Balances, December 31	\$	861,530			

See notes to financial statements.

# NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2019

## **1. REPORTING ENTITY**

#### **Description of the Entity**

The constitution and laws of the State of Ohio establish the rights and privileges of the Village of Clarington, Monroe County, (the Village) as a body corporate and politic. A publicly-elected sixmember Council directs the Village. The Village provides general governmental services, water/sewer services and contracts with the Monroe County Sheriff's department to provide security of persons and property.

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

## 2. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

#### **Basis of Presentation**

The Village's financial statements consist of a combined statement of receipts, disbursements and changes in fund balance (regulatory cash basis) for all governmental fund types, and a combined statement of receipts, disbursements and changes in fund balance (regulatory cash basis) for all proprietary fund types which are organized on a fund type basis.

## Fund Accounting

The Village 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 Village are presented below:

#### **Governmental Funds**

## **General Fund**

The General fund is the operating fund. It is used to account for all financial resources except those required to be accounted for in another fund.

#### **Special Revenue Funds**

These funds are used to account for proceeds from specific sources that are restricted or committed to expenditures for specific purposes other than debt service or capital projects. The Village had the following significant Special Revenue Fund:

Street Construction, Maintenance and Repair Fund - This fund receives gasoline tax and motor vehicle license tax money for constructing, maintaining, and repairing Village streets.

**Cemetery Operating Fund** – This fund receives fees for opening cemetery plots and maintaining the cemetery.

# NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2019

## 2. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

#### **Permanent Funds**

These funds account for and report resources that are restricted to the extent that only earnings, and not principal, may be used for purposes that support the reporting government's programs (for the benefit of the government of its citizenry). The Village had the following significant permanent fund:

**Cemetery Endowment Fund** – This fund receives interest earned on the nonexpendable corpus from a trust agreement. These earnings are used for maintaining and preserving Roy Parks park.

## **Enterprise Funds**

These funds account for operations that are similar to private business enterprises where management intends that the significant costs of providing certain goods or services will be recovered through user charges. The Village had the following significant Enterprise Funds:

Water Fund – This fund receives charges for services from residents to cover the cost of providing this utility.

Sewer Fund – This fund receives charges for services from residents to cover the cost of providing this utility.

#### **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 117-2-03(D). This basis is similar to the cash receipts and disbursements accounting basis. The Village 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 117-2-03(D) permit.

#### **Budgetary Process**

The Ohio Revised Code requires that each fund (except certain Agency Funds) 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 Village Council must annually approve appropriation measures and subsequent amendments. The County Budget Commission must also approve the annual appropriation measure. Appropriations lapse at year end.

# NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2019

#### 2. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

#### **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 Village to reserve (encumber) appropriations when commitments are made. The Village did not use the encumbrance method of accounting.

A summary of 2019 budgetary activity appears in Note 3.

#### **Deposits and Investments**

The Village's accounting basis includes investment as assets. This basis does not record disbursement for investment purchases or receipts for investment sales. This basis records gains or losses at the time of sale as receipts or disbursements, respectively.

#### Property, Plant, and Equipment

Acquisition of property, plant and equipment are recorded as disbursements when paid. These items are not reflected as assets on the accompanying financial statements.

#### Accumulated Leave

In certain circumstances, such as 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 Village must observe constraints imposed upon the use of its governmental-fund resources. The classifications are as follows:

**Nonspendable** – The Village 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** – Council can *commit* via formal action (resolution). The Village must adhere to these commitments unless 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.

# NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2019

#### 2. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

Assigned – Assigned fund balances are intended for specific purposes but do not meet the criteria to be classified as *restricted* or *committed*. Governmental funds other than general fund report all fund balances as *assigned* unless they are restricted or committed. In the general fund, *assigned* amounts represent intended uses established by Village Council or a Village official delegated that authority by ordinance, or by State Statute.

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

The Village applies restricted resources first when expenditures are incurred for purposes for which either restricted or unrestricted (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 classification could be used.

#### **3. BUDGETARY ACTIVITY**

Budgetary activity for the year ended December 31, 2019 is as follows:

2019 Budgeted vs. Actual Receipts										
	Buc	lgeted		Actual						
Fund Type	Ree	Receipts		Receipts Receipts		Receipts Re		Receipts		Variance
General	\$	-	\$	498,497	\$	498,497				
Special Revenue		-		74,186		74,186				
Enterprise		-		345,654		345,654				
Total	\$	-	\$	918,337	\$	918,337				

2019 Budgeted vs. A	<b>Actual Budgetary</b>	<b>Basis Expenditures</b>

	Appropriation	Budgetary	
Fund Type	Authority	Expenditures	Variance
General	\$ 200,000	\$ 99,126	\$ 100,874
Special Revenue	113,000	91,904	21,096
Enterprise	737,000	428,204	308,796
Total	\$ 1,050,000	\$ 619,234	\$ 430,766

Contrary to ORC 5705.41(D), the Village made expenditures without prior certification.

Contrary to ORC 5705.41(B), the Village had funds where expenditures exceeded appropriations.

Contrary to ORC 5705.39, The Village had funds where appropriations exceeded estimated resources.

# NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2019

#### 4. EQUITY IN POOLED CASH AND INVESTMENTS

The Village maintains a cash and investments pool used by all funds. The Ohio Revised Code prescribes allowable deposits and investments. The carrying amount of cash and investments at December 31 was as follows:

	2019
Demand Deposits	1,931,451
Certificates of Deposit	90,059
Total Deposits and Investments	\$ 2,021,510

**Deposits:** Deposits are insured by the Federal Depository Insurance Corporation or collateralized by the financial institution's public entity deposit pool.

#### 5. PROPERTY TAX

Real property taxes become a lien on January 1 preceding the October 1 date for which the Council adopted 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 make semiannual payment, the first half is due by December 31. The second half payment is due the following June 20.

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

## 6. RISK MANAGEMENT

Commercial Insurance

The Village has obtained commercial insurance for the following risks:

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

## 7. DEFINED BENEFIT PENSION PLAN

#### Ohio Public Employees Retirement System

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

The Ohio Revised Code also prescribes contribution rates. For 2019, OPERS members contributed 10.0% of their gross wages and the Village contributed an amount equal to 14.0% of participant's gross salaries. The Village has paid all contributions required through December 31, 2019.

# NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2019

#### 7. DEFINED BENEFIT PENSION PLAN (Continued)

#### Social Security

Some Village employee contributed to social security. This plan provides retirement benefits, including survivor and disability benefits to participants.

Employees contributed 6.2 percent of their gross salaries. The Village contributed an amount equal to 6.2 percent of participants' gross salaries. The Village has paid all contributions required through December 31, 2019.

## 8. POSTEMPLOYMENT BENEFITS

OPERS offers cost-sharing, multiple-employer defined benefit postemployment plans, which include 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. OPERS contributes 2 percent of the employer contribution to fund these benefits. The portion of employer contributions allocated to health care for OPERS members in the traditional pension plan and combined plan was 0 percent during calendar year 2019. The portion of employer contributions allocated to health care for OPERS members in the member-directed plan was 4.0 percent during calendar year 2019.

## 9. DEBT

Debt outstanding at December 31, 2019, was as follows:

	2019	
	Principal	%
Ohio Public Works Commission Loan #CT65C	\$ 26,226	2.00
Ohio Public Works Commission Loan #CT69H	135,715	0.00
Total	\$ 161,941	

The Ohio Public Works Commission (OPWC) loans relate to street resurfacing, a waterline extension for Sykes Ridge, and a water system replacement project. The loans will be repaid in semiannual installments over 20 years. The Village's taxing authority collateralized the loan relating to street resurfacing. Water receipts collateralize the loans relating to the waterline extension and water system replacement projects. The Village has agreed to set utility rates sufficient to cover OPWC debt service requirements.

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

Year Ending December 31	OPWC CT65C	OPWC CT69H
2020	\$ 6,855	\$ 12,338
2021	6,855	12,338
2022	6,855	12,338
2023	6,855	12,338
2024	3,428	12,338
2025-2029	-	61,689
2030-2034		12,336
	\$ 30,848	\$ 135,715

# NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2019

#### **10. RESTATEMENT OF FUND BALANCE**

Fund balances in the Special Revenue and Enterprise Funds have been restated for the year beginning January 1, 2019 as an internal adjustment to reclassify a receipt:

	Special					
	]	Revenue	]	Enterprise		
Fund Balance at December 31, 2018	\$	97,917	\$	950,191		
Adjustments		6,113		(6,111)		
Fund Balance at January 1, 2019	\$	104,030	\$	944,080		

#### **11. SUBSEQUENT EVENTS**

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

# COMBINED STATEMENT OF CASH RECEIPTS, CASH DISBURSEMENTS, AND CHANGES IN FUND CASH BALANCES - ALL GOVERNMENTAL FUND TYPES FOR THE YEAR ENDED DECEMBER 31, 2018

	Governmental Fund Types							
	Special General Revenue			Permanent		Totals (Memorandum Only)		
Cash Receipts:	¢	22.1.1	¢		¢		¢	22.1.1
Property Taxes	\$	32,146	\$	-	\$	-	\$	32,146
Intergovernmental		21,100		89,404		-		110,504
Charges for Services		97,198		9,905		-		107,103
Fines, Licenses, Permits		1,303		-		-		1,303
Earnings on Investments		1,663		1,102		-		2,765
Miscellaneous		204,030		17,277				221,307
Total Cash Receipts		357,440		117,688		-		475,128
Cash Disbursements:								
Current:								
Public Health		-		7,358		-		7,358
Transportation		-		651		-		651
General Government		53,737		-		-		53,737
Capital Outlay		-		53,207		-		53,207
Total Cash Disbursements		53,737		61,216		-		114,953
Excess of Receipts Over (Under) Disbursements		303,703		56,472		-		360,175
Other Financing Receipts (Disbursements)								
Transfers In		-		10,000		-		10,000
Transfers Out		(10,000)		-		-		(10,000)
Total Other Financing Receipts (Disbursements)		(10,000)		10,000		-		-
Net Change in Fund Cash Balance		293,703		66,472		-		360,175
Fund Cash Balances, January 1		290,535		31,445		90,059		412,039
Fund Cash Balances, December 31								
Nonspendable		-		-		90,059		90,059
Restricted		-		97,917		-		97,917
Unassigned (Deficit)		584,238		-		-		584,238
Fund Cash Balances, December 31	\$	584,238	\$	97,917	\$	90,059	\$	772,214
*						<u> </u>		· · · · ·

See notes to financial statements.

# COMBINED STATEMENT OF CASH RECEIPTS, CASH DISBURSEMENTS, AND CHANGES IN FUND CASH BALANCES - PROPRIETARY FUND TYPE FOR THE YEARS ENDED DECEMBER 31, 2018

		Enterprise		
Operating Cash Receipts:				
Charges for Services	\$	418,344		
Total Operating Cash Receipts:		418,344		
Operating Cash Disbursements:				
Personal Services		136,980		
Contractual Services		42,383		
Supplies and Materials		108,843		
Other		75		
Total Operating Cash Disbursements		288,281		
Operating Income		130,063		
Non-Operating Receipts/(Disbursements)				
Miscellaneous		14,443		
Capital Outlay		-		
Principal Retirement		(18,452)		
Interest and Other Fiscal Charges		(741)		
Total Non-Operating Receipts/(Disbursements)		(4,750)		
Net Change in Cash Fund Balance		125,313		
Fund Cash Balances, January 1		824,878		
Fund Cash Balances, December 31	\$	950,191		

See notes to financial statements.

# NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2018

## 1. REPORTING ENTITY

#### **Description of the Entity**

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## 2. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

#### **Basis of Presentation**

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## Fund Accounting

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#### **Governmental Funds**

## **General Fund**

The General fund is the operating fund. It is used to account for all financial resources except those required to be accounted for in another fund.

#### **Special Revenue Funds**

These funds are used to account for proceeds from specific sources that are restricted or committed to expenditures for specific purposes other than debt service or capital projects. The Village had the following significant Special Revenue Fund:

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# NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2018

## 2. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

#### **Permanent Funds**

These funds account for and report resources that are restricted to the extent that only earnings, and not principal, may be used for purposes that support the reporting government's programs (for the benefit of the government of its citizenry). The Village had the following significant permanent fund:

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Water Fund – This fund receives charges for services from residents to cover the cost of providing this utility.

Sewer Fund – This fund receives charges for services from residents to cover the cost of providing this utility.

#### **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 117-2-03(D). This basis is similar to the cash receipts and disbursements accounting basis. The Village 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 117-2-03(D) permit.

#### **Budgetary Process**

The Ohio Revised Code requires that each fund (except certain Agency Funds) 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 Village Council must annually approve appropriation measures and subsequent amendments. The County Budget Commission must also approve the annual appropriation measure. Appropriations lapse at year end.

# NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2018

#### 2. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

#### **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 Village to reserve (encumber) appropriations when commitments are made. The Village did not use the encumbrance method of accounting.

A summary of 2018 budgetary activity appears in Note 3.

#### **Deposits and Investments**

The Village's accounting basis includes investment as assets. This basis does not record disbursement for investment purchases or receipts for investment sales. This basis records gains or losses at the time of sale as receipts or disbursements, respectively.

#### Property, Plant, and Equipment

Acquisition of property, plant and equipment are recorded as disbursements when paid. These items are not reflected as assets on the accompanying financial statements.

#### Accumulated Leave

In certain circumstances, such as 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 Village must observe constraints imposed upon the use of its governmental-fund resources. The classifications are as follows:

**Nonspendable** – The Village 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** – Council can *commit* via formal action (resolution). The Village must adhere to these commitments unless 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.

# NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2018

#### 2. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (Continued)

Assigned – Assigned fund balances are intended for specific purposes but do not meet the criteria to be classified as *restricted* or *committed*. Governmental funds other than general fund report all fund balances as *assigned* unless they are restricted or committed. In the general fund, *assigned* amounts represent intended uses established by Village Council or a Village official delegated that authority by ordinance, or by State Statute.

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

The Village applies restricted resources first when expenditures are incurred for purposes for which either restricted or unrestricted (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 classification could be used.

## **3. BUDGETARY ACTIVITY**

Budgetary activity for the year ended December 31, 2018 is as follows:

2018 Budgeted vs. Actual Receipts						
	Budgeted	Actual				
Fund Type	Receipts	Receipts	Variance			
General	\$ 40,000	\$ 357,440	\$	317,440		
Special Revenue	32,500	127,688		95,188		
Enterprise	440,500	432,787		(7,713)		
Total	\$ 513,000	\$ 917,915	\$	404,915		

2018 Budgeted vs. Actual Budgetar	y Basis Expenditures
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	Appropriation	Budgetary		
Fund Type	Authority	Expenditures	Variance	
General	\$ 150,000	\$ 63,737	\$ 86,263	
Special Revenue	110,000	61,216	48,784	
Enterprise	506,000	307,474	198,526	
Total	\$ 766,000	\$ 432,427	\$ 333,573	

Contrary to ORC 5705.41(D), the Village made expenditures without prior certification.

Contrary to ORC 5705.41(B), the Village had funds where expenditures exceeded appropriations.

Contrary to ORC 5705.39, The Village had funds where appropriations exceeded estimated resources.

# NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2018

#### 4. EQUITY IN POOLED CASH AND INVESTMENTS

The Village maintains a cash and investments pool used by all funds. The Ohio Revised Code prescribes allowable deposits and investments. The carrying amount of cash and investments at December 31 was as follows:

	2018
Demand Deposits	1,632,346
Certificates of Deposit	90,059
Total Deposits and Investments	\$ 1,722,405

**Deposits:** Deposits are insured by the Federal Depository Insurance Corporation or collateralized by the financial institution's public entity deposit pool.

#### 5. PROPERTY TAX

Real property taxes become a lien on January 1 preceding the October 1 date for which the Council adopted 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 make semiannual payment, the first half is due by December 31. The second half payment is due the following June 20.

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

## 6. RISK MANAGEMENT

Commercial Insurance

The Village has obtained commercial insurance for the following risks:

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

## 7. DEFINED BENEFIT PENSION PLAN

#### Ohio Public Employees Retirement System

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

The Ohio Revised Code also prescribes contribution rates. For 2018, OPERS members contributed 10.0% of their gross wages and the Village contributed an amount equal to 14.0% of participant's gross salaries. The Village has paid all contributions required through December 31, 2018.

# NOTES TO THE FINANCIAL STATEMENTS DECEMBER 31, 2018

#### 7. DEFINED BENEFIT PENSION PLAN (Continued)

#### Social Security

Some Village employee contributed to social security. This plan provides retirement benefits, including survivor and disability benefits to participants.

Employees contributed 6.2 percent of their gross salaries. The Village contributed an amount equal to 6.2 percent of participants' gross salaries. The Village has paid all contributions required through December 31, 2018.

## 8. POSTEMPLOYMENT BENEFITS

OPERS offers cost-sharing, multiple-employer defined benefit postemployment plans, which include 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. OPERS contributes 2 percent of the employer contribution to fund these benefits.

## 9. DEBT

Debt outstanding at December 31, 2018, was as follows:

	2018	
	Principal	%
Ohio Public Works Commission Loan #CT65C	\$ 32,463	2.00
Ohio Public Works Commission Loan #CT69H	148,053	0.00
Total	\$ 180,516	

The Ohio Public Works Commission (OPWC) loans relate to street resurfacing, a waterline extension for Sykes Ridge, and a water system replacement project. The loans will be repaid in semiannual installments over 20 years. The Village's taxing authority collateralized the loan relating to street resurfacing. Water receipts collateralize the loans relating to the waterline extension and water system replacement projects. The Village has agreed to set utility rates sufficient to cover OPWC debt service requirements.

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

Year Ending December 31	OPWC CT65C	OPWC CT69H
2019	\$ 6,855	\$ 12,338
2020	6,855	12,338
2021	6,855	12,338
2022	6,855	12,338
2023	6,855	12,338
2024-2028	3,428	61,689
2029-2033	-	24,674
	\$ 37,703	\$ 148,053

# WILSON, PHILLIPS & AGIN, CPA'S, INC. 1100 BRANDYWINE BLVD. BUILDING G ZANESVILLE, OHIO 43701

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

Village of Clarington Monroe County P.O. Box 215 Clarington, Ohio 43915-0215

To the Village Council:

We have audited, in accordance with auditing standards general accepted in the United States and the Comptroller General of the United States' *Government Auditing Standards*, the financial statements of Village of Clarington, Monroe County as of and for the years ended December 31, 2019 and 2018, and the related notes to the financial statements and have issued our report thereon dated July 8, 2020, wherein we noted the Village followed financial reporting provisions Ohio Revised Code Section 117.38 and Ohio Administrative Code Section 117-2-03(D) permit.

#### Internal Control Over Financial Reporting

As part of our financial statement audit, we considered Village of Clarington's internal control over financial reporting (internal control) to determine the audit procedures appropriate in the circumstances to the extent necessary to support our opinions on the financial statements, but not to the extent necessary to opine on the effectiveness of the Village's internal control. Accordingly, we have not opined on it.

A *deficiency in internal control* exists when the design or operation of a control does not allow management or employees, when performing their assigned functions, to prevent, or detect and timely correct misstatements. A *material weakness* is a deficiency, or a combination of internal control deficiencies resulting in a reasonable possibility that internal control will not prevent or detect and timely correct a material misstatement of the Village's financial statements. 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 and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies. Therefore, unidentified material weaknesses or significant deficiencies may exist. We did identify certain deficiencies in internal control, described in the accompanying schedule of findings that we consider to be material weaknesses. We consider finding 2019-003, 2019-004 and 2019-005 to be material weaknesses.

Independent Auditors' Report on Internal Control Over Financial Reporting and on Compliance and Other Matters Required by Government Auditing Standards Page Two

# **Compliance and Other Matters**

As part of obtaining reasonable assurance about whether Village of Clarington'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, opining on compliance was not an objective of our audit and, accordingly, we do not express an opinion. The results of our tests disclosed three instances of noncompliance or other matters we must report under *Government Auditing Standards* which is described in the accompanying schedule of findings as items 2019-001, 2019-002 and 2019-006.

## Entity's Response to Finding

The Village's response to the finding identified in our audit is described in the accompanying schedule of findings. We did not audit the Village's response and, accordingly, we express no opinion on it.

## Purpose of this Report

This report only describes the scope of our internal control and compliance testing and our testing results, and does not opine on the effectiveness of the Village's internal control or on compliance. This report is an integral part of an audit performed under *Government Auditing Standards* in considering the Village's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.

Wilson, Phillips & Agin, CPA's, Inc. Zanesville, Ohio July 8, 2020

## SCHEDULE OF FINDINGS DECEMBER 31, 2019 AND 2018

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

# FINDING NUMBER 2019-001

# **Noncompliance – Expenditures Exceeding Appropriations**

Ohio Revised Code Section 5705.41(B) provides that no subdivision or taxing unit is to expend money unless it has been appropriated. The Village had the following funds that had expenditures greater than appropriations.

		Total	Total	
Fund	Year	Appropriations	Expenditures	Variance
FEMA	2019	50,000	53,207	(3,207)
Street	2018	35,000	41,053	(6,053)

We recommend Council review expenditures versus appropriations throughout the year and make any appropriate adjustment to stay in compliance with this requirement.

Client Response: We will monitor the appropriations and expenditures and make adjustments as needed.

## FINDING NUMBER 2019-002

## Noncompliance – Certification of Funds

Ohio Revised Code Section 5705.41(D) prohibits a subdivision or taxing authority 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 encumbrance.

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.

• 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 Village can authorize the drawing of a warrant for the payment of the amount due. The Village has 30 days from the receipt of the "then and now" certificate to approve payment by ordinance or resolution. Amounts 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 the expenditures by the Village.

## SCHEDULE OF FINDINGS DECEMBER 31, 2019 AND 2018

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

## FINDING NUMBER 2019-002 (Continued)

- Blanket Certificates. Fiscal officers may prepare "blanket" certificates if the Village has approved their use and established maximum amounts.
- Super Blanket Certificates. The Village 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 reasonable predictable operation expense. This certification is not to extend beyond the current year. More than one so-called "super blanket" certificate may be outstanding at a particular time for any line item appropriation.

The Village did not certify the availability of funds prior to the purchase commitment for 100% of expenditures tested for 2019 and 2018. For these items the Village also did not prepare blanket certificates, super blankets certificates or then and now certificates in accordance with the Ohio Revised Code. Failure to properly certify the availability of funds can result in overspending funds and negative cash fund balances.

We recommend the Village certify purchases to which Section 5705.41(D) applies. The most convenient certification method is to use purchase orders that include the certification language 5705.41(D) requires to authorize disbursements. The Fiscal Officer should sign the certification at the time the Village incurs a commitment and only when the requirements of 5705.41(D) are satisfied. The Fiscal Officer should post approved purchase commitments to the proper code, to reduce available appropriations.

Client Response: We will begin to use the purchase order system, when we return to the Uniform Accounting Network (UAN) system.

## FINDING NUMBER 2019-003

## **Material Weakness**

The Village should have internal controls in place to reasonably assure that budgetary accounts are integrated into the financial accounting system. This means designing an accounting system to provide ongoing and timely information on unrealized budgetary receipts and remaining uncommitted balances of appropriations.

The Village Clerk/Treasurer did not maintain a receipts or appropriations ledger. Therefore, budgeted receipts, and any amendments made to them, were not posted to a receipt ledger. Also, the Village Clerk/Treasurer did not post appropriations to an appropriation ledger. By not maintaining a receipts and appropriation ledger, Village Council does not have an effective system to monitor budget versus actual receipts and disbursements.

We recommend the Village Clerk/Treasurer maintain a receipt and appropriation ledger and record all estimated receipts per the Official Certificate of Estimated Resources and appropriations approved by Village Council. The Village Clerk/Treasurer should periodically present budget versus actual information to the Village Council. These procedures will help ensure more useful comparisons of budget versus actual activity, as well as provide management with accurate monitoring tools throughout the year.

Client Response: We will maintain proper ledgers once we return to the UAN system. Quickbooks does not have proper reports.

## SCHEDULE OF FINDINGS DECEMBER 31, 2019 AND 2018

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

# FINDING NUMBER 2019-004

## Material Weakness

All local public offices shall maintain an accounting system and accounting records sufficient to enable the public office to identify, assemble, analyze, classify, record and report its transactions, maintain accountability for the related assets, document compliance with finance-related legal and contractual requirements and prepare financial statements required.

All local public offices may maintain accounting records in a manual or computerized format. The records used should be based on the nature of operations and services that public office provides, and should consider the degree of automation and other factors. Such records should include the following:

- 1. Cash journal, which typically contains the following information: The amount, date, receipt number, check number, account code, purchase order number, and any other information necessary to properly classify the transaction.
- 2. Receipts ledger, which may assemble and classify disbursements or expenditure/expenses into separate accounts for each type of receipt of each fund the public office uses. The amount, date, name of the payor, purpose, receipt number, and other information required for the transactions to be recorded on this ledger.
- 3. Appropriation ledger, which may assemble and classify disbursements or expenditure/expenses into separate accounts for, at a minimum, each account listed in the appropriation resolution. The amount, fund, date, check number, purchase order number, encumbrance amount, unencumbered balance, amount of disbursement, uncommitted balance of appropriations and any other information required may be entered in the appropriate columns.

The Village did not maintain a cash journal, receipt ledger, or appropriation ledger. Only a general ledger, deposit detail, and check detail report were maintained for both 2019 and 2018.

In addition, the Village Clerk/Treasurer did not use the proper receipt and expenditure classifications for the annual financial report. For example, estate tax receipts, local government monies, and auto registration fees should be classified as intergovernmental receipts. Expenditures for wages should be classified as personal services and trash and utility expenditures should be classified as basic utility service.

We recommend that the Village Clerk/Treasurer maintain a cash journal, receipt ledger, and appropriation ledger in accordance with the available authoritative resources and maintain the ledgers at the fund, function, object level of reporting. The receipt ledger and the appropriation ledger should be balanced with the cash journal on a monthly basis and used to prepare the year-end annual financial reports. The annual financial report should be presented using the proper receipt and expenditure classifications according to the Village Officer's Handbook.

Client Response: We will maintain proper ledgers once we return to the UAN system. Quickbooks does not have proper reports.

## SCHEDULE OF FINDINGS DECEMBER 31, 2019 AND 2018

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

## FINDING NUMBER 2019-005

## Material Weakness – Financial Reporting

All local offices should maintain an accounting system and accounting records sufficient to enable the public office to identify, assemble, analyze, classify, record and report its transactions, maintain accountability for the related assets, document compliance with finance-related legal and contractual requirements and prepare financial statements.

The Village Officer's Handbook provides suggested accounts classifications. These accounts classify receipts by fund and source (taxes or charges for services, for example) and classify disbursements by fund, program (general government, for example) or object (personal services, for example). Using these classifications and the aforementioned accounting records will provide the Village with information required to monitor compliance with the budget, and prepare annual reports in the format required by the Auditor of State.

The Village did not properly post all receipts and expenditures. Errors were made in recording various transactions. Amounts were not always posted to the correct fund and/or line item. The following reclassifications were made.

• In 2019, a reclassification was made in the amount of \$49,500 from General Government to Capital Outlay in the General Fund.

Client Response: We will review postings and make sure they are posted to the correct account.

## FINDING NUMBER 2019-006

#### **Noncompliance – Appropriations Exceeding Estimated Resources**

Ohio Revised Code Section 5705.39 provides that total appropriations from each fund shall not exceed the total of the estimated revenues available for expenditure as certified by the budget commission. In addition, no appropriation measure is to become effective until the County Auditor files a certificate that the total appropriations from each fund do not exceed the total estimate or amended official estimate.

		Estimated		
Fund	Year	Resources	Appropriations	Variance
State Highway	2019	\$ 4,767	\$ 8,000	\$ (3,233)
FEMA	2019	16,145	50,000	(33,855)
Sewer	2019	74,564	100,000	(25,436)
Sewer Replacement	2019	15,400	20,000	(4,600)
Street	2018	36,513	40,000	(3,487)
State Highway	2018	4,772	5,000	(228)
FEMA	2018	-	50,000	(50,000)
Sewer Replacement	2018	15,400	20,000	(4,600)

## SCHEDULE OF FINDINGS DECEMBER 31, 2019 AND 2018

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

# FINDING NUMBER 2019-006 (Continued)

We recommend Council review estimated resources versus appropriations throughout the year. Also, Council should not approve appropriations greater than estimated resources. This could result in the Village spending more money than it receives and could cause possible negative fund balances.

Client Response: We will review the budget information more closely going forward.

# SCHEDULE OF PRIOR AUDIT FINDINGS YEARS ENDED DECEMBER 31, 2019 AND 2018

Finding Number	Finding Summary	Fully Corrected	Not Corrected, Partially Corrected Significantly Different Corrective Action Taken; or Finding No Longer Valid; Explain:
2017-001	ORC 5705.41(D) Expenditures made without prior certifications	No	Not Corrected Repeated as Finding 2019-001
2017-002	ORC 5705.41(D) Expenditures made without certification	No	Not Corrected Repeated as Finding 2019-002
2017-003	Material Weakness Budgetary accounts not used	No	Not Corrected Repeated as Finding 2019-003
2017-004	Material Weakness Public Office records, such as ledgers being used	No	Not Corrected Repeated as Finding 2019-004
2017-005	Material Weakness Financial Reporting	No	Not Corrected Repeated as Finding 2019-005

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# VILLAGE OF CLARINGTON

# MONROE 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 9/1/2020

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