



**VILLAGE OF YORKVILLE  
JEFFERSON COUNTY  
REGULAR AUDIT  
FOR THE YEARS ENDED DECEMBER 31, 2020-2019**

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Marietta, OH 45750  
740 373 0056

1907 Grand Central Ave.  
Vienna, WV 26105  
304 422 2203

150 W. Main St., #A  
St. Clairsville, OH 43950  
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OHIO AUDITOR OF STATE  
KEITH FABER



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Village Council  
Village of Yorkville  
139 Market Street  
Yorkville, Ohio 43917

We have reviewed the *Independent Auditor's Report* of the Village of Yorkville, Jefferson County, prepared by Perry & Associates, Certified Public Accountants, A.C., for the audit period January 1, 2019 through December 31, 2020. 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.

The Auditor of State is currently conducting an investigation at the Village. The investigation is ongoing and control or compliance issues, if any, related to this investigation will be addressed in future audit reports.

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 Yorkville is responsible for compliance with these laws and regulations.

A handwritten signature in black ink that reads "Keith Faber".

Keith Faber  
Auditor of State  
Columbus, Ohio

April 19, 2022

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VILLAGE OF YORKVILLE  
JEFFERSON COUNTY

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Certified Public Accountants, A.C.

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## INDEPENDENT AUDITOR'S REPORT

February 25, 2022

Village of Yorkville  
Jefferson County  
139 Market Street  
Yorkville, Ohio 43917

To the Village Council:

### ***Report on the Financial Statements***

We have audited the accompanying financial statements of the cash balances, receipts and disbursements for each governmental and proprietary fund type the years ended December 31, 2020 and 2019, and related notes of the Village of Yorkville, Jefferson County, Ohio (the Village).

### ***Management's Responsibility for the Financial Statements***

Management is responsible for preparing and fairly presenting these financial statements in accordance with the financial reporting provisions 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 such 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

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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 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 of America (GAAP), to satisfy these requirements.

Although the effects on the financial statements of the variances between the regulatory accounting basis and GAAP are not reasonably determinable, we presume they are 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 opinions on this accounting basis are 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, as of December 31, 2020 and 2019, and the respective changes in financial position and 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 for each governmental and proprietary fund type as of and for the years ended December 31, 2020 and 2019, and related notes of the Village, 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 in the financial statements for both 2020 and 2019, the financial impact of COVID-19 and the ensuing emergency measures will impact subsequent periods of the Village. As discussed in Note 12 in 2020, the Village has made changes to their cash basis reporting model. We did not modify our opinion regarding these matters.



***Other Reporting Required by Government Auditing Standards***

In accordance with *Government Auditing Standards*, we have also issued our report dated February 25, 2022, on our consideration of the Village'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.

A handwritten signature in black ink that reads "Perry & Associates CPAs A.C." in a cursive script.

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

**VILLAGE OF YORKVILLE  
JEFFERSON COUNTY**

**COMBINED STATEMENT OF RECEIPTS, DISBURSEMENTS  
AND CHANGES IN FUND BALANCES (REGULATORY CASH BASIS)  
ALL GOVERNMENTAL FUND TYPES  
FOR THE YEAR ENDED DECEMBER 31, 2020**

	General	Special Revenue	Totals (Memorandum Only)
<b>Cash Receipts</b>			
Property and Other Local Taxes	\$ 168,760	\$ 112,615	\$ 281,375
Intergovernmental	52,527	196,843	249,370
Charges for Services	35,549	63,407	98,956
Fines, Licenses and Permits	18,875	-	18,875
Earnings on Investments	36	4	40
Miscellaneous	88,991	4,000	92,991
<i>Total Cash Receipts</i>	<u>364,738</u>	<u>376,869</u>	<u>741,607</u>
<b>Cash Disbursements</b>			
Current:			
Security of Persons and Property	153,610	120,429	274,039
Transportation	-	96,997	96,997
General Government	90,686	64,440	155,126
Capital Outlay	20,693	30,990	51,683
Debt Service:			
Principal Retirement	18,748	43,660	62,408
Interest and Fiscal Charges	3,232	12,823	16,055
<i>Total Cash Disbursements</i>	<u>286,969</u>	<u>369,339</u>	<u>656,308</u>
<i>Net Change in Fund Cash Balances</i>	77,769	7,530	85,299
<i>Fund Cash Balances, January 1</i>	<u>59,428</u>	<u>104,342</u>	<u>163,770</u>
<i>Fund Cash Balances, December 31</i>	<u>\$ 137,197</u>	<u>\$ 111,872</u>	<u>\$ 249,069</u>

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

**VILLAGE OF YORKVILLE  
JEFFERSON COUNTY**

**COMBINED STATEMENT OF RECEIPTS, DISBURSEMENTS  
AND CHANGES IN FUND BALANCES (REGULATORY CASH BASIS)  
PROPRIETARY FUND TYPE  
FOR THE YEAR ENDED DECEMBER 31, 2020**

	Proprietary Fund Type
	Enterprise
<b>Operating Cash Receipts</b>	
Charges for Services	\$ 498,508
<i>Total Operating Cash Receipts</i>	498,508
<b>Operating Cash Disbursements</b>	
Personal Services	136,466
Employee Fringe Benefits	62,546
Contractual Services	87,911
Supplies and Materials	101,240
Other	800
<i>Total Operating Cash Disbursements</i>	388,963
<i>Operating Income (Loss)</i>	109,545
<b>Non-Operating Receipts (Disbursements)</b>	
Special Assessments	41,899
Other Debt Proceeds	5,744
Miscellaneous Receipts	5,670
Capital Outlay	(64,953)
Principal Retirement	(39,371)
Interest and Other Fiscal Charges	(11,673)
<i>Total Non-Operating Receipts (Disbursements)</i>	(62,684)
<i>Net Change in Fund Cash Balances</i>	46,861
<i>Fund Cash Balances, January 1</i>	208,113
<i>Fund Cash Balances, December 31</i>	\$ 254,974

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

**Village of Yorkville**  
*Jefferson County*  
*Notes to the Financial Statements*  
*For The Year Ended December 31, 2020*

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**Note 1 – Reporting Entity**

The Village of Yorkville (the Village), Jefferson County, is a body politic and corporate established to exercise the rights and privileges conveyed to it by the constitution and laws of the State of Ohio. A publicly-elected six-member Council directs the Village. The Village provides water, sewer, and sanitation utilities, police services, and general governmental services. The Village contracts with the Yorkville Volunteer Fire Department to receive fire protection services.

***Public Entity Risk Pool***

The Village participates in a jointly governed organization. Note 7 to the financial statements provides additional information for this entity. This organization is:

Ohio Municipal Joint Self-Insurance Pool:

The Ohio Municipal Joint Self-Insurance Pool, (the “Pool”) is an unincorporated non-profit association available to municipal corporations and their instrumentalities and provides property and casualty insurance for its members.

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

**Note 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 balances (regulatory cash basis) for all governmental fund types and a combined statement of receipts, disbursements and changes in fund balances (regulatory cash basis) for all proprietary fund types which are all 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:

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

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

***Street Construction, Maintenance and Repair Fund***

The Street Construction, Maintenance and Repair Fund accounts for and reports that portion of the State gasoline tax and motor vehicle license registration fees restricted for construction, maintenance, and repair of streets within the Village.

***Fire Levy Fund***

This fund receives proceeds from a tax levy to pay for supplies and materials for the fire department.

**Village of Yorkville**  
*Jefferson County*  
*Notes to the Financial Statements*  
*For The Year Ended December 31, 2020*

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

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

**Water Fund**

This fund receives charges for services from residents to cover water service costs.

**Sewer Fund**

This fund receives charges for services from residents to cover sewer service costs.

**Sanitation Fund**

This fund receives charges for services from residents to cover sanitation costs.

**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 (D). 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 (D) permit.

**Budgetary Process**

The Ohio Revised Code requires that each fund (except certain custodial 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. Unencumbered appropriations lapse at year end.

**Estimated Resources** Estimated resources include estimates of cash to be received (budgeted receipts) plus unencumbered 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 individual commitments are made. Encumbrances outstanding at year end are carried over, and need not be reappropriated.

A summary of 2020 budgetary activity appears in Note 4.

**Deposits and Investments**

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

The Village invests all available funds in checking and savings accounts.

**Village of Yorkville**  
Jefferson County  
Notes to the Financial Statements  
For The Year Ended December 31, 2020

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

**Capital Assets**

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

**Accumulated Leave**

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

**Fund Balance**

Fund balance is divided into five classifications based primarily on the extent to which the 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. 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 Village and the nonexpendable portion of the corpus in permanent funds.

**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* amounts via formal action (resolution). The Village 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 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 (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 13.

**Village of Yorkville**  
*Jefferson County*  
*Notes to the Financial Statements*  
*For The Year Ended December 31, 2020*

**Note 3 – Compliance**

Contrary to Ohio law, budgetary expenditures exceeded appropriation authority in the Fire Levy Fund and Utility Deposit Fund by \$1,994 and \$800, respectively, for the year ended December 31, 2020. Also contrary to Ohio law, appropriations exceeded estimated resources in the Coronavirus Relief Fund and EMS Fund by \$93,713 and \$23,017, respectively, for the year ended December 31, 2020.

**Note 4 – Budgetary Activity**

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

2020 Budgeted vs. Actual Receipts			
Fund Type	Budgeted Receipts	Actual Receipts	Variance
General	\$ 358,608	\$ 364,738	\$ 6,130
Special Revenue	377,405	376,869	(536)
Enterprise	500,184	551,821	51,637
Total	\$ 1,236,197	\$ 1,293,428	\$ 57,231

2020 Budgeted vs. Actual Budgetary Basis Disbursements			
Fund Type	Appropriation Authority	Budgetary Disbursements	Variance
General	\$ 338,497	\$ 294,368	\$ 44,129
Special Revenue	518,552	394,261	124,291
Enterprise	572,408	533,258	39,150
Total	\$ 1,429,457	\$ 1,221,887	\$ 207,570

**Note 5 – Deposits**

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

	2020
<b>Cash Management Pool:</b>	
Demand deposits	\$ 282,689
Other time deposits (savings and NOW accounts)	221,354
Total deposits	504,043
Total carrying amount of deposits and investments held in the Pool (ties to FS)	504,043

**Village of Yorkville**  
*Jefferson County*  
*Notes to the Financial Statements*  
*For The Year Ended December 31, 2020*

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**Note 5 – Deposits (Continued)**

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

**Note 6 – Taxes**

***Property Taxes***

Real property taxes become a lien on January 1 preceding the October 1 date for which the Council adopted tax 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.

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

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

**Note 7 – Risk Management**

**Risk Pool Membership**

The Government belongs to the Ohio Municipal Joint Self-Insurance Pool, (the "Pool"), an unincorporated non-profit association available to municipal corporations and their instrumentalities. The Pool is a separate legal entity per Section 2744 of the Ohio Revised Code. The Pool provides property and casualty insurance for its members. The Pool pays judgments, settlements and other expenses resulting for covered claims that exceed the members' deductibles.

The Pool cedes portions of its gross contribution written to a reinsurer under excess reinsurance agreements in order to limit its losses. Treaty basis excess-of-loss contracts in force protect the Pool against losses over the retention level; at March 31, 2020, retention levels are \$50,000 and \$100,000 for property and casualty coverages, respectively.

The Pool remains liable to the extent the reinsuring companies are unable to meet their contractual obligations under reinsurance agreements.

The Pool's financial statements (audited by other auditors) conform with generally accepted accounting principles, and reported the following assets, liabilities and accumulated surplus at March 31, 2020.

Assets	\$ 940,409
Liabilities	( 359,749)
Accumulated Surplus	\$ 580,660



**Village of Yorkville**  
*Jefferson County*  
*Notes to the Financial Statements*  
*For The Year Ended December 31, 2020*

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**Note 8 – Defined Benefit Pension Plans**

***Ohio Public Employees Retirement System***

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

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

***Ohio Police and Fire Pension Fund***

The Village's certified Fire Fighters and full-time Police Officers belong to the Police and Fire Pension Fund (OP&F). OP&F is a cost-sharing, multiple-employer plan. The Ohio Revised Code prescribes this plan's benefits, which include postretirement healthcare and survivor and disability benefits.

The Ohio Revised Code also prescribes contribution rates. OP&F participants contributed 12.25% of their wages. The Village contributed to OP&F an amount equal to 19.50% of full-time police members' wages and 24% of full-time fire fighters' wages, respectively. The Village has paid all contributions required through December 31, 2020.

***Social Security***

Three Village employees 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 the participants' gross salaries. The Village has paid all contributions required through December 31, 2020.

**Note 9 – Postemployment Benefits**

Both OPERS and OP&F offer 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. The portion of employer contributions allocated to health care for members in the Traditional Pension Plan and Combined Plan was 0% during calendar year 2020. The portion of employee contributions allocated to health care for OPERS members in the Member Directed Plan was 4.0 percent during calendar year 2020. OP&F contributed 0.5% to fund these benefits.

Beginning January 1, 2019, OP&F changed its retiree health care model to a stipend-based health care model. A stipend funded by OP&F was placed in individual Health Reimbursement Accounts that retirees use to be reimbursed for health care expenses.

**Village of Yorkville**  
*Jefferson County*  
*Notes to the Financial Statements*  
*For The Year Ended December 31, 2020*

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**Note 10 – Debt**

Debt outstanding at December 31, 2020 was as follows:

	<u>Principal</u>	<u>Interest Rate</u>
OWDA Loan #4765	\$ 245,507	4.47%
LGIF	21,257	0.00%
Unified - Truck Loan	11,105	2.65%
US Bank - Fire Truck	327,198	3.50%
Wesbanco - Roof	62,218	4.45%
OWDA Loan #8482	84,084	0.84%
Total	<u>\$ 751,369</u>	

The Ohio Water Development Authority (OWDA) loan #4765 relates to a catch basin improvement project mandated by the Ohio Environmental Protection Agency. The OWDA approved \$541,409 in loans to the Village for this project. The Village will repay the loans in semiannual installments of \$20,617, including interest, over 20 years. Water and Sewer receipts collateralize the loan. The Village has agreed to set utility rates sufficient to cover OWDA debt service requirements.

The United States Development Authority (USDA) bonds were used to purchase a Garbage Packer for use by the sanitation department. The USDA approved \$50,000 in bonds to the Village for the packer. The village will repay the bonds in semiannual installments over 10 years. The packer collateralizes the debt and the Village has agreed to set utility rates sufficient to cover USDA debt service requirements. This loan was paid off in 2020.

The LGIF (Local Government Initiative Fund) is for Multi-purpose Building Energy Efficiency Projects. The Village was approved for up to \$73,047. The Village will repay the loan in quarterly installments of \$1,841 beginning approximately March 2018 until loan is paid in full.

The Village took out a loan from Unified Bank to purchase a 2018 Police Cruiser.

The Village took out a noncancelable lease for a fire truck from U.S. Bank during 2018. The Village will make annual semi-annual payments of \$24,991.

The Village took out a loan from Wesbanco for roof replacement project at the Village Hall. They were approved for a loan of \$89,979 with monthly installments of \$1,678 for 5 years.

The Ohio Water Development Authority (OWDA) loan #8482 relates to a water meter system replacement mandated by the Ohio Environmental Protection Agency. The OWDA approved \$90,368 in loans to the Village for this project. The Village will repay the loans in semiannual installments of \$2,459, including interest, over 20 years. Water and Sewer receipts collateralize the loan. The Village has agreed to set utility rates sufficient to cover OWDA debt service requirements.

**Village of Yorkville**  
*Jefferson County*  
*Notes to the Financial Statements*  
*For The Year Ended December 31, 2020*

**Note 10 – Debt (Continued)**

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

Year ending December 31:	OWDA Loan 4765	LGIF	Unified Bank	US Bank - Fire Truck	Wesbanco - Roof	OWDA Loan 8482
2021	\$ 40,044	\$ 7,365	\$ 6,501	\$ 49,981	\$ 20,139	\$ -
2022	40,186	7,365	4,876	49,981	20,139	4,918
2023	40,335	6,527	-	49,981	20,139	4,918
2024	40,490	-	-	49,981	6,713	4,918
2025	40,653	-	-	49,981	-	4,918
2026-2030	102,391	-	-	124,952	-	24,590
2031-2035	-	-	-	-	-	24,590
2036-2040	-	-	-	-	-	19,672
Total	<u>\$ 304,099</u>	<u>\$ 21,257</u>	<u>\$ 11,377</u>	<u>\$ 374,857</u>	<u>\$ 67,129</u>	<u>\$ 88,524</u>

**Note 11 – COVID-19**

The United States and the State of Ohio declared a state of emergency in March of 2020 due to the COVID-19 pandemic. The financial impact of COVID-19 and the continuing emergency measures will impact subsequent periods of the Village. The Village's investment portfolio fluctuates with market conditions, and due to market volatility, the amount of gains or losses that will be realized in subsequent periods, if any, cannot be determined. In addition, the impact on the Village's future operating costs, revenues, and additional recovery from emergency funding, either federal or state, cannot be estimated.

**Note 12 – Change in Accounting Principles**

For 2020, the Village has made changes to their cash basis reporting model. These changes include modifications to the definition of fiduciary funds, adding a separate Combined Statement of Additions, Deductions and Changes in Fund Balances (Regulatory Cash Basis) – All Fiduciary Fund Types, and removing the fund balance classifications from the Combined Statement of Receipts, Disbursements and Changes in Fund Balances (Regulatory Cash Basis) – All Governmental Fund Types. There was no effect on the beginning fund balance.

**Village of Yorkville**  
*Jefferson County*  
*Notes to the Financial Statements*  
*For The Year Ended December 31, 2020*

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**Note 13 – Fund Balances**

Included in fund balance are amounts the Village cannot spend, including the balance of unclaimed monies which cannot be spent for five years and the unexpendable corpus of the permanent funds. 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 balances of these amounts were as follows:

<u>Fund Balances</u>	<u>General</u>	<u>Special Revenue</u>	<u>Total</u>
Nonspendable:			
Unclaimed Monies	\$ -	\$ -	\$ -
Corpus	-	-	-
Outstanding Encumbrances	<u>7,398</u>	<u>24,922</u>	<u>32,320</u>
<i>Total</i>	<u>\$ 7,398</u>	<u>\$ 24,922</u>	<u>\$ 32,320</u>

The fund balance of special revenue funds is either restricted or committed. The fund balance of debt service funds and capital projects fund are restricted committed or assigned. The fund balance of permanent funds that is not part of the nonspendable corpus is either restricted or committed. These restricted, committed and assigned amounts in the special revenue, debt service, capital projects and permanent funds would include the outstanding encumbrances. In the general fund, outstanding encumbrances are considered assigned.

**VILLAGE OF YORKVILLE  
JEFFERSON COUNTY**

**COMBINED STATEMENT OF RECEIPTS, DISBURSEMENTS  
AND CHANGES IN FUND BALANCES (REGULATORY CASH BASIS)  
ALL GOVERNMENTAL FUND TYPES  
FOR THE YEAR ENDED DECEMBER 31, 2019**

	General	Special Revenue	Totals (Memorandum Only)
<b>Cash Receipts</b>			
Property and Other Local Taxes	\$ 167,719	\$ 80,509	\$ 248,228
Intergovernmental	56,071	80,106	136,177
Charges for Services	27,786	69,251	97,037
Fines, Licenses and Permits	17,824	-	17,824
Earnings on Investments	46	5	51
Miscellaneous	92,201	1,630	93,831
<i>Total Cash Receipts</i>	<u>361,647</u>	<u>231,501</u>	<u>593,148</u>
<b>Cash Disbursements</b>			
Current:			
Security of Persons and Property	193,270	108,672	301,942
Transportation	-	49,014	49,014
General Government	81,197	-	81,197
Capital Outlay	145,157	58,978	204,135
Debt Service:			
Principal Retirement	17,805	42,220	60,025
Interest and Fiscal Charges	2,571	14,264	16,835
<i>Total Cash Disbursements</i>	<u>440,000</u>	<u>273,148</u>	<u>713,148</u>
<i>Excess of Receipts Over (Under) Disbursements</i>	<u>(78,353)</u>	<u>(41,647)</u>	<u>(120,000)</u>
<b>Other Financing Receipts (Disbursements)</b>			
Other Debt Proceeds	89,979	-	89,979
Transfers In	-	13,000	13,000
Transfers Out	(13,000)	-	(13,000)
<i>Total Other Financing Receipts (Disbursements)</i>	<u>76,979</u>	<u>13,000</u>	<u>89,979</u>
<i>Net Change in Fund Cash Balances</i>	(1,374)	(28,647)	(30,021)
<i>Fund Cash Balances, January 1</i>	<u>60,802</u>	<u>132,989</u>	<u>193,791</u>
<b>Fund Cash Balances, December 31</b>			
Restricted	-	104,342	104,342
Assigned	11,586	-	11,586
Unassigned	47,842	-	47,842
<i>Fund Cash Balances, December 31</i>	<u>\$ 59,428</u>	<u>\$ 104,342</u>	<u>\$ 163,770</u>

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

**VILLAGE OF YORKVILLE  
JEFFERSON COUNTY**

**COMBINED STATEMENT OF RECEIPTS, DISBURSEMENTS  
AND CHANGES IN FUND BALANCES (REGULATORY CASH BASIS)  
PROPRIETARY FUND TYPE  
FOR THE YEAR ENDED DECEMBER 31, 2019**

	Proprietary Fund Type
	Enterprise
<b>Operating Cash Receipts</b>	
Charges for Services	\$ 396,506
<i>Total Operating Cash Receipts</i>	396,506
<b>Operating Cash Disbursements</b>	
Personal Services	111,713
Employee Fringe Benefits	50,567
Contractual Services	156,413
Supplies and Materials	59,837
Other	2,785
<i>Total Operating Cash Disbursements</i>	381,315
<i>Operating Income (Loss)</i>	15,191
<b>Non-Operating Receipts (Disbursements)</b>	
Special Assessments	38,778
Other Debt Proceeds	84,624
Miscellaneous Receipts	62,841
Capital Outlay	(132,452)
Principal Retirement	(36,994)
Interest and Other Fiscal Charges	(12,711)
<i>Total Non-Operating Receipts (Disbursements)</i>	4,086
<i>Net Change in Fund Cash Balances</i>	19,277
<i>Fund Cash Balances, January 1</i>	188,836
<i>Fund Cash Balances, December 31</i>	\$ 208,113

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

**Village of Yorkville**  
*Jefferson County*  
*Notes to the Financial Statements*  
*For The Year Ended December 31, 2019*

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**Note 1 – Reporting Entity**

The Village of Yorkville (the Village), Jefferson County, is a body politic and corporate established to exercise the rights and privileges conveyed to it by the constitution and laws of the State of Ohio. A publicly-elected six-member Council directs the Village. The Village provides water, sewer, and sanitation utilities, police services, and general governmental services. The Village contracts with the Yorkville Volunteer Fire Department to receive fire protection services.

***Public Entity Risk Pool***

The Village participates in a jointly governed organization. Note 7 to the financial statements provides additional information for this entity. This organization is:

Ohio Municipal Joint Self-Insurance Pool:

The Ohio Municipal Joint Self-Insurance Pool, (the “Pool”) is an unincorporated non-profit association available to municipal corporations and their instrumentalities and provides property and casualty insurance for its members.

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

**Note 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 balances (regulatory cash basis) for all governmental fund types, and a combined statement of receipts, disbursements and changes in fund balances (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:

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

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

***Street Construction, Maintenance and Repair Fund***

The Street Construction, Maintenance and Repair Fund accounts for and reports that portion of the State gasoline tax and motor vehicle license registration fees restricted for construction, maintenance, and repair of streets within the Village.

***Fire Levy Fund***

This fund receives proceeds from a tax levy to pay for supplies and materials for the fire department.

**Village of Yorkville**  
*Jefferson County*  
*Notes to the Financial Statements*  
*For The Year Ended December 31, 2019*

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

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

**Water Fund**

This fund receives charges for services from residents to cover water service costs.

**Sewer Fund**

This fund receives charges for services from residents to cover sewer service costs.

**Sanitation Fund**

This fund receives charges for services from residents to cover sanitation costs.

**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 (D). 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 (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. Unencumbered appropriations lapse at year end.

**Estimated Resources** Estimated resources include estimates of cash to be received (budgeted receipts) plus unencumbered 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 individual commitments are made. Encumbrances outstanding at year end are carried over, and need not be reappropriated.

A summary of 2019 budgetary activity appears in Note 4.

**Deposits and Investments**

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

The Village invests all available funds in checking and savings accounts.



**Village of Yorkville**  
Jefferson County  
Notes to the Financial Statements  
For The Year Ended December 31, 2019

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

**Capital Assets**

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

**Accumulated Leave**

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

**Fund Balance**

Fund balance is divided into five classifications based primarily on the extent to which the 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* amounts via formal action (resolution). The Village 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*. Governmental funds other than the 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 resolution, or by State Statute.

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

The Village 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.

**Village of Yorkville**  
*Jefferson County*  
*Notes to the Financial Statements*  
*For The Year Ended December 31, 2019*

**Note 3 – Compliance**

Contrary to Ohio law, budgetary expenditures exceeded appropriation authority in the General Fund, Street Fund, State Highway Fund, State Grant Fund, Permissive MVL Fund, Fire Levy Fund, EMS Fund, Water Operating Fund, Sewer Operating Fund, Utility Deposit Fund, and Refuse Fund by \$441,643, \$57,601, \$4,384, \$5,679, \$3,196, \$98,060, \$67,686, \$283,021, \$195,953, \$2,785 and \$87,382, respectively, for the year ended December 31, 2019.

**Note 4 – Budgetary Activity**

Budgetary activity for the year ending December 31, 2019 follows:

2019 Budgeted vs. Actual Receipts			
Fund Type	Budgeted Receipts	Actual Receipts	Variance
General	\$ -	\$ 451,626	\$ 451,626
Special Revenue	-	244,501	244,501
Enterprise	-	582,749	582,749
Total	\$ -	\$ 1,278,876	\$ 1,278,876

2019 Budgeted vs. Actual Budgetary Basis Disbursements			
Fund Type	Appropriation Authority	Budgetary Disbursements	Variance
General	\$ 22,944	\$ 464,587	\$ (441,643)
Special Revenue	43,196	279,802	(236,606)
Enterprise	24,989	594,129	(569,140)
Total	\$ 91,129	\$ 1,338,518	\$ (1,247,389)

**Note 5 – Deposits**

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

	2019
Demand deposits	\$ 150,551
Savings	221,332
Total deposits	\$ 371,883

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

**Village of Yorkville**  
*Jefferson County*  
*Notes to the Financial Statements*  
*For The Year Ended December 31, 2019*

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**Note 6 – Taxes**

***Property Taxes***

Real property taxes become a lien on January 1 preceding the October 1 date for which the Council adopted tax 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.

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

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

**Note 7 – Risk Management**

***Risk Pool Membership***

The Government belongs to the Ohio Municipal Joint Self-Insurance Pool, (the "Pool"), an unincorporated non-profit association available to municipal corporations and their instrumentalities. The Pool is a separate legal entity per Section 2744 of the Ohio Revised Code. The Pool provides property and casualty insurance for its members. The Pool pays judgments, settlements and other expenses resulting for covered claims that exceed the members' deductibles.

The Pool cedes portions of its gross contribution written to a reinsurer under excess reinsurance agreements in order to limit its losses. Treaty basis excess-of-loss contracts in force protect the Pool against losses over the retention level; at March 31, 2019, retention levels are \$50,000 and \$100,000 for property and casualty coverages, respectively.

The Pool remains liable to the extent the reinsuring companies are unable to meet their contractual obligations under reinsurance agreements.

The Pool's financial statements (audited by other auditors) conform with generally accepted accounting principles, and reported the following assets, liabilities and accumulated surplus at March 31, 2019.

Assets	\$ 1,582,183
Liabilities	<u>(1,087,219)</u>
Accumulated Surplus	\$ <u>494,964</u>

**Note 8 – Defined Benefit Pension Plans**

***Ohio Public Employees Retirement System***

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

The Ohio Revised Code also prescribes contribution rates. OPERS members contributed 10% of their gross salaries and the Village contributed an amount equaling 14%, of participants' gross salaries. The Village has paid all contributions required through December 31, 2019.

**Village of Yorkville**  
*Jefferson County*  
*Notes to the Financial Statements*  
*For The Year Ended December 31, 2019*

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**Note 8 – Defined Benefit Pension Plans (Continued)**

***Ohio Police and Fire Pension Fund***

The Village’s certified Fire Fighters and full-time Police Officers belong to the Police and Fire Pension Fund (OP&F). OP&F is a cost-sharing, multiple-employer plan. The Ohio Revised Code prescribes this plan’s benefits, which include postretirement healthcare and survivor and disability benefits.

The Ohio Revised Code also prescribes contribution rates. OP&F participants contributed 12.25% of their wages. The Village contributed to OP&F an amount equal to 19.50% of full-time police members’ wages and 24% of full-time fire fighters’ wages, respectively. The Village has paid all contributions required through December 31, 2019.

***Social Security***

Three Village employees 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 the participants’ gross salaries. The Village has paid all contributions required through December 31, 2019.

**Note 9 – Postemployment Benefits**

Both OPERS and OP&F offer 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. The portion of employer contributions allocated to health care for members in the Traditional Pension Plan and Combined Plan was 0% during calendar year 2019. The portion of employee contributions allocated to health care for OPERS members in the Member Directed Plan was 4.0 percent during calendar year 2019. OP&F contributed 0.5% to fund these benefits.

Beginning January 1, 2019, OP&F changed its retiree health care model to a stipend-based health care model. A stipend funded by OP&F was placed in individual Health Reimbursement Accounts that retirees use to be reimbursed for health care expenses.

**Note 10 – Debt**

Debt outstanding at December 31, 2019 was as follows:

	<u>Principal</u>	<u>Interest Rate</u>
OWDA Loan #4765	\$ 274,781	4.47%
USDA	5,900	4.00%
LGIF	23,098	0.00%
Unified - Truck Loan	17,223	2.65%
US Bank - Fire Truck	364,738	3.50%
Wesbanco - Roof	79,125	4.45%
OWDA Loan #8482	82,538	0.84%
Total	<u>\$ 847,403</u>	

**Village of Yorkville**  
*Jefferson County*  
*Notes to the Financial Statements*  
*For The Year Ended December 31, 2019*

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**Note 10 – Debt (Continued)**

The Ohio Water Development Authority (OWDA) loan #2949 relates to a water and sewer expansion project mandated by the Ohio Environmental Protection Agency. The OWDA approved \$20,327 in loans to the Village for this project. The Village will repay the loans in semiannual installments of \$839, including interest, over 25 years. Water and Sewer receipts collateralize the loan and the Village has agreed to set utility rates sufficient to cover OWDA debt service requirements. This loan was paid off in 2019.

The Ohio Water Development Authority (OWDA) loan #4765 relates to a catch basin improvement project mandated by the Ohio Environmental Protection Agency. The OWDA approved \$541,409 in loans to the Village for this project. The Village will repay the loans in semiannual installments of \$20,617, including interest, over 20 years. Water and Sewer receipts collateralize the loan. The Village has agreed to set utility rates sufficient to cover OWDA debt service requirements.

The United States Development Authority (USDA) bonds were used to purchase a Garbage Packer for use by the sanitation department. The USDA approved \$50,000 in bonds to the Village for the packer. The village will repay the bonds in semiannual installments over 10 years. The packer collateralizes the debt and the Village has agreed to set utility rates sufficient to cover USDA debt service requirements.

The LGIF (Local Government Initiative Fund) is for Multi-purpose Building Energy Efficiency Projects. The Village was approved for up to \$73,047. The Village will repay the loan in quarterly installments of \$1,841 beginning approximately March 2018 until loan is paid in full.

The Village took out a loan from Unified Bank to purchase a 2018 Police Cruiser.

The Village took out a noncancelable lease for a fire truck from U.S. Bank during 2018. The Village will make annual semi-annual payments of \$24,991.

The Village took out a loan from Wesbanco for roof replacement project at the Village Hall. They were approved for a loan of \$89,979 with monthly installments of \$1,678 for 5 years.

The Ohio Water Development Authority (OWDA) loan #8482 relates to a water meter system replacement mandated by the Ohio Environmental Protection Agency. The OWDA approved \$90,368 in loans to the Village for this project. The Village will repay the loans in semiannual installments of \$2,459, including interest, over 20 years. Water and Sewer receipts collateralize the loan. The Village has agreed to set utility rates sufficient to cover OWDA debt service requirements.

**Village of Yorkville**  
*Jefferson County*  
*Notes to the Financial Statements*  
*For The Year Ended December 31, 2019*

**Note 10 – Debt (Continued)**

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

Year ending December 31:	OWDA Loan 4765	USDA	LGIF	Unified Bank	US Bank - Fire Truck	Wesbanco - Roof	OWDA Loan 8482
2020	\$ 39,908	\$ 6,136	\$ 7,365	\$ 6,501	\$ 49,981	\$ 20,139	\$ -
2021	40,044	-	7,365	6,501	49,981	20,139	-
2022	40,186	-	7,365	4,876	49,981	20,139	4,918
2023	40,335	-	1,003	-	49,981	20,139	4,918
2024	40,490	-	-	-	49,981	6,713	4,918
2025-2029	143,044	-	-	-	174,933	-	24,590
2030-2034	-	-	-	-	-	-	24,590
2035-2039	-	-	-	-	-	-	24,590
Total	<u>\$ 344,007</u>	<u>\$ 6,136</u>	<u>\$ 23,098</u>	<u>\$ 17,878</u>	<u>\$ 424,838</u>	<u>\$ 87,268</u>	<u>\$ 88,524</u>

**Note 11 – COVID-19**

The United States and the State of Ohio declared a state of emergency in March of 2020 due to the COVID-19 pandemic. The financial impact of COVID-19 and the continuing emergency measures will impact subsequent periods of the Village. The Village's investment portfolio fluctuates with market conditions, and due to market volatility, the amount of gains or losses that will be realized in subsequent periods, if any, cannot be determined. In addition, the impact on the Village's future operating costs, revenues, and additional recovery from emergency funding, either federal or state, cannot be estimated.

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

February 25, 2022

Village of Yorkville  
Jefferson County  
139 Market Street  
Yorkville, Ohio 43917

To the Village Council:

We have audited, in accordance with auditing standards generally accepted in the United States and the Comptroller General of the United States’ *Government Auditing Standards*, the financial statements of the cash balances, receipts, and disbursements for each governmental and proprietary fund type as of and for the years ended December 31, 2020 and 2019, and the related notes of the **Village of Yorkville**, Jefferson County (the Village) and have issued our report thereon dated February 25, 2022, 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 and we noted the financial impact of COVID-19 and the ensuing emergency measures will impact subsequent periods of the Village. We also noted the Village has made changes to their cash basis reporting model.

**Internal Control Over Financial Reporting**

As part of our financial statement audit, we considered the Village’s internal control over financial reporting (internal control) as a basis for designing 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 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 of this section and was not designed to identify all internal control deficiencies 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 audit findings that we consider material weaknesses. We consider findings 2020-001 through 2020-005 to be material weaknesses.

Tax - Accounting – Audit – Review – Compilation – Agreed Upon Procedure – Consultation – Bookkeeping – Payroll – Litigation Support – Financial Investigations  
Members: American Institute of Certified Public Accountants  
• Ohio Society of CPAs • West Virginia Society of CPAs • Association of Certified Fraud Examiners • Association of Certified Anti-Money Laundering Specialists •

***Compliance and Other Matters***

As part of reasonably assuring whether the Village'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 financial statements. However, opining on compliance with those provisions was not an objective of our audit and accordingly, we do not express an opinion. The results of our tests disclosed instances of noncompliance or other matters we must report under *Government Auditing Standards* which are described in the accompanying schedule of audit findings as items 2020-005 through 2020-011.

***Village's Response to Findings***

The Village's responses to the findings identified in our audit are described in the accompanying schedule of audit findings. We did not subject the Village's responses to the auditing procedures applied in the audit of the financial statements and, accordingly, we express no opinion on them.

***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.



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



VILLAGE OF YORKVILLE  
JEFFERSON COUNTY

SCHEDULE OF AUDIT FINDINGS  
FOR THE YEARS ENDED DECEMBER 31, 2020 AND 2019

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

FINDING NUMBER 2020-001

**Material Weakness**

**Financial Reporting**

Accurate financial reporting is the responsibility of the Fiscal Officer and is essential to ensure information provided to the readers of the financial statements is accurate. Fund balances should be properly classified based on Governmental Accounting Standards Board (GASB) Statement No. 54: *Fund Balance Reporting and Governmental Fund Type Definitions*.

During 2020 and 2019, receipts, disbursements, and fund balances were not always posted or classified correctly and footnote disclosures were not always up to date. The following errors were noted:

- Proceeds from Debt were improperly recorded as Miscellaneous instead of Debt Proceeds in 2019 and 2020;
- The Village improperly recorded the portion of the General Fund Balance related to encumbrances as Unassigned rather than Assigned in 2019;
- Gas Tax receipts from the State were not properly allocated among the proper funds in 2019;
- Real estate settlements from the County were not properly allocated among the proper funds in 2019 and 2020;
- Recreation grant was recorded as Miscellaneous instead of Intergovernmental in 2019 and 2020;
- Liquor permits were improperly posted to the Street Construction Fund rather than the General Fund in 2019;
- Adjustment for old outstanding checks was improperly recorded to Miscellaneous in the General Fund in 2019 rather than the Water Operating and Refuse Funds;
- Utility revenue was recorded as Miscellaneous instead of Charges for Services in 2019 and 2020;
- Local government distributions were improperly posted to the Street Construction Fund and State Highway Fund rather than the General Fund in 2019 and 2020;
- Principal and interest were not properly allocated in 2019 and 2020;
- Debt note disclosures were updated in the notes to the financial statements to accurately reflect debt balances in 2020 and 2019;
- MVL receipts were improperly posted to the General Fund in 2020;
- CARES distribution from Warren Township was improperly recorded as Miscellaneous instead of Intergovernmental in 2020;
- Budgetary Activity note disclosures were updated in the notes to the financial statements to accurately reflect budgeted and actual activity in 2020 and 2019; and
- The Deposits note disclosure was updated in the notes to the financial statement to accurately reflect cash balances in 2020 and 2019.

Not posting receipts and classifying fund balances accurately resulted in the financial statements requiring several reclassifications. The financial statements reflect all reclassifications.

To help ensure accuracy and reliability in the financial reporting process, we recommend that management perform a detailed review of its draft financial statements. Such review should include procedures to ensure that all sources of revenues are properly identified and classified on the financial statements.

VILLAGE OF YORKVILLE  
JEFFERSON COUNTY

SCHEDULE OF AUDIT FINDINGS  
FOR THE YEARS ENDED DECEMBER 31, 2020 AND 2019

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

FINDING NUMBER 2020-001 (Continued)

**Material Weakness (Continued)**

**Financial Reporting (Continued)**

We also recommend the Fiscal Officer refer to the Ohio Village Handbook and other Auditor of State resources for guidance to determine the proper establishment of receipt accounts and posting of receipts. The Fiscal Officer should refer to Auditor of State Technical Bulletin 2011-004 for assistance in properly classifying fund balances.

**Management's Response** – Steps have been taken in 2021 to ensure accurate posting and classifications are being performed.

FINDING NUMBER 2020-002

**Material Weakness**

**Timely Posting of Transactions / Reconciliation Process / Council Monitoring**

Sound accounting practices require that when designing the public office's system of internal control and the specific control activities, management should ensure adequate security of assets and records, and verify the existence and valuation of assets and liabilities and periodically reconcile them to the accounting records.

The reconciliation of cash (bank) balances to accounting system records (books) to the accounting system is the most basic and primary control process performed. Lack of completing an accurate and timely reconciliation may allow for accounting errors, theft and fraud to occur without timely detection.

The Village Fiscal Officer is responsible for posting all receipt and disbursement transactions of the Village as those transactions occur and for reconciling the book (fund) balance to the total bank balance on a monthly basis. The Council is responsible for holding the Fiscal Officer accountable for timely and accurate accounting of Village financial transactions. The Council should be requesting financial reports and accurate bank reconciliations and supporting documentation be provided once a month for review.

The Village Fiscal Officer did not timely prepare monthly bank to book reconciliations during 2020 and 2019. As a result, errors went undetected until after the fiscal year was over. The Village Fiscal Officer also posted receipts to the system months after they should have been recorded and bills were often paid late incurring numerous late fees and penalties.

Failure to reconcile monthly increases the possibility that the Village will not be able to identify, assemble, analyze, classify, record, and report its transactions correctly or to document compliance with finance-related legal and contractual requirements. Further, the lack of accurate monthly reconciliations increases the risk of theft/fraud over the cash cycle and could lead to inaccurate reporting in the annual financial statements. The lack of timely posting of financial activity, reconciliation of bank-to-book, and Council review of system-generated financial reports contributed to those misstatement identified in Finding 2020-001.

VILLAGE OF YORKVILLE  
JEFFERSON COUNTY

SCHEDULE OF AUDIT FINDINGS  
FOR THE YEARS ENDED DECEMBER 31, 2020 AND 2019

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

FINDING NUMBER 2020-002 (Continued)

**Material Weakness (Continued)**

**Timely Posting of Transactions / Reconciliation Process / Council Monitoring (Continued)**

The Fiscal Officer should record all transactions and prepare monthly bank to book cash reconciliations, which include all bank accounts and all fund balances. Variances should be investigated, documented, and corrected. In addition, Village Council should review the monthly cash reconciliations including the support for the reconciliations such as reconciling items and document the review.

**Management's Response** – Steps have been taken in 2021 to ensure timely postings and reconciliations. Financial statements and bank reconciliations are performed monthly and submitted to Village Council and Mayor.

FINDING NUMBER 2020-003

**Material Weakness**

**Utility Revenue Cycle**

The Village should maintain an accounting system and accounting records sufficient to enable the Village 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.

During testing of the Village's utilities, we noted the following:

- Council did not have a formal policy regarding utility bill adjustments;
- Council did not approve adjustments to customer accounts;
- The Village did not maintain supporting documentation related to utility bill adjustments; and
- The Customer Delinquent Account report is not properly maintained.

Failure to follow Village policy and accurately prepare the accounting records 1) reduces the accountability over Village funds, 2) reduces the Council's ability to monitor financial activity and make informed financial decisions, and 3) increases the risk that errors, theft or fraud could occur and not be detected in a timely manner.

We recommend the Village Officials and management implement the following:

- Establish a formal policy and related procedures to address identification, authorization, recording and documentation of adjustments to utility customer accounts;
- The Village Council should review and approve all adjustments to be made to utility client accounts;
- Adequately document and approve all adjustments to customer accounts;
- Ensure adjustment calculations are accurate; and

VILLAGE OF YORKVILLE  
JEFFERSON COUNTY

SCHEDULE OF AUDIT FINDINGS  
FOR THE YEARS ENDED DECEMBER 31, 2020 AND 2019

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

FINDING NUMBER 2020-003 (Continued)

Material Weakness (Continued)

Utility Revenue Cycle (Continued)

- The Village Administrator should monitor delinquent utility accounts and follow procedures to ensure amounts due are accurate and collected either by the Village, an outside agency hired by the Village or by submitting delinquencies to the County once a year to be placed on the customers property tax bill.

By following the recommended steps, the Village may help strengthen controls over cash collections and decrease the risk that customers are under-billed and that delinquent utility revenues remain uncollected.

**Management's Response** – Village Council will take steps to ensure formal policy is adopted and all adjustments are reviewed and approved. Delinquent report will be reviewed monthly.

FINDING NUMBER 2020-004

Material Weakness

Segregation of Duties

**Ohio Admin. Code § 117-2-01(D)(4)** states, in part, when designing the public office's system of internal control and the specific control activities, management should plan for adequate segregation of duties or compensating controls.

The Village's charges for services, over the counter receipts, payroll and disbursement cycles has only one or two individuals responsible for the four components of each cycle. The Village relies on one employee to record all financial transactions (receipts, payroll and nonpayroll). They rely on another employee to handle all aspects of the Utility department.

Failure to have proper segregation of duties may result in errors or irregularities or undetected fraud.

Due to the size of the Village, segregating every function may not be financially feasible, however, careful consideration of which functions need to be separated should be completed. Village Council should review their procedures and where possible take steps to include involvement of employees from another department handling one of the functions, levels of approval and review of the record keeping, authorization, custody and reconciliation of accounts.

In addition, for those cycles for which segregation of duties is not possible, Council should enact additional monitoring controls. Council should take an active role in the operations of the Village including, review of monthly reconciliations, budget versus actual reports, and review of receipt and disbursement ledgers. Implementation of these procedures may help strengthen the internal control over the financial reporting cycle and help create a culture of accountability and assist in protecting the Village from unnecessary loss and errors.

**Management's Response** – Financial statements and bank reconciliations are presented to Village Council and Mayor monthly.

VILLAGE OF YORKVILLE  
JEFFERSON COUNTY

SCHEDULE OF AUDIT FINDINGS  
FOR THE YEARS ENDED DECEMBER 31, 2020 AND 2019

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

FINDING NUMBER 2020-005

**Material Weakness/Noncompliance**

**Budgetary**

Sound accounting practices require accurately posting estimated receipts and appropriations to the ledgers to provide information for budget versus actual comparison and to allow Village council to make informed decisions regarding budgetary matters.

The Village approved an original certificate of estimated resources and appropriations for fiscal year 2019, however, they were unable to locate a copy of the passed resolution. The Village posted budgetary information to the UAN system but it did not agree to the estimated resources or appropriations provided.

The appropriation resolution and subsequent amendments establish the legal spending authority of the Village and the appropriation ledger provides the process by which the Village controls spending, it is therefore necessary the amounts appropriated by Council are precisely stated and accurately posted to the appropriation ledger.

The original certificate and amendments establish the amounts available for expenditures for the Village and the receipt ledger provides the process by which the Village controls what is available, it is therefore necessary the amounts estimated by the County Budget Commission are posted accurately to the receipts ledger.

The Village did not have procedures in place to accurately post authorized budgetary measures to the accounting ledgers.

Failure to accurately post the appropriations and estimated resources to the ledgers could result in overspending and negative cash balances. In addition, this could lead to inaccurate reporting of the budgetary information in the financial statements.

To effectively control the budgetary cycle and to maintain accountability over Village receipts and expenditures, the Village should post to the ledgers, on a timely basis, estimated resources as certified by the budget commission and appropriations approved by Council. The Fiscal Officer and Council should then monitor budget versus actual reports to help ensure amended certificates of resources and appropriations have been properly posted to the ledgers.

**Management's Response** – Budgetary documents are maintained with Fiscal Officer and placed in minute book. Estimated Resources from County Auditor are now compared to UAN. All documents are filed with County Auditor timely.

FINDING NUMBER 2020-006

**Noncompliance**

**Certificate of Ending Balance**

**Ohio Rev. Code § 5705.36** states that on or about the first day of each fiscal year, the Fiscal Officer of each subdivision shall certify to the county auditor the total amount from all sources which is available for expenditures from each fund in the tax budget along with any unencumbered balances that existed at the end of the preceding year.

VILLAGE OF YORKVILLE  
JEFFERSON COUNTY

SCHEDULE OF AUDIT FINDINGS  
FOR THE YEARS ENDED DECEMBER 31, 2020 AND 2019

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

FINDING NUMBER 2020-006 (Continued)

Noncompliance (Continued)

Certificate of Ending Balance (Continued)

The Village did not have procedures in place to ensure compliance. The Fiscal Officer did not file a certificate showing the total amount from all sources available for expenditures and the balances existing at the end of the year with the county auditor for 2019, which impacted the 2019 budgetary activity. Failure to file the certificate of ending balance could result in appropriations exceeding the amounts of available resources.

The Village Fiscal Officer should certify to the county auditor the total amount from all sources to establish limits for Council approved appropriations.

**Management's Response** – All budgetary documents are now being filed timely with County Auditor.

FINDING NUMBER 2020-007

Noncompliance

Appropriations

**Ohio Rev. Code § 5705.38** requires, in part, that on or about the first day of the fiscal year, an appropriations measure be passed. **Ohio Rev. Code § 5705.41(B)** provides that no subdivision or taxing unit is to expend money unless it has been appropriated.

In 2019, permanent appropriations were approved in the minutes but were not filed with the County Auditor. The Village also could not locate a copy of the 2019 appropriations to provide to the auditors.

In 2019, the Village had expenditures in several funds which exceeded appropriations.

The Village did not have procedures in place to help ensure compliance with this Ohio Revised Code requirement. We recommend the Village ensure its annual appropriation resolution is passed in a timely manner. The annual appropriation resolution should be signed by the Council and maintained by the Fiscal Officer or attached to the minutes and filed with the County Auditor. If the Council passes a temporary appropriation measure, the measure should provide detail such as fund, function and object and amount and signed copies should be maintained by the Fiscal Officer and presented for audit. Also, the Fiscal Officer should deny any requests for payments when appropriations are not available.

**Management's Response** – Temporary and permanent appropriations are now performed timely and submitted to both County Auditors. Village Council adopts and documents are signed. All expenditures are made within appropriations.

VILLAGE OF YORKVILLE  
JEFFERSON COUNTY

SCHEDULE OF AUDIT FINDINGS  
FOR THE YEARS ENDED DECEMBER 31, 2020 AND 2019

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

FINDING NUMBER 2020-008

**Noncompliance**

**State Taxes**

**Ohio Rev. Code § 5747.06** provides that every employer, including political subdivisions, maintaining an office or transacting business within this state and making payment of any compensation to any employee who is a taxpayer shall deduct and withhold from such compensation for each payroll period a tax computed in such manner as to result, as far as practicable, in withholding from the employee's compensation during each calendar year an amount substantially equivalent to the tax reasonably estimated to be due from the employee under this chapter and Chapter 5748 of the Revised Code with respect to the amount of such compensation included in the employee's adjusted gross income during the calendar year.

The Village failed to timely remit the Ohio Income Taxes withheld for all quarters in 2020 and 2019. Failure to file timely resulted in \$10,488 in interest, penalties and late fees.

Failure to remit timely could result in penalties being assessed to the Village.

The Village should take the necessary steps to help ensure that state taxes are properly withheld and remitted for all Village employees. In addition, steps need implemented to help ensure the Village is not subject to penalties which are not considered proper expenditure of public funds.

**Management's Response** – All state withholdings are now paid out monthly.

FINDING NUMBER 2020-009

**Noncompliance**

**Ohio Rev. Code Section 5705.39** requires that total appropriations from each fund not exceed total estimated fund resources from each fund. This section also requires the Village to obtain a County Auditor's certificate that total appropriations from each fund do not exceed the total official estimate or amended official estimate when amending estimated resources.

During 2020, total appropriations exceeded total estimated resources during the year for the Coronavirus Relief Fund and EMS Fund by \$93,713 and \$23,017, respectively due to not passing supplemental appropriation measures and increasing amended certificate of estimated resources.

The Fiscal Officer and Council should monitor appropriations versus estimated resources to help avoid overspending.

**Management's Response** – All financial reports are submitted to Village Council monthly.

VILLAGE OF YORKVILLE  
JEFFERSON COUNTY

SCHEDULE OF AUDIT FINDINGS  
FOR THE YEARS ENDED DECEMBER 31, 2020 AND 2019

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

FINDING NUMBER 2020-010

**Noncompliance**

**26 U.S.C. §§ 3401, 3402, 3403, 3404, 3405, and 3102(a)** requires the employing government to withhold federal income and employment related taxes (such as Medicare). These sections also require the government to report and remit those tax matters to the appropriate tax authorities and the recipients.

The Village failed to timely submit the required federal payroll taxes or quarterly 941 Tax Forms as required by the Internal Revenue Service. The Village did not file or make payments for all four quarters of 2020 and the last three quarters of 2019. Failure to implement controls over the payroll process has caused the Village to endure penalties and interest to the IRS in the amount of \$4,394.

We recommend the Village Fiscal Officer remit federal income taxes withheld on a timely basis. Additionally, the Village should maintain documentation concerning the remittance of federal income taxes as well as the required reports.

**Management's Response** – Federal withholdings are now paid out monthly.

FINDING NUMBER 2020-011

**Noncompliance**

**Ohio Rev. Code § 705.27** states, except as otherwise provided in the municipal charter or in section 3.061 of the Revised Code, the treasurer, auditor, and such other officers or employees of the municipal corporation as the legislative authority directs, shall give a bond to the municipal corporation for the faithful performance of their duties, in such sum as the legislative authority fixes by ordinance or resolution. Premiums on official bonds may be paid by the municipal corporation.

The Fiscal Officer does not have a bond on file or a faithful performance of duty policy for our audit period and the Assistant Fiscal Officer's bond was cancelled during 2020. Failure to maintain an appropriate bond or policy leaves the Village unprotected if the Fiscal Officer does not perform their duties in accordance with the law.

We recommend that Village maintain and secure the proper documentation for proof of bond or be covered by an employee dishonesty and faithful performance of duty policy in place of the bond.

**Management's Response** – Bonds are now in place as required.



**VILLAGE OF YORKVILLE  
JEFFERSON COUNTY**

**SCHEDULE OF PRIOR AUDIT FINDINGS  
FOR THE YEARS ENDED DECEMBER 31, 2020 AND 2019**

Finding Number	Finding Summary	Status	Additional Information
2018-001	Posting Receipts, Disbursements and Fund Balances	Not Corrected	Repeated as Finding 2020-001
2018-002	Reconciliation Process	Not Corrected	Repeated as Finding 2020-002
2018-003	Ohio Rev. Code Section 5705.41(D)	Partially Corrected	Moved to Management Letter
2018-004	Budgetary Controls	Not Corrected	Repeated as Finding 2020-005
2018-005	Ohio Rev. Code Section 5705.10(I)	Corrected	N/A
2018-006	Certificate of Ending Balance	Not Corrected	Repeated as Finding 2020-006
2018-007	Appropriations	Not Corrected	Repeated as Finding 2020-007
2018-008	State Taxes	Not Corrected	Repeated as Finding 2020-008
2018-009	Ohio Rev. Code Section 5705.39	Not Corrected	Repeated as Finding 2020-009

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# OHIO AUDITOR OF STATE KEITH FABER



**VILLAGE OF YORKVILLE**

**JEFFERSON 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 5/5/2022**

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

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[www.ohioauditor.gov](http://www.ohioauditor.gov)