# AUDIT REPORT

JANUARY 1, 2017 - DECEMBER 31, 2018

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

Board of Trustees Brush Creek Township 6010 Stovertown Dr Philo, OH 43771

We have reviewed the *Independent Auditor's Report* of Brush Creek Township, Muskingum County, prepared by Wilson, Phillips & Agin, CPA's, Inc., for the audit period January 1, 2017 through December 31, 2018. 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. Brush Creek Township is responsible for compliance with these laws and regulations.

Keith Jobu

Keith Faber Auditor of State Columbus, Ohio

July 10, 2019

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# BRUSH CREEK TOWNSHIP MUSKINGUM COUNTY JANUARY 1, 2017 - DECEMBER 31, 2018

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

## **INDEPENDENT AUDITORS' REPORT**

Brush Creek Township Muskingum County 6010 Stovertown Drive Philo, Ohio 43771

To the Township Trustees:

#### **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 Brush Creek Township, Muskingum County, as of and for the years ended December 31, 2018 and 2017.

#### 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 Township'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 Township'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 opinion.

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

As described in Note 2 of the financial statements, the Township 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 (GAAP), to satisfy these requirements.

Independent Auditors' Report Page Two

Although the effects on the financial statements of the variances between the regulatory accounting basis and GAAP are not reasonable determinable, we presume they are material.

Though the Township 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 Brush Creek Township, Muskingum County as of December 31, 2018 and 2017, or changes in financial position 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 Brush Creek Township, Muskingum County as of December 31, 2018 and 2017, 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.

### Other Reporting Required by Government Auditing Standards

In accordance with *Government Auditing Standards*, we have also issued a report dated April 26, 2019, on our consideration of Brush Creek Township's internal control over financial reporting and our tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements and other matters. 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 Township's internal control over financial reporting and compliance.

*Wilson, Phillips & Agin, CPA's, Inc.* Zanesville, Ohio April 26, 2019

#### 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						
		General		Special Revenue	-	)ebt rvice	Totals morandum Only)
Cash Receipts:							
Property and Other Local Taxes	\$	66,979	\$	165,692	\$	-	\$ 232,671
Intergovernmental		23,982		109,137		-	133,119
Miscellaneous		-		3,884		-	 3,884
Total Cash Receipts		90,961		278,713		-	369,674
Cash Disbursements:							
Current:							
General Government		34,374		4,621		-	38,995
Public Safety		8,650		-		-	8,650
Public Works		1,824		157,274		-	159,098
Capital Outlay		69,999		60,403		-	130,402
Total Cash Disbursements		114,847		222,298		-	 337,145
Excess of Cash Receipts Over/(Under) Cash Disbursements		(23,886)		56,415		-	32,529
Other Financing Cash Receipts							
Other Financing Uses		(85)		-		-	 (85)
Total Other Financing Cash Receipts		(85)		-		-	 (85)
Net Change in Fund Cash Balance		(23,971)		56,415		-	32,444
Fund Cash Balances, January 1		136,174		279,914		396	 416,484
Fund Cash Balances, December 31							
Restricted		-		336,329		396	336,725
Unassigned (Deficit)		112,203		-		-	112,203
Fund Cash Balances, December 31	\$	112,203	\$	336,329	\$	396	\$ 448,928
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See notes to financial statements.

# NOTES TO FINANCIAL STATEMENTS DECEMBER 31, 2018

## 1. REPORTING ENTITY

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

The constitution and laws of the State of Ohio establish the rights and privileges of Brush Creek Township, Muskingum County, (the Township) as a body corporate and politic. A publically-elected three-member Board of Trustees directs the Township. The Township provides general government services, road and bridge maintenance, fire protection and emergency medical services. The Township contracts with Harrison Township to provide fire protection and emergency medical services.

The Township participates in a public entity risk pool. Notes 6 to the financial statements provides additional information for these entities.

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

# 2. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

#### A. Basis of Presentation

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

#### **B.** Fund Accounting

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

#### **General Fund**

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

#### **Special Revenue Funds**

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

**Gasoline Tax Fund** – This fund receives gasoline tax monies to pay for constructing, maintaining, and repairing Township roads.

**Road & Bridge Fund** – This fund receives property tax monies to pay for constructing, maintaining, and repairing Township roads.

# NOTES TO FINANCIAL STATEMENTS DECEMBER 31, 2018

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

#### **Debt Service Funds**

These funds account for and report financial resources that are restricted, committed, or assigned to expenditure for principal and interest. The Township has one significant Debt Service Fund: Dump Truck Note Fund, which paid off its debt in 2011 and has a balance of \$396.

#### C. 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 Township recognizes receipts when received in cash rather than when earned, and recognizes disbursements when paid rather than when a liability is incurred. Budgetary presentations report budgetary expenditures when a commitment is made (i.e., when an encumbrance is approved).

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

# **D.** Budgetary Process

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

### Appropriations

Budgetary expenditures (that is, disbursements and encumbrances) may not exceed appropriations at the fund, function and object level of control and appropriations may not exceed estimated resources. The Trustees 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 Township 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 2018 appears in Note 3.

#### E. Deposits and Investments

The Township'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.

# NOTES TO FINANCIAL STATEMENTS DECEMBER 31, 2018

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

#### F. Capital Assets

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

#### G. 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.

#### H. Fund Balance

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

#### Nonspendable

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

# Restricted

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

## Committed

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

#### Assigned

Assigned fund balances are intended for specific purposes but do not meet the criteria to be classified as *restricted* or *committed*. 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 Township Trustees or a Township 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.

# NOTES TO FINANCIAL STATEMENTS DECEMBER 31, 2018

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

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

# 3. BUDGETARY ACTIVITY

	Bı	udgeted		Actual			
Fund Type	R	6		Receipts		Variance	
General	\$	-	\$	90,961	\$	90,961	
Special Revenue		-		278,713		278,713	
Total	\$	-	\$	369,674	\$	369,674	

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

20	)18 Budgeted vs	. Actual Budge	tary Bas	is Expenditures	
	Ар	propriation		Budgetary	
Fund Type	1	Authority	E	Expenditures	Variance
General	\$	19,438	\$	114,932	\$ (95,494)
Special Revenue		38,471		222,298	(183,827)
Total	\$	57,909	\$	337,230	\$ (279,321)

Contrary to ORC Section 5705.38, no appropriations were certified with the County Auditor.

Contrary to ORC Section 5705.41(B), expenditures exceeded appropriations due to no appropriation measure being certified by the County Auditor.

Contrary to ORC Section 5705.41(D), the Township had made expenditures prior to certification.

# 4. EQUITY IN POOLED CASH

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

	2018		
Demand deposits	\$	448,928	
Total Deposits	\$	448,928	

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

# NOTES TO FINANCIAL STATEMENTS DECEMBER 31, 2018

## 5. PROPERTY TAX

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

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

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

## 6. RISK MANAGEMENT

The Government belongs to the Ohio Plan Risk Management, Inc. (OPRM) (the "Plan"), a non-assessable, unincorporated non-profit association providing a formalized, jointly administered self-insurance risk management program and other administrative services to Ohio governments ("Members"). The Plan is legally separate from its member governments.

Pursuant to Section 2744.081 of the Ohio Revised Code, the plan provides property, liability, errors and omissions, law enforcement, automobile, excess liability, crime, surety and bond, inland marine and other coverages to its members sold through fourteen appointed independent agents in the State of Ohio.

OPRM coverage programs are developed specific to each member's risk management needs and the related premiums for coverage are determined through the application of uniform underwriting criteria addressing the member's exposure to loss. Effective November 1, 2016, the OPRM retained 50% of the premium and losses on the first \$250,000 casualty treaty and 30% of the first \$1,000,000 property treaty. Effective November 1, 2017, the OPRM retained 47% of the premium and losses on the first \$250,000 casualty treaty. Members are only responsible for their self-retention (deductible) amounts, which vary from member to member. OPRM had 764 members as of December 31, 2017.

*Plan members are responsible* to notify the Plan of their intent to renew coverage by their renewal date. If a member chooses not to renew with the Plan, they have no other financial obligation to the Plan, but still need to promptly notify the Plan of any potential claims occurring during their membership period. The former member's covered claims, which occurred during their membership period, remain the responsibility of the Plan.

Settlement amounts did not exceed insurance coverage for the past three fiscal years.

The Pool's audited financial statements conform with generally accepted accounting principles, and reported the following assets, liabilities and equity at December 31, 2017 (the latest information available).

	2017
Assets	\$14,853,620
Liabilities	(9,561,108)
Retained Earnings	\$ 5,292,512

You can read the complete audited financial statements for OPRM at the Plan's website, www.ohioplan.org.

# NOTES TO FINANCIAL STATEMENTS DECEMBER 31, 2018

### 7. DEFINED BENEFIT PENSION PLANS

The Township'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 Township contributed an amount equal to 14.0% of participant's gross salaries. The Township 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. PUBLIC ENTITY RISK POOL

The Township belongs to the Ohio Government Risk Management Plan (the Plan) an unincorporated non-profit association providing a formalized, jointly administered self-insurance risk management plan. Member governments pay annual premiums to fund the Plan. The Plan pays judgments, settlements and other expenses resulting from covered claims exceeding the member's deductible.

#### COMBINED STATEMENT OF CASH RECEIPTS, CASH DISBURSEMENTS, AND CHANGES IN FUND CASH BALANCES ALL GOVERNMENTAL FUND TYPES FOR THE YEAR ENDED DECEMBER 31, 2017

	<b>Governmental Fund Types</b>							
		General		Special Revenue	_	Debt ervice	(Me	Totals morandum Only)
Cash Receipts:								
Property and Other Local Taxes	\$	67,175	\$	166,159	\$	-	\$	233,334
Intergovernmental		22,806		107,665		-		130,471
Miscellaneous		2,529		1,776		-		4,305
Total Cash Receipts		92,510		275,600		-		368,110
Cash Disbursements:								
Current:		41 107		12 107				54 202
General Government		41,107		13,196		-		54,303
Public Safety		14,972		-		-		14,972
Public Works		1,824		168,641		-		170,465
Capital Outlay		13,085		117,069		-		130,154
Total Cash Disbursements		70,988		298,906		-		369,894
Excess of Cash Receipts Over/(Under) Cash Disbursements		21,522		(23,306)		-		(1,784)
Other Financing Cash Receipts								
Sale of Capital Assets		1,400		-		-		1,400
Other Financing Uses		(33)		-		-		(33)
Total Other Financing Cash Receipts		1,367		-		-		1,367
Net Change in Fund Cash Balance		22,889		(23,306)		-		(417)
Fund Cash Balances, January 1, Restated		113,285		303,220		396		416,901
Fund Cash Balances, December 31								
Restricted		-		241,443		396		241,839
Assigned		19,438		38,471		-		57,909
Unassigned (Deficit)		116,736		-		-		116,736
Fund Cash Balances, December 31	\$	136,174	\$	279,914	\$	396	\$	416,484
·		<u> </u>						

See notes to financial statements.

# NOTES TO FINANCIAL STATEMENTS DECEMBER 31, 2017

## 1. REPORTING ENTITY

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

The constitution and laws of the State of Ohio establish the rights and privileges of Brush Creek Township, Muskingum County, (the Township) as a body corporate and politic. A publically-elected three-member Board of Trustees directs the Township. The Township provides general government services, road and bridge maintenance, fire protection and emergency medical services. The Township contracts with Harrison Township to provide fire protection and emergency medical services.

The Township participates in a public entity risk pool. Notes 6 to the financial statements provides additional information for these entities.

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

# 2. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

### A. Basis of Presentation

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#### **B.** Fund Accounting

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#### **Special Revenue Funds**

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**Gasoline Tax Fund** – This fund receives gasoline tax monies to pay for constructing, maintaining, and repairing Township roads.

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# NOTES TO FINANCIAL STATEMENTS DECEMBER 31, 2017

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

#### **Debt Service Funds**

These funds account for and report financial resources that are restricted, committed, or assigned to expenditure for principal and interest. The Township has one significant Debt Service Fund: Dump Truck Note Fund, which paid off its debt in 2011 and has a balance of \$396.

#### C. 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 Township recognizes receipts when received in cash rather than when earned, and recognizes disbursements when paid rather than when a liability is incurred. Budgetary presentations report budgetary expenditures when a commitment is made (i.e., when an encumbrance is approved).

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

# **D.** Budgetary Process

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

### Appropriations

Budgetary expenditures (that is, disbursements and encumbrances) may not exceed appropriations at the fund, function and object level of control and appropriations may not exceed estimated resources. The Trustees 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 Township 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 2017 appears in Note 3.

#### E. Deposits and Investments

The Township'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.

# NOTES TO FINANCIAL STATEMENTS DECEMBER 31, 2017

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

#### F. Capital Assets

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

#### G. 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.

# H. Fund Balance

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

#### Nonspendable

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

# Restricted

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

## Committed

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

#### Assigned

Assigned fund balances are intended for specific purposes but do not meet the criteria to be classified as *restricted* or *committed*. 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 Township Trustees or a Township 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.

# NOTES TO FINANCIAL STATEMENTS DECEMBER 31, 2017

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

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

# 3. BUDGETARY ACTIVITY

	2017 Budgeted vs. A	ctual Receipts	
	Budgeted	Actual	
Fund Type	Receipts	Receipts	Variance
General	\$ 100,816	\$ 93,910	\$ (6,906)
Special Revenue	258,000	275,600	17,600
Total	\$ 358,816	\$ 369,510	\$ 10,694
2	2017 Budgeted vs. Actual Budg Appropriation	Budgetary	
Fund Type	Authority	Expenditures	Variance
General	\$ 213,185	\$ 71,021	\$ 142,164
Special Revenue	561,184	328,644	232,540
-			

Budgetary activity for the year ended December 31, 2017 follows:

Contrary to ORC 5705.41(D), the Township had made expenditures prior to certification.

# 4. EQUITY IN POOLED CASH

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

	2017		
Demand deposits	\$	416,484	
Total Deposits	\$	416,484	

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

# NOTES TO FINANCIAL STATEMENTS DECEMBER 31, 2017

## 5. PROPERTY TAX

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

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

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

## 6. RISK MANAGEMENT

The Government belongs to the Ohio Plan Risk Management, Inc. (OPRM) (the "Plan"), a non-assessable, unincorporated non-profit association providing a formalized, jointly administered self-insurance risk management program and other administrative services to Ohio governments ("Members"). The Plan is legally separate from its member governments.

Pursuant to Section 2744.081 of the Ohio Revised Code, the plan provides property, liability, errors and omissions, law enforcement, automobile, excess liability, crime, surety and bond, inland marine and other coverages to its members sold through fourteen appointed independent agents in the State of Ohio.

OPRM coverage programs are developed specific to each member's risk management needs and the related premiums for coverage are determined through the application of uniform underwriting criteria addressing the member's exposure to loss. Effective November 1, 2016, the OPRM retained 50% of the premium and losses on the first \$250,000 casualty treaty and 30% of the first \$1,000,000 property treaty. Effective November 1, 2017, the OPRM retained 47% of the premium and losses on the first \$250,000 casualty treaty. Members are only responsible for their self-retention (deductible) amounts, which vary from member to member. OPRM had 764 members as of December 31, 2017.

*Plan members are responsible* to notify the Plan of their intent to renew coverage by their renewal date. If a member chooses not to renew with the Plan, they have no other financial obligation to the Plan, but still need to promptly notify the Plan of any potential claims occurring during their membership period. The former member's covered claims, which occurred during their membership period, remain the responsibility of the Plan.

Settlement amounts did not exceed insurance coverage for the past three fiscal years.

The Pool's audited financial statements conform with generally accepted accounting principles, and reported the following assets, liabilities and equity at December 31, 2017.

	2017
Assets	\$14,853,620
Liabilities	(9,561,108)
Retained Earnings	\$ 5,292,512

You can read the complete audited financial statements for OPRM at the Plan's website, www.ohioplan.org.

# NOTES TO FINANCIAL STATEMENTS DECEMBER 31, 2017

#### 7. DEFINED BENEFIT PENSION PLANS

The Township'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 2017, OPERS members contributed 10.0% of their gross wages and the Township contributed an amount equal to 14.0% of participant's gross salaries. The Township has paid all contributions required through December 31, 2017.

## 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. PUBLIC ENTITY RISK POOL

The Township belongs to the Ohio Government Risk Management Plan (the Plan) an unincorporated non-profit association providing a formalized, jointly administered self-insurance risk management plan. Member governments pay annual premiums to fund the Plan. The Plan pays judgments, settlements and other expenses resulting from covered claims exceeding the member's deductible.

# **10. RESTATEMENT OF FUND BALANCE**

Fund balances in the General and Special Revenue Funds have been restated for the year beginning January 1, 2017 as voided checks were added back:

		Special
	 General	 Revenue
Fund Balance at December 31, 2016	\$ 112,369	\$ 303,184
Adjustments	916	36
Fund Balance at January 1, 2017	\$ 113,285	\$ 303,220

# 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.

Brush Creek Township Muskingum County 6010 Stovertown Drive Philo, Ohio 43771

To the Township Trustees:

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 Brush Creek Township, Muskingum County as of and for the years ended December 31, 2018 and 2017, and the related notes to the financial statements and have issued our report thereon dated April 26, 2019, wherein we noted the Township 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 Brush Creek Township'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 Township's internal control. Accordingly, we have not opined on it.

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. However, as described in the accompanying schedule of findings we identified a certain deficiency in internal control over financial reporting, that we consider a material weakness.

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 Township'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. We consider Findings 2018-001, 2018-002, 2018-003, 2018-005, and Finding 2018-006 described in the accompanying schedule of findings 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 Brush Creek Township's financial statements are free of material misstatement, we tested its compliance with certain provisions of laws, regulations, contracts and grant agreements, noncompliance with which could directly and materially affect the determination of financial statement amounts. However, opining on compliance was not an objective of our audit and, accordingly, we do not express an opinion. The results of our tests disclosed five instances of noncompliance or other matters we must report under *Government Auditing Standards* described in the accompanying Schedule of Findings as items 2018-001, 2018-002, 2018-003, 2018-004, and 2018-007.

# 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 Township's internal control or on compliance. This report is an integral part of an audit performed under *Government Auditing Standards* in considering the Township's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.

Wilson, Phillips & Agin, CPA's, Inc. Zanesville, Ohio April 26, 2019

### SCHEDULE OF FINDINGS DECEMBER 31, 2018 AND 2017

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

### Finding Number 2018-001

#### Noncompliance/Material Weakness

Ohio Rev. Code Section 5705.10(D) requires all revenue derived from a source other than the general property tax and which the law prescribes shall be used for a particular purpose, shall be paid into a special fund for such purpose.

During 2017, the Fiscal Officer incorrectly posted Rollback and Homestead monies to the General Fund in the amount of \$5,250 instead of the Road & Bridge Fund, Special Revenue Fund type.

During 2017, the Fiscal Officer incorrectly posted Gasoline Tax monies to the General Fund in the amount of \$2,884 instead of the Gasoline Tax Fund, Special Revenue Fund type.

During 2018, the Fiscal Officer incorrectly posted Rollback and Homestead monies to the General Fund in the amount of \$5,909 instead of the Road & Bridge Fund, Special Revenue Fund type.

Therefore, in 2018 and 2017, the Fiscal Officer improperly posted rollback homestead monies and gasoline tax monies to the General Fund, in the amount of \$14,043 that should have posted to the Road & Bridge Fund, Special Revenue Fund type, in the amount of \$11,159 and Gasoline Tax Fund, Special Revenue Fund type, in the amount of \$2,884. The Fiscal Officer made these adjustments to the Townships records and, therefore, these adjustments are reflected in the accompanying financial statements.

Clients Response: We have not received a response from the client.

# Finding Number 2018-002

#### Noncompliance/Material Weakness

Ohio Revised Code Section 5705.38(A) states that on or about the first day of the fiscal year, an appropriation measure is to be passed. If the taxing authority wants to postpone the passage of an annual appropriation measure until an amended certificate is received from the County Budget Commission based on the actual year end balances, it may pass a temporary appropriation measure for meeting the ordinary expenses until April 1.

Ohio Revised Code Section 5705.41(B) states that no subdivision or taxing unit shall make any expenditure of money unless it has been properly appropriated.

For 2018 temporary appropriations were approved in the minutes, however, permanent appropriations were not approved in the minutes and were not certified with the County Auditor. For 2017, permanent appropriations were not approved in the minutes and were not filed with the County Auditor until May 1, 2017.

## SCHEDULE OF FINDINGS DECEMBER 31, 2018 AND 2017

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

#### Finding Number 2018-002 (Continued)

Without a permanent appropriation resolution being approved; expenditures exceeded appropriations for all funds in 2018.

We recommend the Fiscal Officer ensure its annual appropriation resolution is passed in a timely manner. The annual appropriation resolution should be signed by the Board of Trustees and maintained by the Fiscal Officer or attached to the minutes and filed with the County Auditor. If the Board of Trustees 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 requests for payments when appropriations are not available.

Client Response: We have not received a response from the client.

## Finding Number 2018-003

#### Noncompliance/Material Weakness

Ohio Revised Code Section 5705.41 (B) states no subdivision or taxing unit is to expend money unless it has been appropriated. The Township had the following funds which had expenditures greater than appropriation authority.

		Appropriation		
Fund	Year	Authority	Expenditures	Variance
General	2018	\$ 19,438	\$ 114,932	\$ (95,494)
MVL License Tax	2018	452	12,806	(12,354)
Gasoline Tax	2018	27,100	81,482	(54,382)
Road & Bridge	2018	10,919	128,010	(117,091)

We recommend the Trustees pass permanent appropriations with the County Auditor. In addition, we recommend the Trustees compare expenditures versus appropriation authority throughout the year. Also, the Trustees should not approve expenditures greater than appropriations. This can result in the Township spending more money than it appropriated and could cause possible negative fund balances.

### SCHEDULE OF FINDINGS DECEMBER 31, 2018 AND 2017

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

#### Finding Number 2018-004

### Noncompliance

Ohio Rev. Code Section 5705.41 (D) (1) 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 Section 5705.41 (D) (1) and 5705.41 (D) (3), respectively, of the Ohio Revised Code.

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

### SCHEDULE OF FINDINGS DECEMBER 31, 2018 AND 2017

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

#### Finding Number 2018-004 (Continued)

The Fiscal Officer did not certify the availability of funds prior to purchase commitments for 29% of the expenditures tested in 2018 and 2017, and there was no evidence the Township followed the aforementioned exceptions.

Unless the exceptions noted above are used, prior certification is not only required by statute but is a key control in the disbursement process to assure that purchase commitments receive prior approval. To improve controls over disbursements and to help reduce the possibility of the Township's funds exceeding budgetary spending limitations, we recommend the Fiscal Officer certify that the funds are or will be available prior to an obligation being incurred by the Township. When prior certification is not possible, "then and now" certification should be used.

We recommend the Fiscal Officer certify purchases to which Section 5705.41 (D) applies. The Fiscal Officer should sign the certification at the time the Township incurs a commitment, and only when the requirements of Ohio Revised Code Section 5705.41 (D) are satisfied. The Fiscal Officer should post approved purchase commitments to the proper appropriation code, to reduce the available appropriation.

Client Response: We have not received a response from the client.

#### Finding Number 2018-005

#### Material Weakness – Reclassifications and Adjustments

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 Ohio Township Handbook (Revised March 2018) provides suggested account 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 will provide the Township with information required to monitor compliance with the budget, and prepare annual reports in the format required by the Auditor of State.

During 2018 and 2017, the Township's receipts and disbursements were not always posted into accurate classifications or funds. The following misclassifications and adjustments were noted.

For 2018, the Fiscal Officer classified certain significant transactions incorrectly as follows:

- Real estate tax settlement receipts were posted at net instead of at gross. As a result, receipts and expenditures were understated in the General Fund by \$1,659 and understated in the Road & Bridge Fund by \$2,997.
- Real estate tax settlement receipts recorded as Intergovernmental receipts in the amount of \$75,364 were reclassified to Property and Other Local Taxes in the Road & Bridge Fund.

# SCHEDULE OF FINDINGS DECEMBER 31, 2018 AND 2017

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

## Finding Number 2018-005 (Continued)

- General Government disbursements in the amount of \$8,650 were reclassified to Public Safety in the General Fund.
- Public Safety disbursements in the amount of \$69,999 were reclassified to Capital Outlay in the General Fund.
- General Government disbursements in the amount of \$1,986 were reclassified to Public Works in the Gasoline Tax Fund.
- Public Works disbursements in the amount of \$7,675 were reclassified to Capital Outlay in the Gasoline Tax Fund.
- Health disbursements in the amount of \$40,900 were reclassified to Capital Outlay in the Road & Bridge Fund.

For 2017, the Fiscal Officer classified certain significant transactions incorrectly as follows:

- Real estate tax settlement receipts were posted at net instead of at gross. As a result, receipts and expenditures were understated in the General Fund by \$1,224 and understated in the Road & Bridge Fund by \$2,978.
- General Government disbursements in the amount of \$14,600 were reclassified to Public Safety in the General Fund.
- Public Safety disbursements in the amount of \$13,085 were reclassified to Capital Outlay in the General Fund.
- Public Works disbursements in the amount of \$90,000 were reclassified to Capital Outlay in the Road & Bridge Fund.
- Capital Outlay disbursements in the amount of \$9,845 were reclassified to Public Works in the Road & Bridge Fund.
- General Fund Unassigned fund balance was overstated by \$19,438, this was reclassified to Assigned for encumbrances outstanding. Special Revenue Restricted Fund balance was overstated by \$38,471, this was reclassified to Assigned for encumbrances outstanding.

We recommend the Township use the Ohio Township Handbook for reference when posting transactions.

The above adjustments, which were agreed to by management, were posted to the financial statements and to the Township's records.

### SCHEDULE OF FINDINGS DECEMBER 31, 2018 AND 2017

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

#### Finding Number 2018-006

#### Material Weakness

All local public offices should integrate the budgetary accounts at the legal level of control or lower, 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.

At December 31, 2018, appropriations in the Township's ledgers did not agree to the amounts approved by the Board of Trustees for the following funds:

	Appropriations Per	Appropriations		
	Township Accounting	Per Board of		
Fund	System	Trustees	Variance	
General	\$ 211,196	\$ -	\$ 211,196	
Motor Vehicle License	33,273	-	33,273	
Gasoline Tax	194,009	-	194,009	
Road & Bridge	274,528	-	274,528	

At December 31, 2018, estimated receipts in the Township's ledgers did not agree to the amounts approved by the Budget Commission for the following funds:

	Estimated Receipts Estimated Receipts			
	Approved by the Per Township's			
Fund	Budget Commission	Accounting System	Variance	
General	\$ -	\$ 86,326	\$ (86,326)	
Motor Vehicle License	-	17,337	(17,337)	
Gasoline Tax	-	86,263	(86,263)	
Road & Bridge	-	164,901	(164,901)	

This occurred because the Township did not prepare a Certificate of Year End Balances and submit to the County Budget Commission in 2018. Therefore, in 2018, the Township never received a Certificate of Estimated Resources from the County Budget Commission in order to pass their permanent appropriation measure.

Without information properly entered into the system, the management of the Township lost some degree of budgetary control. This also resulted in adjustments to the budgetary note disclosure.

We recommend the Fiscal Officer accurately post appropriations as approved by the Board of Trustees and estimated receipts as approved by the County Budget Commission into the computer system. This procedure will help ensure more useful comparisons of budget versus actual activity, as well as provide management with an accurate monitoring tool throughout the year.

## SCHEDULE OF FINDINGS DECEMBER 31, 2018 AND 2017

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

### Finding Number 2018-007

# Noncompliance

Ohio Revised Code Section 117.38 requires townships to file their financial information in the HINKLE system within 60 days after the close of the fiscal year. We noted 2017 financial information was filed late.

For financial information to be considered complete, financial statements must include footnotes. We noted the footnotes did not include certain information and there were some noted variances, as described below:

For December 31, 2018 were as follows:

- The Township's footnotes included information for both 2018 and 2017. Since the Hinkle System is a single year filing, the Township only needed to include 2018 information.
- The Township's Budgetary Activity Footnote included variances, due to not filing a Certificate of Year End Balances and submitting it to the County Budget Commission.
- The Risk Management Footnote included information for OTARMA rather than the Ohio Plan, which is what the Township is enrolled in.
- The Township did not include the Postemployment Benefits Footnote and the Public Entity Risk Pool Footnote.

For December 31, 2017 were as follows:

- The Township's footnotes included information for both 2016 and 2015. When filing information in the Hinkle System, the Township should use current year financial information only. This resulted in variances within the Budgetary Activity Footnote and the Equity in Pooled Cash Footnote.
- The Risk Management Footnote included information for OTARMA rather than the Ohio Plan, which is what the Township is enrolled in.
- The Township did not include the Postemployment Benefits Footnote and the Public Entity Risk Pool Footnote.
- The Township did not include a footnote to explain the Restatement of Fund Balance within the Special Revenue Funds.

We recommend the Township complete accurate and complete financial information.

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# SCHEDULE OF PRIOR AUDIT FINDINGS DECEMBER 31, 2018

Finding Number	0	Fully Corrected	Not Corrected, Partially Corrected Significantly Different Corrective Action Taken; or Finding No Longer Valid; <b>Explain:</b>
2016-001	Material Weakness Reclassifications and Adjustments		Not Corrected - Refer to Findng 2018-005

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# **BRUSH CREEK TOWNSHIP**

**MUSKINGUM COUNTY** 

CLERK'S CERTIFICATION

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

Susan Babbrtt

**CLERK OF THE BUREAU** 

CERTIFIED JULY 23, 2019

> 88 East Broad Street, Columbus, Ohio 43215 Phone: 614-466-4514 or 800-282-0370 www.ohioauditor.gov